

TOURISM IN RUSSIA: FROM TSARIST TO POST-SOVIET PERIOD

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ABSTRACT

TOURISM IN RUSSIA: FROM TSARIST TO POST-SOVIET PERIOD

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This thesis analyzes tourism and tourism policy in Russia from Tsarist to post-Soviet period. In this respect the main focus will be on the post-Soviet period. The collapse of the Soviet Union negatively affected tourism and tourism industry in the country. Tourism and tourism industry found itself in an uncertain environment during the transition period. With the establishment of Russian Federal Agency for Tourism in 2004, tourism policies became more effective in the Russian Federation. This study discusses the implementation of tourism policies and efforts of the Russian government for transforming the country into a well known touristic destination of the world.

Keywords: Tourism, Russian Tourism, Tourism Policies, Russia, Tourism during the Soviet period

ÖZ

RUSYA TURİZMİ: ÇARLIK DÖNEMİNDEN SOVYET SONRASI DÖNEME KADAR

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Yüksek Lisans, Avrasya Çalışmaları

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Bu tez Çarlık döneminden Sovyet sonrası döneme kadar Rusya'daki turizmi ve turizm politikalarını analiz etmektedir. Bu bağlamda en büyük önem Sovyet sonrası döneme verilmiştir. Sovyetler Birliği'nin dağılması ülkedeki turizm ve turizm endüstrisini olumsuz yönde etkilemiştir. Geçiş dönemi sürecinde ise turizm ve turizm endüstrisi kendini belirsiz bir ortamda bulmuştur. 2004 yılında Rusya Federasyonu Federal Turizm Ajansı'nın kurulması ile birlikte ülkedeki turizm politikaları daha verimli bir hale gelmiştir. Bu çalışma Rus hükümeti ve devlet turizm kuruluşlarının uyguladıkları turizm politikalarını ve ülkeyi dünyaca tanınmış bir turizm destinasyonuna dönüştürme çalışmalarını analiz eder.

Anahtar Kelimeler: Turizm, Rusya Turizmi, Turizm Politikaları, Rusya, Sovyet döneminde turizm

To My Family

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LIST OF ABBREVIATIONS

BSEC	Black Sea Economic Cooperation
CBTE	Central Board of Tourism and Excursions
CIS	Commonwealth of Independent States
CCTU	All Union Central Council of Trade Union
DTE	Department of Tourism and Excursion
Komsomol	Communist Union of the Youth
NarKompros	The Public Commission of Enlightenment of the USSR
RFAT	The Russia Federal Agency for Tourism
Roskomturizm	The Committee on Tourism of the Russian Federation
RST	The Establishment of the Russian Society of Tourists
SovTur	Soviet Tourist.
SPT	The Society of Proletarian Tourism
SPTE	All Union Voluntary Society of Proletarian Tourism and Excursion
Sputnik	International Bureau of Youth Tourism
UNWTO	United Nations World Tourism Organization

CHAPTER I

INTRODUCTION

After the dissolution of the Soviet Union, tourism and tourism industry in the Russian Federation found itself in an uncertain environment. Used as a tool of propaganda during the Soviet period rather than an entertainment or a necessity, Russian tourism found itself in an unsure environment after the collapse. In the initial years of the transition period government institutions responsible for tourism struggled with many problems in the sphere of tourism management. Indeed the main state institution responsible for tourism itself reflected this instability in the initial years and changed more than five times between 1991-2004 period. In these years the Russian Federation was an actor in the international tourism sector only through sending its citizens to the other countries as tourist. Despite the fact that the Russian Federation has a big potential for both domestic and international tourism with its different types of tourism in the country, Russia did not become a country or a touristic destination demanded by foreign tourists. By 2004, with the establishment of the Russian Federal Agency for Tourism (RFAT) which still remains as the main institution responsible for tourism, the Russian Federation started conducting tourism policies in order to make the country one of a well known tourism brand in the world. Consequently the main argument of this thesis is, contrary to the common beliefs and thoughts, there is a tourism policy in the Russian Federation in favor of the development of both domestic and international tourism. Therefore the main concern of this thesis is to analyze the development of tourism policies of the country especially after the establishment of RFAT. While doing this, tourism in the Tsarist and Soviet periods' inheritance will be examined as both periods have an impact on the development of tourism after the collapse of the Soviet Union.

Tourism became one of the most important industries of the world economy after the World War II. Countries such as France, England and Italy, which realized the importance of this industry earlier than the other countries, began to implement their own tourism policies by the 1950s. Tourism, as a labor intensive sector, has a crucial

role in solving the unemployment problem and also has a good impact on the other industries as transport, food and beverage and trade as well. According to the economy experts, tourism is among the first revenue generating sectors along with automotive and petroleum chemicals.

Tourism has a variety of definitions. Perhaps the best explanation that defines tourism is as follows: “The activities of people travelling to and staying in places outside their usual environment for no more than one year for leisure, business and other purposes not related to an activity remunerated from the place visited.”¹ Tourism activities are believed to begin in ancient times. In ancient times, visiting of temples can be regarded as the first touristic activities.² People began to partake in the tourism movements in those ancient times. Visiting other places and countries, joining to the some sport activities as Olympic Games in ancient Greek and searching for healing purposes are regarded among the first tourism activities. By the time, with the spreading of religious beliefs, people began to visit some holy places. The visits of Muslims to Mecca and Christians to Jerusalem are the first examples of group tourism in the world.³ It is also accepted in the tourism literature that the Romans are the first nation who travels for their own enjoyment. The Roman aristocracy used to visit Egypt, Greece and Anatolia to see art objects and sculptures. Invention of motor vehicles and industry revolution also contributed to the tourism development in the world. However tourism gained its unique position after the World War II.

Tourism as the one of the main sectors of the world economy has been developing rapidly since World War II. “International tourist arrivals have shown virtually uninterrupted growth: from 25 million in 1950, to 277 million in 1980, to 435 million in 1990, to 675 million in 2000.”⁴ After the new millennium, the growth of the tourism industry in the world was more influential. Thanks to the economic recovery

¹ Jonathan Mitchell and Caroline Ashle, *Tourism and Poverty Reduction*, Pathways to Prosperity, Earthscan 2010 p.8

² Ziya Eralp, *Genel Turizm*, Ankara Üniversitesi Basın-Yayın Yüksekokulu Yayınları 1983 p.3

³ Necdet Hacıoğlu, *Seyahat Acentacılığı ve Tur Operatörlüğü*, Vipaş Yayın 2000 p.3

⁴ UNWTO *Tourism Highlights* 2011 Edition p.2

in the world, the rapid rate of the growth became faster after 2000s. In this context, the figures of 2010 were impressive. The inbound tourism has become one of the main sectors of world economy which has great impact on the other economic sectors directly or indirectly. “In this context the overall export income generated by inbound tourism, including passenger transport, exceeded US\$ 1 trillion in 2010 or close to US\$3 a day.”⁵ Furthermore tourism and its industry are still growing. According to the April 2011 Interim Update of United Nations World Tourism Organization (UNWTO) World Tourism Barometer which is a specialized agency of the United Nations and the leading international organization in the field of tourism, international tourist arrivals grew by close to 5% during the first two months of 2011. In addition to these, tourism industry keeps playing a dominant role in the world economy. Tourism is an important sector not only for the developed countries but also for the developing and less developed economies as it is a labor intensive sector. In this sense the place of tourism in the world economy deserves a unique attention. “In terms of export accounts, tourism ranks fourth after fuels, chemicals and automatic products.”⁶ “Tourism’s contribution to worldwide gross domestic product (GDP) is estimated to be around 5 percent. Tourism’s contribution to employment tends to be slightly higher and is estimated in the order of 6-7 percent of the overall of jobs worldwide (direct and indirect).”⁷

In tourism, there are two important statistics that show one country’s position in the world tourism market. These are the figure of international tourist arrivals which is also regarded as inbound tourism and international tourist receipts. When we look at the international tourist arrivals’ and international tourism receipts’ rankings in the world, we see that the developed countries are at the top positions. “According to the 2010 figures, France (77 million tourists) continues to lead the ranking in terms of arrivals and ranks third in revenue (US\$ 46.3 billion). The USA ranks first with US\$ 104 billion in revenue and second in arrivals (59.7 million international tourists).

⁵ *Ibid.*, p.2

⁶ *Trade and development implications of tourism services for developing countries: UNCTAD XII pre-event*
<http://www.unctad.org/Templates/meeting.asp?intItemID=1942&lang=1&m=14616&info=highlights>
accessed on 31 December 2011

⁷ *UNWTO Tourism Highlights 2011* Edition p.2

Spain maintains as the second biggest earner worldwide (US\$ 52.5 billion) and ranks fourth in arrivals (52.7 million international tourists). And finally China ranks third in terms of arrivals (55.7 million international tourists) and fourth in terms of revenue (US\$ 45.8 billion).”⁸

When we examine the tourism structure of the most successful ten countries in the tourism league of the world, we see that every country has tourism policies which are implemented with the collaboration of the private and the public sector. The most successful countries like France, Spain and Italy began to conduct their own policies by the 1950s and 1960s. Their success is the result of the policies that have been conducted almost for half a century.

The importance of tourism as a labor intensive and job creative sector has begun to be recognized by many countries including the Russian Federation recently. In comparison with the tourism potential and economic growth of the country, the Russian Federation’s place in the world tourism market is not sufficient. According to 2010 data the Russian Federation hosted 20.2 million international tourists with nine billion international revenue. In this context, international tourism revenue consisted of 0.6 percent of the GDP of the country in 2010. The proportion of international tourism revenue in the GDP is 3.7 percent for Spain, 2.1 percent for France and 2.8 percent for Turkey in 2010.⁹ As can be understood the international tourism revenue of the Russian Federation is inadequate in comparison with the important tourism countries’ revenues. Consequently, having admitted the inadequate tourism ranking due to not being able to use its full potential, the Russian Federation and its tourism institutions started adopting policies directed towards the development of tourism in the country. These policies are expected to expand the international tourism revenues while creating new employment areas for the Russian population. These tourism policies are conducted by RFAT which operates under the Ministry of Sport, Tourism and Youth Policy. The above mentioned ministry mostly deals with sport whereas, RFAT engages in the tourism affairs of the Country.

⁸ *Ibid.*, p.6

⁹ www.cia.gov accessed on 20 December 2011

The main argument of this thesis is to prove that the widespread argument that there is no tourism policy in the Russian Federation is false. This will be realized by exploring and identifying the policies that the Russian Federation's tourism institutions have been adopting since the dissolution of the Soviet Union. The differences between the periods until and after the establishment of RFAT in 2004 will be highlighted as well as the impact of RFAT as the main institution responsible for tourism in the country on the efforts for the development of tourism in the country.

The issues concerning this thesis have not been discussed in the literature widely. It can be suggested that, there is almost no single study about the Russian tourism policies in the post-Soviet era among the Western resources. This gap can be explained by two reasons: According to the majority of the tourism experts, the Russian Federation has not become a touristic country yet, therefore we cannot speak about a tourism policy in the country so there is nothing to explore and focus on. Furthermore, another group of experts argue that the Russian Federation as a post-Soviet country does not see tourism as an economic sector, so there is no tourism and its policy in the country. These are the common arguments regarding not only the Russian Federation but also for the majority of the post-Soviet countries. The other reason why the researchers are not eager to study Russian tourism and policies can be explained by the fact that the majority of the resources about Russian tourism policy is in Russian language. In my opinion, this also can be regarded as an obstacle for this situation.

This thesis is composed of five chapters including introduction and conclusion parts. In the second chapter of the thesis, first tourism movements in the Tsarist era will be examined. The evolution of tourism between the late 17th and early 20th centuries in the country will be emphasized. The transition from the individual to the organized travel with the help of the emergence of different touristic clubs will be highlighted as well as the influence of the Tsarist Russian tourism industry on the following Soviet tourism activities.

The third chapter will explore the tourism activities and policies during the Soviet era. This period is divided into three parts. The first period will cover the period until the beginning of World War II. The second one titled as the recovery period will cover the period after the end of the World War II until the 1960s. The last one will cover from the 1960s until the break-up of the Union. Naturally each period has its own features. The first part of the chapter will analyze the initial years of the Soviet government in terms of its tourism policies and movements. The government's efforts for using the tourism as a tool of propaganda will be analyzed with a particular focus, as this is one of the most important characteristic of the tourism during the Soviet period. In the second part of the chapter, reconstruction of tourism in the Union after the World War II and initial international tourism movements will be highlighted. Finally in the third part, tourism as an industry and a tool for introducing the country and communist system to the foreigners will be examined. One of the major aims of this chapter will be to underline the fact that, during the Soviet era, there was tourism and its activities in the country and this was not limited to the domestic tourism. In other words, in addition to develop domestic tourism where millions of Soviet citizens participate, there was also a system through which Soviet citizens used to travel abroad whereas foreigners visited USSR as tourists.

The fourth chapter will cover the post-Soviet era. This chapter is divided into two parts. First one is from the collapse until 2004. The second one is from 2004 till now. The year of 2004 is important as RFAT was established by this date. I argue that, despite the existence of the efforts and different sort of activities for the development of tourism industry in the country, concrete steps were not taken until the establishment of RFAT. Since the establishment of the agency in 2004, RFAT as the solely responsible organ for the tourism in the country tries to make the Russian Federation a well known touristic destination. Therefore this chapter will focus on the policies that were adopted both by prior institutions responsible for tourism in the country and RFAT. The features of the general tourism policies as well as the federal programs and strategies targeting the development of domestic and inbound tourism sectors in the country will be emphasized as well. In addition to these, RFAT's efforts for becoming an important player in the international tourism organizations will be underlined. The role of the non-governmental organization in the tourism

development process of the country was not emphasized in this dissertation as according to the author, they are not influential enough for the tourism industry of the country by the end of 2011.

The sixth chapter as the concluding one will conclude with an overview of the tourism policies of the Russian Federation.

CHAPTER II

TOURISM IN THE TSARIST ERA

2.1 Tourism between 17th - 19th Centuries in Tsarist Russia

The first tourism movements in the Tsarist Russia occurred in the late 17th century by the decree of Pyotr I, Dozhenko and Putrik underlines this and also states that, the first international visit of the Russians was the departure of 60 young Russians to Holland and Italy for the purpose of education in the fields of navigation and the art of operating ships both in peace and war periods.¹⁰ The travels for the educational purposes of the young Russians became a turning point for the history of Tsarist era Russian tourism. As a result of this experience people began to seek possibilities to go to Europe for different purposes. In this period, not only the members of the Tsarist family but also the members of noble families used to travel to Europe as well. Every noble family had the right to go abroad and come back whenever they like. Above mentioned educational visits later become a tradition for the aristocrat Russians and noble families. Soon, sending their children to Europe for educational purposes would become a usual habit for them. In the 18th century, thanks to Pyotr I's efforts, educational excursions to Europe became a commonly practice tool for education.

Pyotr I's contribution to Tsarist Russia's tourism not only limited to encouraging educational excursions. In the 18th century, many Russian used to go to Europe to get healed in sanatoriums with the help of mineral waters. At that time, there was no centre or place which contained mineral water for healing in the borders of the Tsarist Russia. Pyotr I published a decree in order to search for and find out the first minerals water in the Russian territory. By 1714, the Tsar received the information about the discovery of mineral waters near to Petrozavodska. In 1719 the first

¹⁰ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr, Mart 2010 p.13

Russian tourism destination ‘*Martsial’nye Konchezerskie Vody*’ was built by the decree of Pyotr I. This place began to develop rapidly by 1720s. The Tsar visited this place four times himself. But after the death of Pyotr I, this place lost its importance until the time when the Soviet Union began to conduct an domestic tourism development policy in 1964.¹¹

Travelling for the educational purposes especially in the fields of military training can be observed in the late 17th and early 18th century. Famous Count Tolstoy was 52 years old, when he traveled abroad with 39 soldiers in order to get some navy skills.¹² As known, Count Tolstoy was later appointed as the first ambassador of Tsarist Russia to Ottoman Istanbul. The famous historian Karamzin and famous author Pushkin are also among the people who travelled abroad. After visiting Europe, Karamzin portrayed European Capitals such as Berlin, Paris, London and other cities together with other interesting places in his books.¹³ Such writing materials eventually played a promotional role and encouraged noble people to travel across the Europe for different purposes.

The main destination for the people of Tsarist Russia beginning from 18th century until the socialist revolution was Paris. Paris as a tourist destination was very popular among the Russians. In this period, the aims of Russians for visiting Paris as that of the other people in the world were as follows:

- visiting for cultural purposes what is called cultural tourism at the moment
- entertainment and excursions for the purpose of expanding prestige in elite society
- excursions for the purposes of cure and healing
- education¹⁴

¹¹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart 2010 p.15

¹² Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.36

¹³ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart 2010 p.39

¹⁴ *Ibid.*, p.41

A plenty of Russian authors visited France and Paris during this period as well. As Andreas Schönle pointed out, “Russian writers had to educate their readers about cultures already familiar to most other European readers at the same time that the Russians were also searching for self identity.”¹⁵ Not surprisingly Karamzin and Pushkin, who are among the most influential writers in the process of creating a Russian literary language, played huge roles in the field of travel writing. Along with Karamzin and Pushkin, authors such as Vzyaemski, Batyushkov, Gertzen, Dostoyevski, Saltikov Shedrin and Turgenyev are also spent their holidays in France and used these experiences of excursions in their well known novels.

In the 18th century, the establishment of some museums played a dominant role in shaping the domestic tourism destinations of the country. The first museum of the Tsarist Russia became Kunstkamera which was opened in 1719. The establishment of Ermitaj by Eketarina II in 1764 and the opening of the gallery of Tretyakov in 1895 can be regarded as turning points in tourism history of the country.¹⁶

The 19th century can be regarded as an important era for the Russian tourism history. The main aspects of the Tsarist Russian tourism were again the excursions with the purposes of education. According to the Kvartalnov, tourism developed in the directions which are shown as follows during the 19th century:

- Individual excursions with the educational and religious purposes
- Group excursions of the students of primary, secondary and high schools with the purpose of education
- Excursions for healing and curing purposes.¹⁷

In this period the famous writers and soldiers continued to travel across Europe for different purposes as well.

In the second part of the 19th century people who lived under Tsarist Russia began to be curious about their own country and started seeking more possibilities to discover

¹⁵Andreas Schönle, *Authenticity and Fiction in the Russian Literary Journey, 1790-1840* Cambridge, Mass, 2000 p.210

¹⁶ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.54

¹⁷ Kvartal'nov V.A., *Turizm: Istoriya i Sovremennost, Izbrannie Proizvedeniya*, 2002 p.55

their homeland. In this process the excursions of the students to different interesting places of the Tsarist Russia played an important role in the creation of the domestic tourism of the country. While the domestic tourism of the time was far from becoming an industry yet, we can certainly speak about an emerging reality of the domestic tourism.

As suggested by different Russian experts Russia experienced its enlightenment period later than Europe. The most important representatives of literature, painting and music lived and become productive in the 19th century. The development of tourism in the Tsarist Russia coincided with this enlightenment period of Russian culture, literature and other fine arts.

