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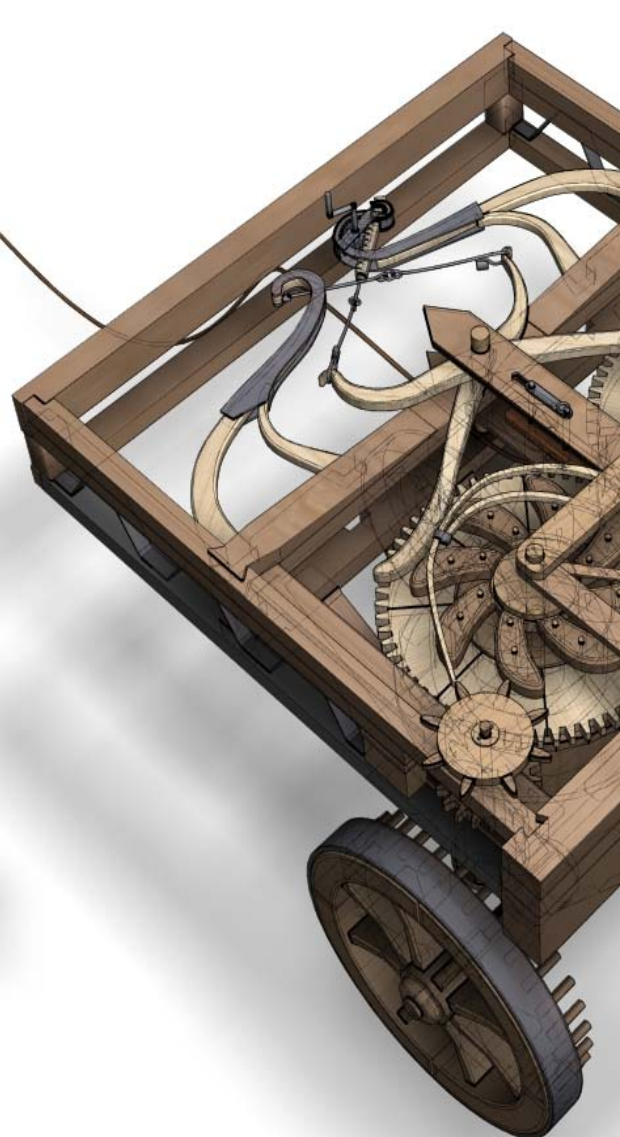
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Improvement of the System of Strategic State Regulation in the Tourism Industry

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Abstract

The article is devoted to the elaboration of approaches aimed to improve the system for strategic state regulation in the tourism industry. It has been established that promising areas for strategic state regulation can include the development of recreational and sanatorium-resort facilities, as well as the introduction of new research-intensive technologies of recreation, treatment, rehabilitation, services, professional training of personnel and measures to make the management of the recreational industry more efficient. The authors propose to direct recreational policy to the efforts to provide environmental security during the recreational development of an area and to determine certain zones of recreational areas with the detachment of developed, promising and reserve areas. It has been proven that strategic state regulation is based on strategic state planning, which can be understood as management corresponding to specified long-term goals and objectives set to develop the country as a whole and its separate regions from the socio-economic point of view.

Keywords: system; tourism industry; strategy; state regulation; management; region; planning; resources.

JEL Classification: L83; L88; O13.

Introduction

The feature of strategic state regulation is the possibility of choosing key areas and providing the required potential for the long-term socio-economic development of a country or its regions. The ultimate result of strategic state regulation is the relevant finally formed efficient strategy constituting a function that depends not on time characteristics but is defined by characteristics of the areas. It does not require any immediate actions but is executed through the elaboration of comprehensive plans, a system of budgets at all levels and the introduction of targeted development programs.

Strategic state regulation is based on strategic state planning, under which one can understand management that corresponds to long-term goals and objectives related to the development of a country and its separate regions from the socio-economic point of view. It is necessary to distinguish strategic goals of state planning from long-term goals. Strategic goals are fundamental and show general areas of state policy, this particularly concerns tourism. For this reason, the determination of strategic goals is a key aspect of strategic state planning in the tourism industry.

