

# ВОПРОСЫ ГОСУДАРСТВЕННОГО РЕГУЛИРОВАНИЯ ТУРИЗМА И ТУРИСТИЧЕСКАЯ ПОЛИТИКА: ЗАРУБЕЖНЫЙ И РОССИЙСКИЙ ОПЫТ

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**Аннотация:** В статье анализируются вопросы государственного регулирования туризма и туристской политики, представлен обзор исследований зарубежных и российских авторов, выделяются специфические особенности управления в этой сфере. С точки зрения системного подхода туризм представляется как социально-экономическая система, которая функционирует под влиянием внешней и внутренней среды. В соответствии с внешними факторами обоснованы и систематизированы связи и отношения с другими сферами политики и их взаимовлияние на туристскую политику. В системе управления для поддержания баланса в государственном администрировании и рыночных отношениях важны показатели социально-экономической эффективности. Особое внимание авторы обращают на социальную эффективность и экологическую устойчивость, что переносит вектор исследований на региональные туристские образования. Исследуя, в частности, с помощью метода экспертных оценок, государственное регулирование и меры поддержки туризма в современный период, важно учитывать прогноз вероятности тенденций и закономерностей развития туризма, российские условия и региональные особенности, а также взаимовлияние и взаимодействие государственной политики и туризма.

**Ключевые слова:** туристская политика, социально-экономические показатели, государственное регулирование, эффективность управления, метод экспертных оценок

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## STATE REGULATION OF TOURISM AND TOURISM POLICY: FOREIGN AND RUSSIAN EXPERIENCE

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RESEARCH ARTICLE

**Abstract:** Analyzing the issues of state regulation of tourism and tourism policy, the authors include a review of studies conducted by foreign and Russian authors, with the subsequent allocation of specific features. With a systematic approach, tourism is perceived as a socio-economic system that operates under the influence of external and internal conditions. External factors are conditioned and systemized connections and relations with other spheres of politics as well as their interactions with tourism policy. In the management system, in order to maintain balance between state administration and market relations, indicators of socio-economic efficiency are of great importance. Particular attention is paid to social efficiency and environmental sustainability, which allows this study to consider regional tourism formations. With the use of the expert evaluation method, the state regulation and support measures for tourism at the present stage are investigated. For further growth, it is necessary to consider the forecast of probable trends and patterns of development in this field, Russian conditions, and regional characteristics, as well as the mutual influence and interaction of state policy and tourism.

**Keywords:** tourism policy, socio-economic indicators, state regulation, management efficiency, the expert evaluation method

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## Introduction

Inbound and domestic tourism is of great economic, political, and socio-cultural importance for many countries around the world. In this regard, the significance of public authorities' activities and administrative regulation in the field of tourism is relevant. In Russia, to increase inbound and domestic tourism, the legislative and legal framework is constantly being improved. The regulation of visa formalities, customs rules for foreign tourists, as well as the provision of financial incentives and subsidies to stimulate domestic tourism, etc., is being developed.

In light of current events, in particular, the global economic, financial, and social crises, including those related to COVID-19, the tourism sector around the world is stagnating. However, despite a combination of material, financial, and pandemics, tourism industry continues to adapt and exist. The main problem related to tourism remains the following: how to respond to the current global economic and social challenges and stay competitive and sustainable? Therefore, the issues of state management are related to tourism as an object of regulation. To confirm this hypothesis, we should conduct a comprehensive scientific and practical analysis of existing global trends and patterns [Serdobolskaya, 2019]. In this context, the purpose of this study, based on the idea that tourism is a socio-economic system, is to characterize the relationship of tourism as an object of regulation with different spheres of activity and to form performance indicators (social and economic), which in management activities should provide a synergistic effect.

Through analyzing foreign and domestic experiences, we can identify the specific features of tourism state regulation. Using a systematic approach to the study of tourism as a socio-economic system, we should systemize the relationship between the tourism industry and other spheres of politics. The findings are characterized by economic and social performance indicators that are considered in management activities. In tourism policy, it is necessary to assess trends, patterns, and the probability of their implementation with the results of empirical research (the method of expert evaluations).

The authors used the following research methods: content analysis, system analysis, statistical methods (grouping), and sociological methods (method of expert evaluations).

## Content analysis: foreign and Russian experience

Russian and foreign scientists show great interest in the subject of state regulation of tourism. Different studies reflect models, theories, and methodologies and emphasize the identification of sustainable relationships and political factors while considering both the positive and negative effects of tourism management.