By the end of the 19th century with the expanding of number of tourists who travel across Europe and within Tsarist Russia, the necessity of coordination of such movements from a single institution occurred in the field of tourism and excursions. The Tsarist Russian government realized the importance of domestic tourism while trying to introduce Russia to the students and young generations as their native land. As a result in 1896, the Centre of Excursion Committee was founded under the Ministry of Enlightenment. The committee was responsible for tourism and the problems of excursion. The committee's aim was to create excursion programs for the students and to solve different kind of problems related with the educational excursions of the students.¹⁸

In this period some of the schools in the Tsarist Russia tried to constitute regular excursions for their students. The school of Tvers can be shown as an example to this. The society of organizing excursions for the students of Tver was founded in 1902. During 15 years until its dissolution, the society organized 17 different excursions to the most important and interesting places of Tsarist Russia like Moscow, Golden Ring, Povolzhya, Crimean. They even organized an excursion to Istanbul to Hagia Sophia.¹⁹

¹⁸ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.52

¹⁹ *Ibid.*, p.53

2.2 Organized Travel and the Development of Tourism in the late 19th and early 20th Centuries

As suggested, Thomas Cook is generally accepted as the founder of commercial and organized tourism in the world. He organized the first organized tour in World Tourism History in 1841 by sending 571 travelers to a festival in England. “As the secretary of the Leicester Temperance Society and committed to leveling upward Cook began his business by organizing outings for the local working classes in order to divert them from drink.”²⁰ He understood that mass tourism and packaged tours lead to a reduction of the costs which enabled him to promote destinations with low prices that attract the interests of the middle classes. “Soviet tourists would also use packaged tours not simply to acquire the patina of sophistication associated with the desirable quality of being cultured (*kul'turnost'*), but, to cross perceived cultural gaps between themselves and Westerns.”²¹

After the appearance of Thomas Cook's organization in England, some Russian companies tried to duplicate Cook's system in order to facilitate tourism and tourism movements both within the empire and abroad. “The first major such company, The Russian Society of Shipping and Trade chartered in Odessa in 1857, and benefited from government subsidies in the push to industrialize.”²² However, the company founded by Leopold Lipson in Petersburg by 1867, is recognized as the first tourist agency of the Tsarist Russia. “Borrowing from Cook's system Lipson advertised the ease of travel, promising to take care of all the worriers about spiritual and physical comfort all the annoyances associated with tickets, baggage, guides, transportation, and tips.”²³ He also tried to emphasize the importance of tourism and *kul'tornost'* and the fact that how important it is to see other places in the world. Lipson's prices were inexpensive for the newly moneyed Russians. In 1885, the first travel book of

²⁰ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.25

²¹ *Ibid.*, p. 26

²² *Ibid.*, p. 26

²³ *Ibid.*, p. 26

the company was published under the name of The First Company in Russia organized for mass tourism to different countries of the world.²⁴ In the above mentioned book, the responsibilities of the organization company and the services that the company offered were explained in detail. The prices of the company seemed to be affordable for noble Russians. In the advertisements of the company, low levels of the prices were emphasized. But there are inconsistent explanations about the price policy of the first tourism company in different resources. When we focus on these explanations we see that in the Russian resources the prices are explained as not cheap while in Western resources the prices are displayed as inexpensive. According to Usiskin excursions from Petersburg to Italy and back to Petersburg from Munich and Vienne cost 775 rubles, which is actually not cheap for even noble Russians of the period.²⁵ While according to a Western source the situation is contradictory. “Prices in 1885 ranged from 350 rubles for three weeks in Finland and Sweden to 2500 rubles for a three-month voyage that included Paris, Italy and Egypt which is affordable for Noble Russians.”²⁶

2.2.1 The Establishment of the Association of Lovers of Excursion and Caucasian Mountaineering Club

The establishment of some civil tourism associations in different regions of the country contributed to the constitution of organized tourism in the empire as well. During the Tsarist era, the establishment of the mountaineering clubs can be regarded as the first organized civil tourism institutions which resemble to non-profit organizations. In this context ‘The Association of Lovers of Excursion and Caucasian Mountaineering Club’ was founded as the first civil tourism movement of the country. The club was founded in 1872 but got the ratification from the Tsarist government only in 1877.²⁷ The club was founded by the intellectuals of Tbilisi and

²⁴ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p. 70

²⁵ Usyskin G.C, *Pervoe v Rossii Turistkoe Predprinyyatie, Turitskie Firmy*, Vyp:18 1996 p.198

²⁶ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.26

²⁷ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.74

the members of the club engaged in submitting reports on different subjects.²⁸ What is called the Caucasian Mountaineering Club was only active until 1884. The members of the club had never more than 40 people. Although the club did not organize any excursion for its members, as it was accepted by the other alpine clubs in the world, the members of the club realized individual excursions for themselves. The main contribution of the club to organized Russian tourism was considered as being the first alpine club and as also playing an important role in the process of development of organized mountaineering tourism in the Tsarist Russia.

2.2.2 The Establishment of the Crimean Mountaineering Club

By the end of the 19th century, interest to Crimean region began to expand in the empire. This interest led to the formation of Crimean Mountaineering Club in the region, which then played a huge role in the emergence of organized tourism in the Tsarist Russia. The club received approval from the government in 1890. The club's goals were as follows as they were written in its constitution:

- Making scientific research in Tabricheski Mountains and expanding the results of the research
- Encouraging the visits to and researches on these mountains by the lovers of excursions and painters for scientific or artistic purposes
- Supporting local economy in the fields of agriculture, gardening and small mountaineering industry
- Protecting plants and animals which are rarely observed in the mountains²⁹

As can be understood, among the goals of the club, there was no article concerning the development of tourism. However, during its existence, the club showed all necessary efforts in order to contribute to the development of tourism in the empire. The club attracted attention of the people who dealt with excursions and alpinism immediately. Just after two years from its foundation, the members of the club

²⁸ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.26

²⁹ Ibid., p.30

reached to 302 people from different regions of Russia in addition to two foreigners from France and Germany.³⁰

The excursionists who took part in the organized excursions of the club began to increase year by year. At the same time the popularity of the Crimean Mountaineering Club expanded along with the numbers of the tours. While initially the quantity of the excursions and excursionists was 276 and 3.000 respectively, then it reached to 300 and 15.000 by 1914.³¹

The branches of the club started to spread. Just one year later after the formation of the club, new branches were opened in different regions of Russia. The club opened its new branches in Yalta, Sevastopol, St. Petersburg, Moscow, Kiev, Kharkov and in different points of Caucasia.³² The Yalta branch became the most important branch among the branches of Crimean Mountaineering Club. This branch began to organize many excursions between 1896 and 1913 as well.

The uniqueness of the Yalta Branch was opening of a tourism excursion office. With the help of this tourism office, Yalta branch of the club began to prepare destinations for the excursions. They also tried to maintain a small tourism industry in their region. By 1916, 21 different destinations were prepared for the excursionists and the tourism season in Yalta used to last from the beginning of March until the end of October. During the low season excursions to the mountains were organized with the permission of administration of the club as well.³³ The efforts of Yalta branch affected the tourism industry in the city. The formation of the summer season in Yalta led to the booking of all the rooms of the hotels and pensions. The branch focused on excursions for the students as well. As a result of being involved in different kinds and products of tourism, the number of the people for whom the

³⁰ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.76

³¹ Fomenko A. *Krymski Gornii Klub i Ego Rol' v Stanovlenii Industrii Turizma*, www.mountain.ru/article accessed on 13 June 2011

³² Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.6

³³ *Ibid.*, p. 81

branch organized different kind of excursions reached to great numbers. In 1896 the branch organized 181 excursions for 1.491 excursionists. This figures reached to 645 excursions and 15.299 people by 1912. During its existence, Yalta branch served to 120.000 people.³⁴

The branch also dealt with promotional activity which is considered as one of the main aspects of the tourism policy. They published magazines where one could observe different kind of articles and news that introduce the region. Because of the expansion of its field of activity, the Crimean Mountaineering Club was renamed as The Crimean-Caucasian Mountaineering Club.

The contribution of the club to the Russian tourism is unquestionable. In addition to the development of the regions with the help of tourism, the club proved Tsarist Russian citizens that there are beautiful and available resorts in their country where they can spend their holidays. The club also showed the path to other tourism organizations that would be formed in the future how to organize excursions, how to serve the excursionists and how to promote the resorts where they would like to be developed. The uniqueness of the region where the organization is active has a huge role in this process as well. This region was unique for Russians not only for the healing purposes. The soft climate of this region would enable Russians to go to this region for their vacations easily.

2.2.3 The Establishment of the Russian Society of Tourists (RST)

The most important organized association in Tsarist Russia's tourism history is the Association of Russian Tourists. The association was founded in 1898 under the name of the Association of Russian Cyclists in St. Petersburg. The second name of the association was the Russian Touring Club. As it was written in the constitution of the association the main goal of the club was to support the development of tourism

³⁴ Usyskin G.C *Ocherki Istorii Rossiskogo Turizma* ITD Gerda, 2000 p.16

in general and bicycle tourism in particular.³⁵ Beginning from the first day of its foundation the club published a journal. The journal was first named as “Cyclist”. With the expansion of the sphere of activity of the club, in 1899 it was renamed as “Russian Tourist (*Ruskii Turist*)”. The Russian Tourist was published monthly until 1912 and in 1913 only the four issues of it could be published.³⁶ This journal had a big impact on the development of tourism during the last years of empire as well. In the articles of the journal many useful information was given in order to facilitate the tourism movements both in the empire and abroad. The club could also build efficient relations with other tourism clubs in Europe.

In 1901 the association switched its name to ‘The Russian Society of Tourists’ (RST) (*Rossiiskoe Obshestvo Turistov*). “This new name switched more than the image of the tourists as a cyclist. Although it continued to use *russkii*, which implied ethnic Russian, in the title of its journal, the society adopted the more inclusive *Rossiiskii*, which held an insinuation of empire, for its official title.”³⁷ The conversion of the name of the society into a more general tourism definition became a turning point both for the club and the empire’s tourism development process. Among the main goals of RST, there were:

- The organization of excursions within the empire and abroad
- The organization of collective excursions for the members of RST
- To open new hotels in different cities of the Tsarist Russia in order to host tourists.³⁸

As can be understood, the last article was something new for the other civil organizations that displayed activity in the field of tourism in the Tsarist Russia. To open new hotels in the resorts was something that directly would affect the tourism industry. RST by realizing such aims, tried to constitute and develop the infant

³⁵ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart 2010 p.57

³⁶ Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.94

³⁷ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.28

³⁸ Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.99

tourism industry in the empire, which made this tourism society unique in comparison to the other clubs or societies.

In addition to the encouragement of the investments in the field of tourism, the society tried to facilitate tourism activities within the country. Some of their efforts remind us what is called ‘social tourism’ today. After 1910, some special excursions were organized to different interesting points of the Tsarist Russia for the citizens who did not have enough financial resources for such excursions.³⁹ The society had good relations with some hotels and tourism organizations in Europe which enabled members of the society to benefit some discounts while realizing excursion abroad.

The other aspect of the activities of the club was religious tourism. During its existence, the club organized a lot of religious excursion to holy places which were located in Crimea, Caucasia, Central Asia and on the north of the Russia.⁴⁰

The club developed excursions for students as well. Just after its foundation, the club looked for possibilities to organize excursions that are today called cultural tourism for the students. Naturally the aim of such visits was to introduce important cultural and historical places to young generations of the empire. This led to a foundation of special committee within the association called ‘Educational Excursions in Russia’. This committee dealt with the problems of organizing educational tours to some interesting parts of Russia like Crimea, Caucasia, north of the European part of Russia, Finland, Volga, Ural and even to Central Asia.⁴¹ Thanks to such organized special tours, thousands of young Russians were able to get acquainted with natural, historical and cultural places of the empire. In this context, the RST’s contribution to the development of such kind of cultural/educational tourism was incomparable. The activity of RST stopped due to the beginning of the World War. Besides Crimean Mountaineering Club, Caucasian Mountaineering Club and Russian Tourist Society, there were other civil society organizations that contributed to the development of

³⁹ *Ibid.*, p.99

⁴⁰ *Ibid.*, p.99

⁴¹ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E Gorsuch and D.P.Koenker Cornell University Press, 2006 p.63

tourism in Tsarist Russia such as the Russian Automobile Society, Vladicaucasia Society, and the Society of Supporting Common Entertainment.

2.3 On the Eve of Revolution

By the 20th century, international tourism began to develop in the Tsarist Russia. The efforts of ‘Excursion Commission of the Department of Expanding Technical Knowledge’ played a huge role in expanding of the numbers of mainly teachers who travel to Europe. This civil society was founded in 1908. During its five years’ of existence, the commission helped 7.252 lovers of excursion including 4.500 teachers from different cities of Russia to go abroad and spend their holidays in Europe.⁴²

By the end of the 19th century, health tourism began to attract more attention and as a result people started to find new health resort sources where they can heal. The number of health resources increased rapidly. The establishment of railways to some specific health resorts contributed to this process. By 1883, ‘the Ministry of Property and Farm’ became the responsible governmental organ for the healing resorts.⁴³ However, the government exactly began to focus on health resorts only at the beginning of the 20th century. The Tsarist government began to build new resorts, to expand the railways leading to these resorts and to increase the number of doctors serving to the patients-tourists. As a result of this policy, the number of people who visited healing resorts increased rapidly. While the number of tourists who used healing resorts was 2.240 in 1875, in 1901 it was 20.115 in 1910 35.554 and finally the number reached 41.192 by 1914.⁴⁴ These positive figures in the field of health tourism can be counted as the result of the first organized and successful tourism policy in the Russian tourism history.

In 1898, a special committee for exploring the tourism potential of the Black Sea Coasts discovered Sochi as a city where a good climate exists for the balneology

⁴² Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.105

⁴³ *Ibid.*, p.63

⁴⁴ L.P Voronkova *Istoriya Turizma*, Ucheb Posobie M. 2001 p.25

tourism. Sochi's appearance as a popular destination in domestic tourism of the country coincided with this discovery. Sochi was not only famous with its resources that fit to health tourism necessities it was also famous with its soft climate and warm weather.

By the beginning of the 20th century, in addition to Sochi, Crimean and Yalta regions started to attract attention of the Russians as well. "The Crimea, with its beautiful beaches, mountains and temperate climate, would form the nucleus of Russian tourism development."⁴⁵ The regular visits of Romanovs to Yalta turned this place into a well known and common recreational tourism place for Russians. "The first luxury hotel, the Russia, came with the railroad, and its construction illustrated aspects of tourism's modernizing impact."⁴⁶ The tourism industry and infrastructure, with the evolving demand, started to appear in Crimea and Yalta. The Yalta region as a tourism destination was even used by the famous author Anton Chekhov as well. One of his stories the name of which was "The Lady with a dog", he portrayed a lady who came to Yalta in summer. Such incidents were perceived as what is called today, promotional activity of the region. As a result the number of people who preferred to spend their summers in this region increased constantly. Eventually, this led to the formation and development of infant tourism industry and infrastructure. "By 1912, twelve hotels and numerous pensions welcomed guests year around, including Europeans come to explore the battle grounds of the Crimean War. An American tourist in 1912 described the gayest, the most exclusive and the most expensive Russian resort...the social capital of the Crimea."⁴⁷

In the light of these developments, some recreational resorts were constructed in the already interesting resorts of Tsarist Russia in Crimean and Caucasia. In 1913 there were 60 sanatoriums which were valid with 3.000 beds.⁴⁸ Sochi became the most

⁴⁵ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E Gorsuch and D.P.Koenker Cornell University Press, 2006 p.34

⁴⁶ *Ibid.*, p.35

⁴⁷ *Ibid.*, p. 37

⁴⁸ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p. 107

popular resort of the Tsarist Russia as it is today in the Russian Federation. In Sochi a special place named 'Kavkazskaya Rivera' where there were four hotels with 360 rooms with a concert hall for 600 persons and a beach and a health building was formed.⁴⁹ As can be understood, such efforts can be regarded as the first investment movements in the sphere of tourism in the Tsarist Russia. With the construction of tourism facilities in such resorts, a necessity of some tourism enterprises which should serve to tourists and tourism sector emerged. This necessity led to the further development of tourism industry including cafes, restaurants and special shops serving to tourists. Building of first class hotels as *Natsional'* and *Metropol* in Moscow and *Evropeiskaya* and *Astoriya* in Petersburg coincided with this period.⁵⁰ By 1910, the tourism offices and excursion bureaus were opened in different cities of Russia in order to promote tourism activities and introduce potential tourists to interesting places. Unfortunately such efforts were interrupted with the beginning of World War I.

In the Tsarist period while as the 17th century there were international tourism movements of Russians mostly for educational purposes. But the actual development of tourism within Russia was largely due to the contribution of civil society organizations in the 19th century. Such organizations as the Crimean and Caucasian Mountaineering Clubs and RST laid the foundation of tourism and showed the path for implementing policies so as to upgrade to the mass tourism level in the next generation. In the 20th century, the tourism offices all around the Empire further contributed to this process. It can be suggested that civil tourism organizations and their contribution to tourism in the pre-revolutionary era determined the shape of tourism policies during the Soviet Union in that the success of tourism policies during the Soviet era were linked to the efforts realized in the pre-revolutionary era.

⁴⁹ *Ibid.*, p.107

⁵⁰ *Ibid.*, p.107

CHAPTER III

TOURISM IN THE SOVIET ERA

World War I and the Bolshevik revolution completely ruined the infant tourism sector and economy in Russia. For this reason later the Soviet government worked massively in order to reconstruct a domestic tourism industry. Since the Soviet leadership tried to use every means for the propaganda of the new Soviet system, the Soviet government started seeking opportunities to use tourism as a tool for expanding the Soviet ideology immediately after the forming of the new state. The special excursions for the Soviet citizens to the places which are important and meaningful for the revolutionary activities before the World War II and the organizing of tours to the places where the battle during the World War II occurred can be counted among the evidences of this policy. Furthermore the activities of the international youth organizations in the sphere of tourism which were aimed to introduce the Soviet ideology and Soviet type of life to the foreign students contributed to this process as well. Consequently, the government managed to reach some of its goals in terms of propaganda by working on new destinations, by building houses of rest for the local tourists and by closing off the touristic facilities of the Tsarist era.

In this chapter I will focus on the Soviet Union's tourism institutions and policies. Contrary to the popular belief, the Soviet Union and its tourism institutions had very close relations with other countries' tourism institutions and hosted foreign tourists. Therefore I will also examine such interactions. When we focus on the tourism history of the Soviet Union, we can see three different and important periods. Throughout this thesis I will analyze these periods under three subsections as follows:

- The First Period (1918-1935): This period refers to the emergence of domestic tourism in the Soviet Union. Soviet efforts of converting tourism into a proletarian and a mass one will also be examined in this period.
- The Second Period (1936-1968): This period refers to the Soviet tourism's industrial period. Although the recovery of the tourism industry took a long time after the World War II, this period totally reflects the development of the tourism industry in the Soviet Union and the establishment good and constructive relations with other countries' tourism institutions.
- The Third Period (1966-1991): This period refers to the emergence of a giant tourism industry aiming to serve both Soviet citizens and foreign tourists who visited the Soviet Union through the organization named *Intourist*.

3.1 Tourism Activities in the Early Years of the Soviet Union (1918-1935)

Right after the Bolshevik revolution, the main problem for the Soviet government was to explain the spirit of the new system to the people and to gain legitimacy in their eyes. In order to achieve this, the Soviet administration tried to use different tools. In this respect, tourism and excursions began to be promoted as a tool of propaganda for the Soviet system. The main goal of tourism became serving and promoting the Soviet system to the workers and children. In order to achieve such aims, 'the Public Commission of Enlightenment of the USSR' (*NarKompros*) was defined as the responsible body for the development of tourism as well as solving the potential problems of tourism affairs in the Union.⁵¹ Recreational affairs of the workers were called Proletarian Tourism. In the early years of the revolution, the government focused on the proletarian tourism. Diane P. Koenker described the meaning of proletarian tourism as follows: "While admiring the beauty of the Caucasus for instance, the proletarian tourist should at the same time investigate class struggle in the Chechen *aul*. The proletarian tourism thus had a double mission:

⁵¹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, San Peterburg, 2009 p.110

to admire the beauty of the sublime Caucasus mountain but also to make this task fundamentally a political one.”⁵²

As a policy of ensuring the social rights of the citizens, the Soviet Union emphasized the health tourism in the Union as well. In 1919 Lenin published a decree concerning the health facilities in the Soviet Union. According to this decree, all health facilities in the Union passed to the possession of the government. Furthermore with a decree published in 1920, ‘The use of Crimea for the purpose of healing of the workers’ Crimea became the center of healing in the Union.⁵³

During the first years of the new regime, in addition to the health tourism, Vladimir Lenin focused on the propagandist tourism as well. In his opinion, every Soviet citizen should learn how the struggle emerged and evolved between bourgeois and proletariat. According to Lenin, first of all they need to display the old revolutionaries. All students and young people have to see the interesting places and sculptures through the excursions that display struggle in order not to forget the spirit of the regime and socialism.⁵⁴ Lenin also suggested organizing excursions to the big enterprises where mass production took place in the Union. Through such methods Lenin tried to use tourism in order to spread the new ideology.

Beginning with 1919, the Soviet government decided to build tourism stations where vacations could be organized for the students of the Union. Each station should have its own features. But the common aim was to build the stations not far from the large production enterprises that could show the great success of the regime or near to the historical places where people could observe the heroism of the revolutionaries. By 1920 15 different stations were being operated in the Union. In 1920, 138.000 people

⁵² *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.119

⁵³ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.111

⁵⁴ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.82

and in 1921, 161.000 people participated in such excursions in the Union.⁵⁵ The importance of excursion stations began to diminish by 1922 due to the financial problems of the Union. The number of stations dropped to 9 while the number of excursionist decreased to 47.968 in this period.⁵⁶

As mentioned in the first chapter, the activities of the civil tourism societies stopped due to the beginning of the World War I. During this period and during the civil war later, these organizations did not operate actively. If we exclude the “Excursion Offices” in some resort cities such as Yalta and Crimea, no civil tourism organizations existed until 1928. In 1926 a united excursion office was founded within the structure of the *NarKompros* in which all of the excursion offices of the Union were operated.⁵⁷ However this office did not last so long and within a two years period, the office ceased to exist.

