
Role of State in Formation and Development of Tourist Cluster

Lyudmila Chernikova¹, Guzel Faizova², Natalya Kozhevnikova³, Venera Aglieva⁴, Ernst Safargaliev⁵

Abstract:

Recently, the sphere of tourism has been paid a lot of attention from state structures and private sector. It is obvious that the increase of competitiveness of existing tourist regions and formation of new ones require the use of cluster approach. Successful realization of this approach requires direct participation of the state. The article views the current state of the tourism sphere in the Russian Federation, studies the topicality of cluster approach and tools of state policy in this issue, and determines the problems in formation and development of tourist cluster.

Key Words: *Tourism, Tourist Cluster, State, Public Private Partnership*

JEL Classification :

1 Doctor of Economics, Professor of the Chair "Corporate finances" of Financial University with the Government of the Russian Federation, Moscow, e-mail: tariff2004@mail.ru

2 Ph.D. in Economics, Associate Professor of the Chair "Corporate Economy" (Naberezhnye Chelny) of Kazan (Volga) Federal University (13A Mira Av., Naberezhnye Chelny, 423821)

3 Ph.D. in Economics, Associate Professor of the Chair of mathematical and economic disciplines of "University of management "TISBI" (10 Tatarstan St., Naberezhnye Chelny, 423825), e-mail: nkogechnikova@mail.ru

4 Ph.D. in Economics, Associate Professor of the Chair of management of "University of management "TISBI" (10 Tatarstan St., Naberezhnye Chelny, 423825)

5 Ph.D. in Economics, Associate Professor of the Chair of Management of "University of management "TISBI" (10 Tatarstan St., Naberezhnye Chelny, 423825), e-mail: 927242@mail.ru

1. Introduction

The industry of tourism possesses a very strong multiplier effect and provides significant positive influence, as compared to other economic sectors. That's why most of countries of the world chose tourism as a means for generation and quickening of economic development, improvement of currency state of country, and strengthening of tourism infrastructure. Despite the fact that recently the state has been paying a lot of attention to the sphere of tourism, it is still characterized by high risk and insufficient level of development.

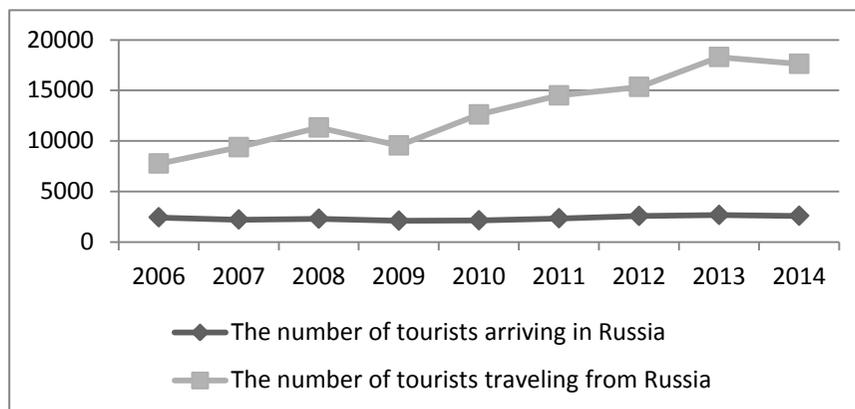
The Russian Federation occupies a very strong position in the market of international tourism; in 2012, Russia entered the top-10 countries as to the number of tourist arrivals, showing a serious double-digit rate of growth of this indicator (13.4%), and ranked 5th as to tourists' expenditures. In 2012, 4.8% of the global tourist flow accounted for Russia. At that, the volume of revenues from tourism also rose over 3 years, but insignificantly (by 1.2%).

Under the current conditions, creation and development of tourist clusters in regions is one of the main mechanisms of the increase of competitiveness of regional economy. At that, the use of cluster approach in management of regional economy is the most important direction of policy of the range of subjects of the Russian Federation. Transition from ineffective economic development of regions to mobilization and stimulation of existing resources for economic growth showed the most perspective solutions in the process of formation and development of tourist clusters. It is obvious that development of tourist sphere requires the use of complex approach and complex analysis which could be implemented through clustering of the sphere.

