

Economic and Legal Regulation of Tourist Enterprises as a Direction of Social Policy

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Abstract

The article is dedicated to the development of approaches to the economic and legal regulation of tourist enterprises as a direction of social policy. It has been found that social tourism is able to significantly increase the volume of domestic tourism in the coming years and make a significant contribution to the development of the tourism sector of the economy and to the implementation of the country's socioeconomic development strategy. It has been revealed that the state significantly influences the development of tourist enterprises through the statutory regulation of the corresponding activity by defining the foundations of economic, customs, and tax policy, and sociocultural priorities. It has been proved that the mechanisms of legal regulation of tourist enterprises should have a consumer in the center of attention, and the efforts of the state should be focused not only on limiting the monopoly in the supply of tourist services but also on increasing the social responsibility of entrepreneurship.

Key-words: Economics, Law, Tourism, Social Policy, State, Supply, Service.

1. Introduction

As a social state, the Russian Federation pursues the policy aimed at creating conditions that ensure a decent life and free human development. Therefore, the development of tourism at the state level is considered in terms of the country's socioeconomic development as one of the directions of the state's social policy. In this case, social policy is the activity of the state in managing the social

sphere of society, aimed at optimizing the labor and sociopolitical activity of the general public, and meeting their interests and needs.

In this case, the main priorities in social policy at the present stage of the society development are the following: providing conditions for stable employment of the population and combating the threat of large scale and stagnant unemployment; strengthening and improving the social protection system for the most vulnerable population; and income regulation policy aimed at bridging the socially dangerous gap among various professional and social groups.

Therefore, as one of the areas of the service sector, tourism contributes to ensuring employment of the population, providing jobs in tourist companies, hotels, camping sites, health camps, and recreation and retreat centers, while travel supported by the state or employers contributes to reducing social inequality, bridging the social gap among various professional and social groups.

The study of issues related to the regulation of tourist activity was reflected in the works of P. I. Ananchenkova (2020), N. V. Belokhvostova (2017), V. M. Kitsis (2020), I. N. Makarchuk (2020), M. S. Oborin (2018), P. P. Chuvatkin (2018) and others. At the same time, there are no clear determinants of the economic and legal regulation of tourist enterprises in the system of social policy at the moment.

2. Methods

The theoretical and methodological basis of the research was an abstract logical method, methods of induction, deduction, analysis, synthesis, and systematization, used for substantiating approaches to determining the specifics of economic and legal regulation of tourist enterprises in the system of social policy in the current conditions.

The information base of the article was the statistical data from state agencies, legislative and regulatory documents regulating the socioeconomic consequences of the regulation of tourist enterprises, and the results of scientific research (Agamirova et al., 2017; Lobanov et al., 2020; Potekhina et al., 2020).

The research aim was to systematize the specifics of the tourist enterprises development in the course of the study, to develop measures to coordinate activities among the main participants in the tourist process, and to determine its individual characteristics in the context of the social policy development.