3.1.1 The Establishment of the Society of Proletarian Tourism (SPT)

As the type of the people who utilized tourism activities in the Union totally changed, the necessity of the reorganization of the tourism system emerged in the Soviet Union by 1928. While the tourists were mainly consisted of students in the Tsarist era, the workers and the peasants became the main actors of the tourism activities in Soviet Union after 1920's. On the 6th of January in 1927, an article was published in the newspaper *Komsomol'skaya Pravda* which underlined the need for the formation of a Proletarian Tourist Society. The propagandist policy of the leaders of the Union and their efforts in using tourism as a tool for such policies created this need. In 1929, the head of the tourism offices which were active within the structure of the Communist Union of the Youth (*Komsomol*) called every proletarian and peasant to become a member of the Russian Society of Tourist (RST).⁵⁸ Before this

⁵⁵ *Ibid.*, p.87

⁵⁶ *Ibid.*, p.88

⁵⁷ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.119

⁵⁸ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.92

time, the members of RST were mainly the middle and higher class members of the society. The increasing number of proletariat members in RST led to a struggle over the leadership among the old and new members of RST. As a result of this struggle the name of the society changed in order to reflect the character of both new regime and the new members. In 1929, with the suggestion of the members the new name of the society became 'the Society of Proletarian Tourism' (SPT). The constitution of the Society was ratified in the same year.⁵⁹ The aims of the Society as defined in its constitution were as follows:

- To strengthen the idea of organized tourism among workers, in other words the idea of developing individual tourism that helps to increase the cultural knowledge, the idea of getting acquainted with the USSR and other countries
- To convert tourism into a mass organized form of movement, which means visiting a destination with large amounts of people at one time
- To contribute to the defense power of USSR with the help of military tourism
- To carry out social works by the tourists during the vacations.⁶⁰

As can be seen in the constitution of the society, SPT started to deal with workers, peasants and proletarians. Along with the ideology of the regime, SPT started to serve to the new regime and its citizens. During its existence, SPT tried to promote the Soviet regime and the Soviet way of life by organizing vacations and excursions for peasants and workers. In its first year of operation SPT served to 300.000 people by organizing excursions to the big production enterprises and to the places where civil war took place. In the next year of its foundation the number of the members of the Society reached to 50.000 people while the proportion of workers formed 70 percent of the total members.⁶¹

⁵⁹ *Ibid.*, p.92

⁶⁰ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.124

⁶¹ Antonov-Saratovskii V.P *Besedy o Turizme*, Azbuka Sovetskogo Turizma M, 1933 p.109

3.1.2 The Establishment of Soviet Tourist (SovTur)

Another tourism organization of the Soviet Union that was founded in 1928 was Soviet Tourist (SovTur). “The Commissariat of Education in September 1928 created a joint stock company *Sovetskii Turist* (SovTur) to operate organized tours and to construct tourist facilities throughout the USSR.”⁶² The main feature that distinguished SovTur from the Society of Proletarian Tourism was the fact that SovTur aimed to make profit from its activities and excursions. This was at the centre of the criticism directed to the SovTur by SPT.

SovTur began working on the planned tourism by preparing destinations related to the revolutionary socialist incidents. SovTur started to form its own branches in different places of the Union which led to a great competition with SPT. SPT accused SovTur of preventing their tourism activities which were organized for the proletarians and the peasants of the country. According to Diana Koenker “SovTur attempted to limit SPT’s role to propaganda and information, demanding for itself the exclusive right to organize tours, excursions, tourist bases and ski stations.”⁶³ As a result the Public Commission of Enlightenment of USSR forced each organization to sign a protocol that shaped and limited their activities in 1929.⁶⁴ However, SovTur continued to serve only to its shareholders and denied the demands of the Soviet regime. An article published in the well known tourism journal ‘Na Sushe i Na More’ (On Land and in the Sea), published in the USSR until the World War II explained the situation for its readers by emphasizing that SovTur did not operate according to the propagandist public policies of the country. “According to these critics, SovTur relied only on its commercial values and it functioned as a purely commercial agency interested only in providing service, not in transforming

⁶² *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.121

⁶³ *Ibid.*, p.122

⁶⁴ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.100

culture.”⁶⁵ As a result of the above mentioned critics and the confusing tourism structure of the country, the government took the necessary steps and changed the structure of these organizations. On 8 March 1930 with a constitution SPT and SovTur were united under the structure of All Union Voluntary Society of Proletarian Tourism and Excursion (SPTE). The main task of the Society was defined as providing the maximum development of tourism movements among proletarians and peasants and providing the politic management of these movements.⁶⁶ In English language resources uniting of two institutions was portrayed different from the Russian ones. Diana Koenker regarded as the subordination of SovTur to SPT and described the situation as follows:

“In March 1930, while Stalin warned his personnel not to become dizzy with the success of their collectivization effort, the Council of People’s Commissars, encouraged by the Komsomol Central Committee, awarded victory on the tourist front on the principle of class. It ordered the state agency Sovtur to submit the proletarian tourists, and henceforth tourism would be organized by a new All-Union Voluntary Society for Proletarian Tourism and Excursions (SPTE)”.⁶⁷

3.1.3 All Union Voluntary Society of Proletarian Tourism and Excursion (SPTE)

The constitution of SPTE was ratified on 15 May 1930. SPTE as a voluntary organization was not affiliated with any governmental institutions such as Public Commission or Central Committee. Just a day after its foundation, SPTE defined its task as the contribution to the development of the socialist perception of the citizens and workers. While doing this, naturally tourism would play a dominant role. According to Gurvich, who served as the vice president of the above mentioned society, tourism should develop as a mass social movement and also should be

⁶⁵ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.121

⁶⁶ Gurvich L.M 1931 *Ocheredniye Zadachi Turistkogo Dvizheniya* Gurviç L.M 1931 V p.103

⁶⁷ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E.Gorsuch and D.P.Koenker Cornell University Press, 2006 p.122

related with the general tasks of the building of socialism and the tasks of the revolutionary struggle.⁶⁸ The Society planned to organize excursions that were claimed to be designed to increase the spiritual moral of the nation. The publishing organs which were the journals of SPTE such as '*Na Sushe i Na More*' and '*Turist - Aktivist*' contributed to the efforts of the society in the development of the tourism sector in the Union. In addition to promoting touristic activities, some special slogans that would affect the vacation decisions of the workers and proletarians were published in these journals. Among the most important catchwords there were

Chtoby luche stroit' SSSR nado ego znat'

Chtoby luche znat' bud'te turistami''⁶⁹

(In order to build the USSR, you need to know it/ In order to know it, become tourists)

SPTE engaged in the propagandist type of tourism as well. Organizing excursions to the big production enterprises of the Union became a usual task for the Society. The slogans published in their journals supported these movements as well. We can see one of these sayings in the journal '*Na Sushe i Na More*':

Proletarskii Turist-massovy issledovatel' proizvoditel'nyh sil stran.'' ⁷⁰

(Proletarian Tourist, he/she is the mass researcher of production strength of the country)

By organizing such excursions, SPTE did its best in order to promote propagandist and nationalist tourism in the country. The main destinations of such excursions were directed to the historical places where the struggles between bourgeois and proletariat took place; to the huge industrial plants where one could observe the success of the Soviet system. In addition to these propagandist excursions, SPTE organized special excursions for the Soviet citizens and soldiers in order to

⁶⁸ Gurviç L.M, *Sotsialisticheskoe Stroitel'stvo i Proletarskii Turizm*, 1931 B p.14

⁶⁹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.101

⁷⁰*Ibid.*, p.107

strengthen the military skills of the soldiers. The training of the citizens during their journeys was carried out by the military tourism offices which were active under the umbrella of Central House of Red Army. In such events, the aim was to improve the defense skills of the Soviet population.

The Central Committee of SPTE, defined the tasks of their organization and published them in their journal 'Turist-Aktivist' as follows:

- To work for the materializing of the five year plans of the economy and to strengthen the defense system of the country
- To build a common proletarian tourism organization, to find out the main problems of the tourism movements
- To prepare policy and to train new personnel for the tourism industry, to strengthen the tourism perceptions of the society
- To find out solutions to the theoretical and methodical problems of tourism activities and excursion affairs and to make workers and collective farm workers more involved in tourism activities.⁷¹

As defined in the tasks of SPTE, the organization aimed to operate as a constitutional body of the USSR. One of the main tasks of SPTE, in addition to contributing to the development of the tourism industry, was to promote and make propaganda of the new Soviet system and ideology. The Society also seemed to contribute to the creation of the new Soviet man.⁷²

When we look at the figures concerning the number of tourists that attended to the excursions of SPTE, we see that their contribution and influence on the tourism policy of the country is unique. In 1929 the number of Russian citizens who participated to the excursions organized by SPTE was 130.000. This figure reached

⁷¹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.129

⁷² *New Soviet Man (Novy Sovetsky Chelovek)*: The new Soviet man was to be selfless, learned, healthy and enthusiastic in spreading the socialist Revolution. Adherence to Marxism-Leninism, and individual behavior consistent with that philosophy's prescriptions, were among the crucial traits expected of the New Soviet man. This required intellectualism and hard discipline.

to 661.000 in 1930, 2.1 million in 1931 and 10.4 million people in 1932.⁷³ In addition to such activities, SPTE took some steps in order to facilitate tourism movements within the Union. Publishing some language books for the tourists of the Union can be regarded as an example to this policy. SPTE prepared and published different pocket books written in more than 20 different languages in order to simplify the communication of the tourists with the indigenous people at the time when they spend time in national regions of the country.⁷⁴

During its existence, SPTE organized new destinations within the Soviet Union in order to attract more workers to the touristic activities. In addition to this, the organization focused on the organization of excursions with the purposes for strengthening the defense potential of the country. While organizing such excursions, SPTE used its own tourism infrastructure. In 1932 SPTE had 360 touristic centres and tourist houses with 17.000 beds. SPTE organized 166 different touristic destinations: 103 of them were industrial destinations, 40 of them were local studies' destinations, 23 of them were directed to agricultural enterprises and 11 of them were designed for the foreign tourists and specialists.⁷⁵

In addition to practical efforts, SPTE took some concrete steps on the theoretical base of the development of tourism industry and tourism education as well. In this respect while the Central Excursion-Museum Institute and the Tourist-Excursion Technical Institute were founded in Moscow, the Scientific Research Institute was founded in Leningrad thanks to the efforts of SPTE.⁷⁶

One of the most important events that SPTE organized was its first conference on 3-7 April 1932 in Moscow. In this conference, the road map of the organization was drawn together with the representatives of the institutional bodies of the country.

⁷³ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.129

⁷⁴ *Ibid.*, p.130

⁷⁵ *Ibid.*, p.133

⁷⁶ *Ibid.*, p.142

Among these people there were the representatives of touristic institutions and youth organizations of the country. The most important decision that was taken during this conference was to develop plans for the development of tourism for the children and young generations of the country. As young generations were regarded as the future representatives of the Soviet ideology and the system, they were important targets. In this regard tourism could be used as a critical tool since propaganda would be possible through different excursions and tours. In addition to the development of tourism for young generations, participants of the conference decided to focus on issues aiming to strengthen the core of the Soviet system. The development of military-defense sufficiency of the country and strengthening of the health of the proletarians through excursions and tours were emphasized by the participants of the conference as well.⁷⁷

After this conference, the organization was active for another four years. Until 1936, the influence of SPTE on Soviet tourism was an important one. The society financially became very strong and influential in the tourism life of the country. By the middle of the 1930's, more than 200 destinations were reached by different type of transportation means such as railways, automobiles and ships and these were controlled and directed by SPTE. The majority of all these destinations included the excursions to the huge industrial plants.⁷⁸

Unfortunately, the functions of SPTE were interrupted by the administration in 1937. "In 1933 and again in 1935, came ominous reports of inappropriate leadership from within the organization."⁷⁹ There were rumors that, many of the people from the opposition group activating against Stalin were working in this society. When we consider the general environment in the USSR during the 1930's, we can easily understand that such rumors could encourage the leadership to act. "In early 1936 came the final death knell for the voluntary society: the Soviet Central Executive

⁷⁷ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.111

⁷⁸ *Ibid.*, p.111

⁷⁹ *The Russian and East European Tourist under Capitalism and Socialism* Edited by A.E Gorsuch and D.P.Koenker Cornell University Press, 2006 p.123

Committee decreed that given importance of tourism as part of the growth of physical culture, the existence of a separate tourism organization was no longer expedient.”⁸⁰ With a constitution accepted by the Central Executive Committee of USSR on 17 April 1936, named as about the liquidation of All Union Voluntary Society of Proletarian Tourism and Excursion, SPTE forced to put an end to its activities.⁸¹

The All Union Voluntary Society of Proletarian Tourism and Excursion had a great impact on the development of both tourism and tourism industry of the country. The efforts of SPTE provided a fundamental basis for the tourism institutions that would later be established. Its contribution to the tourism industry of the country was always taken as an example by the other governmental or non-governmental organizations in the country that operated in the field of tourism.

3.1.4 The *Intourist* Company in Promoting International Tourism

Contrary to the common belief, there was a system in Soviet Russia through which the foreign tourists come and see the territory of the USSR as a tourist. At the core of this system there was *Intourist*. On 12 April 1929 a regulation titled ‘On the organization of the shareholder society’ responsible for the foreign tourism was accepted by the Soviet of Labor and Defense.⁸² According to this regulation *Intourist* was defined as the exclusive organization that could deal with the foreigners visiting the USSR. The main tasks of the organization were specified as attracting the foreign tourists and visitors to the USSR tourism market, selling all kinds of transportation tickets to the foreigners, providing accommodation for them and organizing selling of the souvenirs and the other materials of arts to the foreigners.⁸³ Consequently,

⁸⁰ *Ibid.*, p.123

⁸¹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.113

⁸² Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.144

⁸³ *Gosudarstvennoe Aktsionernoe Obshchestvo po Inostrannomu Turizmu v SSSR (GAO Inturist)*
http://www.intourist.ru/?action=info_view&name=about_company&sub_name=history1, accessed on 6 May 2011

Intourist began to operate in the country as the only one responsible organ for the foreign tourism industry. In addition to that, *Intourist* had the right to open tourism offices in the other countries of the world in order to promote Soviet Tourism and attract more tourists to the USSR. In this respect, *Intourist* launched its first abroad tourism offices in England as ‘Moscow Limited’ and in German as ‘Intourist GmbH.’⁸⁴

In the first year its foundation, *Intourist* served 2.500 foreign tourists.⁸⁵ Although the tourism infrastructure of the country and organization was not good enough for serving the foreign tourists, the figures of the foreign tourism industry were unexpectedly good until the beginning of the World War II. During the pre-war period, more than 100.000 foreigners visited the USSR as tourists and excursionists.⁸⁶

Moscow focused on foreign tourism since it regarded the visits of foreigners as an important tool to introduce their country and regime to the other countries of the world. In this respect they tried to construct a separate mechanism which would serve only to foreigners in tourism industry. In this respect, the all union shareholder organization named as Hotel VAO (*Vneshneekonomicheskoe Aktsionernoie Obshestvo Otel’*) was founded in 1931 in order to enable foreign tourists to stay in the hotels of the organization.⁸⁷ At that time the Hotel had 17 hotels in the different cities of the country. However, the activities of the organization of Hotel did not last for a long time. With a constitution accepted by the Central Executive Committee of USSR in 1933 *Intourist* and Hotel were unified and the new name of the new organization became All Union Share Holder Organization for the Foreign Tourism

⁸⁴ *Vsesoyuznoe Aktsionernoie Obshestvo po Inostrannomu Turizmu v SSSR (VAO Inturist)*
http://www.intourist.ru/?action=info_view&name=about_company&sub_name=history2, accessed on 6 May 2011

⁸⁵ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.144

⁸⁶ *Ibid.*, p.144

⁸⁷ Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p. 144

in USSR-VAO *Intourist*.⁸⁸ Consequently, *Intourist* monopolized its right to accept foreign tourists, to prepare destinations for them, to organize tours and excursions and finally to host them in its own hotels and accommodation facilities. Because of the expanding numbers of foreign tourists visiting the country, the structure of the organization expanded as well. Until World War II, the infrastructure of the organization developed drastically. The number of employees increased from 72 in 1929 to 9.000 people in five years. Besides *Intourist* had 27 different hotels with 2.778 rooms and 26 restaurants with 5.713 seats. The organization possessed 334 automobiles, 85 percent of which were produced in local production plant of the country.⁸⁹ The turnover of the company was 500 million rubles between 1932-1938 where as the profit was calculated as more than 100 million rubles during the same period.⁹⁰

In addition to hosting foreign tourists' activities *Intourist* was also active and responsible for the excursions and tours of the Russian citizens to the other countries of the world. Such excursions played an encouraging role for the successful workers in the Union. The administration provided this opportunity to the employers who became very successful and productive in their jobs. The first excursion was organized as a mass cruise excursion for the most successful proletarians of the first five year plan. The cruise paid a visit to the ports of Germany, Italy and Turkey. Although the cruise aimed to visit France and England, both countries did not allow the cruise to enter their ports because of the obvious political reasons.⁹¹

⁸⁸ *Vsesoyuznoe Aktsionernoe Obshestvo po Inostrannomu Turizmu v SSSR (VAO Inturist)*
http://www.intourist.ru/?action=info_view&name=about_company&sub_name=history2, accessed on 6 May 2011

⁸⁹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.144

⁹⁰ *Vsesoyuznoe Aktsionernoe Obshestvo po Inostrannomu Turizmu v SSSR (VAO Inturist)*
http://www.intourist.ru/?action=info_view&name=about_company&sub_name=history2, accessed on 6 May 2011

⁹¹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.146

3.2 The Tourism Activities in the USSR in 1936-1968

With the constitution accepted by the Central Executive Committee of USSR, All Union Central Council of Trade Union (CCTU) became the responsible organ for the development of domestic tourism in the USSR. Transferring of the tourism affairs to a new institution initiated a new era for the Russian tourism. With the emergence of the new constitution the main priority was given to the issues related with the social tourism. The development of social tourism included forming suitable conditions for the development of recreational tourism (to expand the number of resting houses, sanatoriums, pioneer's camp), developing family, amateur and sport tourism as well as limiting excursions abroad.⁹²

A constitution named 'On the Development of Tourism and Excursions in the Country' was accepted by Central Executive Committee in 1936.⁹³ According to this constitution, the Department of Tourism and Excursion (DTE) was established under the All Union Central of Trade Union (CCTU). Above mentioned department would be the responsible one for the development of all kind of tourism activities in the country. Furthermore, all the properties of SPTE were transferred to DTE which meant that DTE became the organization responsible for all kind of touristic activities in the Union.

For CCTU and DTE tourism was a tool for improving workers political and cultural visions. These two institutions used sport and recreational tourism in order to reach such goals. DTE started opening branches in popular touristic destinations in order to facilitate the touristic activities. We see new branches of DTE in favorite destination resorts such as Leningrad, Sochi, Riga, Simferapol and Tbilisi.⁹⁴ The tourism infrastructure of the country continued to develop with the efforts of the Development of Tourism and Excursion as well. The number of house of rests, hotels

⁹² *Ibid.*, p.147

⁹³ *Ibid.*, p.147

⁹⁴ *Ibid.*, p.148

and other facilities increased until the beginning of the World War II. In 1938, the number of the tourism departments under the department of DTE which were responsible for preparing and organizing mass tours were 20, where as the number of hostels and destinations reached to 136 and 57 respectively.⁹⁵

The uniqueness of the services of DTE was that, they organized package tours which resembled an all inclusive system in the contemporary tourism industry. In the excursions and tours they organized, they provided tourists with all the services including transport, accommodation, eating and such. They organized excursions to the revolutionary places, to big production plants, collective farms and historical places.⁹⁶ The main difference of DTE and CCTU compared to SPTE was that, these institutions focused on mass tourism instead of an individual one. In this context, the general policy of the centre what is called planned economy was reflected in the tourism policy of the country.