2. The State of Tourist Sphere in Russia and Necessity for its Clustering

According to the Federal Tourism Agency, Fig.1 shows the dynamics of the number of inbound and outbound tourists in Russia for 2006-2014. In 2014, around 17.6 million people left Russia for tourism, while the number of inbound tourists constituted 2.6 million people. In 2009-2013, there was a growth of the number of inbound and outbound tourists. There was a reduction of these indicators in 2014 by 3% and 4%, correspondingly, which was caused by sanctions from the Western countries and depreciation of ruble, which, without any doubt, weakened the Russian tourist industry by the end of the year.

Fig.1. Number of inbound and outbound tourists in Russia, thousand people



In Russia, outbound tourism develops with higher rates than inbound one (Fig. 2). Outbound tourist flow was growing constantly in 2000-2008 and in 2009 it showed significant reduction, which was explained by the global financial crisis. However, in 2010, the growth rate constituted 132%, which was by 11% more than the growth rate in 2008. The dynamics of inbound tourism is not stable, as its indicators rise and fall. In 2009, due to the global crisis, the number of foreign tourists who visited Russia reduced as compared to previous years (Koroleva N.V., 2013). In 2010-2013, there was a positive tendency of inbound tourist flow, though the growth rates were still low – only 102% in 2010, 109% in 2011, 110% in 2012, and 104% in 2013.

Figure 2. Number of inbound and outbound tourists in Russia, thousand people

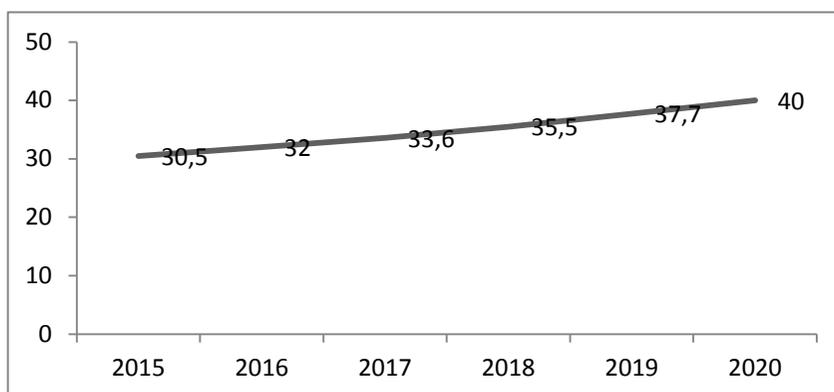


Excess of outbound international tourism over inbound one was observed since 1996, but back then the difference was much lower than now. The rapid growth began starting from 2009. As a result of the conducted research, it is possible to state

that the main problems of tourist sphere in Russia are the following: disunity of tourist market members, underdevelopment of infrastructure, lack of investments, deficit of highly-qualified staff, low level of service, high accommodation prices, etc. these problems are to be solved quickly, effectively, and in complex. The development of the tourist sphere should be conducted with the help of complex approach and complex analysis, which can be realized through clustering and with direct participation of the state.

Fig. 3 shows expected values of one of the targeted indicators of realization of the Strategy of development of tourism in the Russian Federation until 2020 – arrivals of foreign citizens in Russia.

Figure 3. Expected value of targeted indicator of the Strategy – arrival of foreign citizens in Russia, million arrivals



The expected values of development of internal tourism of the RF, given in Fig. 3, show stable growth of demand for recreation in Russia. These changes of the vector of consumer demand are caused not only by economic and political reasons. There are also changes in consumer behavior. At present, attention of the most Russians is paid to the regions of Russia. At the same time, in 2014 the average length of a tour in Russia constituted 3.5 days and the average price for hotel room – RUB 3,900 per person per day, which was by 15% less than abroad. More attractive prices for accommodation services with reduced rates for air flights and low cost companies make the internal tourist product more attractive for Russians. At that, the crisis in the Russian tourist market, unfortunately, continues, and it is necessary to understand its causes and consequences. Having made an attempt to compare the crises of 2008 and 2014, we cannot but note their certain similarity and, at the same time, serious differences (Dzhandzhugazova E.A., Pervunin S.N., 2015).

