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**ASSESSMENT OF TOURISM DEVELOPMENT IN THE RUSSIAN FEDERATION**

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**Abstract**

The socio-economic system of Russia has entered a new stage of its development, whose external manifestation consists in the growth of economic recovery rates, stabilization of inflation indicators, the revival of investment activity, and changes in consumer sentiment towards domestic producers. In such conditions, tourism can be defined as a new effective tool for socio-economic development of the Russian Federation. Tourism makes a significant contribution to ensuring sustainable socio-economic development and social stability. This industry is important for the development of small businesses and microenterprises, as well as creating jobs and contributing also to self-employment of the population. The tourism industry is developing faster than the global average growth rate, encouraging the development of related economic sectors. Today, tourism accounts for 3.4% of the country's gross domestic product, affecting 53 related industries. The creation of one job in the tourism sector entails the creation of up to five jobs in related industries.

**Keywords**

Tourism – Tourism industry – Inflation – Investment activity

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## Introduction

Despite the fairly vigorous activity of state bodies in the main areas of tourism regulation, it should be noted that currently there are no scientific and practical tools to determine the priority fields of tourism development in the Russian Federation. No methodological base is available to create a regional tourist product taking into account the existing tourist potential and the possibility of creating artificial attractions. There is no proven methodology to classify the regions of Russia according to the tourism development prospects to consolidate efforts. The process of coordinating and ensuring continuity of the federal regulatory framework and regional tourism programs is at an early development stage. Strategic approaches and operational measures to promote the Russian national tourism product in the international arena and on the domestic market require transformation and optimization<sup>1</sup>.

## Methods

The development of inbound tourism is one of the important tasks for creating a base for sustainable economic growth, as well as effectively increasing the share of nonresource exports in the total export volume of the Russian Federation. Tourism provides an inflow of funds to the country's economy and has a powerful synergistic effect.

The issues of choosing markets have two aspects. The first concerns searching for countries having a real or potential demand that would justify the cost of promoting a tourist product in the market. The second important aspect is the rapid payback of the target market (the total amount of tourism expenses spent by tourists from different countries)<sup>2</sup>. All this confirms the relevance and timeliness of services towards forming proposals to determine priority areas for the tourism industry development, including stimulating the development of tourist infrastructure in the regions of the Russian Federation. The article uses methods of cooperative interaction and a systematic approach.

## Results and Discussion

Domestic tourism is of great importance for the country and is considered as one of the objectives of import substitution, while the development of inbound tourism is one of the promising ways to solve the task set by the President of the Russian Federation V. Putin to increase the share of nonresource exports in the total volume of country's exports. Inbound and domestic tourism has stable prospects of becoming a highly profitable branch of the national economy of the Russian Federation as a catalyst for the socio-economic development of Russian regions<sup>3</sup>.

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<sup>1</sup> A. A. Fedulin; L. V. Zgonnik; O. Ye. Lebedeva y L. L. Dukhovnaya and S. V. Ilkevich, "Methodological approaches to the assessment of historical and cultural resources in tourist destinations", *Journal of Environmental Management and Tourism* Vol: 8 num 6 (2017): 1198-1204 y S. Vojtovich. *Kak privilech' v Rossiyu inostrancev, ne otmenyaya vizy*. Retrieved from: <https://www.hotline.travel/konflikty/kak-privlech-v-rossiyu-inostrantsev-ne-otmenyaya-vizy/>

<sup>2</sup> A. Artal-Tur; G. Romanova; M. Del Mar Vazquez-Mendez; O. Vapnyarskaya; T. Kharitonova; S. Ilkevich; E. Sakharchuk; D. Allen; S. Roden; E. Sharafanova; E. Pecheritsa; Ju. I. Pulido-Fernandez; D. Ward-Perkins; O. Krukova; A. Vetitnev; M. Keup; L. Belosluttseva; A. Garcia Sanchez y A. Fedulin. *Tourism in Russia: A Management Handbook*. Bingley. 2015.