The children tourism (*detskii turizm*) was at the centre of the attention of the administration as well. After the Bolshevik revolution, young generation and children were regarded as the future of the communist system. Therefore, their education and perception of life was considered very important for the regime's continuation. The administration was responsible for controlling and organizing excursions for the children through tourism stations located in the different interesting places of the country. In this respect the number of the stations of children tourism increased and these stations played a dominant role in the organization and development of the children tourism in the USSR. By the end of 1939, 30 different tourism stations of children tourism attracted 261.000 students to its excursions. 21.000 children attended to the excursions to the memorable places of the civil war that were organized by 20 different tourism stations.⁹⁷ In addition to such organizations, there were organized recreational tours and excursions for the students and children as well. 'The Commissariat of the Enlightenment of the USSR'

⁹⁵ Dvornichenko V.V., *Razvitiye Turizma v SSSR (1917 -1983)* Ucheb Posobie, M. 1985 p.27

⁹⁶ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.147

⁹⁷ *Ibid.*, p.155

announced its children tourism policy in 1940 as the type of tourism in which all students had to be attracted. Tourism and excursions primarily would serve general educational responsibilities, carrying also the elements of physical strength and preparing children for the potential future struggles.⁹⁸ The potential future struggle here refers to the wars that could threaten the country and the system.

One of the main goals of the administration was to increase the defense and struggle abilities of the soldiers that served in the Union. Tourism again appeared as one of the main tools in improving the defense abilities of the country. What is called military tourism was designed to achieve that goal.

The Soviet center emphasized on the military issues and defense potential of the country since the establishment of the USSR. In this context military tourism was used as one of the most important tools in the training of soldiers. The first organizations were established in 1928 in the field of military tourism. The military tourism offices under the Central House of Red Army were founded in 1928 which would be the responsible organ for the operation of military tourism activities.⁹⁹ This was followed by the foundation of different military tourism offices in the country. Different military tourism activities were began to be operated through these offices. The most important military tourism offices became the military tourist of Tbilisi House of Red Army. By the initiative of Tbilisi tourism office, a conference dedicated to military tourism was held on 28-29 April 1930. The participants of the conference discussed such issues:

- Duties of the military tourism affairs of the Red Army
- Military tourism and its role in increasing the qualification of the top management of the army
- Military tourism and the tasks of defense
- Military tourism and the health of the soldiers.¹⁰⁰

⁹⁸ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.157

⁹⁹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.150

¹⁰⁰ *Ibid.*, p.51

The activities of different military tourism offices as well as the military tourism policy of the country were shaped in line with the issues mentioned above. Developing the defense capability of the soldiers through tourism and excursion became a prior concern for the military tourism authorities until the dissolution of the Soviet Union.

The tourism activities kept on developing until the beginning of Nazi occupation of the country. The tourism figures in the country were satisfying until 1941. In 1941, 200.000 tourists were served in the tourism facilities of the country where as the number of tourists attended to the tourism activities independently reached to almost 3 million which means that 3 million tourists either travelled just for one day or spent the night in a house or facility that did not belong to the national tourism institution of the USSR. The numbers of sanatoriums and house of rests reached to 1.828 and 1.270 respectively in the tourism industry of the country in 1941.¹⁰¹

With the Nazi occupation, the tourism activities of the country did not cease totally. Although the operations of Tourist Excursion Bureau stopped, some excursions continued to be organized especially in the regions where the invasion did not extend over a greater territory. In this context number of excursions organized and tourists involved in such excursions are worth mentioning. The tourism figures of the year of 1942, when the war against Nazi invasion was continuing intensively in the country deserve particular attention. The number of the cultural excursions organized for both adults and children were 1.253 where as the number of people who attended such activities were 261.962. There were 1.402 excursions with 287.827 participants in 1943 and 3.090 excursions with 628.375 participants in 1944.¹⁰² As can be observed, as the intensity of the war decreased, the tourism activities increased.

The World War II affected the tourism industry of the country negatively. During the Nazi occupation, important tourism facilities were either burned or destroyed. The efforts of the government for the development of tourism during the pre-war period

¹⁰¹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.158

¹⁰² Dvornichenko V.V *Razvitiye Turizma v SSSR (1917 -1983)* Ucheb Posobie M. 1985 p.41

were interrupted by the war and the Nazi occupation of the country. During the Nazi invasion of the European part of the country, 28 houses of tourists, 22 mountaineering camps, 16 stadiums, 130 houses of rest and other many other tourism facilities were destroyed.¹⁰³

3.2.1 Recovery and the Development of Tourism in Postwar Era (1945-1961)

Even before the end of the World War II, Soviet administration began to take the necessary measures in order to ensure the recovery of tourism and excursion system of the country. The constitution 'On the Recovery of the Activities of the Tourist Excursion Bureau' that was accepted in 1945 could be regarded as a great example to these measures.¹⁰⁴ According to this constitution, new branches of the Tourist Excursion Bureau were to be established in different cities of the country between 1945-1948. The tourism activities of the country were kept being organized through these offices. According to this constitution accepted in 1945, the goals of tourism were defined as follows: to familiarize the workers with the heroes and heroines of the country during the Great Patriotic War, the socialist structure and the culture of the nation and with the natural wealth of the country as well as to promote propagandist tourism to become a mass movement.¹⁰⁵

The Tourism Excursion Bureaus operated in the different regions of the country dealt with the reconstruction of tourism facilities which were totally destroyed during World War II. The tourism administrative bodies of the country also focused on the training of the personnel who works in the field of tourism. The training of the workers working in the tourism industry became one of the main concerns in the recovery years of the tourism industry in the Soviet Union.

¹⁰³ *Ibid.*, p.40

¹⁰⁴ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.119

¹⁰⁵ Dvornichenko V.V. *Razvitiye Turizma v SSSR (1917 -1983)* Ucheb Posobie M. 1985 p.42

The propagandist type of tourism, which consisted of visiting the places where the struggle against the Nazis took place and visiting of the memorial places dedicated to the heroes of the Great Patriotic War became the most influential and important tourism type during the recovery years. Despite such efforts, recovery process did not meet the expectations immediately. Poverty of the population, low demand of the people of the tourism productions after the war years, lack of free time of the people, poor condition of the tourism facilities and the inadequate situation of transportation can be counted as some of the main reasons for the tourism industry not being able to recover so quickly after World War II.¹⁰⁶

By the beginning of 1950s, the situation in tourism industry began to change positively. The administration of the Union contributed to this development process by publishing a number of constitutions with the aim to strengthen tourism movements and industry in the country. The constitution 'On the Improvement of Affairs of Professional Organizations for the Development of Mass Tourism' accepted by the presidium of All-Union Central Council of Trade in 1951 and the decree of the All Union Committee of Affairs of Physical Culture and Sport under the Council of Ministers, 'On the State and Precautions for the Development of Tourism in USSR' in 1956 had a big impact on the recovery of tourism in the country.¹⁰⁷ The implementation of such constitutions and decrees, eventually led to the positive results for the tourism of the country and this as a result reflected in the figures.

The fact that policy makers neglected individual tourism was criticized both by the tourism professionals and the press in the pre-war years. In those years, tourism administration mainly focused on mass tourism. In the post-war years this problem was solved by the tourism clubs founded in important resorts of the country. In 1950, the first tourism clubs were opened in Moscow and Sverdlovsk. By the end of 1958,

¹⁰⁶ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.119

¹⁰⁷ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.162

the numbers of tourism clubs in the country reached to 42.¹⁰⁸ Consequently, Tourism Excursion Bureaus became the responsible organ for the development and the organization of the mass tourism, whereas tourism clubs operated in attractive resorts of the country were the contact points for the individual tourism.

The tourism investments for the development of the tourism industry in the country played a dominant role in the recovery process of tourism as well. Between 1949 and 1954, the investments of All-Union Central Council of Trade Union reached to 59.5 million rubles which was 35 percent more in comparison to pre-war years. A major part of the sum was spent for subsidizing workers and students involved in tourism activities. These subsidies consisted of discounted excursions and expanded travel insurance for the laborers.¹⁰⁹ At the beginning of the 1960s, recovery in the tourism industry began to be felt increasingly. The number of tourists who joined the tourism activities increased dramatically. In 1960, 18 million people participated to excursions and tours.¹¹⁰

The recovery of the international tourism movements in the Union also took place in the 1960s as well. The activities of *Intourist*, which was the sole responsible organ for the international tourism movements in the USSR stabilized at the beginning of the 1950s. The number of foreign tourists visited Soviet Russia and the number of Soviet citizens went abroad reached to a total of 2.000 for the first time in the post war era in 1955.¹¹¹ The number of tourists both local and foreign participating in tourism activities increased rapidly. In 1956, the numbers of Soviet citizens who travelled out of the Soviet Union reached to 561.000 whereas the number of foreign tourists preferred to visit Soviet Union was 486.000.¹¹² Naturally, the majority of Soviet tourists visited the communist countries such as Bulgaria, Romania, Hungary

¹⁰⁸ *Ibid.*, p.164

¹⁰⁹ Dvornichenko V.V., *Razvitiye Turizma v SSSR (1917 -1983)* Ucheb Posobie M. 1985 p.47

¹¹⁰ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.167

¹¹¹ *Ibid.*, p.168

¹¹² *Ibid.*, p.169

and Czechoslovakia. Likewise Moscow, Leningrad and Kiev became the most attractive cities where the foreigners spent their holidays.

In addition to this, the Soviet administration focused on the international youth tourism exchange between Russia and other countries. In this context, an International Bureau of Youth Tourism (*Sputnik*) was founded according to the constitution accepted by the Council of Ministries in 1958.¹¹³ The aim of such organization and system was that it was almost the same with *Intourist* in addition to arranging peaceful relations with the youth of the world and to introduce the Soviet system to capitalist youth. The main goal of Sputnik was to support the friendship and mutual understanding among the boys and girls from the different countries of the world and to support the idea of peace among the international youth movements.¹¹⁴ Just after one year from its foundation, Sputnik initiated cooperation with the other countries' youth organizations and started its activities. In this context, Sputnik hosted 9.711 foreign young visitors and sent 7.246 young Soviet tourists to different countries in 1959.¹¹⁵

Eventually, the tourism industry reached to its pre-war condition by the beginning of the 1960s. The contribution of the central government through constitutions and decrees for the recovery of the tourism industry and the contribution of tourism bureaus with the aim of supporting individual tourism movements had a major and unique impact in this process. The search of collaboration with other countries by using the tourist exchange facilitated the Soviet efforts in explaining the contests of the Soviet regime to the whole world in the Cold War era. In this context, the role of tourism in keeping peace and the stability all around the world became unique and incomparable.

¹¹³ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.169

¹¹⁴ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.157

¹¹⁵ *Ibid.*, p.120

3.3 The Development of Tourism Industry (1962-1991)

The presidium of the All-Union Central Council of Trade Unions accepted a decree on 20 July 1962 'On the further development of Tourism.'¹¹⁶ In this decree, the lack of professional personnel in the field of tourism was emphasized. The decree focused on the importance of mass tourism in the country and the necessity of the creation of tourism bureaus and the offices in order to implement mass tourism activities as well. Furthermore, with the acceptance of this decree the government admitted the fact that the tourism excursion office did not operate in favor of mass tourism and did not perceive the needs of mass tourism.

Through the above mentioned decree, the developments in the field of tourism began to be felt more intensively. The main policy of the governmental bodies regarding the tourism industry became the distribution of tourism offices and bureaus all over the country. These offices aimed to operate under the umbrella of the Board of Tourism. Such offices became so popular that, their numbers reached to 2.000 between 1962 and 1965.¹¹⁷

One of the main aspects of tourism in the country became visits to the patriotic and historical places of the country. In this respect, the center organized marches for the young population to the historical places and heroic destinations of the Union.

At the beginning of the 1960s, international tourism and the activities of *Intourist* expanded all around the country. In 1964, the number of the international tourists visiting Soviet Russia reached to one million while the number of Soviet citizens who travelled abroad became 900.000.¹¹⁸

The efforts of the government for the development of tourism in the country were reflected in the figures positively. 450 tourism facilities with 95.200 destinations

¹¹⁶ *Ibid.*, p.121

¹¹⁷ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.173

¹¹⁸ *Ibid.*, p.173

were under the command of all union tourism organization of the country. 5.000 healing camps were under the command of workers while 77 ships were available for the tourists who were travelling through the seas and rivers. All over the country 1.500 tourism clubs were operating.¹¹⁹

The conversion of the working days of the workers into five days a week and the materialization of the weekend holiday as two days contributed to the development of tourism industry in the Union. By 1969 the number of tourists and the excursionists reached to 7.2 and 28.5 million respectively. The number of the touristic facilities became 545 which could host 138.000 tourists simultaneously. The volume of the turnover in the tourism industry reached to 202.5 million rubles.¹²⁰

In 1969, a common decree was accepted ‘On the Measures of the Further Development of Tourism and Excursions in the Country.’¹²¹ The aim of this decree was to turn the tourism and excursion industry into a giant one that would serve to the Soviet citizens in the country. Consequently, the measures and steps started to be taken in order to reach this aim. ‘The Central Board of Tourism’ was replaced by the ‘Central Board of Tourism and Excursion’ and this board became the responsible governmental organ by 1969.¹²²

In this respect tourism and excursions became one of the main priorities of the government in providing the comfort and health for its citizens. In order to expand the tourism facilities and the movements in the country, more financial resources were allocated to the tourism industry. During the 10th five years plan of period (1971-1975) the governmental investments in the field of tourism were two times more than the investments during the entire post Second World War period.¹²³ As

¹¹⁹ Loginov M.A., *Istoriya Razvitiya Turistsko –Ekskursionnogo Dela*, Ucheb posobie. M.1989 p. 44

¹²⁰ *Ibid.*, p.45

¹²¹ Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K, 2009 p.175

¹²² *Ibid.*, p.175

¹²³ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.120

can be understood, the new tourism facilities began to be established, so that the number of citizens who were participating in tourism activities would increase.

As an evidence of this policy, policy makers of tourism in the country tried to attract families into tourism activities. The government started subsidizing some of the excursion expenses of the families. Some special tourism facilities were created especially for the families. Eventually such efforts led to an expansion of the number of the families taking part in the tourism activities in the country. In 1975 320.000 parents with their children were served in the tourism facilities of the country, which were two times more than the statistics in 1970.¹²⁴ As a result of the intensive investments in the field of tourism, the number of the tourism facilities increased and this increase was reflected in the figures. In 1975, the number of the tourism facilities became 943 which could host 300.000 tourists simultaneously.¹²⁵

The Central Board of Tourism and Excursion prepared some new destinations both for families and workers. As a result of this policy, the number of the destinations that the families and the workers travelled increased and parallel to that the tourism products of the country expanded and developed. Eventually, this led to a huge boom in the number of tourists and destinations. By 1977, the number of new destinations and routes created by CCTU and the local authorities reached to 578 where 750.000 families with their children stayed.¹²⁶ In addition to this, the Soviet state's contribution to the tourism expenses of the families became more noticeable. Consequently the Soviet citizens began to travel more and more not only in the territory of the USSR but also abroad (the communist countries around Eastern Europe) which was the indicator of prosperity and wealth of the nation.

¹²⁴ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.175

¹²⁵ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.120

¹²⁶ *Ibid.*, p.121

The efforts of the Central Board of Tourism and Excursions (CBTE) for the development of the tourism in the country played a great role in the tourism industry of the country as well. By the end of the 1980s the institution became one of the biggest tourism institutions of the world. CBTE became an institution which served 30 million tourists and 130 million excursionists annually. In the system of CBTE, there were 350 all union and more than 6.000 local destinations. The institution would organize more than 8.000 sea and river cruise vacations, 9.000 railway vacations and more than 30.000 air vacations.¹²⁷

At the beginning of the 1980s, the development of the tourism industry and the tourism movements in the country expanded along with the subsidizing policies of the government. Every year, one billion rubles from the governmental social fund were allocated to the transport expenses together with the other discounts for the tourists all around the country. The volume of the expenditure for one person increased from 6.91 rubles in 1971 to 8.96 rubles in 1975 which proved the growth of service quality in the tourism sector.¹²⁸ The government focused on the training of personnel working in the field of tourism as well. Some precautions were taken in order to improve the service skills of the personnel in the tourism industry. The foundation of educational institutions in different cities of the Soviet Union in 1969 could be regarded as an example to above mentioned efforts. The Central Tourism Courses which were given in the big cities such as Moscow, Leningrad and Kiev educated more than 20.000 workers in the field of tourism.¹²⁹ Such efforts resulted in the improvement of the quality of the services in the tourism industry, together with the development of the tourism industry in the Union.

When we examine the social structure of the Soviet citizens who took part in the tourism activities in the country, we see that every layer of the society participated to the excursions. The proportion of the people attending in tourism activities according

¹²⁷ <http://soviet-encyclopedia.ru/?a=0008117700> accessed on 9 June 2011

¹²⁸ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.183

¹²⁹ *Ibid.*, p.183

to their professionals as follows: 28 percent laborers, 23 percent workers, 25 percent engineers and technical workers, 13 percent students, 6 percents art intellectuals and 2 percents pensioners. According to this survey, 87 percent of the population liked travelling with their families.¹³⁰

In 1980, the number of tourists and the excursionists in the country reached to 22.500.000 and 173.000.000 respectively.¹³¹ By the beginning of the 1980s, the tourism industry in the country turned into a huge sector that served millions of its citizens. The government's decrees and constitutions continued to play a dominant role in the development and the strengthening of the tourism industry in the country. In this respect, the decree of the Board of the Ministers and the All Union Central Council of Trade Union 'On the Further Development and Improvement of the Tourist and Excursion Affairs' in the Country that was accepted on 31 October 1981 contributed to this process as well.¹³²

In this decree, the new tasks of the governmental and party organs in the field of tourism were defined. In addition to this, the necessity of improving the service quality service in tourism was emphasized together with the need of constructing better tourism facilities in the country. The need for constructing new hotels was underlined in the 11th five years plan of the country as well. As a result of such policies, by 1985 20 large tourism facilities started to be operating in the tourism industry of the country.¹³³ In addition to building of new and larger hotels for the tourism industry of the country, one of the main tasks of the officials in tourism sector became searching for and creating new tourism destinations for the country. With the help of encouraging policies and a variety of constitutions adopted, the tourism figures of the country kept on increasing until the dissolution of USSR. By 1985 in other words in the last year of the 11th five year plan of the country, more

¹³⁰ <http://soviet-encyclopedia.ru/?a=0008117700> accessed on 9 June 2011

¹³¹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.124

¹³² *Ibid.*, p.124

¹³³ *Ibid.*, p.125

than 900 tourism and excursion bureaus and offices served 209 million excursionists and 28.148.000 Soviet citizens benefited from the tourism facilities of the country.¹³⁴

In 1985 another decree was published ‘On the Measures for the Development of Tourism and for the Strengthening of the Service in the Tourism Excursion Affairs in the Country Between 1986-1990 and for the Period until 2000.’¹³⁵ The aim of this decree was mainly to establish a more convenient environment for the tourism industry to develop. Another goal was to construct new touristic facilities as the country needed many new hotels for its developing industry. The program also focused on the improvement of the service sector in tourism. This decree and the program envisaged a boom in the tourism industry in a short period. According to this program, the volume of tourism and excursion services should increase by 48 percent in 1990 and should be tripled by 2000.¹³⁶ However these plans were never realized. The financial crisis at the beginning of the 1980s and the instability in the country negatively affected the implementation of this decree and its policies. The dissolution of the Soviet Union and the transformation of the tourism sector into a profit driven industry one contributed to this process as well.

3.3.1 International Tourism Movements

Contrary to the common belief, the role of international tourism movements in the Soviet era was really important for the country. The importance of the international tourism movements became more apparent after World War II. In early 1960s, the visits of foreign tourists to the USSR began to increase. The visits of foreign visitors to the USSR enabled the Soviet government to introduce their country and its unique economic system to the members of other nations in the world. They also tried to use tourism as a tool for ensuring peace in relations with other countries. As known,

¹³⁴ *Ibid.*, p. 125

¹³⁵ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.183

¹³⁵ *Ibid.*, p.183

¹³⁶ *Ibid.*, p. 201

international tourism movements is accepted as a peace project after World War II by international tourism institutions.