The study of the tourism industry's development prospects has been reflected in works by R.S. Garifullina (2015), E.A. Grechikhina (2018), T.V. Degtyareva (2018), E.G. Kiyakbaeva (2014), D.V. Kolpakidi (2015), O.Yu. Tarasova (2009), etc. At the same time, a number of problems faced when improving the system of strategic state regulation in the tourism industry remain insufficiently revealed.

1. Methods

The study theoretical and methodological basis includes the method of abstraction and logic, techniques of induction, deduction, analysis, synthesis and systematization used in order to substantiate the approach to the identification of tendencies in strategic state regulation in the tourism industry; the statistical, economic and graphic methods were used in order to study the level and tendencies related to changes in the development of tourism and the method of defining objectives – in order to determine economic and legal aspects of the provision of tourism services in the conditions of state regulation.

The article's information base included statistical data from public authorities, legislative and statutory documents regulating aspects related to the provision of tourism services, assessments of efficiency of strategic state regulation in the tourism industry and results of conducted research (Agamirova *et al.* 2017, 82; Nikolskaya *et al.* 2018, 489; Zavalko *et al.* 2018, 84).

In the study, we plan to systematize aspects of strategic state regulation in the tourism industry, to elaborate measures aimed to coordinate activities taken among main participants of tourism business and to substantiate economic provisions on the sustainable development of tourism businesses in the conditions of uncertainty.

2. Results

The practice has shown that the hierarchy of strategic goals of state planning is usually developed at the initial stage. Key long-term goals are defined first of all and later mid- and short-term goals, which precede long-term ones, are defined. When doing so, strategic goals of state planning should be linked with the state's relevant functions in the tourism industry.

It is necessary to pay close attention to the fact that the goals of strategic state planning can be defined on the basis of the relevant strategic priorities and the mission of strategic state planning. Accordingly, sustainable development of the tourism industry can be powered only by state planning that is based on strategic priorities, under which one should understand inter-functional goals of state planning that are defined in accordance with the components of comprehensive state policy in the tourism sector and the execution of which is vitally important for public administration.

Studies show that strategic goals of state planning are traditionally reflected in the concepts, strategies and development programs of the state or its separate regions, as well as in other statutory documents. Strategic goals of state planning are based on preliminary analysis that makes it possible to define current conditions, tendencies and restrictions of socio-economic development of internal, external, inter-state and international origin.

Strategic state planning should be executed at all levels of public administration, starting from the national level. Thus, it helps coordinate activities carried out by central executive bodies and local self-state authorities while taking scheduled measures to attain specified goals of socio-economic development at all levels. Strategic state planning should provide for possible changes of all factors and, accordingly, should minimize all relevant risks.

Furthermore, strategic state planning should clearly define needs for all types of resources for the quality achievement of specified goals and for the prevention of risks when making long-term investment decisions on the injection of financial resources into major projects. Customarily, strategic state planning is supplemented and concretized (1) by means of tactical state planning, which can be understood as a totality of decisions providing the most acceptable option of strategy approval in the current conditions, or (2) taking into account circumstances that are new or unpredictable and require fast reaction.