<sup>3</sup> VISA. Retrieved from: <https://www.visa.com.ru/>

Tourism makes a significant contribution to ensuring sustainable socio-economic development and social stability. This industry is important for the development of small and medium-sized businesses, job creation, as well as contributes to the self-employment of the population. The tourism industry is developing ahead of the global average growth rate, stimulating the development of related economic industries, and serving as sustenance in implementing a long-term strategy for nonresource balanced development of the Russian Federation. Table 1 represents the rating of Russian regions in terms of the number of people employed in the tourism industry, taking into account related activities.

No.	Entity of the Russian Federation	Contribution of cluster initiatives to the formation of tourist flow in the Russian Federation, Number of people	Ranking
1.	Krasnodar Region	1,741,874	1
2.	Moscow Region	1,046,770	2
3.	Republic of Tatarstan	558,371	3
4.	Sverdlovsk Region	403,376	4
5.	Yaroslavl Region	199,915	5
6.	Altai Territory	183,203	6
7.	Khabarovsk Territory	175,210	7
8.	Kaliningrad Region	156,087	8
9.	Kemerovo Region	131,902	9
10.	Tver Region	127,836	10
11.	Republic of Karelia	126,060	11
12.	Vologda Region	114,620	12
13.	Ryazan Region	104,935	13
14.	Pskov Region	103,136	14
15.	Orenburg Region	102,386	15
16.	Republic of Buryatia	100,346	16
17.	Amur Region	95,868	17
18.	Chuvash Republic	80,623	18
19.	Udmurt Republic	80,087	19
20.	Kostroma Region	73,557	20
21.	Ivanovo Region	67,930	21
22.	Altai Republic	62,653	22
23.	Lipetsk Region	58,655	23
24.	Republic of Sakha (Yakutia)	53,532	24
25.	Republic of Dagestan	41,815	25
26.	Karachay-Cherkess Republic	34,627	26
27.	Kabardian-Balkar Republic	32,219	27
28.	Adygeya Republic	27,707	28
29.	Republic of Chechnya	9,934	29
30.	Republic of Tuva	9,402	30
31.	Ingush Republic	936	31
32.	Arkhangelsk Region (without an Autonomous District)	-	These Russian Federation entities are not included in the activities of the Federal target program "Developing domestic and inbound tourism in the Russian Federation (2011-2018)"
33.	Astrakhan Region	-	
34.	Belgorod Region	-	
35.	Bryansk Region	-	
36.	Vladimir Region	-	
37.	Volgograd Region	-	
38.	Voronezh Region	-	
39.	Sevastopol	-	
40.	Moscow	-	
41.	Saint Petersburg	-	
42.	Jewish Autonomous Region	-	
43.	The Zabaikalye Territory	-	

44.	Irkutsk Region	-
45.	Kaluga Region	-
46.	Kamchatka Territory	-
47.	Kirov Region	-
48.	Krasnoyarsk Region	-
49.	Kurgan Region	-
50.	Kursk Region	-
51.	Leningrad Region	-
52.	Magadan Region	-
53.	Murmansk Region	-
54.	Nenets Autonomous District	-
55.	Nizhny Novgorod Region	-
56.	Novgorod Region	-
57.	Novosibirsk Region	-
58.	Omsk Region	-
59.	Orel	-
60.	Penza Region	-
61.	Perm Region	-
62.	Primorsky Territory	-
63.	Republic of Bashkortostan	-
64.	Republic of Kalmykia	-
65.	Republic of Komi	-
66.	Republic of Crimea	-
67.	Republic of Mari El	-
68.	Republic of Mordovia	-
69.	Republic of North Ossetia-Alania	-
70.	Republic of Khakassia	-
71.	Rostov Region	-
72.	Samara Region	-
73.	Saratov Region	-
74.	Sakhalin Region	-
75.	Smolensk Region	-
76.	Stavropol Territory	-
77.	Tambov Region	-
78.	Tomsk Region	-
79.	Tula Region	-
80.	Tyumen Region (without Autonomous Districts)	-
81.	Ulyanovsk Region	-
82.	Khanty-Mansi Autonomous District – Yugra	-
83.	Chelyabinsk Region	-
84.	Chukotka Autonomous District	-
85.	Yamal-Nenets Autonomous District	-