Recently, scientific literature on the problems of hospitality and tourism has been marking the increased growth of attention to clusters and cluster policy. Emphasis is put on their significant meaning and necessity for creation of long-term competitive advantages of territories, aimed at attraction of tourist flows.

In the sphere of tourism, the notion “cluster” is used for denoting concentration on a separate territory of the network of interconnected enterprises which perform production, promotion, and realization of tourist product, including enterprises of related spheres.

As a rule, tourist cluster is a large independent intersectorial complex which includes enterprises and organizations of various sectorial belonging, cooperating for the purpose of development of tourist product in certain geographical limits. Formation of tourist cluster is a systematized and clearly regulated process which requires substantial methodological basis for the purpose of effective organization. The mechanism of formation of cluster, as a managerial institute, should include the following blocks:

1. Determination of initiative group – real cluster members. Formation of tourist cluster should start with the initiative of specific subjects which are located on the neighboring territories.
2. Conduct of complex marketing research on corresponding territory which covers real and potential cluster members.
3. Formulation of the main goal of tourist cluster. Traditionally, it is increase of competitiveness of region’s tourist product.
4. Formulation of the goals of tourist cluster.
5. Building the structure of tourist cluster, in view of classification of criteria of evaluation of cluster activities.
6. State registration of tourist cluster (Fedorets L.N., 2011).

The purpose of creation of tourist clusters is the increase of region’s competitiveness at global tourist market by means of synergetic effect, received as a result of growth of effectiveness of work of enterprises of cluster and stimulation of innovational and investment activities. Actually, tourist cluster determines the image of the region and influences its positioning.

The main goal of formation of tourist cluster in Russia is reduction of natural risks and seasonal fluctuations of tourist activities, increase of labor efficiency by means

of combination of tourism types, peculiar for one or another territory, and full use of existing tourist potential (Boyko A.E., 2012).

In scientific literature and research, cluster approach to tourist sphere is characterized as one of the most effective tools for organization of cooperation of subjects and objects of tourist infrastructure and realization of marketing, service, business, and socio-cultural processes. Effectiveness of cluster functioning depends largely on the level of involvement and participation of state structures.

3. Tools of State Support for Tourism Development

The main aim of state policy in the sphere of tourism is creation of highly effective and competitive tourist cluster which will provide wide possibilities for satisfaction of needs of citizens and foreign tourists. The active role of the state in cluster functioning (arrangement and financing of transport, engineer, and utility infrastructures) increases the investors' interest to realization of projects. At that, activities of the state are aimed at limitation and reduction of infrastructure risks, related primarily to municipal and transport spheres. Private business accumulates its efforts for creation, exploitation, and reconstruction of tourist objects.

Formation of tourist clusters is profitable for all parties: state, as it leads to creation of additional stimuli not only for development of tourist complex but to economic growth of territories; entrepreneurship, which does not suffer any infrastructural expenses and minimizes risks of investments, having state guarantee of security of activities; society – by means of creation of additional jobs and decent conditions for recreation (Boyko A.E., 2012).

At present, the main investor of infrastructure projects in the sphere of tourism is the state. Private-state partnership is one of the forms of realization of such projects. Private investors need support from the state. Provision of communal infrastructure and solving the transport issue are important conditions for successful functioning of private tourist enterprise (Yakimenko M.V., Vilenskaya M.S., 2013).

At federal level, there are the following legal acts which allow the tourist cluster enterprises to receive support.

1. The federal targeted program "Development of internal and inbound tourism in the Russian Federation (2011–2018)". Realization of the program will allow increasing the competitiveness of the Russian tourist market, creating conditions for development of tourist infrastructure, and attracting investments into the sphere. The measures of the Program are aimed at the increase of effectiveness of promotion of national tourist product in the

internal and international markets and perfection of the system of staff training. The Federal targeted program “Development of internal and inbound” tourism in the Russian Federation (2011–2018)” supposes state support for 13 tourist clusters; projects of many regional tourist clusters are developed and realized without federal support.

