Determining the directions of forming the institutional environment of standardization in the sphere of tourism and related services in the conditions of an unstable economic situation

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Abstract. The article presents the results of studying the application of national and interstate standards in the field of tourism and related services and the need to update them in an unstable economic situation based on a survey of representatives of regional authorities in the tourism sector, tourism industry facilities, educational and expert organizations. It has been established that most of the documentation in the field of standardization of tourism activities regulates general issues. A number of national standards of the Russian Federation in the field of tourism need to be substantially revised, taking into account changes in the legislation in the field of tourism. In connection with the voluntary nature of the application of standardization documents, it is advisable to expand the practice of voluntary certification systems in the field of tourism.

1 Introduction

Tourism as a sphere of life of society is of great importance not only for economic development, but also for social development. The social function of tourism is related to the fact that tourism activity allows you to meet social needs, first of all, to relax, get new experiences and develop on a personal level. Tourism contributes to the formation of national identity, is an important link in patriotic education, and acts as a means of protecting nature and cultural heritage. At the state level, purposeful, systematic and comprehensive work is being carried out to ensure tourism development in the country and a favorable investment climate. To do this, the state develops tourism clusters, providing them with various kinds of state support.

The Strategy for the development of tourism (Tourism development strategy in the Russian Federation for the period up to 2035 (approved by the order of the Government of the Russian Federation of September 20, 2019 No. 2129-r) is aimed at creating and developing a modern safe infrastructure in the field of tourism, building up human resources, developing competitive advantages and improving the quality of the offered tourism products, and sets quite serious tasks to achieve these goals, the main of which are the following. First, the infrastructural development of tourist areas. Secondly, infrastructural

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development of priority tourist areas located within the tourist cluster of special economic zones, which is consistent with the infrastructure development policy implemented by the state and state-owned companies in these territories. Thirdly, the development of transport infrastructure.

Federal projects in the tourism sector are aimed at improving the tourism infrastructure, creating a comfortable and safe environment, introducing digital management solutions and affordable digital services in the field of tourism, stimulating tourism exports by providing the necessary support (financial and non-financial).

Activities in the field of tourism licensing, standardization and certification allow the state to regulate the functioning of tourism companies and protect the rights of tourists. For this, tourist service standards are applied, which are part of the structure of the state standardization system. These standards determine for what purpose and for what tasks the process of standardization of tourism and hotel activities is being implemented, according to what principles the work should be organized, what documentation of the national and international level regulates them [2]

COVID-19 pandemic, which began in 2020, had a significant negative impact on the functioning of all sectors of the economy, both global and national. Tourism has also been influenced. At the same time, the pandemic has opened up new opportunities for its development, including the development of the tourism product market. Thus, tourist services began to rapidly undergo digitalization, including technological innovations (Big Data «, artificial intelligence, augmented reality and others). The experience economy has developed, where an individualized approach is applied to each tourist, taking into account his unique needs. Consideration of environmental friendliness in the tourist product has become significant, and the geography of tourist routes has expanded significantly. In addition, special attention began to be paid to travel safety. The preferences of tourists have also changed: they are interested in domestic travel in small tourist groups [4].

The purpose of the article is to determine the directions in which the institutional environment for tourism standardization is being formed at the national level in the conditions of economic instability for the translation of tourism products as high-quality and safe and protect the rights of tourists in conditions of unfair market competition based on a survey of representatives of regional authorities in the tourism sector, objects of the tourism industry, educational and expert organizations.

2 Methodology

The article is based on the use of such general scientific methods as analysis, synthesis, induction and deduction, as well as the development and implementation of a survey (as a method of observation) and the processing and presentation of its results through statistical methods and graphic images.

3 Results

The tourism industry has a direct impact on more than 50 industries, respectively, economic factors have a direct impact on its development and functioning. Nevertheless, in our opinion, one of the levers of economic regulation of the effective functioning of the industry is the creation of regulations and standards in the field of assessing the investment attractiveness of the tourist and recreational complex, taking into account the natural, climatic, historical and cultural characteristics of the subject. Therefore, this speaks to the formation of alternative business models, which entail the development of new methods for measuring and evaluating circularity. Accordingly, these types of business models are primarily
interrelated with other industries and affect various areas of civil law. This necessitates the development of a system of norms and standards governing the activities of these types of tourism, as also evidenced by the results of surveys of respondents involved in the tourism business.