When we focus on the statics of the foreign tourists that visited Soviet Union, we see that the rate of the foreign visitors began to increase after the second part of the 1950s. In 1956 486.000 foreigners visited the country which was five times more than the entire post war period. In addition to this, in 1960 the number of foreign visitors reached to 711.000.¹³⁷ This increase in the volume of foreign tourists kept growing each year. In 1965 the number of foreigners as tourists was counted as 1.300.000. In 1980, the number of foreigners reached up to 5 million. By 1985, the total amount of the foreigners that visited the country as a tourists became 6 million.¹³⁸ The international tourist arrivals reached its highest position at the same year when the Soviet Union collapsed. In 1991, more than 11 million foreigners visited Soviet Russia.¹³⁹

One of the main reason why the Soviet center encouraged international tourism movements was the fact that, in addition to propagandist tendencies such movements strengthened the brotherhood feelings and reduced the antagonism among the other Western countries which the Soviets needed more than anything during the Cold War years. Another reason was that such visits of the foreigners enabled the Soviet center to introduce their economic and administration system together with the culture and daily life of the country. However 60 percent of the foreign tourists were from the socialists countries. In addition to this, tourists from Finland had the leading position in international tourism departures to Soviet Union.¹⁴⁰ As known, Finland and Russia were to close each other because of the blood relationship between each other.

¹³⁷ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.144

¹³⁸ *Russia pushes development of tourism*
http://rbth.ru/articles/2011/07/21/russia_pushes_development_of_tourism_13167.html accessed on 10 January 2012

¹³⁹ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.192

¹⁴⁰ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.145

The most popular destinations for the international tourists were Moscow, Leningrad, Kiev and Golden Ring which could be classified as the classical routes. In addition to this, the visitors got interested in the culture and the history of the country. Besides that, the special tours dedicated to the life and history of the well known writers of Russia such as Dostoyevsky, Tolstoy and Chekov also attracted by the foreigners.

Intourist, which was the monopoly as an organizer of international tourism movements in the Union, was the responsible organ until the dissolution of the Union. As tourism is a labor intensive industry, the number of the employees who served in the international tourism sector had to be sufficient. By the mid 1980s the number of workers who served in the tourism sector catering to the foreigners was 200.000.¹⁴¹

In the earlier parts of this chapter, it was stated that the first touristic visits of Soviet citizens to other countries of the world had begun in 1930s. Such visits of Soviet citizens to other countries kept on growing in the post-war period. In 1956, the number of Russians who preferred to go abroad for their holidays reached to 561.000 whereas this figure became more than 4.500.000 in 1985. From 1930 to 1985, more than 60.000.000 Soviet citizens travelled to the other countries for different purposes. Naturally the most common purpose of these travels was tourism.¹⁴² The majority of the Soviet tourists who went abroad preferred socialist countries. Among the capitalist countries Finland again had the first place according to the number of arrivals by the Russian tourists.¹⁴³ The leading position of Finland both in arrival and departure figures could be explained with the fact that members of the some Russian families live in Finland.

In order to introduce the communist ideology Soviet administration dealt with international tourism movements for the young generations as well. Such movements

¹⁴¹ *Ibid.*, p.147

¹⁴² <http://fine-travel.ru/mezhdunarodnyj-turizm/rost-inostrannogo-turizma-v-sssr.html> accessed on 13 June 2011

¹⁴³ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.147

had a big impact on the development of good relations between the young generations of different countries. In 1958 a decree ‘On the Organization of Tourist Exchanges with International Youth Organizations’ was accepted on 24 June 1958.¹⁴⁴ The aim of the decree generally can be explained as to strengthen the relations between the other countries’ youth organizations. According to this decree, the responsibility in dealing with international tourism movements of youth organizations were given to a governmental organ named as International Youth Tourism Bureau ‘Sputnik’.

By the mid 1980s Sputnik turned into a massive organization the branches of which reached to 200 not only in the big cities of the Union but also in the regions of the Union.¹⁴⁵ Sputnik had its own tourism facilities where the young tourists would spend their vacations. In these facilities more than 130.000 young tourists spent their holidays annually. Through the system of Sputnik, annually about 300.000 boys and girls travelled abroad and about 4.000.000 Soviet young tourists travelled within the country.¹⁴⁶ The diversity of the countries from where young foreign tourists came to Soviet Russia was incomparable as well. During the existence of Sputnik, boys and girls came from 88 different countries of the world and had the possibility to become acquainted with the culture, history and the daily life of the Soviet Union.

One of the main goals of the Soviet tourism policy makers was to establish large tourism facilities. In order to achieve such goals the Soviet government preferred to receive support from other countries. For example during the construction of big hotels in Yalta and Sochi, it was the Yugoslavian contractor companies which constructed these hotels. As another example to this policy, Swiss Company ‘Skanska’ built the hotel ‘*Pribal’tiskaya*’ in Leningrad, which was accepted as one of the best hotels of the European continent.¹⁴⁷ Contrary to the common belief, Soviets

¹⁴⁴ *Ibid.*, p.154

¹⁴⁵ *Ibid.*, p.155

¹⁴⁶ *Ibid.*, p.155

¹⁴⁷ Natsional’naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.194

got technical support from the other countries (even from the capitalist ones) during the process of building efficient facilities for the Soviet tourism.

Russian tourism officials represented the country by participating in international tourism related events. Directors of tourism institutions took part almost all of the congresses and meetings dedicated to the problems and the development of tourism industry in the world. For instance a Soviet delegation which consisted of the representatives of the trade union of youth organizations of the national aviation of the USSR and of the international tourism department within the board of ministries was sent to one of the most important meeting of the World Tourism Organization in 1980.¹⁴⁸ It was in this meeting, the general features and aspects of the international tourism were determined. After this meeting, which took place in Manila, the capital city of the Philippines, declaration named as Manila declaration was published in order to facilitate the international tourism movements all around the world. Russian delegation on its own, contributed to the formation of this delegation as well.

As a result, it is obvious that during the Soviet era tourism had a big impact on the daily life of the Soviet citizens. The government used tourism as a tool for propaganda for its citizens. In addition to this international inbound and outbound type of tourism had an important role for the development of tourism industry of the country. During the Soviet period, both domestic and international tourism was among the most important issues that the center paid attention.

¹⁴⁸ *Ibid.*, p.193

CHAPTER IV

TOURISM IN THE RUSSIAN FEDERATION

With the dissolution of the Soviet Union, tourism like other sectors of the country faced unexpected difficulties, the most influential of which was the emergence of the market economy. Tourism sector which used to be regulated by the central policies of Moscow became totally devoid of any direction after the collapse of the Soviet Union. This situation also led to a changing of perception of tourism in the eyes of Russian citizens. In addition to that, some summer resorts which were so attractive during the Soviet era were now within the territories of other newly independent states. Yalta and Crimea in Ukraine and other attractive resorts in Georgia, Latvia and Lithuania can be cited as examples of this. As a result of the above mentioned changes, in the transition period, the importance of Russian domestic tourism reduced drastically.

With the break-up of the Union new tendencies became clear in the tourism industry. As a result of the privatization policies of the government properties, the new private companies were founded in the sphere of tourism. Naturally the dissolution of the center-controlled tourism organizations led to the emergence of the companies that aim to make profit in the tourism sector. This in turn led to an emergence of a new group of people who spend their holidays abroad. The inadequacy of the tourism facilities in Russia, the lack of quality of service in the sector and the need for the modernization of the majority of the tourism facilities all contributed to this process. According to the assessments during the transition period 80 percent of the tourism facilities of the country needed repair, restoration or modernization.¹⁴⁹

In this chapter, I will analyze the development of Russian tourism and its problems in the post-Soviet period in two times period. The first part will cover the developments that occurred until 2004. In this part I will examine the new policies that the

¹⁴⁹ Popova R.YU. *Gosudarstvennoe Regulirovanie Stanovleniya i Razvitiya Turizma v Rossii Na Perehodnom Etape* M., 1997 p.21

government adopted after the break up in order to make the tourism industry one of the prior sectors in the country. While doing this I will also focus on the problems that explain why Russia could not become a main actor in the tourism industry of the world. The second part of this chapter covers the period beginning with the establishment of Russian Federal Agency for Tourism (RFAT) in 2004. The establishment of this new organization as the main institution that is responsible for the development of tourism in the country is important in many ways which will be discussed in this chapter. The above mentioned agency has been active since 2004 and seems to be an active one for a long time in the Russian Federation. In this chapter the changing tourism policies after the establishment of this new institution will be discussed in detail.

4.1 Tourism in the Initial Years of the Russian Federation

During the initial years of transition, government had been the regulating body of the tourism industry in Russia. The government tried to take the examples of western countries in their tourism policy making processes. Consequently ‘the Ministry of Culture and Tourism’ was founded in 1992.¹⁵⁰ This step could be counted as the first one on the way to make the responsible organ of the Russian tourism like its western counterparts. However, the life of the new ministry did not last so long and only half a year later the Ministry of Culture and Tourism was replaced with ‘the Committee on Tourism of the Russian Federation’ (*Roskomturizm*).¹⁵¹ *Roskomturizm* was defined in its constitution as the governmental body which carries out the regulations and inter-sectoral coordination in the sphere of domestic and international tourism. Among the most important tasks of the Committee on Tourism of the Russian Federation were:

- To prepare the strategy of the development of tourism and to realize the state policies in the field of tourism

¹⁵⁰ *Evolutsii Turitskoi Vlasti v Rossii* <http://www.tourvest.ru/articles/article0010/> accessed on 29 August 2011

¹⁵¹ *Ibid.*, accessed on 29 August 2011

- To organize the realization of the federal and inter-governmental programs in the field of tourism
- To realize the promotional activities and construct good and efficient relations with the tourism institutions of other countries.¹⁵²

Along with the establishment of the *Roskomturizm*, new tourism bodies in the different regions of the Russian Federation started to emerge as well. This is also the period in which different types of tourism companies were established. Initially, many companies were founded in the major cities of the Russian Federation such as Moscow and St. Petersburg. Later such companies began to spread through the whole territory of the Russian Federation. Above mentioned companies were particularly engaged in international tourism which means they dealt with Russians travelling abroad.

As a result of the abolishing of the restrictions on travelling abroad for the Russian citizens, the number of Russians who traveled abroad increased drastically. In addition to this there was an increased interest of foreign tourist visiting the Russian Federation during the initial years of the transition. This interest could be explained with the desire of foreigners to see a post-Soviet country.

After a short period since the emergence of the *Roskomturizm*, the structure of the tourism institution of the country changed again. In 1994 the Committee of Youth Affairs, Physical Culture and Tourism was established instead of *Roskomturizm*.¹⁵³ Until 2004 the governing body of the tourism institution changed several times. However one can not observe major changes in the principal laws governing these institutions.

¹⁵² *Polozhenie o Komitete Rossiskoi Federatsii po Turizmu* <http://www.pravoteka.ru/pst/751/375068.html> accessed on 31 August 2011

¹⁵³ *Evolutsii Turitskoi Vlasti v Rossii* <http://www.tourvest.ru/articles/article0010/> accessed on 31 August 2011

During the initial years of the transition period, tourism and tourism regulations were not among the main concerns of the government indeed. In this context, other than the laws governing the establishment of Ministry of Culture and Tourism in 1992 and *Roskomturizm* in 1993, no regulation or law was adopted in favor of the development of tourism in the Russian Federation between 1989 and 1993. As of 1994 though, this started changing with a presidential decree titled ‘On the Additional Measurements for the Development of Tourism in the Russian Federation and On the Regulation of the Usage of the Governmental Properties in the Field of Tourism’ that was published in 1994.¹⁵⁴ In addition to some articles that could stimulate the development of domestic and international tourism in the country, the importance of this decree was that for the first time in the history of the Russian Federation, the development of the tourism in the country was regarded as one of the prior task of the government.

4.1.1 The Concept of the Reorganization and the Development of Tourism in the Russian Federation

On 22 December 1995, a decree named ‘The Concept of the Reorganization and the Development of Tourism in the Russian Federation’ was signed by the then president of the country Boris Yeltsin.¹⁵⁵ In the first part of this document, the problems of the Russian tourism industry were explained with their reasons. While Russian tourism was located in the world tourism arena, the reasons why the domestic tourism could not develop in the country were emphasized as well. In terms of international tourist arrivals, the Russian Federation hosted only 1.5 percent of total tourists in the world which was regarded as unacceptable according to the above mentioned decree. Furthermore foreign trade deficit in the sphere of tourism which was stated as 5 billion dollars in the decree was criticized as well.¹⁵⁶

¹⁵⁴ *Ukaz o Dopol'nitel'nykh Merakh po Razvitiyu Turizma v Rossiskoi Federatsii*
<http://www.nevatravel.ru/info/laws/1992> accessed on 31 August 2011

¹⁵⁵ *Ukaz o Reorganizatsii i Razvitiu Turizma v Rossiskoi Federatsii*
http://www.projects.innovbusiness.ru/pravo/DocumShow_DocumID_35429.html accessed on 2 September 2011

¹⁵⁶ *Ibid.*, accessed on 2 September 2011

In the second part of this document, the precautions which should be taken in order to stimulate the tourism activities were underlined. Among these measures, the most important ones were as follows:

- To include tourism into the list of the main priorities during the reconstruction process of the country
- To form the economic mechanisms in order to stimulate both domestic and international tourism and to attract investments in the tourism industry and protect the domestic tourism market by means of incentives, privileges and tax reliefs
- To introduce a serious license and classification system for tourism activities
- To create a legal framework for the development of tourism that corresponds with the world standards and juridical practice
- To carry out the Federal Program on ‘The Development of Tourism in the Russian Federation.’¹⁵⁷

In order to achieve above mentioned measures and goals, a coordination committee was established under the command of the President. According to the above mentioned decree, the first concrete step was taken just after two months from its signing with the adoption of a Federal Program named ‘On the Development of Tourism in the Russian Federation.’ (The Federal Tourism Program).

4.1.2 Federal Program on the Development of Tourism in the Russian Federation (The Federal Tourism Program)

This program was approved by the government in 1996 for the period of 1995-2005.¹⁵⁸ The program was prepared by the chairman of the Government of the

¹⁵⁷ *Ibid.*, accessed on 31 August 2011

¹⁵⁸ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluver Moskva 2010 p.59

Russian Federation V. Chernomydrin.¹⁵⁹ The program was to be carried out in two stages. The first stage covering the period 1995-1997, was about the preparation and development of the second stage. The second stage covered the 1997-2005 era, with a goal for the development of the Russian domestic and international tourism.¹⁶⁰

When we look into the contents of the Federal Tourism Program, we see that it covers a wide range of issues which made the implementation stage a difficult one.

The main subjects that were underlined in the Federal Program were as follows:

- Forming a modern domestic tourism market based on the development of competition and cooperation in the field of tourism organizations
- Creating a legal framework for the development of tourism and to form a system of governmental regulation of touristic activities including a system of precautions aiming to provide safety in the field of tourism
- Providing the integration of the Russian Federation into the world tourism market and tourism development system
- Developing the tourism infrastructure of the country by attracting domestic and foreign investments
- To improve the information system of the tourism industry and to carry out efficient promotional activities in favor of the Russian Federation's tourism products
- To strengthen the system of training of the personnel that work in the field of tourism.¹⁶¹

The financial source for this program was also indicated in the program. For a ten year period, the total amount allocated to the program was more than 20 trillion rubles.¹⁶² However the program did not turn out to be a successful, as it could not get

¹⁵⁹ *O Federal'noi Tselevoi Programme: Razvitie Turizma v Rossiskoi Federatsii*
http://www.innovbusiness.ru/pravo/DocumShow_DocumID_57799.html accessed on 2 September 2011

¹⁶⁰ *Ibid.*, accessed on 2 September 2011

¹⁶¹ *Ibid.*, accessed on 2 September 2011

¹⁶² *Ibid.*, accessed on 2 September 2011

the promised financial support. In the Sochi declaration of 1998, which was about the problems of the development of tourism, it was stated that the federal program that was adopted by the government practically was not financed at all.¹⁶³ The main reason for this was that the governmental branch responsible for funding the programme was not clearly defined.

In fact there were other reasons for the program's failure. For example, the goals which were underlined in the program were very ambiguous. The financial crisis which negatively affected the Russian economy in 1998, contributed negatively to the funding of the project as well. Tourism as a sensitive sector was negatively influenced by this economic crisis. This can be observed in the domestic and international tourism figures of the country which in turn interrupted the process of the development of the federal tourism program.

Despite all these problems the program still contributed to the development process of Russian tourism as being the first and unique federal program in the sphere of tourism in Russia in the post-Soviet period.

4.1.3 Legal Framework of Tourism

In order to better understand the institutional context that the tourism policy evolved in Russia, one needs to analyze the legal framework that allowed such changes. Initially the government enabled and guaranteed the freedom of the movement of the Russian citizens. In this context some articles concerning tourism movements and tourism industry were included in the Constitution of the Russian Federation that was accepted on 12 December 1993. Article 27 of the Constitution of the Russian Federation provided the right of movement and travel. This article can be translated as everyone who is legally situated in the territory of the Russian Federation has the right to travel and choose their place of living freely. Everyone can freely leave the Russian Federation and the citizen of the Russian Federation has the right to come back to Russian Federation without any obstacle. In addition to this, one can also

¹⁶³ G.P.Doljenko, YU.S.Putrik *Istoriya Turizma v Rossiskoi Īmperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.186

observe articles directly related with the tourism business and the tourism policies. Article 37 of the Constitution of the Russian Federation gave the people the right to have holidays. Article 61 guaranteed the defense and protection of its citizens out of its territory, in other words abroad.¹⁶⁴ As can be understood from these articles, with the collapse of the Union, Russian citizens were no longer restricted from international travel. In other words they had the right for travel abroad without any additional permission from the government. This, as emphasized earlier, made the Russians one of the most desired tourists by other countries as they had a great desire for travelling and seeing the other countries of the world.

One of the main achievements of the Federal Program on tourism which was emphasized in the previous chapter was its stimulation of different tourism development programs in different regions of the country. The second most important contribution is to accelerate the adoption of the first tourism law of the country. The law named 'On the Basis of the Tourism Activities in the Russian Federation' was accepted on 4 October 1996 by the State Duma and was ratified by the Soviet of Federation on 14 November 1996. Some new articles were added in 2002, 2007 and 2008 and even in 2011.¹⁶⁵ In this thesis I will focus on this law with the above mentioned amendments. By the end of 2011, the new statements can be observed in the tourism press that even further amendments should be made in order to catch up with the new developments in the industry.

The main importance of this law was that it was the first federal law of the Russian Federation which regulates the entire infant tourism industry in the country. According to N.A Sokolova, an important expert in the sphere of tourism law in Russia, this federal law strengthened the legal definition of tourism, determined the types of tourism in the country and set the basis of the regulation in the field of the

¹⁶⁴ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluwer Moskva 2010 p.36

¹⁶⁵ *Federal'ny Zakon ob Osnovah Turitskoi Deyatel'nosti v Rossiskoi Federatsii*
<http://base.consultant.ru/cons/cgi/online.cgi?req=doc;base=LAW;n=115996> accessed on 14 September 2011

tourism.¹⁶⁶ Furthermore this law also defined the role and tasks of the tour operators together with the travel agencies by regulating the policies towards promoting the domestic tourism products of the country. In other words, this federal law defined the players of tourism industry and determined their roles.

The analysis of the law indicates that some articles defined the role of the state in the sphere of tourism. In Article 4 of the law the aims and major directions of the state regulation in the sphere of tourism were explained are as follows:

- To provide the rights of the citizens for holiday and free travelling
- To create the conditions directed to the education, training and health of the tourists
- To determine the major directions for the development of tourism in the country
- To constitute and to realize the federal and regional programs aiming to develop the tourism industry in the country
- To support the promotional activities both in the country and abroad
- To protect the rights and the safety of the tourists
- To create the conditions for the development of the tourism infrastructure
- To cooperate with the tourism bodies of different countries, and to become a member of international tourism organizations.¹⁶⁷

According to this federal law, the governmental organ in charge of realizing the above mentioned tasks was the Federal Executive Agency. The above mentioned articles show us that, tourism has become a potential economic sector in the country. As a result of transition to the free market economy we do not see any goals that support social tourism activities as it was the case just ten years ago. The government does not own any hotels or rest houses anymore as they were privatized and became the properties of private businesses after the collapse. Another important item which

¹⁶⁶ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluver Moskva 2010 p.36

¹⁶⁷ *Federal'ny Zakon ob Osnovah Turitskoi Deyatel'nosti v Rossiskoi Federatsii*
<http://base.consultant.ru/cons/cgi/online.cgi?req=doc;base=LAW;n=115996> accessed on 14 September 2011

was different from the Soviet tourism policies was the granting of the right to travel to Russian citizens. This eventually led to an increase in the number of the private companies that became active in tourism.