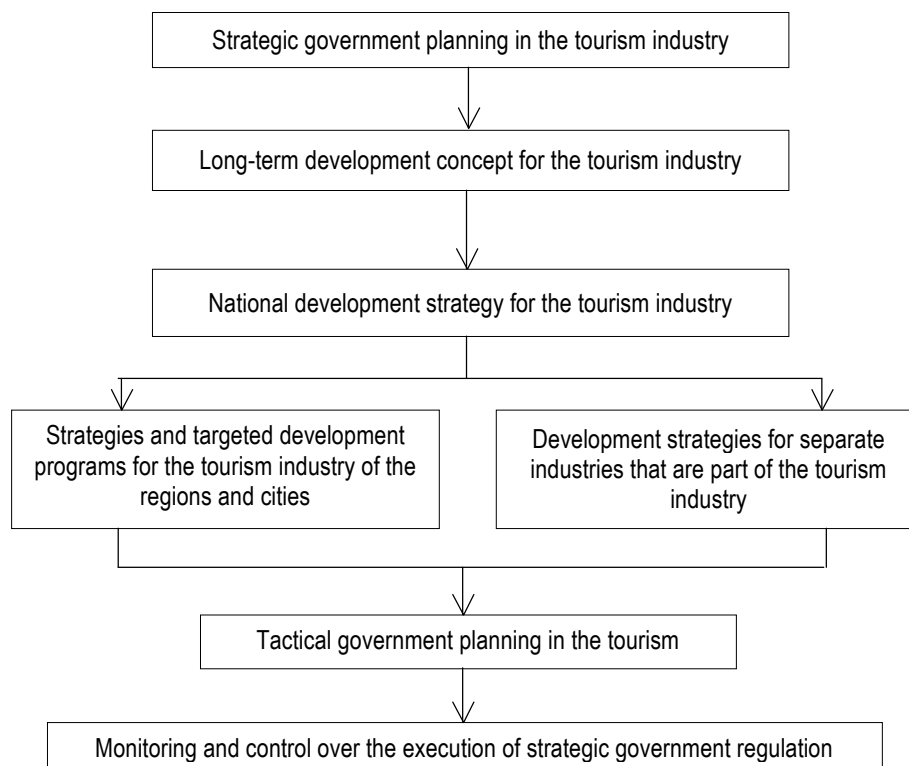
Strategic state planning implies the elaboration of short- and mid-term strategies aimed to conduct definite operations and resources, which are necessary for this, when attaining mid- and long-term strategic goals in accordance with their established hierarchy. The strategy at one level of administration can simultaneously be the tactics at the other level.

The general concept for the pursuance of state policy in the tourism industry, which is supplemented by a set of real measures and which helps achieve certain principles, priorities and development goals of the tourism industry, if all resources essential for its development are used in the best manner and problems preventing it from improving are solved, can be regarded as a strategy of public administration in the tourism industry.

Strategic state administration in the tourism industry plays a key role in the general administration system of a country's socio-economic development. The relevant level of competition in a specified area at the level of the national and global tourism industry can be achieved only if there is a well-developed system of strategic state administration that, in turn, is focused on the elaboration of efficient tools designed to attain specified goals at all hierarchic levels in the long term. It is reasonable to assume that the system of strategic state regulation of the tourism industry development is based on a certain sequence (Figure 1).

Specifically, the system of strategies for state administration in the tourism industry consists of the following components: the tourism industry's national development strategy; development strategies of separate industries that are part of the tourism industry as separate projects or targeted programs and provide the optimum solution to the system problem related to the tourism industry's development; strategies and targeted development programs for the tourism industry of regions and cities that should be built on the tourism industry's national development strategy.

Figure 1. Sequence of stages for the establishment of the system of strategic state regulation in the tourism industry



However, it is reasonable to impose a number of the following requirements on the development state administration strategy in the tourism industry:

- logical, *i.e.* the state administration strategy for the tourism industry has an internal integrity, is flexible and its elements are coordinated;
- realistic, *i.e.* the state administration strategy for the tourism industry should correspond to the existing conditions, as well as historical, cultural, natural recreational, economic and national goals;
- compliance with ethical and moral principles, *i.e.* the pursuance of the state regulation strategy in the tourism industry should not contradict to existing ethical or moral standards in the society;