The Organization for Economic Co-operation and Development (OECD) can be mentioned as an example of efficient tourism management policies, in particular, it refers to its sustainable growth and maximization of economic and social potential, as well as providing a multifaceted approach to its regulation [Haxton, 2015]. Key aspects, such

as synergies and long-term policies, characterize tourism and its interrelationship with different spheres of activity, namely land use, transportation, small and medium-sized enterprises, economy, culture, foreign policy, ecology, etc.

The political factor is gaining importance in South Korea's tourism economy, as evidenced by its tourism policy toward Chinese tourism. To adapt to the new market situation, South Korea has developed and implemented a series of measures to reduce dependence on Chinese tourists, both in tourism and throughout the economy [Paik, 2019]. Using the example of China's tourism industry, a study of the interaction between local governments and the private sector has shown that due to government control under the influence of industry and regional factors, there are many problems in tourist system. In this case, to develop the tourism industry, it is proposed to exclude government control from business operations [Valente, 2015]. Regional tourism organizations (RTOs) led by business entities are proven to be more efficient in the development of regional tourism, and the connection with the tourism management regime contains elements of economic incentives for its growth [Wang, 2014].

Using Poland and Slovakia as examples, A. Panasiuk and E. Wszendybył-Skulska analyzed the social aspects of tourism policy in the European Union and found a shift of the political course, focused on economic support, to the policy of sustainable development that uses social cohesion and common European values. After the collapse of the tourism sector caused by the COVID-19 pandemic, the government introduced the tourist voucher as a specific form of support for families, children, and people with disabilities. This instrument is characterized by social policy, but in practice, its primary purpose is to preserve the functioning conditions of the tourism industry during the pandemic. The analysis proves that social tourism policy activities are driven by economic decisions, especially in terms of sources and forms of funding. Moreover, through the implementation of social objectives, we can also influence the economic impact of both entities providing tourism services and the macro-economic factor [Panasiuk, Wszendybył-Skulska, 2021].

Domestic authors involved in studying tourism state regulation give models with few criteria. These models consider the balance of three elements: the state, the market mechanism, and social regulation. In particular, authors consider self-regulation (absence of state influence), active support of the state (tourism as a priority sector of the economy), and mixed regulation (partnership).

Empirical studies in 130 countries have shown a correlation between the contribution of tourism to socio-economic development and the model of state regulation. That is, significant state regulation is observed in those countries where particular importance is attached to inbound tourists, bringing massive contribution to the economy of that country [Kruzhalin, Shabalina, Fedotova, 2016].

In the above models and examples, cooperation both with representatives of private business and with the authorities at different levels becomes critical. Business issues concern innovations and new areas of tourism, while the

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emphasis is being paid to information, communications, relationships, and new knowledge [Monich, 2012. P. 107].

The nature and degree of interaction between the state and business have a dominant role in tourism policy and the mechanism of tourism regulation. It is influenced by such factors as socio-economic indicators of the country, the degree of maturity of the tourism industry, and the level of market relations development. Researchers pay attention to the market model of tourism regulation, which is associated precisely with the transition to a post-industrial and information society (Table).

Today, tourism has become “a significant contributor to international trade and represents a primary source of income for many developing countries. This growth goes hand in hand with increasing diversification and competition of businesses. The global expansion of tourism in industrialized countries has led to economic benefits and employment in many related sectors – from construction and agriculture to telecommunications”, said representatives of the specialized intergovernmental agency of the UN system, the World Tourism Organization (UNWTO)<sup>1</sup>.

Tourism is an integrated activity of such elements as accommodation facilities, transport, natural and man-made sights, commercial services, and infrastructure. The combination of these factors allows organizing recreation and travel of high quality and service, which in turn contributes to the competitiveness of tourist centers and territorial formations.

As a systemic object, tourism has certain characteristic features:

Tourism is a socio-economic system, which is influenced by external and internal environmental factors that determine the relationship, structure, and characteristics of this system.

Tourism is a separate industry, where enterprises and organizations of diverse fields and spheres of activity act as subjects of the market economy, and excessive government regulation can suppress entrepreneurial initiatives.

Tourism shows the ability to adapt to changing conditions under the influence of external factors, such as the global economic, financial, and social crises, including related to COVID-19.

