

Estimation of elaboration of strategic and program policy documents stipulating tourism development in the northern regions of Russia*



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Abstract. The authors performed critical analysis of 26 strategic and program documents of federal and regional significance, governing the development of tourism, to allocate problems and targets of the development of tourism and risks of realization of the tourism development programs. The authors used scoring and expert evaluation methods to develop the technique, which estimates the elaboration of strategic and policy documents governing the development of tourism. The developed technique is used for evaluation of strategic and program documents of the northern regions of Russia. The guidelines for the establishment of regional tourism development programs are given.

Key words: strategic and program management, tourism, socio-economic development, the northern regions of Russia.

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Due to the country's transition to the innovation type of economy, the resource-oriented northern regions of Russia¹ have been challenged to abandon the raw-material economy model. One of the main and most promising directions of diversification is the creation and development of a competitive tourist complex.

Russia's northern regions have significant tourist potential. Their territories concentrate unique natural and recreational resources, objects of national and world cultural and historical heritage. People celebrate important economic, cultural and social events. All this, together with the factor of unexplored areas, promotes creation of new tourist products, satisfying the need to travel to more distant, less known and inaccessible places.

Tourism development in the regions under consideration can have a positive impact on the preservation and support of Indigenous Minorities of the North (IMN). The shutdown of many collective farms in the period of reforms, where Indigenous Peoples had worked, resulted in impossibility for many of them to meet the challenge and find job places, joining the ranks of the unemployed. Tourism provides abundant opportunities for their employment, while helping to preserve their original culture (organizing ethnic tours, producing souvenirs, etc.).

¹ The RF Northern regions comprise territories located in the Extreme North and areas equated to them: Arkhangelsk, Murmansk, Magadan and Sakhalin oblasts, republics of Karelia, Komi, Sakha (Yakutia) and Tyva, Nenets, Yamalo-Nenets, Khanty-Mansi, Chukotka Autonomous okrugs and Kamchatka Krai.

However, the significant contribution to entrepreneurship development, different types of self-employment and job creation can be recognized as a key social outcome from forming a competitive tourist complex in the Northern regions. This is especially relevant due to a difficult demographic situation in these regions: negative natural increase and significant out-migration.

Today strategic and program documents are one of the main mechanisms to control tourism development both in regions and in the country. However, in most regions of the North, the process of program-strategic management is of a formal character. Strategies and programs are not elaborated in detail; they often have unclear, vague objectives, not relevant to proposed actions.

There are certain problems.

The strategic plans and programs approved by the regional authorities are often just declarative [35]. When working on strategies and programs, Executive bodies of RF subjects have to rely on their neighbors' experience.

However, without detailed study and assessment of many options, it is difficult to determine what document is a good pattern and what needs serious improvements.

According to various estimates, although tourism is recognized as one of priority economy sectors and important tool to improve the level and quality of life, only 15–17% of rich tourism potential is used in Russia [1].

Low efficiency of used unique natural and cultural-historical resources, weak

development of tourist infrastructure and lack of competitive tourist products reveal insufficient management of tourism development on the federal and especially regional levels.

What is more, due to significant differentiation of socio-economic development and regions' tourist potential, the role of regional authorities in management of tourism development increases considerably.

All this has predetermined the need for critical analysis and elaboration of methods to assess strategic and program documents of the regional level, regulating the issues of tourism development.

The government has currently developed a number of recommendations to assess strategic and program documents. So, according to the Order of the Ministry of Regional Development of the Russian Federation [26], the evaluation criteria of the Strategy are:

- quality of elaboration of the main problems of Russia's socio-economic development, assessment of external and internal factors and scenario analysis;
- compliance of the priorities, objectives and tasks of RF subject's activity to implement the Strategy with the identified priority areas of development in general;
- quality of the assessment of main obstacles and relevancy of the resources, available to a RF subject, to the goals and objectives stated in the Strategy;
- degree of coordination of the Strategy with development strategies of the RF branches and strategic documents of the neighboring regions of Russia.

The main drawback of this approach is that it lacks measurable results of the assessment and thus the possibility of making comparisons.