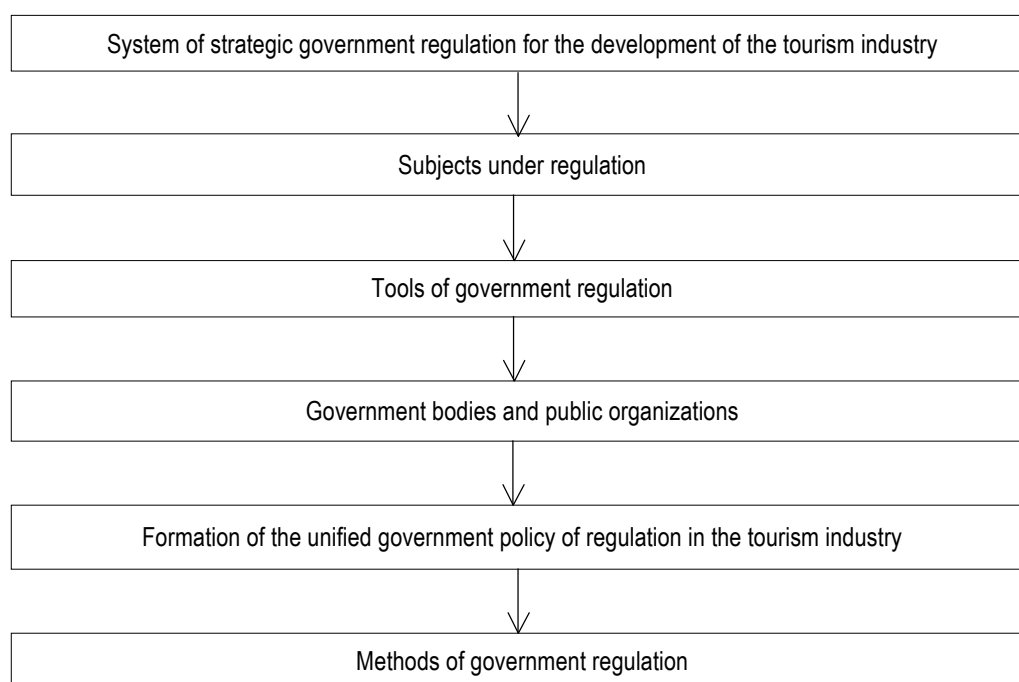
- interaction with the internal and external environment, *i.e.* the state regulation strategy in the tourism industry may be adjusted in accordance with changes in the environment at a level of a specified area, country or of the world;
- alternative, *i.e.* the state regulation strategy for the tourism industry should be developed in several scenarios;
- public interests are taken into account, *i.e.* interests of separate strata or groups of population and the society as a whole are taken into account;
- exposure to risks, *i.e.* to take into consideration potential risks associated with the pursuance of the state regulation strategy for the tourism industry, while making forecasts that they are justified.

If one complies with the specified requirements for the state regulation strategy for the tourism industry, it will provide the following opportunities: to pay attention to key problems faced by the tourism industry and to solve secondary problems from the point of view to which group of problems and causes they belong to; to determine promising ways of developing the tourism industry by mobilizing all required accumulated resources; to coordinate all measures related to the execution of principles and goals of public administration by determining the best way of using the available resource base; to form strategic regional potential.

Generally, the nature and features of the state regulation strategy for the tourism industry are stipulated by the following characteristics: potential of a region, its socio-economic position; key features of a selected model of regional development; historical experience; features of mentality, traditions; the provision with diverse resources, particularly with natural recreational resources, and possibilities of their rational use; the level and prospects of scientific development, the presence of advanced technologies; the composition and qualification of workforce employed in the tourism industry (Figure 2).

Research shows that local authorities should develop their tourism development strategy by comparing three parameters (economic security of a region, its competitiveness in the cross-border tourist products market and possibilities of cross-border cooperation in the tourism industry in order to make the region's economy more competitive).

Figure 2. System of strategic state regulation in the tourism industry



The adoption of measures aimed to deepen cross-border cooperation in the tourism industry will contribute to eliminating existing hurdles for the introduction of a cluster model of the region's tourism development, namely legal, organizational and market. That is, the higher is the convergence of economies of cooperating neighboring border regions, the better are conditions for the establishment of cross-border clusters. Here one can mention the following measures: information (to help businesses in border regions fully familiarize themselves with the possibilities of obtaining economic benefits from the participation in cross-border tourism clusters); financial (to boost tourism development within a cross-border cluster: to encourage banks that would

have the possibility of financing and lending during the entire cycle of tourist product creation); infrastructure (to deepen cross-border ties by establishing joint tourism infrastructure).