2. The Federal targeted program “Culture of Russia (2012–2018)”. The program supposes preservation of the Russian culture uniqueness; creation of conditions for increase of quality and diversity of services provided in the sphere of culture and art; protection and popularization of cultural heritage of the nations of the RF.
3. The Federal targeted program “Development of transport system of Russia (2010–2020)”. Realization of this program is aimed at development of modern and effective transport infrastructure – factor of development of region’s tourism.

State support can include investment preferences for enterprises that serve tourists, export grants for reimbursement of expenses of exporters, related to tourist projects; mid-term and long-term crediting of tourist investment projects; various forms of leasing; subsidizing of credit interest rates; development of production and service infrastructure of tourism, training of top-managers and specialists, etc.

Role of state in development of tourist industry consists in creation of necessary infrastructure – roads, pipelines, energy, water supply, etc. Besides, financing of staff training for the sphere and the range of measures aimed at stimulation of internal and inbound tourism. This should lead to the increase of the number of tourists by 2-3 times.

4. Example of Realization of Tourist Cluster with State Support in the Region

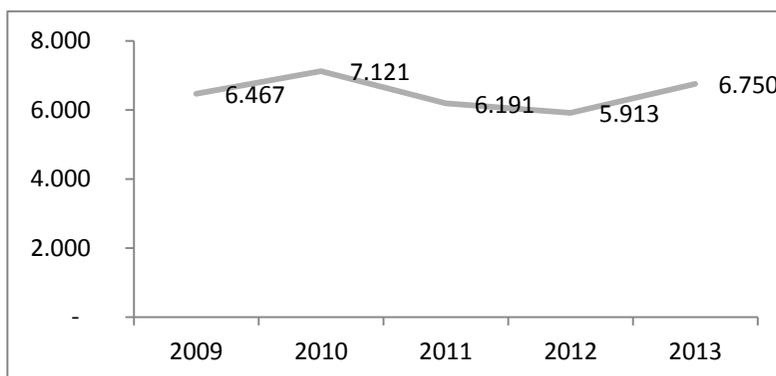
Let us view North Caucasian Federal District, which is located in the south of Russia and possesses a large tourist potential. The strategy of socio-economic development of North Caucasian Federal District until 2025 determines tourist sector as one of the most perspective spheres from the point of view of potential contribution into socio-economic development of subjects of the Russian Federation which are a part of North Caucasian Federal District (Alexandrov V.V., Gevondyan A.V., 2014).

North Caucasian Federal District is a district of the Russian Federation, separated from the Southern Federal District by the order of the Russian President D.A. Medvedev dated January 19, 2010. It is situated in the south of the European part of Russia, in central and eastern part of North Caucasus. The district’s area constitutes

1% of the area of territory of the Russian Federation. Until the establishment of Crimean Federal District in 2014, it had been the smallest federal district of Russia. The district does not have an outlet to the ocean (though it has an outlet to the Caspian Sea). The district includes seven federation subjects: the Republic of Dagestan, the Republic of Ingushetia, the Kabardino-Balkar Republic, the Karachay-Cherkess Republic, the Republic of North Ossetia-Alania, Stavropol Krai, and the Chechen Republic. The administrative center of the district is Pyatigorsk.

The volume of paid tourist services in the North Caucasian Federal District in 2013 constituted RUB 6,750 million, which is by 14% more than in 2012 (see Fig. 4). In 2009-2013, the volume of paid tourist services in this federal district varied: the largest amount – RUB 7,121 million – was observed at the end of 2011, and the least – RUB 5,913 million – at the end of 2012.

Figure 4. Dynamics of volume of paid tourist services in North Caucasian Federal District for 2009-2013, RUB million.