Table 1

Rating of the Russian Federation regions by the number of employees involved in the tourism industry taking into account related activities

When rating based on the gross value added of the tourism industry, taking into account the multiplier, the leading rankings are taken by Moscow, Krasnodar Territory, St. Petersburg, Sverdlovsk, and Moscow regions. The Republic of Ingushetia is the Russian Federation entity with the lowest ranking based on the gross added value of the tourism industry with accounting for the multiplier<sup>4</sup>.

<sup>4</sup> S. Vojtovich, Kak privilech' v Rossiyu inostrancev, ne otmenyaya vizy. Retrieved from: <https://www.hotline.travel/konflikty/kak-privlech-v-rossiyu-inostrantsev-ne-otmenyaya-vizy/> y T. E. E.

When rating in terms of the number of people employed in the tourism industry, taking into account related activities, the leading rankings belong to the Krasnodar Territory, Moscow, the Republic of Crimea, the Moscow Region, and the Stavropol Territory.

The Russian Federation entity with the lowest ranking in terms of the number of people employed in the tourism industry, taking into account related activities, is the Chukotka Autonomous District.

When rating based on the contribution of cluster initiatives to the formation of the tourist flow of the Russian Federation entities among participants of the Federal target program "Developing domestic and inbound tourism in the Russian Federation (2011-2018)", the leadership belongs to the Krasnodar Territory, the Moscow Region, the Republic of Tatarstan, as well as Sverdlovsk and Yaroslavl regions.

Among the entities involved in the rating, the lowest ranking belongs to the Republic of Ingushetia.

The selection of methods of cooperative interaction and a systematic approach was based on the experience of implementing the federal target program "Developing domestic and inbound tourism in the Russian Federation (2011-2018)". During the period from 2011 to 2018, the organizational and economic bases for applying the principles of the public-private partnerships were created as a tool to increase the attractiveness of the tourism industry as an object for private investment. In the framework of the Program, one ruble of budget funds accounts for approximately RUB 2.2 of extrabudgetary investment, which plays an important role in solving the problem of attracting investors to the tourism sector, since the construction of tourist infrastructure is carried out at the expense of private investors, while the creation of supporting infrastructure for these objects is carried out at the expense of the state budget. Such a mechanism for the integrated development of tourism and supporting infrastructure of tourist clusters allows forming growth points for the regions' development, as well as interregional ties, activating the development of small and medium-sized businesses in the region. Activities aimed at developing tourist-recreational complex systematically eliminate factors limiting the implementation of the tourism potential of the Russian Federation. Such factors concern low level of tourist infrastructure development, the shortage of personnel who meet the market requirements in terms of qualifications that, in turn, leads to a discrepancy in the quality of tourist services to the expectations of consumers, as well as the lack of long-term credit instruments with interest rates available to investors, allowing to cover investments into objects of the tourist-recreational complex within the terms acceptable for investors.

Measures of state support for the development of domestic and inbound tourism are implemented on a systematic basis. They are aimed at developing the tourist and recreational complex of the Russian Federation (task 1), improving the quality of tourist services (task 2), and promoting the tourist product of the Russian Federation on the world and domestic tourism markets (task 3).

A preliminary assessment of the effectiveness of the Program measures indicates a significant macroeconomic effect for several regions of the Russian Federation.