One of the parts of the system is domestic tourism, where the goal is to create conditions for travel and recreation of citizens in a given state. In this case, tourism is seen as a sector of the tourist market, which offers customers services and goods of a certain quality and level of service. Therefore, it is necessary to divide all measures of state regulation into two groups: for businesses receiving tourists and for tourists traveling through benefits, privileges, and subsidies [Makhosheva, Alikhanov, Aloeva, 2012. P. 184].

### Monitoring of Russian tourism policy

Modern Russian tourism policy is contradictory because it is focused only on business. This fact makes it problematic to ensure a balance between supply and demand. In addition,

the current situation in Russia is characterized by low standards of living and absent (or insufficient) state support. Empirical research on tourism (from 2017 to 2019) confirms the market-based problems. Tourist and cultural services are available to various groups of the population, but on to the market basis are inaccessible to the majority of the population. The reasons are lack of need, money, supply, or even a paid vacation. This tendency is true for many regions of Russia<sup>2</sup>. In this situation, it is hard to develop the industry, and this, in turn, escalates the need for state regulation of the entire tourism system.

Studies of the tourism industry are based on the notion of tourism as part of the socio-economic system, functioning under the influence of the external and internal environment. External factors include economic, political, social, natural, cultural, scientific and technical; and internal factors include material, financial, personnel. The components of the system object cover other sectors of economy and politics: international relations, foreign economic activity, environment and ecology, economy, social sphere, culture, science and technology policy, innovations, regional and local governance.

Analyzing selected studies<sup>3</sup> based on the work of the OECD Tourism Committee<sup>4</sup>, which addressed such issues as trends and policies, innovations, sustainability, skills and statistics, made it possible to compile a table that brings together other policy areas interacting with the tourism sphere.

Such a systematization of connections and relations reflecting the influence of tourism policy will affect the development of the tourism industry and the growth of tourist flows, especially in the domestic sector. Tourism policy should not be considered in isolation but in a broader political context, connected to politicians at the highest level, whose leadership will ensure the application of appropriate political initiatives.

To maximize the economic and social potential of tourism as well as its growth, we should identify several policy challenges: 1) creating a robust institutional framework, including greater integration (vertical and horizontal); 2) promoting policies that support tourism development and unlock tourism markets; 3) identifying new and valuable sources of tourism growth and competitiveness, including innovation, environmental focus, and social and cultural components.

The complexity of the tasks of tourism policy and efficient management is determined by the qualitative indicator “level/degree of development”. This indicator is influenced by a variety of factors, as well as contradictory properties of tourism as a socio-economic system.

<sup>2</sup> See: Donskova L.I., Goryainov K.S., Kryukova E.M., Khetagurova V.Sh. State regulation of tourism: foreign and Russian experience (the review of scientific publications). *Sotsial'naya politika i sotsiologiya*. 2020. No. 4. P. 15–22.

<sup>3</sup> [https://www.oecd-ilibrary.org/industry-and-services/a-review-of-effective-policies-for-tourism-growth\\_5js4vmp5n5r8-en](https://www.oecd-ilibrary.org/industry-and-services/a-review-of-effective-policies-for-tourism-growth_5js4vmp5n5r8-en)