The largest volume of paid tourist services is formed in the Republic of Dagestan – around 68%, which at the year-end 2013 constituted RUB 4,609.7 million. The second-highest indicators are observed in Stavropol Krai, which accounts for 19%. The goal of the project of development of North Caucasian tourist cluster is to build a complex of all-season tear-round resorts of the global level in the south of Russia. According to the program developers' estimates, there will be around 1,000 km of ski routes and more than 200 cable routes. There will be hotels, cottages, and apartments of various price categories which will accommodate appr. 85,000 people. The total capacity of resorts, including the Caspian coastal cluster, will constitute 250,000 people (simultaneous accommodation). The annual tourist flow, after project's entering its full capacity, will constitute 5-10 million people (including resorts of Ingushetia and the Caspian coastal cluster). State corporation Vneshekonombank became financing the projects in the Northern Caucasus in 2010,

creating the Corporation for development of the Northern Caucasus. Vneshekonombank has already started the realization of projects in the Kabardino-Balkar Republic, the Karachay-Cherkess Republic, the Dagestan Republic, and the Chechen Republic with the budget of several billion rubles. The main task of Vneshekonombank in the North Caucasus is to be one of the main sources of financing of the most perspective and popular projects and support the attraction of large-scale investments into the region. As a matter of fact, it is a conductor of the state strategy of development of the North Caucasian Federal District, aimed at provision of growth of local production forces, stimulation of socio-economic development, and harmonious integration into economic and humanitarian environment of the country, the final goal being the improvement of the living standards of the region (Alexandrov V.V., Gevondyan A.V., 2014).

5. Problems of State Participation in Formation and Development of Tourist Cluster

Necessity for the increase of effectiveness of tourist and recreational sphere in view of social and public & political tendencies becomes the main problem of state policy in this sphere. Special significance of recreational activities is formulated in the range of program documents of the state level. As of now, the sphere of recreational tourism is not effective in Russia: regional infrastructure is reconstructed very slowly and is very old, the market of resorts and health services develops slowly, with old methods of management and monopolies being very popular, which results in high prices for low-quality services.

It is obvious that solution to these problems includes creation of effective modern tourist industry and development of its infrastructure with direct state participation. It is necessary to develop the system of methods for support for the processes and functions of managing the development of tourist & recreational complexes, regulation of pricing policy, system of analysis and collection of information, planning and forecasting of macro-environment situation, and the system of state and regional management.

The priorities of state regulation and normative base show that level priorities are not distinguished at federal, municipal, and regional levels; priority of spheres is not manifested; there are no specific criteria of priority and their time intervals; financial, HR, and informational provision is not determined; time for issue of legal acts is not determined; there is no controlling body as to directions of priority.

Certain factors do not allow resorts and tourist complexes to increase their income: recreation, as a sphere of economy, is not supported enough by the state; the system of statistical accounting are not perfect; protection of personality and property, system of safety provision and criminal situation; reduction of living standards of

population; cancel of the system of provision of tourist vouchers through social insurance funds and unions; weak level of informing of possibilities of the region in Russian mass media.

As was mentioned, one of the tools of state's participation in tourist cluster is public private partnership, but there is a range of problems which emerge during the use of this mechanism: limitation of independence of private entrepreneurs; low tourist potential of the regions chosen for development of tourism with the help of public private partnership; low level of investments return for investors; limitation of budget assets with private public partnership; lack of complex development of tourism in regions for support for realized projects of public private partnership (Yakimenko M.V., Vilenskaya M.S., 2013).

Taking into account complex character and topicality of these problems and the necessity for consensus of actions of local authorities and executive authorities of the regions, these problems should be solved with the help of program-oriented method. The use of this method should be aimed at creation of conditions for effective management of all financial resources which are focused at development of tourist industry in the regions.

Successful development of recreational and tourist business largely depends on the level of coordination and cooperation of state and private bodies involved in this business.

6. Conclusion

The indicators of successful realization of the state participation in formation and development of tourist cluster are: number of tourists visiting the region during the time of program realization; range and quality of services provided by organizations of tourist and resort complex of the region; number of people involved in the program realization (local authorities, specialists of resort and tourist complexes), the ones who raised their qualification, etc. Due to that, the main purpose of state policy in formation and development of tourist cluster in the region is creation of highly effective and modern tourist & recreational complex which will provide wide possibilities for stable development of region's economy.

Thus, cluster approach to development of tourism in our country – in view of its specifics – is one of the real mechanisms of development of tourist services. The concept of tourist cluster could be formulated as provision of a wide range of tourist services of high quality for the purpose of creation of strong and long-term cooperation with targeted markets.

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