Article 4.1 in the Federal Law of Tourism regulates the system of the tour operators which operate in the country. In the law a tour operator is defined as follows: A tour operator is the legal entity which forms promotes and realizes the tourism products.¹⁶⁸ According to this article, the tour operator who deals with tourism in the territory of the Russian Federation, whether it is domestic or international tourism, should be registered in the list of the Federal Executive Agency of the country which is RFAT. RFAT updates this list of tour operators every year. The companies which are included in this list are defined as the legal and reliable ones in the tourism sector of the country. In this list the consumers can find the name of the company owner related documents concerning the permission for trading and contact details such as addresses and phone numbers.¹⁶⁹ The main aim of the law with such a list is to underline that these companies are legitimate with sufficient financial resources. According to the law, the tour operator company should give a bank guarantee or insurance to RFAT in order to be included in the registration list of the tour operators. The amount of the bank guarantee or the insurance is determined by the law according to the field of activity of the tour operator. In other words, if the tour operator operates in domestic tourism the amount for the deposit is 500.000 rubles, if the company has operations in the field of incoming tourism which is dealing with the foreigners visiting Russian Federation, the amount 10 million rubles. If the company is engaged in outgoing tourism which means they send Russians to the different countries all over the world, then the deposit is between 30 to 100 million rubles according to the annual profit of the companies.¹⁷⁰ This practice serves as the backbone of the tourism regulation system of the country as it provides the financial guarantee for the people who receive service from the tour operators. On the other

¹⁶⁸ *Ibid.*, accessed on 14 September 2011

¹⁶⁹ *Ibid.*, accessed on 14 September 2011

¹⁷⁰ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluver Moskva 2010 p.86

hand, this eventually prevents the companies from illegal operations and from deceiving its customers.

This unique federal law on tourism regulates the safety of tourists who spend their holidays on abroad as well. The tourism body of the country, which is RFAT by 2011 focused on this issue more than anything. The Russian public and media pay much attention to this too; as every single incident that Russian tourist experience abroad is immediately reflected in the media. In the above mentioned law, Article 7 concerns the safety of tourists. According to Article 14, the safety of the tourism is explained as the safety of the tourists (excursionists) the protection their property and no harm on either the tourists or their properties during their travel.¹⁷¹

The law determines the responsible body declaring unsafe situations for the tourists as well. In Article 14 this is explained as follows: The federal organ for the tourism informs the tour operators, tour agents and tourists (excursionists) about possible threats to the security of tourists in places where they spend their time. This is also done through the government press institutions on the basis of the law of the Russian Federation titled 'On the Mass Information for the Publishing of Compulsory Messages.'¹⁷² This law gives certain responsibilities to tour operators or agents conducting tours and excursions. In this respect the tour operator or agent must inform the federal organ for the tourism in case of a security threat in the area where their clients travel. They should also inform the federal organs for the tourism of the regions of the Russian Federation about the situation.¹⁷³

In case of a threat of security, the tourist who bought the tour already can cancel his/her travel and take his/her money back. Furthermore, if RFAT declares a country unsafe for the Russian citizens, it becomes impossible for the tour operators to sell

¹⁷¹ *Federal'ny Zakon ob Osnovah Turitskoi Deyatel'nosti v Rossiskoi Federatsii*
<http://base.consultant.ru/cons/cgi/online.cgi?req=doc;base=LAW;n=115996> accessed on 16 September 2011

¹⁷² *Ibid.*, accessed on 16 September 2011

¹⁷³ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluver Moskva 2010 p.68

tours to that country. Such evidences naturally negatively affect the tourism industry in the country as the tour operators that organize tours to such countries can not do any business until the abolishment of the declaration.

RFAT is not the only governmental organ that is concerned with the safety problem of the tourists who spend their time out of the country. There are several ministries or federal agencies which deal with the security of the Russian citizens abroad. This indicates that Russian Federation focuses on the security of its citizens more than the tourism itself or promotional policies of the tourism products of the country. The Ministry of Foreign Affairs is one of the governmental bodies who deal with the safety of Russian tourists. The Ministry takes its responsibility from its constitution. The Ministry of Foreign Affairs of Russian Federation is the responsible organ which takes measures for the safety of Russian citizens on abroad.¹⁷⁴

Another important aspect of the tourism policy is the policies concerning promotional activities. However, in the law of tourism there are not many articles and definitions concerning such policies. In Article 4, the responsibilities regarding promotional activities are given to tour operators.¹⁷⁵ This means that the tour operator should promote the destination countries where it sends its clients. However, this often means promotion of another country. Unfortunately there is not a single article in the law that underlines the necessity of the promoting the domestic tourism products of the Russian Federation.

On the other hand, the need for developing tourism in the country was emphasized in the above mentioned law under the encouragement of the domestic tourism of the country. In Article 4.a sentence underlines the importance of the development of domestic tourism: the priorities of the state policies in the sphere of tourism are

¹⁷⁴ *Ibid.*, p.52

¹⁷⁵ *Federal'ny Zakon ob Osnovah Turitskoi Deyatel'nosti v Rossiskoi Federatsii*
<http://base.consultant.ru/cons/cgi/online.cgi?req=doc;base=LAW;n=115996> accessed on 18 September 2011

supporting and stimulating the development of internal, external, social and individual type of tourism. The implementation of the state policies will be realized by determining the priorities of the development of tourism in the country, by preparing and realizing the federal programs in the sphere of tourism and by promoting the tourism products of the country both in the domestic and international markets.¹⁷⁶ Supporting the promotional activities of the tourism products is restricted however because of the lack of applicability. Furthermore in Article 19, it is written that, in order to promote the tourism products of the country, the touristic organ of the government can establish tourism offices in the countries when considered necessary and productive. However, by the end of 2011, RFAT does not have any tourism offices abroad yet.

The importance of the trained personnel in the field of tourism cannot be denied. The tourism sector, the main components of which are hospitability and customer satisfaction, is very sensitive in terms of the acts of those who work in this industry. In this respect, the capability of the personnel working in the tourism industry is very important. As there was no free tourism market and the professional tourism personnel during the Soviet Union, the Russian Federation's infant tourism sector needed professional personnel in the tourism industry in order to become competitive in the tourism sector. In Article 9 it is mentioned that the tourism body of the country shall provide the adequate personnel for the tourism industry of the country and shall support the scientific researches in the field of tourism.¹⁷⁷

The investment policy in the field of tourism reflects Article 4 in the tourism law of the country: forming the proper conditions for the development of the tourism industry.¹⁷⁸ The efforts for achieving this policy can be seen in the federal programs of the tourism industry of the country.

¹⁷⁶ *Ibid.*, accessed on 18 September 2011

¹⁷⁷ *Ibid.*, accessed on 18 September 2011

¹⁷⁸ *Ibid.*, accessed on 18 September 2011

In addition to the above mentioned topics, in Article 18, the importance of international cooperation is underlined in the field of tourism as well. The law gives authority to the tourism organ of the country for cooperating and signing agreements with the other country's tourism institutions in order to realize the articles of the tourism law of the country.

This first law regulating the tourism industry in the country went through amendments in 2003, 2004, 2008, 2010 and finally in 2011. However the law still needs certain updates especially in the field of promotional activities and tourism safety which means the safety of Russian tourists abroad. The first law also governs the touristic regulations of the regions and districts of the Russian Federation. According to this law, any law in the field of tourism that is accepted by the regional authorities of the Russian Federation should not contradict with the main tourism law of the country. In other words, every juridical decision in the sphere of tourism should coincide with this law.

In addition to this tourism law, some regions in the Russian Federation published their own laws and federal programs in the sphere of tourism. St. Petersburg's law titled 'On the Support of Tourism Development in St. Petersburg' which was published on 9 July 2003 could be given as a good example to this.¹⁷⁹ In this law, almost all aspects of tourism policy were dealt. The main goals of the St. Petersburg authority in the sphere of tourism became the promotion and investment in tourism as well as training of the personnel. Furthermore this law determines the priorities of the tourism sector in the city as international, internal, social, congress, cultural and water tourism.¹⁸⁰ In this respect, tourism law of the Krasnodar Region titled 'On the State Support of the Resorts and Touristic Facilities' can be counted as another example for the laws of the Russian Federation in the sphere of tourism. This law

¹⁷⁹ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluwer Moskva 2010 p.13

¹⁸⁰ *O Podderzhke Sankt Peterburgom Razvitie Turizma v Sankt Peterburge*
<http://www.rstnw.ru/zakon409-r.html> accessed on 14 October 2011

focused both on the development of tourism and the social tourism in the region.¹⁸¹ It came into effect on 15 July 2005 and defined the norms of financial support for social tourism in its territory.

Such laws and federal programs of the regions have a big potential for the development of tourism industry in the country. In addition to St. Petersburg and Krasnodar Region, we can see special tourism regulations in regions such as Kaliningrad and Omsk. Besides, there are also special tourism programs published in order to stimulate tourism development in such regions. In this respect for example ‘The Notion of Tourism Development between the Years 2005-2010’ was published by the decree of the government of Omsk Region in Russian Federation on 27 July 2005. In this program concerning tourism development, main priorities were given to the forming of the contemporary tourism industry, rational usage of touristic resources and development of tourism in Omsk region.¹⁸²

4.2 Tourism in the Russian Federation until the Establishment of RFAT in 2004

As mentioned above, RFAT was established in 2004. This governmental body is still active and contributes to the development of tourism in the country. With the emergence of a permanent organ in the field of tourism, the perception of the people with regard to tourism started changing thanks to the efforts of this institution. Also the number of private tourism companies and the number of Russian tourists started increasing as of 2004. In other words the establishment of RFAT in 2004 became a turning point for the development of tourism in post-Soviet period.

In this chapter, the tourism industry of the Russian Federation until the establishment of RFAT will be examined with a focus on the government policy in the field of tourism such as promotion and investments in tourism along with the education and

¹⁸¹ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluver Moskva 2010 p.17

¹⁸² *Ibid.*, p.57

training of the personnel working in the tourism sector. The structure of the private sector and its development will also be explored.

4.2.1 The Institutional Bodies until the Establishment of RFAT

As mentioned before, the institutional context of the Russian tourism changed several times since the dissolution of the Soviet Union. The establishment of the Federal Agency for Tourism put an end to this confusing process. The chronological order of the state bodies responsible for the tourism industry of the country is as follows: In 1992, The Ministry of Culture and Tourism was established, only six months later the Committee of Tourism of Russian Federation replaced the Ministry. Again not too long later, in January 1994, The Committee of Youth Affairs, Physical Culture and Tourism was founded but just two months later the youth affairs was disintegrated and the committee took a new name as the Russian Federation Committee of Physical Culture and Tourism. Again in another four months the name of the above mentioned committee switched into the State Committee of Physical Culture and Tourism.¹⁸³ The state tourism organ of the country was active for five years until the time when it was replaced by the Russian Agency of Physical Culture and Tourism in 1999. After three months, the state organ was replaced by the Ministry of Physical Culture, Sport and Tourism of the Russian Federation. But again after a short while, the structure of the tourism body of the country was changed again. This time the responsible organ for the tourism became the Department of Tourism which operated under the Ministry of Trade and Economic Development.¹⁸⁴ This institution kept on operating until the establishment of RFAT by 2004.

The constant changing of the state body responsible for the regulation of tourism affairs reflected the incoherent nature of the tourism sector of the country in those years. The unexpected collapse of the Soviet Union and the drastic changes followed

¹⁸³ *Evolyutsii Turitskoi Vlasti v Rossii* <http://www.tourvest.ru/articles/article0010/> accessed on 1 October 2011

¹⁸⁴ *Ibid.*, accessed on 1 October 2011

afterwards along with massive changes in the tourism sector made the tourism sector an unstable one during the transition period. For one thing, the decision makers could not determine how to regulate and operate the liberal and privatized tourism industry which only a decade ago was totally shaped and subsidized by the center. This eventually affected the state policies in the sphere of tourism. The initial years after the collapse were not very successful in terms of the development of the tourism sector and country's competitiveness in the sphere of tourism.

4.2.2 General Information on Tourism until the Establishment of RFAT

With the dissolution of the Soviet Union, many tour operators and touristic companies began to spread in the country thanks to privatization and liberal policies of the country. In those years, a number of companies began to operate in the tourism sector especially as tour operators. During this time thousands of tour operators appeared most of which were engaged in outgoing tourism. They mainly focused on the tourism markets abroad. As a result interests of Russian tourists were emphasized in European resorts such as France, Canary Islands and Spain and Southern Cyprus.¹⁸⁵ In those years, Turkey was at the centre of the attention as a destination for shopping tourism. Until the middle of 1990's, Russian tourists engaged only in trade type of tourism in Turkey.

The most striking thing about the tourism industry in those years is the fact that, there is no official statistics produced until 2000. Consequently, we do not know about the exact numbers of the tourist flow either to the Russian Federation or from the Russian Federation. But it was accepted in the literature that, with the dissolution of the Union, tourism activities ceased in the country until about 2000. The diminishing importance of the domestic tourism of the country coincides with this period as well.

There were several reasons why the domestic tourism diminished in its importance. According to Popova, 80 percent of the tourism facilities in the Russian Federation

¹⁸⁵ Temny YU V., TEMNAYA L.R. *Ekonomika Turizma*, INFRA-M 2010 p.339

should have been either renewed/restored or functionally reconstructed in order to attract tourist as they used to be during the Soviet years.¹⁸⁶ The fact that the tourism infrastructure was in ruins forms the main reason for the decreased ratio of people engaged in tourism activities. In addition to this, there were also other factors that badly affected the Russian domestic tourism. Among these factors the most important one was the fact that, the major resorts of the domestic tourism industry such as Yalta, Crimea and Caucasian resorts became the territory of independent states. According to Vlasova, with the dissolution of the USSR, 55 percent of the places, most of which were functioned for hosting the foreign tourists became the territories of Lithuania, Latvia, Estonia, Georgia and Ukraine.¹⁸⁷ Furthermore the resorts in the Russian Federation were not competitive in the world tourism market anymore. The prices were too high in comparison with other resorts in Europe and in the world, besides the service was not good enough to compete with other countries' touristic services. In addition to this, the freedom of travel abroad provided by the constitution of the Russian Federation led to a decrease in the interest of Russian citizens in local resorts. Indeed it was the lack of price-quality correlation which encouraged Russians to go abroad for holidays. Voronikova, suggested that, the high cost in the domestic transportation industry contributed to this process as well. The high prices in the sphere of transportation hindered Russians travelling within the country. The proportion of touristic services provided in the Russian Federation became 4.1 percent by 2001 which was 23 percent in the USSR in 1989.¹⁸⁸ In other words with the dissolution of the Soviet Union, the importance of domestic tourism and related services decreased dramatically because of the above mentioned reasons such as the high cost and non-competitiveness of the domestic tourism facilities.

Together with domestic tourism, the number of the foreigners who spent their holidays in the Russian Federation decreased as well. The reasons for this were almost the same with the reasons which were mentioned above. In addition to these,

¹⁸⁶ Popova R.Yu Gosudarstvennoe Regulirovanie Stanovleniya i Razvitiya Turizma v Rossii na Perehodnom Etape, M.,1997 p.42

¹⁸⁷ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009, p.208

¹⁸⁸ Voronikova L.P *Istoriya Turizma i Gostepriimstva*, Ucheb Posobie, M.,2004 p.29

there were some reasons unique to the international tourism of the Russian Federation. Uncertainty in economy and daily life in the Russian Federation along with antagonistic attitudes towards foreigners could be counted among the most important reasons why foreign tourists did not prefer the Russian Federation during the transition period.

There are generally three main arguments with regard to the character of the tourism policy of one country. These are the policies for the promotion of the touristic products (both for local and international tourists), the policies for touristic investments (encouragements, subsidizes etc) and the policies for training of the personnel working in the sphere of tourism. Naturally, these policies were adopted by the governmental bodies to be implemented by the body which is responsible for the tourism industry. However as the responsible body for the tourism sector had always changed between the years of 1991-2004 the state policies in the sphere of tourism were not effective in the Russian Federation.

4.2.3 The Promotion Policy of the Government until the Establishment of RFAT

The main activity for the promotion of tourism products is surely advertising activities. The most effective way of making advertisements abroad is making this with the help of tourism offices in these countries. As it was emphasized in the previous chapters, contrary to the common beliefs, the Soviet Union dealt with advertisement issue in the sphere of tourism even with its foreign tourism offices during the Soviet era. These offices were established beginning from 1960s and by the year of 1995 there were already 29 different international tourism offices which were being operated as the advertisement-information centers including six companies dealing with commercial activities.¹⁸⁹ The tourism body of the Russian Federation focused on promotion of its own touristic products with the help of these foreign tourism offices. Furthermore they dealt with shaping of public opinion in favor of Russia. In addition to these among the most important tasks of the foreign tourism offices of the Russian Federation abroad is to set creative relations together

¹⁸⁹ Ostroumov O.V *Turizm: Prodvizhenie Rossiskogo Tur Produkta*, M.Finansa i Statistika 2007 p.56

with governmental organs and private sector in the sphere of tourism where they operate and to set and support commercial contacts between the Russian and local touristic companies. However, because of the economic crisis in the Russian Federation in 1998, and lack of a permanent tourism organ of the government who could stand against that decision, the foreign tourism offices were abolished. According to a resolution which was adopted in 1998, Russian government ceased to finance foreign tourism offices abroad.¹⁹⁰ As the tourism offices were not commercial bodies this eventually led to the abolishment of those offices. As a result, the promotional activities of the touristic products of the Russian Federation in the world tourism market were totally interrupted. This in turn negatively affected the image of the Russian Federation as a touristic destination and the ratio of foreign tourists visiting Russian Federation began to decrease.

The table below indicates the number of external tourism offices and their respective budgets by the years until they ceased to function.

Year	The Quantity of the Offices	Budget (1000) USD
1995	17	1314,7
1996	16	1509,4
1997	17	1073,4
1998	17	965,9
1999	10	184,8
2000-2003	-	-

Figure 1: The Amount of the Budget of the Foreign Tourism Offices of Russian Federation between the Years of 1995-2003¹⁹¹

¹⁹⁰ *Ibid.*, p.57

¹⁹¹ *Ibid.*, p. 55

In contrast with this situation, the importance of external tourism offices was emphasized in the Federal Tourism Program of the Country published in 1995 which I mentioned in the previous chapter. In the above mentioned program which was released in 1995, reforming of the external tourism offices abroad and transforming them into Russian national touristic information centers was one of the prior aims. In addition to this, promoting Russia as a touristic destination with the help of advertisement campaigns was among the goals of this program.¹⁹² Besides, it was also suggested in the program that all such activities were aimed to make the country more popular in tourism. In order to materialize such aims, extra budgetary funds were needed and the role of external tourism offices was undeniable.

As indicated before, the reason for the failure of the federal program on tourism was the lack of sufficient financial sources. The ambiguous definitions about possible financial resources such as seeking extra budgetary funds made the program totally ineffective with no financing. Eventually, the tourism offices abroad (which were supposed to be dealing with promotional activities and planned to be well financed) were not realized and turned out to be an unsuccessful attempt. As a result, the Russian Federation which had a wide range of tourism products and a big potential for tourism became a country lacking basic promotional activities in the tourism market of the world.

Although the statistics were not produced until 2000, it was accepted in the tourism industry that the amount of foreigners visiting the Russian Federation decreased during the transition period. There were several reasons unique to the Russian Federation explaining why the amount of foreign tourists decreased during this period, particularly during the last years of 1990s. Among these factors the major ones are as follows: the inadequate tourism infrastructure, lack of price and service correlation, price discrimination against the foreign tourists (some services provided to the foreigners was more expensive than was the case with the local customers)

¹⁹² *O Federal'noi Tselevoi Programme: Razvitie Turizma v Rossiskoi Federatsii*
http://www.innovbusiness.ru/pravo/DocumShow_DocumID_57799.html accessed on 9 October 2011

insufficient hotels for the international tourism industry and finally and the most importantly is the lack of state policy in the sphere of tourism.¹⁹³

As a result of the economic crisis of 1998, the ratio of Russian tourists who went abroad decreased by 30 to 50 percent in 1999.¹⁹⁴ Even though there was no official statistics until 2000, there was some estimation for the number of tourists. The decrease in the number of Russians travelling abroad eventually contributed to an increase in the number of Russians who take part in the domestic tourism activities in the Russian Federation. Many Russian citizens preferred to travel to the southern parts of Russia and therefore stimulated the domestic economic dynamics of those regions. This also encouraged some regional authorities to publish their domestic tourism development programs especially after 2005. Having seen the advantages of the development of domestic tourism, the Russian government also started promoting its own touristic products in the domestic market. Such activities were expanded after 2005 as well.