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Karmanova; E. N. Podsevalova; S. S. Zikirova; A. A. Silaeva y V. P. Leonova, "Cluster model of regional tourist business in Russia", *Asian Social Science* Vol: 11 num 6 (2015): 279-286.

For example, during the implementation of the Program, about 18 thousand additional jobs were created, and the number of people employed in tourism at the end of 2016, amounted to 506 thousand people.

In total, 45 tourist clusters are currently being built in 35 regions of the Russian Federation including 38 tourists recreational and 7 auto tourism clusters.

As of July 1, 2017, 201 supporting infrastructure facilities were under construction (including 120 commissioned), as well as more than 500 tourist infrastructure facilities.

According to the results of 2011-2016, the construction based on investment projects in the framework of the Program totaled more than RUB 87.2 bln, including RUB 17.9 bln from the federal budget, RUB 5.2 bln from the budgets of the constituent entities of the Russian Federation, and RUB 64.1 bln from nonbudgetary sources.

In 2017-2018, within the framework of the Program, funding for the construction of infrastructure facilities for tourism, recreation, and auto tourism clusters was provided from the federal budget of RUB 6.7 bln, including RUB 3.4 bln (23 clusters in 22 regions of the Russian Federation) in 2017, and RUB 3.3 bln (15 clusters in 15 regions of the Russian Federation) in 2018. The budgets of the Russian Federation entities provided RUB 5.2 bln, including RUB 1.6 bln in 2017, and RUB 3.6 bln in 2018<sup>5,6</sup>.

Raising funds from nonbudgetary sources for the specified period amounted to RUB 32.2 bln (RUB 10 bln – in 2017, and RUB 22.2 bln – in 2018).

Newly created tourism and recreation clusters provide up to 38% of the contribution of tourism to the gross regional product of the Russian Federation entities participating in the federal target program, and about 30% of the regional tourist flow.

During the period of the Program implementation, the contribution of tourism to the gross domestic product of the Russian Federation increased to 3.5% and in monetary terms amounted to more than RUB 3 bln.

At the end of 2016, the number of travel agencies involved in operating, agency, and sightseeing activities in the territory of the Russian Federation equaled more than 12 thousand enterprises. These companies sold about 3.5 mln tour packages to the population, including more than 1.7 mln tour packages sold in Russia. The number of Russian tourists who purchased tours in Russia in 2016 equated to more than 3.2 mln people, which corresponded to an increase of almost 190% compared to 2011<sup>7</sup>.

The Russian tourist infrastructure has significantly improved, as evidenced by the number of collective accommodation facilities which had increased to 20 thousand units that corresponded to an increase by 53% comparing with this figure at the beginning of the Program implementation.

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<sup>5</sup> O. I. Vapnyarskaya, "Razvitie mezhkul'turnyh kommunikacij v turizme", Service Plus Vol: 11 num 4 (2017): 37-48.

<sup>6</sup> N. A. Platonova y T. M. Krivosheeva, "Opredelenie i analiz konkurentov pri razrabotke strategii razvitiya turizma regiona", Regional Economy: Theory and Practice Vol: 2 num 400 (2015): 2-12.

<sup>7</sup> N. A. Platonova; E. S. Pogrebova; T. M. Krivosheeva y T. V. Kharitonova, Metodicheskie osnovy razrabotki regional'noj programmy razvitiya turizma (Moscow: The professional development program, 2011).

The number of accommodations in collective accommodation facilities has reached 1.8 mln, which, compared to 2011 has increased by 41%, while the number of rooms amounted to 787 thousand, including 46 thousand luxury rooms in hotels and similar accommodation facilities<sup>8</sup>.

The volume of tourist traffic in the regions of the Russian Federation is characterized by the number of people accommodated in collective accommodation facilities, which in 2016 had reached 54.29 mln that corresponded to an increase of 145% in comparison with 2011. The number of foreign citizens accommodated in collective accommodation facilities also increased by 1.5 times compared to 2011 and amounted to more than 6 mln people. It should also be noted that this indicator is growing even against the background of a decrease in the number of trips of citizens from countries of near and far abroad made in the territory of the Russian Federation from 2015 to 2016<sup>9</sup>.