The Order of Development and Implementation of Federal Target Programs stipulated by the Russian Government Decree (June 26, 1995, no. 594) [25], the projects of federal target programs are to be submitted for evaluation to the Ministry of Economic Development of the Russian Federation. Special attention is paid to:

- priority of the task proposed for program solution;
- validity, completeness and environmental safety of program activities, terms of their implementation;
- attraction of extra-budgetary funds, funds of RF subjects' budgets to realize a target program in conjunction with the possibilities of its state support at the expense of the federal budget;
- efficiency of the mechanism to implement a target program;
- socio-economic efficiency of a target program in general, expected outcomes of the program and its impact on structural reorganization of Russian economy.

The given criteria reveal that even less attention is paid to the issues of problems elaboration and targets justification when evaluating federal target programs than when assessing strategies. The criteria do not have quantification, like in the previous document, with it being a serious drawback.

The interests of the scientific community are focused mostly on solving the problems of assessing results of the implementation of strategic and program documents [2, 3], and

the contribution of these documents to the development of a socio-economic process or phenomenon [27]. Thus, today there are no methodological tools to quantify the drafting of strategic and program documents in the part of complexity of problems elaboration and targets justification.

In our opinion, the assessment of regional strategic and program documents is a key to their successful implementation. Ten basic criteria are selected for it. Points are used for their numerical estimate. These methods compare various indicators, disclosing elaboration of documents, and apply an integrated value, reducing all variety of studied criteria to a single value – points [4]. The advantage of the point evaluation method over others is explicitness of its results: in most cases, the better-written document has higher points.

The indicators that reveal the elaboration of strategic and program documents, regulating the issues of tourism development in the region, are the following:

1. Selection of tourism as a priority for socio-economic development in the strategy for socio-economic development of the region.

The strategy for socio-economic development of the region plays a key role while making strategic decisions, aimed at its development in the long term and achievement of competitive advantages with regard to possible changes in the external environment. With tourism being a priority, the region develops appropriate programs and coordinates the efforts of all executive bodies, responsible for the implementation of this direction.

The region that focuses on tourism gets 1 point, otherwise – 0 points (*tab. 1*).

2. Elaboration of the tourism development issues in the strategy for socio-economic development in the region.

3. Elaboration of the tourism development issues in the program for tourism development in the region.

The tourism development problems, outlined in strategic and program documents, should be identified on the basis of the complex analysis of tourism potential of the region and linked to the issues, highlighted in strategic and program documents of the federal level. It helps to set targets for tourism development properly, as well as to coordinate the actions of federal and regional authorities, facing the problems.

In the strategic and program documents of the federal level (the State program of the Russian Federation “Development of culture and tourism for 2013–2020” [18], the federal target program “Development of internal and inbound tourism in the Russian Federation (2011–2018)” [13], the Strategy of tourism development in the Russian Federation for the period up to 2015 [23]), we select the top five most acute problems that require urgent solutions.

They are characteristic for all RF subjects:

- insufficient development of tourism infrastructure;
- unprofitable economic conditions to attract investment in tourism infrastructure, lack of investment sites, presence of administrative barriers;
- lack of qualified personnel;

Table 1. Estimate of elaboration of strategic and program documents regulating the issues of tourism development in the Northern regions of Russia

Region	Selection of tourism as a priority for socio-economic development in the Strategy		Elaboration of the tourism development issues in the Strategy		Elaboration of the tourism development issues in the Program		Complexity when setting targets for tourism development in the Strategy		Complexity when setting targets for tourism development in the Program		Consistency of the tourism development problems, stated in the Program and Strategy		Consistency of the tourism development targets, disclosed in the Program and Strategy		Consistency of the tourism development targets, disclosed in the Program		Risk management in the program for tourism development	
	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient	Without weighting coefficient	With weighting coefficient
Arkhangelsk Oblast	1	0.18	0.5	0.015	1	0.06	0	0	0.23	0.02	0	0	0	0	0	0.19	0	0
NAO	0	0	0.5	0.015	0	0	1	0	0	0	0	0	0.025	0	0	0	0	0
Republic of Karelia	1	0.18	1	0.03	0	0	1	0.23	1	0.04	1	0.09	0.5	0.025	0.5	0.095	1	0.08
Republic of Komi	1	0.18	0.5	0.015	1	0.06	1	0.23	0	0	0	0.09	0	0	1	0.19	0	0
Murmansk Oblast	1	0.18	0	0	0.5	0.03	0	0.23	0	0	0.5	0.045	0	0	1	0.19	1	0.08
KhMAO	0	0	0.5	0.015	0	0	1	0.23	0	0	0.5	0.045	0.5	0.025	0	0	0	0
YNAO	0	0	0	0	1	0.06	0	0	0	0	0	0	0	0	0.5	0.095	0	0
Tyva Republic	1	0.18	0.5	0.015	1	0.06	1	0.115	0.5	0.02	0.5	0.045	0.5	0.025	1	0.19	0	0
Yakutia Republic	1	0.18	1	0.03	1	0.06	1	0.23	1	0.04	1	0.09	1	0.05	1	0.19	1	0.08
Kamchatka Krai	1	0.18	1	0.03	1	0.06	0.5	0.115	0.5	0.025	1	0.09	0.5	0.025	1	0.19	0	0
Magadan Oblast	0	0	0	0	0	0	0	0	0	0	0.5	0.045	0	0	0	0	1	0.08
Sakhalin Oblast	1	0.18	0	0	1	0.06	0.5	0.115	0.5	0.025	0	0.09	0	0	1	0.19	0	0