4.2.4 The Investment Policy of the Government until the Establishment of RFAT

Another important instrument that is revealing about the tourism policy of one country is investments in the sphere of tourism. This can be accomplished either making the investments with the help of government or to encourage the investors for building the tourism facilities through governmental subsidies or tax exemptions. When we examine the process in the Russian tourism industry in terms of investments between 1991-2004, unfortunately we cannot witness any such encouragements or subsidizes from the government. Although there was a Federal Tourism Program which was valid between the years of 1997-2005 and in which there were some articles covering ways to stimulate the construction of tourism infrastructure, this was never realized in practice.

¹⁹³ Temny YU.V., Temnaya L.R., *Ekonomika Turizma*, INFRA-M 2010 p.407

¹⁹⁴ Natsional'naya Akademiya Turizma, *Istoriya Rossiskogo Turizma*, D.A.R.K., 2009 p.211

One important article concerning the development of infrastructure of Russian tourism industry in the Federal Tourism Program was as follows: to stimulate the development of the material base of the tourism (accommodation facilities and infrastructure) with the help of attracting local and foreign investments for reconstruction and construction of new touristic facilities.¹⁹⁵

Instead of this, it was suggested in the program that, the government should also support the projects which are aimed to develop tourism infrastructure of the country. However, as with the other goals of this program, the goals for the development of tourism infrastructure were not accomplished. There were several reasons for this but the most influential one was the ambiguity concerning the financial source as it was suggested in the previous chapter.

During the period until 2005, many new hotels were built especially in the big cities of the Russian Federation such as Moscow and St. Petersburg. However, they were constructed by individual efforts not through the encouragements of the state. They were not the result of planned investment programs of the government either. The majority of the investors of such hotels in big cities of the country were foreign investors who aimed to build one more hotel for their hotel chains in the world. Among the most known hotel chains that had its branch in the Russian Federation are Hilton, Sheraton, Plaza and Radisson.¹⁹⁶ In the first years of their activities, these hotels functioned as a model more than a competitor for the local hotels of the country. These hotels showed their Russian counterparts how to serve to the customers and how to work in a hospitable manner. After a short while some new Russian hotels appeared first in Moscow and St. Petersburg and then in the other tourist attraction cities of the country such as Kazan, Rostov and Sochi. Again these were the results of individual investments.

¹⁹⁵ *O Federal'noi Tselevoi Programme: Razvitie Turizma v Rossiskoi Federatsii*
http://www.innovbusiness.ru/pravo/DocumShow_DocumID_57799.html accessed on 9 October 2011

¹⁹⁶ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.209

Although there was a federal program in the field of tourism and although there were special articles aiming to contribute and support the tourism investments in the country, we can certainly suggest that, there was no concrete and consistent state policy in the sphere of tourism investments in the country until 2005.

4.2.5 The Education Policy of the Government until the Establishment of RFAT

The third important aspect of the tourism policy of one country is the training of the personnel working in the tourism industry. As tourism is a labor intensive sector and needs a face to face connection, the person working in this industry and attitude of the personal towards the customer are very important. As have been suggested in the previous chapters, the subject concerning the education of the personnel working in the tourism sector was firstly discussed in 1932 during the All Union Congress of the Society. Although major steps were taken in the sphere of tourism education during the Soviet Union, there was no education institution established for this purpose until the dissolution of the Union.

After discovering the importance of the tourism industry for the economy there was a growing understanding of the urgency of the training problem for personnel working in the tourism sector. The inadequate situation of Russians in the hospitality sector is not a secret. The structure of the Soviet system and the situation of tourism as a social system (and not an economic one) during the Soviet period made the Russians and Russian tourism sector personnel uncompetitive in the world tourism arena. The first university with a specialization on tourism in the country was founded in Sochi. The Sochi State University of Tourism and Resort Affairs was founded in 1989 and became the most important tourism education institution of the country.¹⁹⁷ The deficiency in terms of the tourism education issue was emphasized in the Federal Program of Tourism in 1995. The program focused on the solution of the problems related with the personnel in the tourism industry and this was tied up to the

¹⁹⁷ Istoriya Universiteta (Sochinskii Gosudarstvennyi Institut)
<http://www.sutr.ru/university/history.php> accessed on 13 October 2011

development of tourism in the country. According to the program, solving of the above mentioned problems is possible through:

- Determining the needs in the sphere of tourism personnel
- Determining the list of touristic professions and other related professions
- Developing the training programs and methodological sources
- Supporting the formation of special faculties in the sphere of tourism and also supporting the development of the educational personnel for such faculty.¹⁹⁸

According to this program, all these activities aimed to constitute a single system of training of personnel working in the tourism industry. As a result of this program more than 100 faculties began to educate tourism personnel for the tourism industry of the country.¹⁹⁹ However, it can be claimed that, although there were many tourism faculties and institutions in the Russian Federation, the education was limited to theoretical information. The importance of practice cannot be ignored for an industry like tourism. Consequently, Russian students, who would be the professionals completing their programs began to take some practical seminars or started working in different resorts of the world where Russian tourists spend their holidays most. This has become a win-win model which meets the needs for Russian speaking personnel for the hotels for Russian students who can receive practical education which they would not have in their own countries.

4.2.6 The Statistical Data in the Sphere of Tourism

Statistical data in the tourism industry is very important in order to understand the tourism potential and the process of tourism development in one country. One striking fact that was mentioned before is that after the dissolution of the country no statistics were produced in the Russian Federation until 2000. This situation perhaps, explains us the not so significant role of tourism in the country's economy in those

¹⁹⁸ *O Federal'noi Tselevoi Programme: Razvitie Turizma v Rossiskoi Federatsii*
http://www.innovbusiness.ru/pravo/DocumShow_DocumID_57799.html accessed on 9 October 2011

¹⁹⁹ *Ibid.*, accessed on 9 October 2011

years. Although there was a federal program establishing certain goals for stimulating the development of tourism industry in the country, there was not a statistical data system until 2000.

Contrary to the common belief, Russian statistical system distinguishes tourism visits of its citizens according to the purpose of these visits. The system regards only those as tourists who travel for the purpose of tourism. However, this system contradicts with the common statistical system in the sphere of tourism. When we focus on the tourism statistics in 2000, we see that more than 18 million people travelled out of the country 4.5 million of which travelled with the purpose of tourism. In the statistics of the year 2000, the general data on the Russian tourism was as follows: the quantity of Russian citizens who travelled to the Commonwealth of Independent States (CIS) countries was 8.5 million. Only 233.000 of them travelled to CIS countries with touristic purposes. Besides the quantity of Russian citizens travelled abroad to the non-CIS countries, was 9.8 million. 4 million of them travelled to these countries with tourism purposes.²⁰⁰ It was not difficult to evaluate that people visiting CIS countries had to the purpose of seeing their relatives, friends etc. more than a touristic purpose.

In 2000, the most preferable tourism countries for Russian citizens were Turkey and Spain. Although, Lithuania, Estonia and Poland attracted more Russians to their countries in that year, the number of Russian citizens who went to Turkey and Spain for tourism was still higher than those who travelled to these former Soviet and Communist countries.²⁰¹

In terms of attracting tourists to the Russian Federation by 2000, the situation was similar. The total number of foreigners who visited the Russian Federation in 2000 was more than 21 million. However, among them only 2.5 million came to the country with touristic purposes according to the statistics published in the Russian Federation. Almost 14 million people visited Russia from the CIS countries whereas

²⁰⁰ Available at <http://www.russiatourism.ru/rubriki/-1124140466/> accessed on 18 October 2011

²⁰¹ Doljenko G.P., Putrik YU.S., *Istoriya Turizma v Rossiskoi Imperii, Sovetskom Soyuze i Rossiiskoi Federatsii*, Izdatelskii Tsentr Mart, 2010 p.201

7 million was from the other countries and naturally the proportion of those who visited non-CIS countries with touristic purposes was higher than those visiting the CIS countries.²⁰² When we analyze the statistics of 2004, we do observe influential changes both in terms of arrivals and in terms of departures.

4.3 Tourism in the Russian Federation after the Establishment of RFAT in 2004

The Russian Federation, as an economically independent country with its rich oil and natural gas resources country is not so dependent on tourism industry. This perception, which can be explained as the tourism sector is not vital for the economy of the country, was so influential in the country especially during the transition period. This is also the factor explaining why the Russian government did not focus on the tourism development of the country during the transition years.

During the Soviet period, domestic tourism was accepted as a social task of the government more than an economic industry, whereas international tourism regarded as the main tool of introducing the social and economic system of the country to the rest of the world. During those years, tourism was financed by the center in order to materialize above mentioned aims. Therefore when the Union collapsed, tourism which has been directed and controlled by the state for a long period of time found itself in a free market environment. The Russian Federation and the tourism sector struggled with these difficulties in the first years of the transition period. Once the sector and government overcame such difficulties, the need of regulating the free market tourism economy has surfaced. In 1996, a tourism law was published in order to identify the borders of tourism and regulate the Russian tourism market. Although it had some deficient articles initially, after amendments in four times, the unique law regulating the tourism affairs of the country became a strong one that meets at least some of the demands of the sector.

The main problem of the tourism industry of the country during the period of 1991-2004 was the fact that the Russian government could not determine the state organ

²⁰² Available at <http://www.russiatourism.ru/rubriki/-1124140462/> accessed on 18 October 2011

which would be the responsible for the tourism industry of the country. As the state organ responsible for the tourism industry of the country changed too many times in the period of thirteen years, those organs could not focus on the demands of the tourism of the country. As a result the Russian Federation was regarded as an underdeveloped country in terms of tourism.

At the end of the 2004, the foundation of RFAT initiated a new period for the tourism affairs and industry of the country. This agency is still active in the country. The stable political life of the Russian Federation after 2000s somehow affected the tourism sector and the responsible body for the tourism remained the same since 2004 and supposed to be active for more years. The main subject of the next part and would revolve around this agency named as RFAT.

4.3.1 RFAT and Its Contribution to Russian Tourism

The foundation of RFAT played a dominant role in the definition and implementation of tourism policies and regulations in the country. As mentioned in the previous chapters, the governmental body responsible for tourism had changed several times during the transition period. Thus the tourism policies of the country were not efficient as the governmental body responsible for the tourism was not stabilized either. In this context, the foundation of RFAT plays a key role for the development of tourism in the country.

“According to the 2020 forecasts of United Nations World Tourism Organization (UNWTO) Russian Federation will enter into the top ten tourist receiving countries with 48 million arrivals in 2020.”²⁰³ Therefore, a stable tourism policy aiming to develop the domestic tourism sector in the country became vital for the Russian economy. Furthermore, the hosting of Winter Olympic Games in Sochi in 2014 and of World Cup in 2018 will contribute to the process of the development of tourism.

²⁰³ *Tourism 2020 Vision Volume 7*

http://www.sete.gr/files/Media/Ebook/110303_Global%20Forecasts%20and%20Profiles%20of%20Market%20Segments.pdf accessed on 9 November 2011

In this context, a stable tourism institution of the state became important and vital for the tourism industry.

In this part, the foundation and tasks of RFAT will be examined together with tourism policies which were implemented by this institution. The main characteristics of the tourism policies such as promotional activities, investments and training of personnel working in the tourism industry will be the main issues of discussion here.

RFAT was established with the decree of the president on 18 November 2004. The legal framework for the establishment of RFAT was ratified on 31 December 2004 and RFAT as the major institution responsible for tourism affairs of the country became active at the end of 2004.²⁰⁴ Although RFAT was an independent organ during the first years of its foundation, with the establishment of the Ministry of Sport, Tourism and Youth Policy in 2008, RFAT started operating under the Ministry. However, the Ministry of Sport, Tourism and Youth Policy engaged mostly in the sport affairs whereas in practical RFAT was the only institution responsible for tourism.

When we focus on the founding law of RFAT, we can see that the institution's main goals are defined as to regulate tourism affairs and to help with the development of tourism in the country. Initially, this constitution was ratified on 14 March 2005, then later updated on 29 May 2008, 13 October 2008, 07 November 2008 and finally on 27 January 2009.²⁰⁵ In this law, the tasks of the Agency were determined along with its goals. According to this law the sole institution in the sphere of tourism in the Russian Federation was designed as RFAT. The most important articles of the above mentioned law regarding its goals are as follows:

²⁰⁴ Sokolova N.A. *Turizm v Rossiskoi Federatsii, Pravovoe Regulirovanie*, Wolters Kluwer Moskva 2010 p.50

²⁰⁵ Available at <http://www.russiatourism.ru/rubriki/-1124140203/> accessed on 14 November 2011

- 5.3.1 Determining and realizing the priorities of the state regulation in the tourism activities of the Russian Federation and forming the federal list of the tour operators
- 5.3.2 Informing the tour operators, tour agencies and tourists about threats to safety of the tourists in the countries they travel
- 5.3.3 Promoting the tour products of the country both in domestic and international markets
- 5.3.8 Cooperating with the other countries' tourism institutions and international tourism organizations
- 5.3.9 Forming external tourism offices of the Russian Federation abroad
- 5.3.13 Organizing professional training for the personnel of the Agency, and increasing the qualifications of the workers
- 5.3.15.1 Supporting the small and medium tourism enterprises in the regions of the country and helping with their development through publishing of federal programs.²⁰⁶

In addition to these, protecting the rights and interests of the tourists and providing their security are among the main tasks of the agency.²⁰⁷

The law gave RFAT the responsibility to regulate the entire tourism industry in the country. Furthermore, according to the law, RFAT should also be engaged in the promotion activities in the sphere of tourism. In addition to the above mentioned tasks, one of the prior tasks of the agency was determined as providing the safety of the Russian citizens who spend their time abroad. Article number 5.3.2 is a good example for this issue. RFAT has the right to announce possible threats to safety for its citizens on abroad. In such cases, the Ministry of Foreign Affairs of the Russian Federation has the right to prohibit travels of the Russians to the problematic country.

The Egyptian case can be regarded as evidence to this situation. When the political instability occurred in Egypt, a country where more than 1.5 million Russians visits

²⁰⁶ *Ibid.*, accessed on 14 November 2011

²⁰⁷ Temny YU.V., Temnaya L.R. *Ekonomika Turizma*, INFRA-M 2010 p.419

annually, RFAT declared Egypt as an unsafe country for Russian citizens. Consequently the Ministry of Foreign Affairs of the Russian Federation did not allow any touristic activity to this country. Such evidences can negatively affect the tourism industries of both countries as the companies which are dependent on these markets can face big financial problems. For instance in the Egyptian case, the flow of Russian tourists decreased more than two times in the first half of the 2011 in comparison with the same period of 2010.²⁰⁸ This situation in turn led to 40 percent loss for the Egyptian tourism economy which is highly dependent on the Russian tourists.²⁰⁹

The article number 5.3.9 refers to the promotional activities with the help of the tourism offices abroad. As it was emphasized in the previous chapter, the role of the tourism offices abroad is very important for the process of the promotion of the tourism products. Despite the fact that, RFAT was given an authority for establishing the tourism offices abroad, there are no such offices abroad operated by RFAT by the end of the 2011. However, RFAT is planning to open its first tourism offices by 2013. According to the official statements of both Ministry of Foreign Affairs and RFAT, the first tourism offices are supposed to be established in the countries where Russian tourists visit most. In other words these offices are supposed to be engaged in safety issues and the problems of the Russian tourists more than the promotional activities.²¹⁰

4.3.2 The Structure of RFAT

Within the scope of RFAT there is one head and three deputy heads. The head of RFAT is suggested by the Ministry of Sport, Tourism and Youth Policy and is nominated by the government. The head of the agency has the same status as the vice minister of any ministry of the Russian Federation. Aleksandr Radkov has been serving as the head of the agency since June 2011. Within the scope of RFAT there

²⁰⁸ Available at: <http://www.russiatourism.ru/rubriki/-1124140849/> accessed on 14 November 2011

²⁰⁹ *V 2011 godu Egipet poteryal %40 Rossiskih Turistov*
http://tourweek.ru/news/tour_business/232118/ accessed on 23 December 2011

²¹⁰ *V Turetskoi Antale Otkryvayut Predstavitel'stvo Rosturizma*
<http://top.rbc.ru/society/03/09/2011/613763.shtml> accessed on 14 November 2011

are five departments dealing with different aspects of tourism affairs of the country. The structure of RFAT is as follows:

1. Department for Analyzing and Organizing of Hotels and Tourism Activities
 - a) Sub-Division for analyzing the tourism market, statistics and researches in the field of tourism
 - b) Sub-Division for the improvement of the quality of the services offered in hotels and tourism facilities
2. Department of Law
3. Department of International Cooperation
 - a) Sub-Division for international organizations and activities
 - b) Sub-Division for bilateral cooperation
4. Department for the Development of Domestic Tourism and Tourism Projects of the State
 - a) Sub-Division for the development of touristic-recreational complexes and zones
 - b) Sub-Division for regional coordination
 - c) Sub-Division for financing of the federal programs and projects
 - d) Sub-Division for the construction of hotel complexes in Sochi for the winter games 2014
5. Department of Administrative Affairs²¹¹

Based on the institutional structure of the agency, RFAT paid great attention to the development of the domestic tourism in the country. According to the policy of the agency, development of tourism in the country should be realized with the coordination of different state organs. The role, responsibilities and goals of such

²¹¹ Available at <http://www.russiatourism.ru/rubriki/-1124140201/> accessed on 15 November 2011

state organs should be classified in the federal programs or strategies which are prepared by RFAT. In this context, the strategy for the development of tourism in Russian Federation deserves attention. In addition to being a first strategy for the development of tourism after the establishment of RFAT, the concrete determinations and suggestions make this strategy unique for the Russian tourism.

4.4. The Strategy for the Development of Tourism in the Russian Federation Until 2015²¹²

“The Strategy for the Development of Tourism in the Russian Federation until 2015” played an important role in determining the priorities of the government for the development of domestic and inbound tourism in the country. The above mentioned strategy was prepared by RFAT in 2008 and aimed at increasing the tourist flow of both Russians and foreigners to the resorts and cities in the country.

A quick look at the content of the strategy will initially reveal a general analysis of the world tourism values by 2006. The statistics on the number of tourists and related revenues in different countries including the most developed ones in the sphere of tourism were emphasized. Finally the strategy of Russian tourism was underlined from the tourism policies point of view.

In the second chapter of the above mentioned strategy, the development of tourism in the country was discussed. In this context the development of the tourism infrastructure of the city of Sochi was presented as an example. In this chapter, some of the reasons for the failure of the tourism industry in the country, such as poor quality in service and high costs of the tourism products were also emphasized.

In the third chapter of the strategy, the legal framework of the tourism regulation of the country was analyzed. As the development of tourism in the county should be sustained with the help of the regions with a tourism potential, the tourism programs

²¹² *Strategiya Razvitiya Turizma v Rossiskoi Federatsii na Period do 2015 goda*
http://www.dagtourism.com/fileadmin/template/turism/img/files/%D0%9D%D0%BE%D1%80%D0%BC%D0%B0%D1%82%D0%B8%D0%B2%D0%BD%D1%8B%D0%B5_%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D1%8B/Strategiya_razvitya_turizma_v_R F.doc accessed on 15 December 2011

and strategies of these regions were also highlighted in the strategy. According to the strategy, special laws regulating the tourism affairs aiming at the development of tourism include 48 different regions of the Russian Federation. Such special laws, programs or strategies underline the importance of tourism not only for the centre but also for the regions.

4.4.1. The Problem of Investment

As have been underlined in the previous chapter, one of the main aspects of the tourism policies is the investment policies. In other words, investment in the sphere of tourism includes attempts to develop tourism infrastructure. In this context, the federal law titled ‘Special Economic Zones of Russian Federation’ has played an important role for the infrastructural development of the tourism industry in the country. According to the law seven different special economic zones in the sphere of tourism was defined in 2006 by the government. In these regions where the economic zones’ rules were valid, the tourism investors were provided with subsidizes and encouragements for the investments. I will focus on this law in detail later.²¹³ In addition to this law concerning the encouragements for the tourism investment, there is also one more law which is adopted for the preparation of the Winter Olympic Games in 2014 in Sochi. With this federal law, the development of tourism infrastructure and carrying out the Olympic Games was set as the main priorities. In addition to these priorities, with the development of tourism infrastructure in Sochi, increase in the touristic flow to the Krasnodar region where Sochi is located is aimed as well.