Market changes and the upward trend in consumer demand led to the creation in 2015 of a competitive domestic tourist product, namely, package tours in Russia, which included flights, transfers, accommodation, meals, and excursion programs. This was implemented for the first time in the recent history of the Russian tourism industry and was the most important incentive for the growth in domestic and inbound tourism. Such tours are not only a comfortable but also a profitable option for traveling in Russia, which allows saving from 30 to 50% of costs compared to an independent tour. In 2016, the share of tour packages in Russia reached 40% in the total sales structure of major tour operators. Besides, there has been a diversification of the domestic tourist product: the list of tourist products and services has become much broader. However, further dissemination of the practice of creating package tours of domestic tourism is limited by the lack of available accommodation facilities totaling to more than 300 rooms, which in turn also leads to the lack of expediency of organizing charter flights to domestic tourist destinations of the Russian Federation.

No	Country	Main types of tourism									
		Cultural and educational tourism	Ecological tourism	Religious tourism	Cruise travel	Coastal tourism	Sports and recreation tourism	Mountain-skiing tourism	Industrial tourism	Military-patriotic tourism	Health tourism (medical tourism)
1	Thailand	***	**	**	**	***	*	*	**	*	*
2	Mexico	***	***	*	***	***	*	*	*	*	*
3	Spain	***	***	**	***	***	***	*	*	*	**
4	Turkey	***	***	*	**	***	*	*	***	*	***
5	Italy	***	***	***	***	***	***	*	*	*	***
6	Australia	**	***	*	***	***	*	*	*	*	*

<sup>8</sup> N. A. Platonova; E. S. Pogrebova y T. M. Krivosheeva, *Strategiya i metody prodvizheniya nacional'nogo turistskogo produkta na mezhdunarodnom i vnutrennem rynkah*. Research report (Federal Agency for Tourism).

<sup>9</sup> E. S. Pogrebova, "Nauchnye podhody k razrabotke strategii razvitiya turistskoj destinacii", *Service in Russia and Abroad* Vol: 9 num 5(61) (2015): 219-218.

7	Germany	***	**	**	*	*	**	***	**	*	***
8	Great Britain	***	**	*	**	*	***	*	*	*	*
9	India	***	***	***	***	**	*	**	***	*	*
10	China	**	***	*	*	***	*	***	***	*	***
11	France	***	*	*	**	***	*	***	**	*	*
12	USA	***	***	*	**	***	**	***	**	**	**
13	Japan	***	**	**	*	***	**	***	**	**	**
14	Canada	**	***	*	*	*	**	***	***	*	*
15	Russian Federation	***	**	***	**	**	**	**	**	***	**

\*\*\* – high degree of development

\*\* – average degree of development

\* – low degree of development

Table 2  
Comparative analysis of the Russian Federation and foreign countries  
by main types of tourism

According to the state policy of regional development of the Russian Federation, the technique based on management by objectives will be aimed at ensuring sustainable socio-economic development of the Russian Federation entities, taking into account the removal of infrastructure restrictions and the fullest use of the potential of the territories of the Russian Federation entities.

The solution to the above-mentioned problems will have significant positive impact on the socio-economic well-being of the Russian Federation entities, as well as contribute to the production growth in tourism-related areas due to the high multiplier effect.

Thus, it is objectively impossible to achieve the established strategic goal of creating conditions for the effective development of the Russian tourist market, aimed at ensuring accessibility and improving the quality of recreation for citizens and meeting the requirements of innovative development of Russia, without implementing a set of state policy measures aimed at developing domestic and inbound tourism.

Management by objectives will be implemented within the framework of the state program "Development of culture and tourism for 2013-2020", and will serve the main tool for its implementation<sup>10</sup>.