As strategic goals of economic reforms assign a priority role to sanatorium-resort treatment, health improvement, tourism and leisure in the region's economic complex, reforms in the sanatorium-resort segment currently require the following measures to be taken: organized tourism (the establishment of a single system of tourism and recreational areas on the basis of main tourist centers, resorts and regions of leisure); the creation of new tourist products (tourist offers) devoted to diverse topics) and hotels (the development of a hotel chain offering different levels of comfort, renovation, revamping and renewal of existing hotels).

At the same time, the development of the tourism industry at a sustainable pace should largely be based on the upgrade of infrastructure in the tourism industry. For this purpose, we find it necessary to introduce a special investment regime to assist the construction and renovation of hotels and other facilities of tourism infrastructure, thereby prompting investors to inject funds into the tourism industry. Moreover, it is essential to introduce direct financing from federal and local budgets to the measures aimed at developing tourism infrastructure, particularly to create routes, places of leisure in forests and mountain areas, public beaches, observation decks, tourist information centers and information stands on highways.

For this reason, we believe that key factors for the successful restoration and development of the Russian tourism industry can include the following: the creation of a positive tourism image of the country and the efficiency of a system designed to promote a regional tourist product to the international tourist services market; the elaboration of a system of measures aimed to provide security of tourists and reduce crime and political tension in the region; the restoration and development of the region's tourism infrastructure, its upgrade and a focus on innovation, the attraction of new groups of tourists; the creation of absolutely new tourist products and their promotion; the creation of the maximum favorable conditions for investors in the tourism industry.

3. Discussion

The reliability of the presented approaches is confirmed by the fact that stronger competitive positions of the national tourism market are important as the development of internal tourism is prioritized and require diversification of specific sub-markets and complication of the territorial structure of the domestic market through the formation of local territorial markets by intensifying the resource base of tourism and developing tourism infrastructure (Blokhina *et al.* 2018, 137; Karaulova *et al.* 2017, 22; Novolodskaya *et al.* 2018, 714).

The main regulator should be the conduct of regional tourism policy of offering incentives for small and mid-sized enterprises in internal tourism and the arrangement of excursions in socio-economic depressed areas. Another direction is targeted investment policy aimed to make the internal market more centralized in order to have clear spatial structuring and hierarchy of components in the territorial structure, thereby contributing to polarized processes and becoming the basis for the establishment of a tourism transport logistical system with distribution coordinators for internal and external tourism flows.

At the same time, most countries comprehensively encourage foreign tourists to visit their countries. The Russian Federation should also make use of this practice in order to create its own positive image depending on the actions taken by its public authorities and the society in both the international geopolitical space and the country, and this is directly linked with the way the international community and citizens treat these actions. Sensational newsbreaks and the regular provision of materials contribute to the formation of demand on the part of potential tourists and business investors.

Moreover, the tourism image of the state (the one that is constructed straightforwardly) mainly addresses two groups (people of the country and the global community). Information obtained by tourists during trips and on their way back is distributed among friends and acquaintances and may produce a bigger effect than a large-scale advertising campaign. For this reason, the development of high-quality tourism services can substantially influence the country's image, making it more visible and interesting. On top of this, it is necessary to take into account cultural changes among countries when conducting an advertising campaign designed to create a tourism image.

For this reason, it is necessary to do the following for the introduction into practical activities carried out by public authorities and tourism enterprises: to establish a single body of public administration for the tourism services sector in order to coordinate actions taken by companies operating in this sector; to provide legal protection at a national level for organized holidaymakers and state guarantees in cases when an unfair company violates terms of travel agreements; to determine recreational capacity and to develop a scientifically justified scheme of the environmental framework of places of accommodation and recreation.