<sup>4</sup> <https://www.oecd.org/cfe/tourism/>

<sup>1</sup> <https://www.unwto.org/why-tourism>

**Table. Relationship between tourism and other policy areas**

Policy area	Impact on tourism	Impact of tourism policy
<b>Political factor</b>		
International relations, foreign economic activity	Foreign policy, including immigration policy (issuing passports, visas, etc.), allows travel abroad. However, the development of international tourism is affected by visa formalities, restrictions, and time limits.	Tourism policies, such as international tourism, inbound and outbound tourism, destination promotion activities, create demand for visas, paperwork, processing at border crossings.
<b>Environmental factor</b>		
Environment and ecology	Environmental policy contributes to the protection and conservation of unique ecological areas, which increases the attractiveness of "green tourism". Increases the attractiveness of protected areas (cultural or natural) and contributes to the branding of these places as a world heritage object.	Tourism policy, especially the emphasis on ecological types of tourism, the inclusion of specially protected areas in tourist routes based on the principle of sustainable development, has a positive effect on ecological areas, thereby attracting sources of funding.
<b>Economic factor</b>		
Economics (financial, budgetary)	Economic policy on taxation, private and foreign investment in tourism, population income, and entrepreneurship. Financial and monetary policy, the budget, and exchange rates affect tourist demand from foreign tourists.	Tourism policy consists of advertising and marketing; an image can increase tourist demand, foreign exchange earnings positively raise the international balance, the tourist flow within the country increases.
Transportation	Transport policy allows the use of routes and traffic patterns within the tourist centers, affecting the accessibility, mobility, and satisfaction of tourists. Promotes the transition to more environmentally friendly forms of transportation.	Promotes the demand for long-distance travel and routes, to tourist centers and destinations. It has a positive effect on the economic activity of local transportation systems. The seasonal fluctuations can be regulated by adjusting the passenger flow based on the capacity.
<b>Social factor</b>		
Social sphere	Social policy is aimed at those population groups (children, students, disabled people, pensioners, youth) for whom recreational, sports, and environmental services lead to social activity and an improvement in the quality and standards of living. The social policy supports tourism as part of health and education policy.	Tourism policy covers special categories of population, promotes the provision of tourist services, performs socio-cultural functions, and contributes to the stability of society.
<b>Cultural factor</b>		
Culture and creativity	Policies that support culture and creativity can encourage the development of specific monuments, sites, museums, and cultural sites, as well as festivals, contests, exhibitions, and fairs that build a positive sense of community.	The tourism policy through the inclusion of cultural sites in tourism activities, used in tours and routes, improves connectivity and increases the value of cultural and creative objects / sectors of the community while contributing to their maintenance, protection, and improvement.
<b>Scientific and Technical factor</b>		
Innovations, science and technical policy	Science and technology policy include innovations, novelties, innovation tours, innovation stimulation measures, implementation of modern tools.	Tourism policy encourages innovation in the tourism industry, for example, IT technology, booking, purchasing, service activities.
<b>Territorial factor</b>		
Regional and local development	Regional policies to support small and medium-sized enterprises, both in the tourism sector and related industries, can stimulate interaction with other types of economic activity, thereby promoting the diversity of tourist offerings in touristic locations (production of souvenirs, food, local goods, as well as holding events, scientific, sports and creative events). The development of the small town tourism, agritourism, and "green" tourism by the local administration.	Tourism policy stimulates additional demand for tourist products, goods, services, increases the activity of related businesses and organizations, promotes the socio-economic development of territories (products of wineries, farms, etc.). The ability of regional and rural businesses to diversify income generation (agritourism) and participate in local supply chains.

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The goal of the management mechanism is to form a system of criteria and indicators to evaluate the effectiveness of managerial activities. The development of social and economic criteria, as well as increasing the importance of social indicators of tourism, with the social aspect as dominant, will demonstrate the advantages of the tourism industry for politicians, society, and the state as a whole.

Let us distinguish the functional and targeted approaches to evaluating the effectiveness of the tourist system. For example, the first approach emphasizes socio-economic functions (production, profits, employment, external economic, leveling). The leveling function allows you to smoothen regional and territorial disparities. We should also add the multiplier effect, which is necessary to consider when managing and evaluating the economic efficiency of regional tourism.

The targeted approach distinguishes economic and social types of efficiency<sup>5</sup>. It should be noted that the criteria and indicators of economic efficiency are clearly defined both in the Federal Target Program as well as regional programs. Indicators of tourism industry development include the share of tourism, hotel, sanatorium, and health services in GDP/GRP, rates of accommodation facilities, the number of tourists, workplaces, etc.

The social category characterizes efficiency as a degree of satisfaction of the society's needs through the production and sale of a variety of goods and services. Thus, social efficiency can be seen as a part of a tourism development strategy that considers both resources used (material, financial, personnel) and subjects/participants' motivation of tourist activity [Zhel'nina, 2011. P. 74]. Let us remind you that the "Strategy of tourism development in the Russian Federation for the period until 2035" was adopted by the Government of the Russian Federation Decree No. 2129-r of September 20, 2019. In this context, we should pay attention to the following socially significant indicators: increasing employment in tourism; activation and revival of folk art, national cultural events, traditions, and rituals; a growing number of tourist arrivals; improvement of the natural environment, ecology, and tourism infrastructure. The generalizing indicator of social effectiveness, in this case, is the satisfaction of people's needs for leisure, travel, and recreation. This determines the importance of future sociological and psychological research on travel motivations.