- insufficient advertising of tourist possibilities both on foreign and domestic markets;

- imperfection of legislation in the sphere of tourism.

The assessment of strategic and program documents, regulating the issues of tourism development in the region, shows that if the strategy or program has one of the five issues selected at the federal level, the document gets the value of 0.2 (1/5); if – two of the five selected problems – 0.4 (2/5) and so on. Then all the obtained values are ranked into three groups by the method of equal intervals. As a result, the strategic documents that have a value from 0 to 0.13 receive 0 points; from 0.14 to 0.27 – 0.5 points; 0.28 to 0.4 – 1 point. The program documents that have a value in the range from 0 to 0.26 received 0 points; from 0.27 to 0.53 – 0.5 points; from 0.54 to 0.8 – 1 point (see table 1).

4. Complexity when setting targets for tourism development in the strategy for socio-economic development of the region.

5. Complexity when setting targets for tourism development in the program for tourism development of the region.

Target setting is a primary phase of the management process. Correct goal setting depends largely on the possibility of achieving the desired result. In the federal strategic and program documents, we select six of the most common targets of tourism development that are relevant and meaningful to all RF subjects:

- development and improvement of tourism infrastructure, including associated spheres (transport, public catering, entertainment and others);

- increase in investment attractiveness of the territory;

- development of the system to train personnel in the sphere of tourism (including higher and secondary professional education, professional development and staff training);

- information and image promotion of Russia as a country, favorable for tourism on world and internal tourist markets;

- enhancement of normative legal regulation in the sphere of tourism;

- creation of tourist-recreational and autotourists clusters.

The research in the elaboration of strategic and program documents, regulating the issues of tourism development in the region, discloses that if the strategy or program has one of the six selected targets, the document gets the value of 0.16 (1/6); if two of the six selected targets, then – 0.33 (2/6), etc. Then all the obtained values are ranked into three groups by the method of equal intervals. As a result, the strategic documents that have the value from 0.17 to 0.39 receive 0 points; from 0.4 to 0.61 – 0.5 points; from 0.62 to 0.83 – 1 point. The program documents that have a value in the range from 0 to 0.22 receive 0 points; from 0.23 to 0.44 – 0.5 points; from 0.45 up to 0.66 – 1 point (see table 1).

6. Consistency of the tourism development problems, stated in the strategy for socio-economic development and the program for tourism development in the region.

7. Consistency of the tourism development targets, disclosed in the strategy for socio-economic development and the program for tourism development in the region.

The strategy for socio-economic development of the region is a base document for the programs regulating development of one or another sphere of life in the region. It is presupposed by the fact that the highlighted problems and goals of tourism development in the strategy and the program should be consistent with each other for the effective and coordinated work of the executive authorities.

To assess the consistency of problems/targets for each legal instrument we calculate the ratio where the numerator is problems/targets in the strategy and program, and the denominator is a total number of problems/targets, singled out in the regional documents. Then all the obtained values are ranked into three groups by the method of equal intervals. As a result, the strategic documents that have a value from 0 to 0.17 receive 0 points; from 0.18 to 0.33 – 0.5 points; from 0.34 to 0.5 – 1 point. The program documents that have a value in the range from 0 to 0.26 receive 0 points; from 0.27 to 0.53 – 0.5 points; from 0.54 to 0.8 – 1 point.