Management by objectives should be implemented through a system of measures in several directions:

1. Providing comprehensive development of tourist and supporting infrastructure of tourist clusters according to the specialization of priority tourist destinations.

2. Developing the branch system of training and advanced training of specialists in the tourism industry.

<sup>10</sup> Otchet ob okazanii uslug po provedeniyu issledovaniya urovnya udovletvorennosti turistov kachestvom predostavleniya turistskih uslug goroda Moskvy (Moscow, 2017) y N. A. Platonova; T. M. Krivosheeva and E. V. Glinkina, "Using the potential of creative industries in tourism", Proceedings of the 3<sup>rd</sup> International Multidisciplinary Scientific Conference on Social Sciences and Arts SGEM2016 Vol: 4 num 2 (2016): 921-928.

3. Promoting the tourist product of the Russian Federation and raising awareness about it in the global and domestic tourism markets.

4. Stimulating business and public initiatives through the mechanism of subsidizing and grant support.

5. Creating, implementing, and developing information and communication infrastructure of tourism industry management.

However, management by objectives is associated with certain risks. The main risks affecting the success of measures aimed at eliminating the major problems of the domestic and inbound tourism development include:

- reducing federal budget funding caused by the unfavorable situation in the Russian economy, which may lead to an increase in the budget deficit;
- changing public policy priorities;
- possible deterioration of the internal and external market conditions associated with high inflation and the banking system crisis;
- possible natural, technological or environmental disasters, whose probability cannot be completely excluded in the implementation of projects for any type of construction and commissioning that will require additional resources to eliminate emergency consequences;
- tightening sanction measures that can have significant impact on consumer behavior in the domestic and inbound tourism markets, as well as change the direction, volume, and intensity of investment in the tourism sector; besides, current Russia's international relations with other countries may affect exchange rates, the degree of mutual integration of states in the culture and tourism that is especially important for regions of cross-border tourism.

Failure or inability to use the management by objectives can lead to the following consequences:

- piecemeal action of federal executive authorities, executive authorities of the Russian Federation entities, and local self-government bodies reducing their responsibility and the appearance of unsystematic solutions to the problems facing the state in the tourism development sector;
- inefficient use of budget funds, and insignificant involvement of extrabudgetary sources to solve problems in the tourism sector.

The decline in state support for the tourism sector in Russia in the coming years may lead to the following negative consequences:

- losing competitiveness of the domestic tourist product in the global and domestic tourist markets;



- increasing the number of citizens of the Russian Federation traveling abroad for tourism detrimentally to domestic tourist traffic;
- decreasing domestic and inbound tourist flows that will lead to a reduction in exports of services, as well as tax and other revenues to the Russian budget system;
- declining employment in tourism and related industries, reducing income and increasing social tension.

To select options for solving the identified problems in the domestic and inbound tourism sector for the period after 2018, three scenarios for implementing management by objectives have been considered, providing different approaches to determining the measures and their financing parameters.

1. Slow-response option assumes the implementation of the declarative approach of the Program, which assumes supporting investment projects to create clusters in the territory of all Russian Federation entities without taking into account the specialization of promising tourist destinations and existing principal tourist attraction centers. The amount of financing from RUB 3.0 bln to RUB 5.0 bln is budgeted to create the cluster.

2. The optimum alternative option involves focusing on supporting precisely those investment projects to create and/or modernize tourism clusters, where there are a high development potential and a clear link with the specialization and industry priorities of one of the promising tourist destinations in the Russian Federation.

In this case, the most complete implementation of the cluster approach will be possible in combination with federal-scale projects aimed at accelerated development of interregional tourist routes and improving the quality of services in the framework of promising tourist destinations, as well as coordination of program principles with federal-scale projects aimed at outpacing the development of tourism-related industries. A tourist cluster intends concentration in a certain territory of enterprises and organizations integrated into a single logistics scheme and engaged in the development, production, promotion, and sale of tourist products, as well as activities related to tourism and recreational services.