The social component is quite significant in tourism state regulation and characterizes the role of non-profit organizations that can participate in the competition of socio-cultural projects for a grant from the President of Russia. This also applies to the development of requirements for social projects as well as the formalization of social indicators. Governments can use a wide range of policy instruments to influence society and the economy. Namely, from direct support (various instruments of power, for example, regulations) to incentive instruments (support for companies).

5 See: *Donskova L.I., Udaltsova M.V.* An approach to estimate the effectiveness of service as a social system. *Izvestiya Tomskogo politekhnicheskogo universiteta*. 2013. No. 6. P. 216–222.

### The prospects of domestic tourism

The development of domestic tourism is one of the most significant activities of the Government of the Russian Federation. Nevertheless, the development of tourism is impossible without a detailed study of research and development materials related to this area. It is about strengthening interaction, information exchange, improving coordination, both vertical (levels of government) and horizontal (internal departments or departments of government).

However, for a better understanding of the relationship between tourism and related policies, it is necessary to consider significant changes in the tourism market. For example, the changing needs and behavior of consumers, as well as their opportunities; competing demand for limited resources; expanding the capacity of small and medium-sized tourist enterprises, including the development of innovation, computer, and information technology.

In the formation of tourism policy, it is necessary to consider the current situation in the domestic tourism market and pay attention to possible threats, including those associated with the COVID-19. As we know, the pandemic has changed tourist trends. Nevertheless, it served as an impetus for the development of domestic tourism, but there are still such restraining factor as the tourists' low purchasing power.

Let us cite some results of empirical research on the state of the tourism industry and government support during the pandemic (1,895 people participated in the survey). The given answers relate to the future of domestic tourism. Respondents evaluated different forms of state support, the potential for the development of existing trends, and the formation of patterns.

Among the experts, there were representatives of different areas of tourism, in particular: the hospitality business (20%), public management of tourism development (20%), health resort activities (8%), transport and logistics (5%), tour operator and travel agent activities (9%), guides, museum and translation activities (8%), interpreter guides (6%), science and education in the field of tourism (6%). Based on the results of the expert survey, the database was registered<sup>6</sup>. The study used a structured survey and introduced criteria for some questions: the level of significance (very important – important – unimportant), and for planning the future – the criterion of "probability" on a five-point scale (5 being the highest probability of the event).

The increasing popularity of domestic tourism shows that despite any problems, the willingness to travel is stronger than any concerns. People will continue to travel because it is important to their way of life (5 points on the probability scale). At the same time, a third of the respondents are united in the opinion that there is a "gradual increase in tourist numbers and a return to pre-pandemic indicators". An "ABC-analysis" allowed to determine three groups of the most promising types of tourism according to the purpose of travel (**Figure 1**).

6 *Donskova L.I., Kryukova E.M.* Study of the tourist market in Russia, 2020. Database Registration Certificate 2020622732, 21.12.2020.

Respondents assessed the measures of state support for the tourism industry differently (Figure 2). However, 70% of experts agree that the “National project to support domestic tourism” will contribute to the effective recovery of the industry, as it will improve the promotion of regional tourism and facilitate access to infrastructure for businesses.

Experts divided measures of state support for the tourism industry by level of importance:

- As the *most important*, the respondents consider the reduction of tax burden of tourist activities, regional tourism development programs, as well as regional administration support (grants for new and innovative tourist products);
- For the activities of travel agents and regional tour operators, it is *important* to form plans for event tourism in the regions (25%), programs for social groups (students, pensioners, youth, disabled people, large families);
- *Less important* are the introduction of tourist rents throughout Russia, cooperation with investment funds, business incubators, development of new eco-tours (eco-routes, eco-trails), as well as periodic advanced training courses for employees of the hospitality and tourism industry.