8. Compliance of the targets with the tourism development problems, stated in the strategy for socio-economic development of the region (*tab. 2*).

9. Compliance of the targets with the tourism development problems, stated in the program for socio-economic development of the region.

The elaboration of tourism development targets should be based on a thorough and comprehensive analysis of the state of the regional tourist-recreation complex. The problem, singled out in the analysis, should be taken into account when setting goals

and objectives for tourism development in the region. When assessing the consistency of problems and targets for each normative document we calculate the ratio where the numerator is problems and targets, agreed in the strategy or program, and the denominator is a total number of problems/targets, singled out in the regional documents. Then all the obtained values are ranked into three groups by the method of equal intervals. As a result, the strategic and program documents that have a value from 0 to 0.266 receive 0 points; from 0.267 up of 0.533 – 0.5 points; from 0.534 to 0.8 – 1 point (see table 1).

10. Risk management in the program for tourism development in the region.

Risk management of program document implementation is one of mandatory sections while preparing it. Competent risk management enables you to develop the strategy to minimize risks and to allocate additional funds for its implementation. Since some risks jeopardize successful implementation of the program, risk management is fundamental to the entire program management. If the tourism development program takes into account risks of its implementation, this region receives 1 point. If risks are not taken into account, then – 0 points (see table 1).

The next stage to assess strategic and program documents, regulating the issues of tourism development in the Northern regions, after the selection of indicators is to identify their contribution to elaboration of the given documents by calculating weighting coefficients. Weighting coefficients show the contribution of the indicator to the final result and indicate the percentage of

Table 2. Compliance of the problems with the tourism development targets in strategy and program documents regulating the issues of tourism development in the Northern regions of Russia

Region	Document	Underdeveloped tourism infrastructure	Development and improvement of tourism infrastructure	Challenging economic conditions to attract investment in tourism infrastructure	Increase in investment attractiveness of the territory	Shortage of qualified personnel in the tourism sphere	Development of the system to train personnel in the tourism sphere	Insufficient advertising of tourist possibilities	Informational, image promotion of the territory	Improvement in the legislation in the sphere of tourism	Enhancement of normative legal regulation in the sphere of tourism	Creation of tourist-recreational and autotourists clusters
Arkhangelsk Oblast	Strategy [29]	•			•							
	Program [21]	•	•		•	•	•	•				•
MAO	Strategy [24]	•	•		•							
	Strategy [10]	•	•		•				•			•
Republic of Karelia	The program [7]	•	•		•				•			
	Strategy [34]	•	•		•				•			•
Komi Republic	Program [6]	•	•		•				•			•
	Strategy [31]		•		•				•			
Murmansk Oblast	Program [17]		•		•				•			
	Strategy [12]		•		•				•			•
KhMAO	Program [15]		•		•				•			•
	Strategy [33]		•		•				•		•	
YNAO	Program [16]		•		•				•			
	Strategy [32]		•		•				•			•
Tyva Republic	Program [22]		•		•				•			
	Prog. For socio-econ. development [8]		•		•				•			•
Yakutia Republic	Program [5]		•		•				•			•
	Strategy [30]		•		•				•			•
Kamchatka Krai	Program [19]		•		•				•			•
	Strategy [9]		•		•				•			•
Magadan Oblast	Program [14]		•		•				•			•
	Strategy [11]		•		•				•			•
Sakhalin Oblast	Program [20]		•		•				•			•