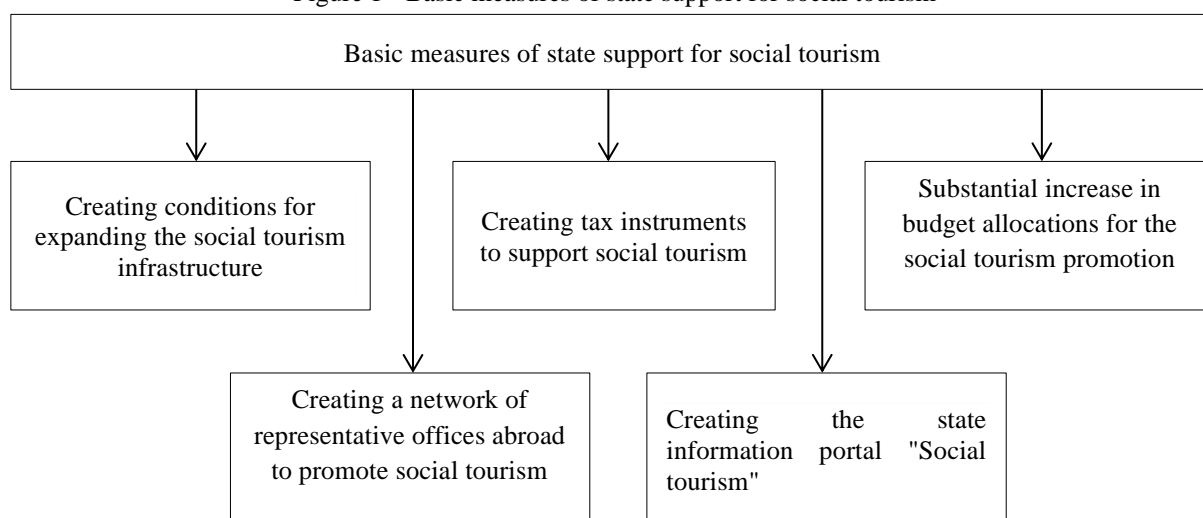
3. Results

It has been found during the research that social policy is implemented at the federal and regional levels in the Russian Federation. The tourism development issues are laid out in strategic documents. In this case, it is required to ensure the quality and accessibility of services in tourism, to create the foundations of the tourism and recreation industry and to increase its competitiveness in the international market, to promote the development of cultural and educational tourism, to provide an integrated approach to preserving the cultural and historical heritage and the appearance of historical settlements, to encourage the interest of young people in the historical and cultural heritage, as well as environmental protection through the development of an interregional youth exchange system.

The innovative and social focus of regional development is associated with the fact that the promising centers of outstripping economic growth should make a significant contribution to regional development. Such centers include tourist and recreational clusters in territories with unique natural resources and natural landscapes, as well as rich historical and cultural heritage. As a component of general tourism, the social tourism development reflects the general state of the social sphere in the country in this case.

Social tourism is increasingly becoming one of the directions of state policy in the social sphere in the Russian Federation. The system of social tourism in Russia is based on the basic measures of state support, including the creation of conditions for expanding the social tourism infrastructure and the creation of tax instruments for social tourism (Fig. 1).

Figure 1 - Basic measures of state support for social tourism



In this case, social tourism is a type of tourism subsidized from the funds allocated for social needs in order to create favorable travel conditions for schoolchildren, youth, pensioners, disabled war and labor veterans, and other citizens for whom the government, state and nonstate funds, and other charitable organizations provide social support when using their right to leisure as for the poorest part of the population.

In this case, the basic goals of a tourist enterprise in the field of social tourism include the following:

coordinated solution of social tasks that contribute to human development, foster respect, and enhance sense of solidarity and kinship;

achieving the affordability of tourism for everyone, including families, youth, elderly people, low-income population, and persons with disabilities;

possibility of obtaining noneconomic added value, since it is an integral element of the proposed tourist product (allocation of a part of social expenses and transfer payments to paying for tourist services); and

development of a long-term social policy in tourism (sustainable social tourism can exist only if this policy exists), which provides for direct state support.

It has been found during the research that the historical experience and traditions of social tourism were largely lost and nondemanded in the new tourist realities. The social focus of domestic tourism was replaced by commercial priorities related to the organization of sending Russians abroad. Certain forms and directions of social tourism are gradually receiving increasingly more state support at the sectoral, regional, and corporate levels.

However, this process is not systemic; regional experience requires generalization, systematization, study, and dissemination in order to increase the efficiency of this socially significant form of activity. Therefore, social tourism was legally declared a priority area of state regulation in the Russian Federation in 1996. The Federal Law "On the Fundamentals of Tourist Activity in the Russian Federation" defines social tourism as tourism fully or partially funded from budgetary funds, state nonbudgetary funds (including funds allocated as part of state social aid), as well as employers' funds.