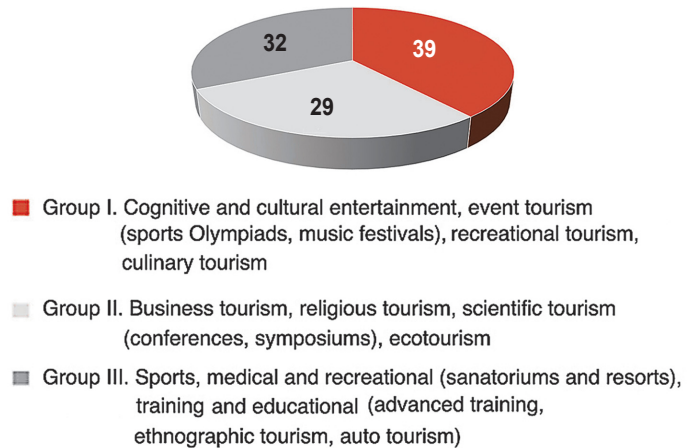
The experts were asked to rate on a five-point scale the probability of favorable development of the tourism and hospitality industry. Respondents were quite cautious in their assessments, but noted a high probability of the following trends in the future:

- The desire to travel will be stronger than any concerns and the tourist sector will not change, people will continue to travel (3.8).
- Older people will travel much less frequently because of concerns for their health (3.85).
- The number of young people among tourists will increase, as they are less likely to be heavily affected by COVID-19, a distinct segment of “youth tourism” will appear (3.75).
- The probability of digitalization in the tourism industry is quite high (3.8).

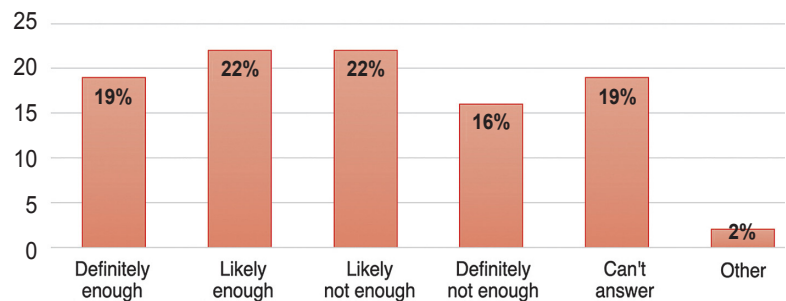
In the long run, mass tourism will be more individualized. The popularity of group tourism, buffets, as well as any activities related to interaction with other people will decrease. Experts predict an increase in demand for individual tours, as well as the development of independent tourism, including automobile tourism. Tourists will be more careful on their trips and try to avoid crowds of people, especially when it comes to family vacations, tourism of the elderly, disabled people, and students.

For the development of the tourism industry, as well as to combat the consequences of the crisis, it is necessary to formulate recommendations that will be considered in the further design of tourism policy. It is important to research the tourist market, its participants, the needs and prefer-

**Figure 1. Characteristics of the priority goals for tourism in the future, in %**



**Figure 2. Evaluation of the government proposed measures to support the tourism industry**



ences of the target consumer group. To consider the occurring changes in tourist behavior patterns and tourists' perception of the people around them (during and after the COVID-19 pandemic).

It is necessary to develop a system of tourist navigation in Russian and foreign languages, enhance popular routes and improve road infrastructure. There is an increasing demand for the introduction of the latest digital technology, applications with maps, expanding online booking capabilities, creating virtual reality at tourist sites. The mechanisms of subsidies should stimulate entrepreneurial and public initiatives in the field of tourism. The demand for tourist products should be increased by using all available resources in the domestic and foreign markets as well as through improving the advertising policy and branded routes in the regions.

In this context, tourism can increase the competitiveness of areas for residents and tourist centers. And this, in turn, contributes to the growth of their well-being and the attraction of young educated professionals in various sectors of the economy. Empirical studies prove the relevance of tourist programs of socio-cultural and scientific-cognitive orientation with a focus on moral and spiritual values.

## Conclusion

A comprehensive approach to tourism state regulation and tourism policy is a long-term measure. It will contribute to the development of the industry and not just its stabilization, adaptation, or reorientation to new market opportu-

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nities. In the study of the economic and social components of tourism, we should pay attention to social efficiency and environmental sustainability. In this regard, the purpose of research shifts to territories and regional formations.

It is necessary to consider social and economic issues and identify the diversity and complexity of the territories' development, public policy, the situation in the global tourism market. We should also pay special attention to the state of policy on transport, ecology, hotel industry, socio-cultural sphere, as well as their connection with the tourism industry.

When forming the concept of tourism management in the country/region, it is important to reflect in the state regional programs the role of the public sector, including the interaction of their active actors. It is essential to smoothen the contradictions of economic and social approaches to tourism management in Russian regions with their specificity and differentiation. At the same time, social and recreational needs are mainly determined by the socio-economic characteristics of the territories, as well as the values of society associated with the assessment of their development.

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