This option is based on a design approach that involves the concentration of limited investment resources and managerial efforts to support projects which best meet specialization of specific perspective tourist destination in the Russian Federation.

3. The ambitious option, similar to the optimal one, allows implementing a project approach and concentrating investment and organizational and managerial efforts, however, it involves a significant increase in the amount of federal budget funds allocated to address the problems of insufficient quality of service in all sectors of the tourism industry due to the lack of professional staff and insufficient promotion of Russia as an attractive destination for tourists. This option can be considered possible for implementing provided the financial and economic status of the national economy of the Russian Federation significantly improves.

The economic effect will be achieved by attracting additional investment in the tourism sector of promising tourist destinations in the Russian Federation while implementing the principles of public-private partnerships and providing economically

attractive conditions for business, as well as increasing the tourist flow that will ensure the creation of additional jobs, replenish budgets at all levels, as well as provide growth of the gross domestic product.

The increase in domestic and inbound tourist flows will be carried out at the expense of the following activities:

- creating of new tourist facilities, routes, and brands, as well as modern popular tourist products, and extending the list of tourist services;

- ensuring the availability of recreation for the broader population and the attractiveness of travel in Russia for both Russians and foreign citizens;

- conducting noncommercial advertising events aimed at promoting new tourist products, as well as resort and recreational opportunities of the Russian Federation on the global and domestic tourism markets.

The main social effect, which is the creation of additional jobs, will be achieved by:

- developing entrepreneurial initiatives, including creating small and medium-sized businesses in the tourism industry;

- filling vacancies, servicing the newly introduced and reconstructed objects of the tourism industry;

- introducing new specialties and increasing the prestige of professions in the tourism sector.

The main principles of management by objectives after 2018 should become:

- 1) creating a strategic geographical framework based on priority tourist destinations, as well as territorial priority structure to develop tourism infrastructure depending on the existing principal tourist attraction centers;

- 2) improving the principles of public-private partnerships and introducing the practice of concession agreements;

- 3) changing the mechanisms for implementing the current federal target program in terms of evaluating projects at the stage of including in the program:

- selecting clusters within the strategic geographical framework;

- determining the type of cluster according to the specialization of the tourist destination;

- determining the priority of an investment project at the level of a constituent entity of the Russian Federation;

- 4) improving control and monitoring procedures, as well as ensuring wider involvement of representatives of public organizations in control mechanisms at all stages of the implementation of activities;

5) conducting a comprehensive approach to the implementation of management by objectives, taking into account the results and current activities of other state programs, as well as federal target programs and strategies of the Russian Federation within the framework of territorial (including single-industry towns) and industry planning;

6) using the potential of traditional places of folk-art crafts when creating clusters, which will contribute to the development of promising tourist destinations;

7) improving the mechanism for fulfilling obligations at all stages of implementation of measures by investors, Russian Federation entities, and the state customer of management by objectives.

The main principles of management by objectives after 2018 were outlined above. In this regard, it is advisable to define mechanisms for interagency interaction, cooperative interaction schemes, and a systematic approach when developing activities and projects to be implemented. Table 3 shows the areas of interaction between the state customer of the objectives-based management, and the areas of interest of ministries, departments, and organizations of the Russian Federation.