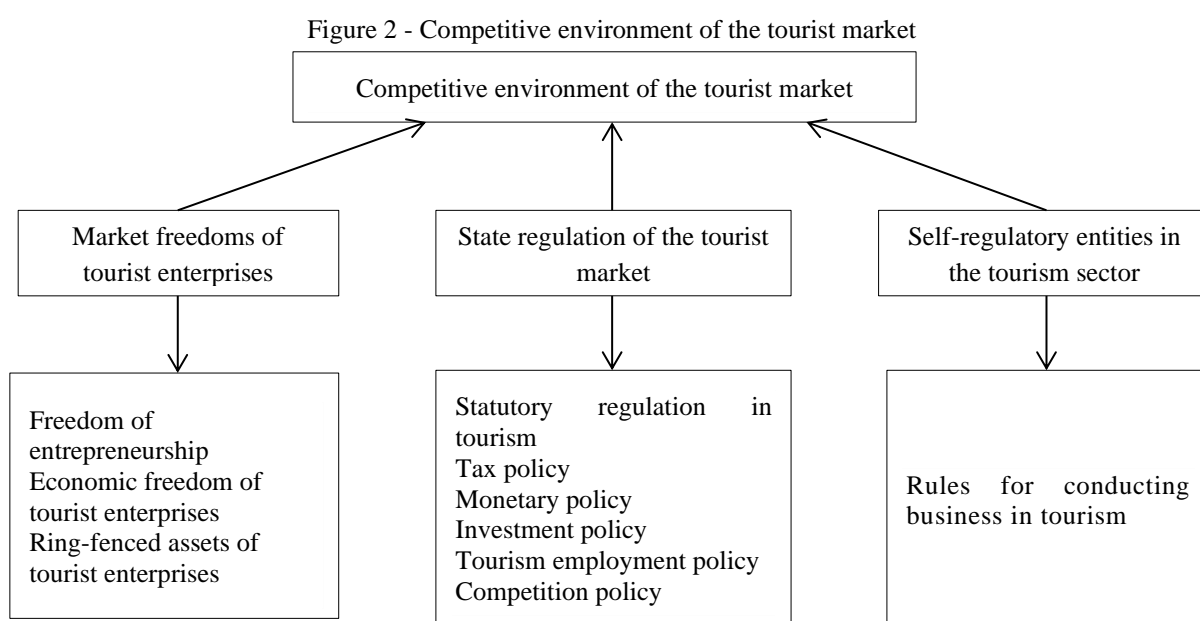
Russian legislation provides for the possibility of free or beneficial vacation for citizens who have the right to receive social services due to chronic diseases or certain merits to society. Besides, the Federal Law "On State Social Aid" contains an extensive list of beneficiaries (from participants in the Great Patriotic War to persons exposed to radiation as a result of the disaster at the Chernobyl

Nuclear Power Plant), who are entitled to free vouchers for health resort treatment and free travel by intercity transport to the place of treatment and back, if medically indicated.

Tourist enterprises that implement such types of social tourism as children and youth tourism, amateur (sports and health) tourism, health tourism, environmental, cultural, and educational tourism, family travel, tourism for youth and veterans, tourism for the disabled, tourist trips of foreign compatriots across Russia, and international exchange as part of social tourism receive increasingly more support.

The social insurance system that participates in the development of domestic tourism is actively developing today. Recreation of children, the elderly, veterans, as well as other socially vulnerable categories of the population is funded from social insurance funds and local budgets at the regional level in many regions of the Russian Federation. In this case, children and youth tourism is an integral part of the educational process in educational institutions following the basic general education programs and in preschool educational institutions, including nonschool profile tourist centers and stations for children and youth tourism.

Besides, children tourism is highly valued in the modern state social policy, and it has been fully or partially funded from the state budget over the past few years – largely from the Social Insurance Fund of the Russian Federation, the annual budget of which contains an item of expenditure for health improvement and health resort treatment of children. At the same time, the formation of an efficient regulatory mechanism, which would combine state regulation and market self-regulation, is an important condition for ensuring the development of a competitive environment in the tourist market (Fig. 2).



In this case, tourist legislation defines the general legal, organizational, and socioeconomic foundations for the implementation of state policy in the tourism industry and is aimed at ensuring the rights of citizens to leisure, freedom of movement, health protection, an environment safe for life and health, and at satisfaction of spiritual needs and other rights, enshrined in the Constitution of the Russian Federation, during tourist travel.

Tourist legislation establishes the foundations for the rational use of tourist resources and regulates relations associated with the establishment of tourist enterprises. It also determines general legal, organizational, educational, and socioeconomic foundations for the implementation of state policy in tourism, comprehensively regulates tourist activities, creates conditions for encouraging business activity of tourist entrepreneurship entities, and ensures the optimal level of state regulation of the tourism development process.

At the same time, tourist enterprises play an extremely important role in the socioeconomic life of the country. Their status and the state's interest in their further development are growing; the influence of tourist enterprises on almost all spheres of human life and activities is increasing, including international tourism. The fact that international tourism has grown above expectations confirms that travel is part of the consumer model for an increasing number of people in developing and developed countries.