Standardization is a type of activity in the course of which rules and characteristics are established that provide for voluntary and, in the case of legislative establishment, their obligatory observance and ensure the orderly functioning of the production sector and the sphere of consumption of products (services). From our point of view, standardization can be considered as a property of the material good of society, capable of fully satisfying the needs of an individual, organization, industry, region, country from the standpoint of economic and organizational efficiency.

The effectiveness of management can be largely improved through the processes of standardization of management activities. In other words, standardization can be viewed as a process during which the norms (samples, standards) of the object's activity are established and applied, thereby improving the quality of the products of its activity. From the point of view of the state, standardization helps to unify management activities and ensure the appropriate quality level of its implementation. State standardization is focused on building such assessment systems in the field of quality that allow assessing state services both in the context of their direct provision and effectiveness, and in the context of the «managerial superstructure». In other words, it is necessary to assess not only those who perform services, but also the process of performing services itself in terms of how quickly it is implemented, how flexible it is, the dynamics of the development of the object and external challenges in relation to it [5].

The standardization carried out in the field of management procedures in the field of managing the regions of the country is based on the generally recognized principles of standardization:

1) the formation of standards is based on scientific achievements in the relevant field;

2) indicators, standards, requirements being developed correspond to international standards in the relevant field;

3) the purpose of developing a standard is to achieve the maximum effect from the introduction of standardized procedures while minimizing the cost of their implementation.

A feature of standardization at the present stage is the development of requirements not only for indicators, but also for processes, including management processes. In the Federal Law «On Standardization» [6] such new objects of standardization as management systems have appeared, which makes it possible to regulate both at the level of individual enterprises and at the level of municipal, regional, federal authorities.

Standardization processes in the field of public administration processes are actively developing not only in the Russian Federation, but also in many countries of the world.

Through standardization, the processes of interaction between participants in the economic system are simplified, the quality of goods, works, services, the level of health and life safety is improved, innovations are introduced and competition develops. Consequently, it is standardization that becomes an important factor in regional and national economic development.

Standardization as a development factor performs the following main functions. First, the standards specify the technical, organizational, general requirements and rules. Secondly, they give the right to work, perform functions and apply the rules and regulations specified in the document. Thirdly, the standard regulates the results of scientific and technical work being developed and implemented.
The importance of applying standards in the course of economic activity is that they are a guarantee of quality and safety, contributing to the support of the socio-economic policy of the region.

The modern development of science and technology, the digitalization of the economy contribute to the acceleration of the process of introducing innovative technologies in all areas of activity. Standardization contributes to technical regulation, re-equipment, promotion of automation of the production sector, thereby improving the quality of goods, works and services, creating conditions for regional and national economic development.

Each region has its own competitive advantages and factors of investment attractiveness. As an example, investment standards implemented in various regions, regional export standards, competition development standards, quality standards for public administration processes, urban environment, sustainable development management standard, industrial growth staffing standards, etc.

Standards at the level of the regional economy are established rules and requirements governing the activities of regional enterprises and organizations. They may relate to various aspects of economic activity related to product quality, labor safety, environmental friendliness of production, etc. Such standards play an important role in ensuring the sustainable development of the regional economy, protecting consumer rights, and improving the living standards of the population.

Standardization at the regional level is focused on meeting the specific needs of regional markets and takes into account the characteristics of local conditions and resources. Regional standards may differ from national standards in that they may set more stringent or more lenient requirements depending on specific regional needs. In addition, standardization at the regional level may include the development of standards for local products and services that have no national equivalent, or the establishment of product quality and safety requirements that translate into local laws and regulations. For example, in regions with a high level of environmental pollution, more stringent requirements for the environmental safety of products may be established.

In general, standardization at the regional level is an important tool for ensuring the quality of products and services at the local level and contributes to the development of the regional economy. The advantages of using such standards are as follows. First, the quality of products and services will improve. Standards allow you to establish uniform requirements for their quality level, which increases their competitiveness. Secondly, costs are reduced. Standards contribute to the optimization of production processes, thereby reducing the costs of producing products and services. Thirdly, the level of security is increased. Standards set requirements for the safety of products and services, which helps to reduce risks for consumers and workers. Fourth, trading activities are simplified. Standards establish uniform requirements for products and services, which simplifies trade and exchange of goods between regions. And finally, fifthly, management efficiency is increasing. The standards also establish uniform requirements for the management of organizations and internal processes, which helps to improve the efficiency of management in the regional economy as a whole.

Respondents were asked to review 67 national and interstate standards in force in this area and, based on the results of their review, fill out an online form.

The study involved 98 respondents from 55 constituent entities of the Russian Federation (that is, 65.0% of the regions of the country were involved), including representatives of regional authorities in the tourism sector, tourism industry facilities, educational and expert organizations.