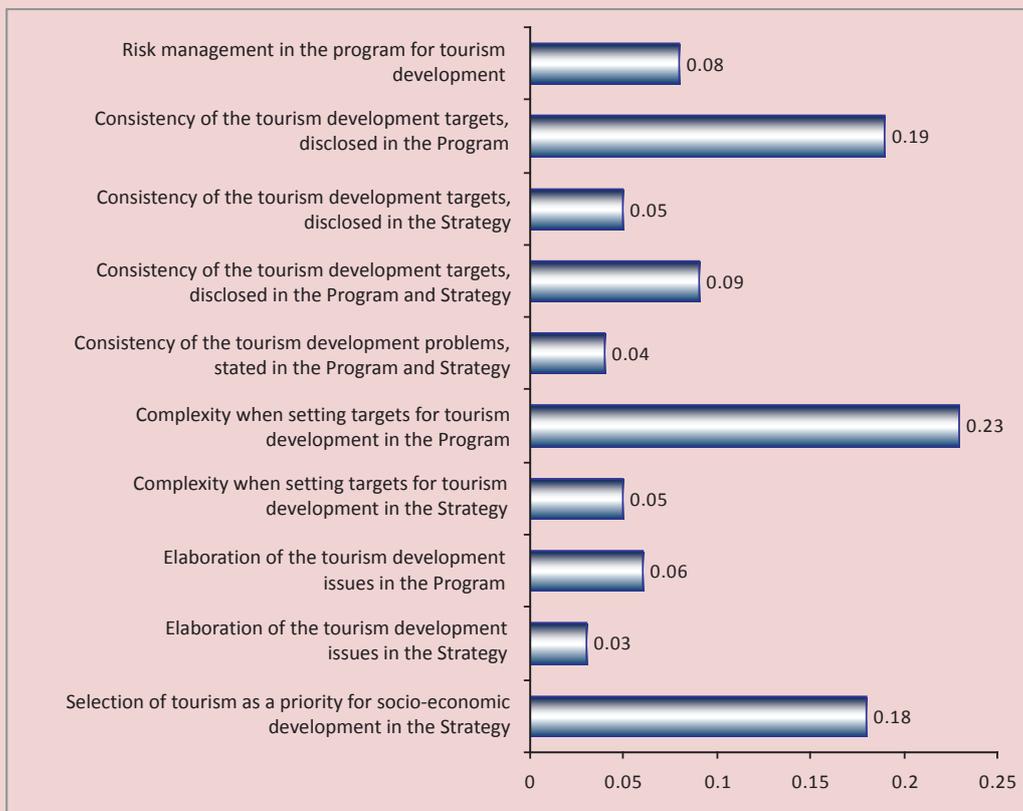
Legend: “•” – selection of problems and targets for tourism development in strategic and policy documents, regulating the issues of tourism development in the Northern regions of Russia.

its contribution in comparison with other indicators. They are calculated on the basis of expert opinions, which are defined as motivated expert judgments.

To conduct the expert evaluation 20 experts from the ministries and departments of the Arkhangelsk Oblast Government are selected. By means of the experts method of direct estimation the weighting coefficients are assigned in unit fractions for each indicator: the greater the contribution of indicator, the higher a weighting coefficient. Then the coefficients are averaged by finding the average.

The calculation results disclose that the greatest contribution to the elaboration of strategic and program documents, regulating the issues of tourism development in the region, is characteristic for the indicators “Complexity in setting targets for tourism development in the Program”, “Compliance of the targets with the tourism development problems, stated in the program” and “Selection of tourism as a priority for socio-economic development in the Strategy”, and the lowest contribution – for the indicator “Elaboration of the problems of tourism development in the Strategy” (fig. 1).

Figure 1. Weighting coefficients of indicators of the estimate revealing the elaboration of strategic and program documents that regulate the issues of tourism development in the region



As the result of the estimate, the Northern regions get points for each of 10 indicators. Then, to adjust their values in accordance with the indicator significance, the points of each region are multiplied by the revealed weighting coefficient of the corresponding indicator (see table 1).