However, the elements of the state regulation environment influence the direct implementation of tourist activities at the national level. Its components include laws and regulations, assistance in the promotion of tourist products in the domestic and world tourist markets, protection of the rights and interests of tourists and ensuring their safety, licensing and standardization in the tourism industry, certification of tourist products, and rules of tourist migration, taking into account the interests of tourism development.

There are the following conceptual tasks of legal regulation of the tourism business at the present stage of economic development: the development of a national tourism concept, which should establish an equal priority for domestic tourism and services to foreign tourists; the promotion of cultural and historical tourism services; the promotion of tourism development that ensures the reproduction and protection of the country's natural and cultural resources; and the optimal combination of political, economic, environmental, and social benefits from tourism and their distribution within society.

Legal support for entrepreneurial activity in tourism takes the following into account: the conditions for entrepreneurship (state registration, the right to hire employees and social guarantees, the responsibility of entities, and termination of activities); relations between an entrepreneur and the state (guarantees of rights, state support and regulation, activities of foreign enterprises, and international treaties).

Besides, the development of tourist enterprises influences the national economy of the entire country and its individual regions. It can be short-term and long-term. Due to the redistribution of a part of the population's income to the tourism sector, the demand for services in the corresponding market segments increases with short-term impact. Therefore, the formation of tourist products consists of the services of numerous enterprises that are directly related to serving people on vacation and while traveling. They include transport companies, catering establishments, hotels, excursion and educational organizations, gambling establishments, as well as sports and resort organizations.

At the same time, the state promotes the development of tourist activities: it helps train employees, arranges scientific research in the tourism industry, and provides cartographic products. Russian tourists, tour operators, travel agents, and their associations take part in international tourist programs with the support of the state. Besides, state agencies create foreign representations in order to promote tourist products on the world market.

4. Discussion

The reliability of the presented approaches is confirmed by the fact that the economic and legal regulation of tourist enterprises is associated with the use of natural recreational tourist resources, such as health regions, lands, forests, water resources, nature reserves, national parks, and resorts (Lukiyanchuk et al, 2020; Ogloblina et al., 2020; Zavalko et al, 2017). As established by law, natural resources are in state ownership, and therefore, their use in tourism is based on lease relations in the market economy.

The state aims at developing tourist enterprises in order to meet the needs of citizens when traveling. The simultaneous formation of the tourism industry should be focused on creating new jobs, increasing the income of the state and citizens, protecting objects of tourist display, rational use of natural, historical, and cultural heritage, and strengthening international contacts in the modern conditions.

At the same time, the market for recreational and tourist services is described by a significant number of small firms specializing in the direct supply of various services to tourists, vacationers,

and entities involved in organizing tours. Besides, tourism is a capital-intensive business, and material and financial resources are required to create a modern tourism industry.

At the same time, the tourism industry was created with the participation of foreign capital in many countries. As evidenced by world practice, the use of foreign investment involves active state influence through tax and financial policies. The creation of favorable conditions for investment in the tourism industry, the provision of preferential loans, the establishment of tax and customs benefits for tour operators and travel agents engaged in tourist activities in the Russian Federation are measures that must be coordinated with the mandatory conditions to create additional jobs and attract local labor and other resources that help revitalize tourist enterprises in the face of uncertainty.

5. Conclusion

It can be concluded that social tourism is able to significantly increase the volume of domestic tourism in the coming years and make a significant contribution to the development of the tourism sector of the economy, as well as to the implementation of the country's socioeconomic development strategy; however, the specifics of social tourism are so great and multifaceted that it requires an independent legislation securing the development of this type of tourism.

At the same time, the state significantly influences the development of tourist enterprises through the statutory regulation of the corresponding activity by defining the foundations of economic, customs, and tax policy, and sociocultural priorities. In this case, the basic directions of legal regulation of tourist activity should be aimed at developing and improving the statutory regulation of activities.

Therefore, the basic measures to improve legislation include the implementation of state policy in tourism safety, including increasing the legal responsibility of persons and organizations providing services in tourism safety, as well as the adoption of legislation on the development of environmental tourism, including rural, as one of the promising types of tourism. Besides, the mechanisms of state regulation of tourist enterprises should have the consumer in the center of attention, and the efforts of the state should be focused not only on limiting the monopoly in the supply of tourist services but also on increasing the social responsibility of entrepreneurship.

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