The structure of the distribution of respondents in these categories is characterized by the following values: the largest share among the survey participants is occupied by representatives of the regional authorities in the tourism sector (48% of all respondents); a
significant share of objects of the tourism industry - 36%; representatives of educational and expert organizations - 9%, others - 7%.

Let us characterize the responses to individual questions of this survey.

The results of respondents' answers to the question: «Do you use the following standards?» showed that the proportion of respondents using the following standards is very significant (the percentage of respondents from the total number of respondents using one or another standard in their activities is indicated in brackets below (table).

Table 1. Results of a survey on the use of standards

<table>
<thead>
<tr>
<th>Scope of standards</th>
<th>Number of respondents , %</th>
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<tbody>
<tr>
<td>GOST R 50690-2017, establishing general requirements for tourist services</td>
<td>86.4</td>
</tr>
<tr>
<td>GOST R EN 13809-2012, defining the terminology in the field of tourism services, activities of tour operators and travel agents</td>
<td>63.0</td>
</tr>
<tr>
<td>GOST R 56642-2015, which establishes general requirements for tourist services in the field of eco-tourism</td>
<td>55.6</td>
</tr>
<tr>
<td>GOST R 53522-2009, establishing the basic provisions for tourism and excursion services</td>
<td>58.0</td>
</tr>
<tr>
<td>GOST R 54600-2011, establishing general requirements for tourist services of travel agencies</td>
<td>54.3</td>
</tr>
<tr>
<td>GOST R 54604-2011, establishing general requirements for excursion tourist services</td>
<td>61.7</td>
</tr>
<tr>
<td>GOST R 56643-2015, defining aspects of the personal safety of a tourist</td>
<td>59.3</td>
</tr>
<tr>
<td>GOST R 57807-2017, establishing requirements for guides (guides) providing tourist services</td>
<td>53.1</td>
</tr>
</tbody>
</table>

In general, more than 80.0% of respondents reported that they are guided by standardization documents in their activities. 85.7% of respondents were against the abolition of standards.

At the same time, to the question: «Which of the following standards need to be updated?» 48% of respondents answered that GOST R 50690-2017 is subject to updating, and 45% see the need to update GOST R EN 15565-2012, which establishes requirements for personnel training in the field of guides.

It should be noted that specific proposals for updating were made for more than 20 positions in the list of standardization documents. The main proposals for updating GOSTs included the following points:

- creation of an electronic reference book on tourism terminology with placement on the websites of tour operators, federal tourism authorities, indicating the availability of this information;
- bring the basic concepts and terms of the standards in line with the norms of the current legislation of the Russian Federation in the field of tourism and their relevance in practice;
- to update the concept of «tourist» (GOST R EN 13809-2012) and «tourist» (GOST R 54604-2011);
- in GOST R 57806-2017, which establishes general requirements for tourist services in amateur tourism, to introduce the concept of «Glamping»;
- make appropriate changes, taking into account the entry into force on January 1 and July 1, 2022 of new provisions in the Federal Law regulating the implementation of tourism activities in the Russian Federation. 
- take into account the introduced mandatory certification that guides (guides) and guide-interpreters must pass, prescribe checklists for guides (guides), guide-interpreters, update in accordance with 132-FZ;
- bringing the terms and definitions of GOST R 57807-2017, as well as the clause relating to the general requirements for tour guides (guides), in accordance with 132-FZ;
- in GOST R 57806-2017 to establish the need for additional, mandatory registration of subjects of amateur tourism in state bodies (Ministry of Emergency Situations, travel agent, tour operator), strengthen the requirements for the use of natural, cultural and historical resources;
- proposal from tour operators - to introduce the concept of «author's tour»;
- introduce current requirements to ensure the accessibility of tourist facilities and services for people with disabilities;
- bring GOST R 57279-2016, which regulates the procedures for assessing the quality and safety of services provided by ski resorts, in accordance with the requirements of the order of the Federal Tourism Agency, which approves the rules by which ski slopes and beaches are classified;
- in paragraph 4.4. GOST R 56643-2015 to include cultural, educational and industrial tourism;
- GOST R 54605-2017, which establishes general requirements for children's tourism services, is subject to updating of the new GOST;
- bringing the definition of «tourist» used in GOST R 54604-2011 in line with 132-FZ;
- GOST R 54601-2011: the standard is outdated (issued 10 years ago) and, at least, is subject to adjustment (correction), since it contains many inaccuracies in terminology;
- specificaition of the definition of «sports tourism» in GOST R 54601-2011 due to the fact that the Ministry of Sports of the Russian Federation includes sports tourism in sports, the development of which is carried out at the all-Russian level;
- bringing the definitions of «tourist guide», «guide-interpreter» in GOST R EN 15565-2012 in line with 132-FZ;
- GOST R 56597-2015/ISO/TR 21102:2013, which defines the competency-based aspects of personnel and a leader in adventure tourism, and GOST R ISO 21103-2015, which establishes the key aspects of adventure tourism for its participants, should be canceled due to the lack of specification of the very concept of adventure tourism;
- GOST R ISO 21103-2015 requires updating or cancellation due to the lack of specification of the very concept of adventure tourism; criteria for adventure tourism are not defined; poor-quality translation from a foreign standard;
- GOST R 13810-2016 should be updated taking into account the requirements of ISO / CD 13810 (after the release of its updated version);
- GOST R 57287-2016, which establishes requirements for tourist services in specially protected natural areas, and GOST R 56642-2015 must be supplemented with requirements and recommendations for the arrangement of tourist routes and ecological trails, their marking, equipment with the necessary tourist infrastructure on the lands of the forest fund and specially protected natural areas. territories. This standard makes use of normative references to a number of non-valid documents. Bring it into line with the requirements of: the order of the Federal Tourism Agency, which approves the rules by which ski slopes and beaches are classified.