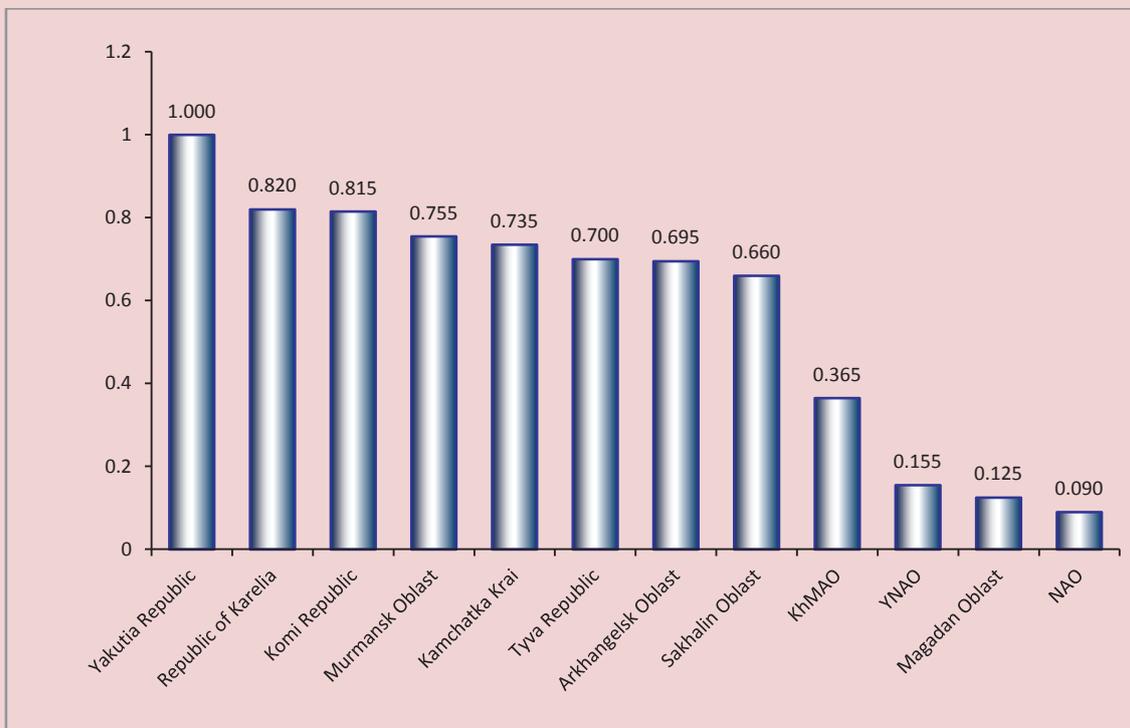
Thus, the estimate ranks Northern regions according to the elaboration of the considered strategic and program documents (fig. 2).

The study indicates that the documents are better elaborated in the republics of Sakha (Yakutia), Karelia and Komi and the least – in Nenets, Yamalo-Nenets Autonomous okrugs and in the Magadan Oblast.

The analysis and assessment help to develop methodological recommendations to produce regional programs for tourism development in the Northern regions of the Russian Federation:

1. Due to the administrative reform and the introduction of management procedures in compliance with the results it is required to produce *state* programs for tourism development at the regional level. Today it is state programs that become the key mechanism of policy implementation in a particular area, gradually putting aside other types of programs (regional, federal, etc.).

Figure 2. Rating of the Northern regions of Russia according to the elaboration of the strategic and program documents, regulating the issues of tourism development in the region



2. It is necessary to ensure the continuity of strategic and program documents concerning tourism development in terms of adjustment of priority directions and targets of the federal and regional level. It will form common tourist space on the RF territory, involving all management levels in the tourism promotion process.

3. It is necessary to consider program documents of tourism development separately from other spheres, such as culture and sport.

4. It is necessary to provide a comprehensive analysis of tourism development problems at the regional level, taking into account the issues highlighted in federal strategic and program documents in the tourism sphere. This will contribute to form the system of goals and objectives relevant to the principle of uniformity. At the same time, the compliance of the set targets with the selected problems will be achieved.

5. It is necessary to identify, assess and manage the risks of program documents implementation at the regional level in the tourism sphere. For this purpose it is possible to use the list of risks identified in the State program of the Russian Federation “Development of culture and tourism for 2013–2020”.

6. When adopting strategic or policy documents at the federal level it is necessary to ensure the timely development of regional

strategies and programs with the validity period equal to the one stated in federal documents. This will ensure the continuity of the legal base and increase the financial capacity to implement program activities at the regional level.

7. To increase the efficiency of program management of tourism development it is necessary to scrutinize the following structural units of the program: competitive advantages, problems and targets of tourism development in the region, risks of program activities implementation.

The recommendations, based on the scientific analysis and assessment, help to boost the efficiency of tourism development in the Northern regions of Russia by improving the procedures for planning and management of development processes. The robust evaluation system promotes continuity of the policy in the tourism development sphere, makes the assessment an integral procedure of regional management. What is more, this assessment concludes whether the document can be used as a pattern and a target while considering the programs of tourism development in the neighboring regions. This, in turn, can stabilize the economic situation, mitigate social problems and act as a real factor in preservation and reproduction of natural and cultural-historical potential of the territories [28].

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