No	Interaction area	Areas of interest indicating a specific ministry, department, and organization
1	The issues concerning using the potential of cultural objects in tourism turnover and their more intense integration into a tourism	Ministry of Culture of the Russian Federation
3	The issues of creating and reconstructing modern road tourism infrastructure and developing roadside service in terms of improving the infrastructure of marine and inland water transport, integrating the potential of the navigation in inland waterways tourism	Federal Road Agency of the Ministry of Transport of the Russian Federation, Federal Agency for Sea and Inland Water Transport
4	The issues of developing the recreational system of population health improvement	Ministry of Health of the Russian Federation
5	The issues of integrating the potential of folk arts and crafts into tourism in the places of its development	Ministry of Industry and Trade of the Russian Federation
6	The issues of integrating the potential of folk arts as part of national cultural and historical heritage into tourism in the places of the traditional handicraft development	Ministry of Culture of the Russian Federation
7	The issues of regional peculiarities of integration in the national tourist system	Ministry of Economic Development of the Russian Federation, Ministry for Development of the Russian Far East and the Arctic, Ministry of North Caucasus Affairs
8	The issues of developing the branch system of training and advanced training of the tourism industry specialists	Ministry of Science and Higher Education of the Russian Federation
9	The issues of ensuring participation of the mass media in creating a positive image of the Russian Federation as a tourist destination	Ministry of Digital Development, Communications and Mass Media of the Russian Federation
10	The issues of integrating sports facilities, and the potential of mass sports events into tourism infrastructure	Ministry of Sport of the Russian Federation

11	Space tourism development issues	State Corporation for Space Activities
12	The issues of developing tourism in the territory of single-industry towns	Ministry of Economic Development of the Russian Federation
13	The issues of forming a tourist product for tourist groups using railway transport	OJSC Russian Railways
14	The issues concerning the improvement of infrastructure at border crossing points across the state border of the Russian Federation, providing equipment, information design, and service environment at the Russian Federation border crossing points	Ministry of Transport of the Russian Federation

Table 3

Areas of interaction and interest in the implementation of the objectives-based management of tourism development in the Russian Federation after 2018

The involvement of interested federal authorities and other departments and organizations will be carried out within the framework of creating interdepartmental councils, and other forms of cooperation, as well as a systematic approach to the implementation of individual state programs, federal target programs, and using the results of their activities to create conditions aimed at ensuring the growth of domestic and inbound tourism services.

## Conclusion

Below are the most pressing problems, whose negative impact on the development of a tourist-recreational complex of the Russian Federation has been reduced between 2011 and 2017, however, still not eliminated:

- lagging pace of modernization and the creation of engineering infrastructure (including electricity network, water supply, transport network, sewage works, piers, landing stages, dredging, and riverbank protection) in individual regions comparing with the pace of the overall socio-economic development that is an obstacle for attracting private investment in the tourism sector;

- lagging in the development of tourist infrastructure from the growth rate of tourist interest in the territory (insufficient number, and in some regions the lack of facilities for tourist class accommodation, as well as leisure facilities, the unsatisfactory condition of many tourist attractions, noncompliance of roadside infrastructure on almost all highways of the country with the present-day needs of tourists);

- lacking long-term credit instruments available to investors (for example, project financing) with interest rates that would allow investors to pay back investments in tourist and recreational facilities within acceptable terms;

- insufficient quality of service in all sectors of the tourism industry due to lack of professional staff;

- insufficient promotion of Russia as a destination attractive for tourists;

- obsolescent tourist bus and cruise ship fleets, their insufficient number to meet consumer demand, especially during high seasons with high tourist traffic<sup>11</sup>.

<sup>11</sup> A. Artal-Tur; G. Romanova; M. Del Mar Vazquez-Mendez; O. Vapnyarskaya; T. Kharitonova; S. Ilkevich; E. Sakharchuk; D. Allen; S. Roden; E. Sharafanova; E. Pecheritsa; Ju. I. Pulido-

The need for an accelerated transition to the integrated development of the tourism sector determines the feasibility of continuing to use the objectives-based management to address above mentioned problems, which cannot be solved within a single financial year and require significant budget expenditures until 2025 inclusive. This requires also organizing interdepartmental and cooperative interaction between various ministries and departments, a systematic approach to the implementation of individual state programs, federal target programs, and using the results of their efforts to create conditions aimed at ensuring the growth of domestic and inbound tourism services.

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