Conclusion

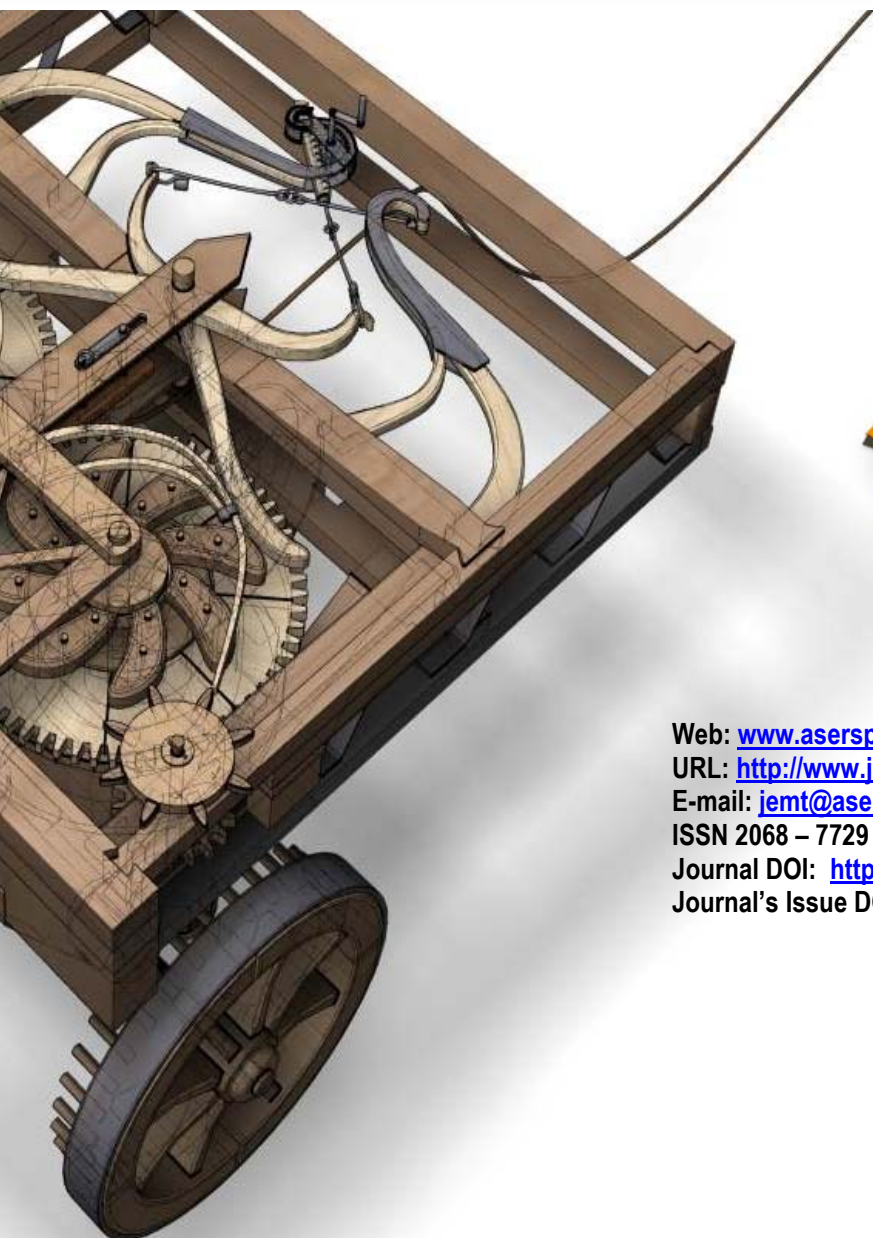
To sum up, one can note that the proposed approaches to the use of state regulation mechanisms aim to provide sustainable development of the tourism industry. Promising areas of strategic state regulation can include the development of health improvement and sanatorium-resort facilities, as well as the introduction of new research-intensive technologies of recreation, treatment, rehabilitation, services, professional training of personnel and measures to make the management of the recreational industry in the region more efficient.

We propose to direct recreational policy primarily to the efforts to provide environmental security during the recreational development of an area and to determine certain zones of recreational areas with the differentiation of developed, promising and reserve areas and the social necessity, *i.e.* the compliance of the available recreational base with real rehabilitation needs, its ability to satisfy public demand for recreational services in the region, feasibility, the development of green recreational facilities and the involvement of various strata of the society in the tourism industry.

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