According to the results of the survey, it was found that 19% of respondents do not use standards in the course of their activities.
Respondents who use the standards in their work use: Consultant Plus and Garant systems (9%); open sources on the Internet are used (72% of respondents); official electronic copies of documents (7% of respondents); 12% of respondents do not have copies of GOSTs.

In connection with the voluntary nature of the use of standardization documents in tourism activities, it seems appropriate to carry out their large-scale updating in the near future.

In addition, proposals have been made for the development of new GOST R standards:
- rural tourism;
- safety standard for hotel business workers;
- requirements for guides of children's tourism;
- provision of services under COVID-19 and other restrictions;
- on regulation of activities of guides (guide-interpreters);
- for the certification procedure of guides.

According to FZ-162, the use of standardization documents in Russia is advisory in nature. In Art. 4 of this law establishes the voluntary nature of the application of documentation in the field of standardization. The texts of standardization documents are available in reference systems. When federal laws and other documents are adopted, there is no need to refer to some standardization documents. At the same time, the adoption of separate legal acts may make the application of national standards mandatory.

It is necessary to update the previously developed standardization documents. Firstly, they should be brought in line with a number of federal laws that amend various parts of the federal law that regulates the basics of tourism activities in the Russian Federation (No. 45-FZ, 48-F, 93- FZ ). Secondly, the terminology itself needs to be updated. Thirdly, it is necessary to ensure their consistency with the accumulated experience in tourism sector, which will allow the formation of « tools for benchmarking tourism services and infrastructure».

The presented results of a survey on the use of national and interstate standards in the field of tourism and related services among the objects of the tourism industry allow us to establish that entrepreneurs independently choose how they serve tourists, which does not allow them to consistently comply with the standards governing tourism and hospitality activities; the established practice of applying standardization documents in tourism activities indicates a low culture of applying standardization documents and complying with their requirements; revealed a high level of demand for documents on standardization in tourism activities.

4 Conclusion

Summing up the results of the study, we conclude that according to the survey:

1. Most of the documents on standardization in the field of tourism are of a general nature. Entrepreneurs themselves choose how they serve tourists, which does not allow them to consistently comply with the standards governing tourism and hospitality activities.
2. The requirements of standardization documents are a guideline for applying the best business practices in the interests of the consumer. Also, standards are the basis for assessing the conformity of services and are often used in controversial situations. The absence of standards containing minimum requirements for the service can lead to a complete destabilization of the service sector.
3. Additionally, it seems appropriate to develop a departmental regulatory legal act of the Federal Tourism Agency in order to introduce certain best practices in the field of ensuring tourism activities and the quality of tourism infrastructure, including in terms of including and detailing requirements for the use of natural, cultural and historical resources.
4. The current practice of applying standardization documents in tourism activities indicates a low culture of applying standardization documents and complying with their requirements. At the same time, a high level of demand for documents on standardization in the field of tourism was revealed.

In view of these circumstances, and also in connection with the voluntary nature of the application of standardization documents, it seems appropriate to expand the practice of voluntary certification systems in the field of tourism, since these systems allow checking and confirming compliance with the requirements of standardization documents by organizations.

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