The importance of the cruise tourism which is among the most profitable type of tourism activities was emphasized in the above mentioned strategy. According to the law those cruise passengers who spend less than 72 hours in the Russian Federation, are exempted from getting visa. It is emphasized that, this situation expanded the tourist flow to the cruise destinations of the country. It is also stated that, with the help of such conveniences provided for the international tourists, Russia could become one of the most popular touristic destination of the world.

²¹³ The details of this law will be provided later

Concerning the situation of the touristic facilities of the country such as hotels and sanatoriums, it was stated that half of the hotels of the country needs renewal in order to catch up with the international standards. In addition to this, on the basis of their tourism potential and the level of demand, cities and regions were divided into three groups. In other words, regions were classified according to their tourism potential.

- a) Regions with high level: Moscow and Moscow region, Saint Petersburg and Leningradskiy region, the region of Caucasian Mineral'nih Vod, Krasnodar region, Kaliningradski region, and the regions of Golden Ring.
- b) Regions with middle level: North West region, Tverskii region, The Centre Russia, Tatarstan, Povolz'he, the republics of North Caucasia such as Karachevo Circassia and Kabardino Balkariya. Rostovskaya Oblast', Primorskii Kray, Kamchatka, Murmanskaya Oblast', Hanti-Mansiskii Autonomous Okrug.
- c) Regions with insufficient level in terms of development of tourism products but also having important potential for future development: the coasts of Caspian and Azov seas, Yakutiya, West Siberia, Tuva and Ural.²¹⁴

In fact such a classification is very important both for the state organs and representatives of the private sector in order to determine the priorities.

4.4.2. The Problem of Promotional Activities

In the strategy, it was stated that until 2002, there was no promotional activity for the Russian tourism products. After 2002 with a new advertisement program, Russian tourism products started to be promoted. The methods of the promotion were described in the strategy as follows:

- a) Organizing a single national touristic exposition within the scope of major international touristic fairs. The *Intourmarket* International Tourism Fair which is carried out since 2006 played an important role in introducing

²¹⁴ *Strategiya Razvitiya Turizma v Rossiskoi Federatsii na Period do 2015 goda*
0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D1%8B/Strategiya_razvitya_turizma_v_R
F.doc accessed on 15 December 2011

Russian tourism possibilities. The Russian Government and RFAT supported this fair and the effectiveness of this event grows increasingly.

- b) Carrying out advertising activities of the Russian tourism products. It is stated in the strategy that, such campaigns are being carried out in the countries such as Austria, Spain, Italy France and China. It is also mentioned that, expanding the advertisement campaign to the other countries with a travel potential would increase the tourist flow.
- c) Carrying out international activities. In this subject, the importance of Russian culture day events which is supposed to be carried out in different countries is underlined.

The passage concerning the promotional activities can be regarded as evidence that Russian state organs have already realized the importance of advertising activities for the development of tourism in the country.

4.4.3. The Problem of Education

The number of educational institutions which train personnel for the tourism industry of the country is more than 300.²¹⁵ However, inadequacy of the intermediate staff in the tourism facilities is still a problem because the existing institutions mostly educate only people for the higher positions. Furthermore, the lack of practical knowledge of the personnel became an obstacle for the tourism sector. It is also mentioned that the existing educational programs in the faculties or universities do not meet the demands of the tourism sector in terms of the practical knowledge. Therefore, the students who graduate from such institutions become less-preferred because of the lack of practice.

4.4.4. Aims and Tasks

The third chapter of the strategy was dedicated to the aims and tasks. In this chapter SWOT analysis of tourism in Russia was made. I will focus here only on the weaknesses of the tourism industry. Some of the reasons that prevented the

²¹⁵ *Ibid.*, accessed on 15 December 2011

development of both internal and incoming type of tourism were classified in the strategy as follows:

- Inadequacy of the tourism infrastructure in the majority of the regions of the country, and lack of sufficient hotels or accommodation facilities that meet the international standards
- Although improvement has been observed for the last two, three years, inadequacy of the professional personnel who serve in the tourism industry is still a major problem.
- The negative image of the Russian Federation as an international touristic destination and inadequate promotional activities and advertisement campaigns in favor of Russia's status as an international touristic destination.

In order to sustain the development of tourism in the country, some tasks were given to the state. In the strategy which was published in 2008 by RFAT, the policies which would enable the institution to stimulate the tourism development in the country were determined as follows:

- Improving the legal base and regulations in the sphere of tourism
- Developing and improving the tourism infrastructure including transport, restaurants and entertainment industry etc.
- Forming of new priority tourism centers
- Promoting the image of Russia as a touristic destination both in the domestic and international markets
- Improving of the serving quality
- Improving of the visa policy of the country which means simplifying the conditions for obtaining a Russian visa.
- Providing the conditions for the tourists' safety.

At the end of the document, there is a table of activities which are planned to be carried out until the year 2015. This table consists of several planned activities which are supposed to be materialized in close cooperation with the other ministries of the Russian Federation. For instance, the Ministry of Development of Economy of the

Russian Federation and Ministry of Foreign Affairs involved in different projects aiming to sustain the development of tourism in the country.

Russian tourism institutions together with the private sector has been doing its best to persuade the other governmental organs to work hard on the development of domestic and inbound tourism in the Russian Federation since the foundation of RFAT. As it was underlined in the previous chapters the Russian Federation has a big potential for the development of tourism and possesses different types of tourism products. Some of the most important and potential tourism products of the Russian Federation include 3S tourism (meaning sand, sea and sun), medical tourism, winter tourism, mountain tourism etc. Russian government has realized the importance of tourism for preventing the unemployment and social problems in the country. Consequently, the tourism development policies of the country were directed towards the regions which have both tourism potential and major rate of unemployment. Government and tourism policy makers are planning to solve social problems and unemployment with the help of tourism investments and tourism industry. Such statements concerning the supporting of the development of tourism in relatively socio-economically poor regions were made even by the President of the Russian Federation Dmitry Medvedev. Medvedev argues that forming a touristic destination on the Northern Caucasia will help to solve the unemployment problem in the region. He states that the government will pay a great attention to the touristic and recreational centers as it is unique opportunity to provide rapprochement with the Northern Caucasia.²¹⁶

The efforts towards the development of the domestic and inbound tourism of the government are reflected in the federal program named “The Development of Domestic and Inbound Tourism in the Russian Federation for the Period of 2011 and 2018”. In the next part I will analyze this program in detail with a focus on its role in dealing with the major problems of the tourism industry.

²¹⁶ Available at: <http://interfax.ru/tourism/tourisminf.asp?id=217744&sec=1466> accessed on 22 November 2011

4.5. Federal Program on Tourism (The Development of Domestic and Inbound Tourism in the Russian Federation between 2011- 2018)²¹⁷

In accordance with the long term socio-economical development of the Russian Federation until 2020, federal program of the development of domestic and inbound tourism in the Russian Federation for the period of 2011-2018 (Program) was ratified with the decree of government of the Russian Federation on 02 August 2011. This program consisted of the text of the program and six attachments concerning the implementation and financing of the program.

The responsible bodies for the implementation and coordination of the program are defined as the Ministry of Sport, Tourism and Youth Policy and RFAT.

According to this program, increasing the competitiveness of the tourism market of the country which meets the demands of both Russian and foreign tourists in terms of touristic services are set as the main goal. In this respect, the development of the touristic-recreational facilities in the Russian Federation, enhancement of the service sector in the tourism industry, promotion of the Russian tourism products both in the domestic and international tourism markets are defined as the prior tasks. In this program the period of 2011-2014 is determined as the first stage and the 2015-2018 as the second one. When we focus on the financial source of the above mentioned program we see that, the total amount that allocated for the implementation of it in the period of 2011-2018 is 332 billion rubles which is 11 billion U.S dollars. 28.9 percent of this amount was provided from the federal budget whereas the 7.5 percent was provided from the regional budget of the country. The encouragement of private sector investment is one of the most important aims of the program. In this respect, the allocation of 211 billion rubles or 63.6 percent out of the total budget was expected through the contribution of the private sector initiatives.

²¹⁷ *O Federal'noi Tselevoi Programme Razvitie Vnutrennogo Vyezdnoho Turizma v Rossiskoi Federatsii (2011-2018)*

http://tourism.minstm.gov.ru/cmssc/upload/documents/order2011/post644_020811_FCP.pdf accessed on 22 November 2011

4.5.1. Anticipated Results of the Program

In the introduction part of the program in addition to the aims and methods of application, the anticipated results are also underlined. According to this, the most important anticipated results are as follows:

- Forming chains of competitive touristic-recreational centers in the regions of the Russian Federation which would soon become the focus of the regional development and inter regional ties. Ensuring the development of small and medium enterprises (anticipated rate of increase in the field of accommodation investments 1,9 times more in comparison with 2010) with the help of the regional development in the sphere of tourism
- Decreasing unemployment by creating the new employment areas in the sphere of tourism (increasing the number of employees working in the accommodation facilities for 41 percent and increasing the number of employees in touristic companies for 51 percent in comparison with 2010)
- Expanding the income of the Russian Federation through an increase in the diversity and volume of the services in the tourism sector.(the expected increase is supposed to be 4.7 times more than the data for 2010)
- Increasing the GDP of the country and improving the balance of payment of the country (increasing the number of foreigners who use the accommodation facilities of the country for 6.4 times in comparison with 2010)

Obviously, the anticipated results contain important macroeconomic values. The government's new approach towards tourism sector and its expectations from the industry reflects this clearly in the program. In the program, while the strength and weakness of the current tourism industry is analyzed the method of implementation is also discussed to deal particularly with the weaknesses.

4.5.2. Assessments on the Weaknesses of the Tourism Sector

The weakness of the Russian tourism sector is again emphasized in this program as it was in the previous programs, plans and strategies published in the post-Soviet period. The weaknesses of Russian tourism are specified in this program as follows:

- Low level of tourism infrastructure development in many of the regions which forms an obstacle on the way towards private investments in the tourism sector
- Lack of a long term credit system for the investors in the sector who are unable to pay off the entire investment during the pay back period
- Low level of the service quality for the all sectors of the tourism industry due to the inefficient education and training of the tourism personnel
- Inadequacy in the promotion of Russian tourism products in the domestic and international markets.

According to the program, above mentioned weaknesses cannot be eliminated by the contribution of the free market economy itself. A regulation system from the government side and effective cooperation between the private sector and the state organs is fatal in order to eliminate these problems.

The main three tasks and goals of the program were underlined in the text several times. These are all related with the general tourism policies. These are as follows:

1. The development of the touristic-recreational infrastructure of the Russian Federation
2. Improvement of the quality of the touristic services
3. Promotion of the Russian tourism products in the domestic and international markets

It can be stated that entire program was revolved around these three important articles that are directed to the explanation of the methods of implementation for achieving these goals

4.5.3 The Development of the Touristic Recreational Infrastructure of the Russian Federation

This article perhaps deals with the first and the foremost urgent field for the entire Russian tourism industry. As underlined in the previous chapters, the majority of the touristic facilities in the Russian Federation inherited from the Soviet era need to be restored or restructured. Furthermore, in such regions of the country which are classified as the vital for the development of tourism the urgent problem of the insufficient qualified touristic facilities is an obvious fact. Consequently, the realizing of investment projects would enable a boom in the quantity of both domestic and inbound tourists for the country.

The development of the regions which have tourism potential is emphasized several times in the program. In addition to this, forming attractive tourism centers in the regions of the country was underlined several times. Such tourism centers consist of several tourism facilities which are located not far from each other. In order to achieve the tasks of the development of tourism infrastructure in the country, the state together with the private sector should be engaged in investment programs which would stimulate the development of tourism.

The selection of the investors for the investment projects will be made by announcing tenders. Such tenders will be realized according to the tasks of the program and the investors will be selected according to the feasibility of their projects. Such projects would be materialized with the partnership of state and private sectors. In such cases the federal resources of the state will be allocated for the infrastructure of the region or area where the investment will be made. To be more specific, in case of realizing a tourism investment project, the state or regional organs will provide the infrastructure including electricity, heating installation, water and sewage systems. The investors will be responsible for the superstructure which means the construction of hotels, mini hotels, restaurants, entertainment facilities, aqua parks and transportation facilities.

The anticipated cost of any investment is expected to be around 3 to 5 billion rubles. 20 to 25 percent of this amount should be met by the federal budget whereas each

finish project is expected to create a new employment field space around 2.000-5.000 people. And again each project should attract around 200.000-400.000 tourists annually. Furthermore the conditions of receiving long term credits and getting subsidies from the state were detailed in the appendixes of the program.

According to this program seven special regions were selected and special subsidies are supposed to be provided for the investors who are eager to invest in one of these priority regions. These regions are Yaroslavskaia, Ivanovskaia, Ryazanskaia, Rostovskaia, Pskovskaia and Altai. The tourism organs of the state pay these regions special attention for the tourism development of the country. At the end of the program, chains of contemporary resorts and touristic facilities within the touristic-recreational centers that meet international standards are expected to be established with an increase in the competitiveness. The first stage (2011-2014) will be dedicated to the realization of the pilot projects related with the touristic centers whereas the second stage will cover the other projects included those with a lower priority.

4.5.4 The Promotional Activities

The inadequacy of the promotional policies of the Russian tourism institutions is an obvious fact since the closing off of the tourism offices abroad in 1997. The lack of a promotional budget of the Russian tourism products and poor efforts of the responsible bodies in promoting and introducing the Russian tourism has been criticized by different people and institutions in the country. In this program, by admitting the inadequacy of the promotional activities, some measurements are planned to be taken in order to expand the promotional activities in the country and abroad.

The goals and tasks for expanding the promotional activities is one of the main tools of this program. The tasks for a more efficient promotion of the Russian tourism products in the domestic and international markets would be realized by adopting informational-propagandist campaigns, by forming several information centers and by organizing inter-regional, internal and international tourism fairs, forums and different activities aiming to introduce the country while creating a positive image of it.

It is also mentioned in the program that above mentioned activities will be financed by federal budgets and also by attracting extra budgetary resources. RFAT will be the only responsible state organ for realizing the above mentioned goals.

The facilitation of the visa procedures is very important for the development of inbound tourism. This issue is included within the promotional activities of the country. The Russian Federation's visa procedures are relatively complicated for potential inbound tourists. The efforts of the state and the related institutions for ensuring the facilitation in this sphere are recently becoming more obvious. The agreement of visa exemption between Turkey and Russia which became effective in May 2011 and the negotiations between European Union and the Russian Federation for the free visa agreement for both sides contribute to the positive image of the Russian Federation as an important international touristic destination.

As suggested before, RFAT will be the only responsible organ for implementing the promotional activities. In this respect, major part of the budget allocated for promotional activities will be used by RFAT and the country was provided with the ratification of this program. With the help of this budget, RFAT is eager to materialize a series of activities directed to the introduction and promotion of the Russian tourism products in the domestic and international markets.

4.5.5. The Education Problem of Tourism Personnel

The need for the education and training of the personnel who works in the tourism sector has a great importance in the program. The task of expanding the quality of practice of employees in the tourism sector is underlined as the second task in the program. In order to achieve the above mentioned task, series of activities directed to the development of the system of preparing the personnel serving in the field of tourism are organized. This includes the middle and higher professional education system and increasing the practical knowledge and retraining of these people. According to the program, the inadequacy of the service quality in the tourism sector led to a decrease in the number of the domestic and international tourists. Therefore, the upgrading of the service quality of the Russian tourism sector workers eventually

will result in a boom in the number of tourists as well as revenue figures for the whole tourism industry.

4.5.6. Annexes of the Program

The program composes of 190 pages including six annexes each of which has the details for the implementation of the program. Annex 1 consists of the figures and indicators of the program year by year. For instance, the forming of the touristic-creational center 'ELETS'²¹⁸ is expected to create 2.800 additional employment field and will attract more than 300.000 tourists every year by 2018. Furthermore, the amount of financial resources to be allocated for the realization of the program annually between the period of 2011 and 2018 is detailed as well. In the other annexes, the conditions for getting subsidies for the private sector, the conditions for participating to the tenders along with the other necessary information were detailed.

In this federal program for the development of domestic and international tourism of the Russian Federation, for the first time of the history, the name of the regions which are encouraged to be developed and the amount of the financial resources allocated for such regions is defined clearly. The number of foreign and Russian tourists and the number of employees that are supposed to work in the new employment areas as a result of the emergence of new touristic centers are defined clearly as well.

If the implementation of the program is well carried out and if the program succeeds by the end of the defined period it is quite possible that the Russian Federation may be among the top ten countries on the basis of the number of tourists visiting the country.

²¹⁸ ELETS is the city in the Russian Federation and located in the Lipetskaya territory.

4.6. The Efforts for the Development of Domestic and International Tourism

In addition to the programs and strategies on the development of tourism in the country, the government uses different ways for stimulating the tourism development in the country. In this part, the efforts of the country for helping with the development of tourism will be analyzed. This goal is tried to be realized by different ways.

In accordance with the federal program for the development of domestic and inbound tourism of the Russian Federation, the conferences dedicated to the development of tourism in the regions of the country are supposed to be held. RFAT, as the main organizer of such conferences invites foreign experts and aims to benefit from the experiences of these people. The conference which was held in the city of Vologda on ‘Touristic Brands as the Generator of the Regions’ on 12-14 of December 2011 and the conference which held in Astrahan titled as the ‘I. International Conference About the Problems of Tourism Development in the Caspian Region’ on 15-17 December 2011 can be given as important examples to such conferences.²¹⁹ These conferences together with the conferences which are planned to be realized in the future are dedicated to the tourism development of the regions. The uniqueness of these conferences is due to the foreign experts who were invited by RFAT to share their experiences with the Russian authorities. In other words, Russian tourism institutions admit the success of some countries in the field of tourism and are also well aware of the fact that, without such experts’ contribution they cannot succeed in the goals which were determined by the federal program. According to the program annually 10 to 15 different conferences are going to be held in the different regions of the country till end of the program.

The regions of the Russian Federation are very crucial for the domestic and inbound tourism of the country. In this respect RFAT has signed different protocols with the purpose of helping with the development of tourism with some regional institutions. These protocols are bilateral cooperation protocols among RFAT and the regions. The signing of the protocols between RFAT and Altay region on March 2011 and

²¹⁹ Available at: http://www.russiatourism.ru/actual_news/-33558167/ accessed on 18.12.2011

Sverdlofsk region on September 2011 can be regarded as examples of this.²²⁰ Such protocols are important as they became evidences of the cooperation between center and region.

But surely one of the most important steps that were taken by the government in order to stimulate the development of tourism infrastructure of the country is the law on the ‘Special Economic Zones of Russia in the Field of Tourism’.

4.6.1. Special Economic Zones of Russia in the Field of Tourism

The publishing of the law titled as the ‘Special Economic Zones of Russia in Field of Tourism’ has a great impact on the development of the tourism infrastructure of the country. This law was accepted by State Duma on 19 May 2006.²²¹ Following the law on 2 February 2007 seven special economic zones in the sphere of tourism were declared by the decrees of the chairman of the government. The names of the regions which were determined as the special zones for the tourism industry of the country are as such: the Republic of Altai, the Republic of Buryatia, the Altai territory, the Stavropol territory, the Irkutsk region, the Kaliningrad region and the Krasnodar territory.²²² With an additional decree of the chairman of the government dated 31 March 2010, the Primorski Region was added as the eighth zone for the tourism industry of the country.²²³

²²⁰ Available at <http://www.russiatourism.ru/news/-33558050/> accesses on 14 December 2011

²²¹ *Strategiya Razvitiya Turizma v Rossiskoi Federatsii na Period do 2015 goda*
http://www.dagtourism.com/fileadmin/template/turizm/img/files/%D0%9D%D0%BE%D1%80%D0%BC%D0%B0%D1%82%D0%B8%D0%B2%D0%BD%D1%8B%D0%B5_%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D1%8B/Strategiya_razvitya_turizma_v_R F.doc accessed on 30 November 2011

²²² *Turistko-Rekriatsionnie Osobie Ekonomicheskie Zony*
http://www.economy.gov.ru/minec/activity/sections/sez/main/zone03/index?WCM_PI=1&WCM_Page.556a41804309ce5898fbbb1aee474279=2 accessed on 30 November 2011

²²³ *Ibid.*, accessed on 30 November 2011



Figure 2: Location of 7 Tourist –Recreational of Special Economic Zone in the Field of Tourism²²⁴

4.6.2. The Characteristics of Special Economic Zone in the Field of Tourism in Krasnodar Region

This program for the first time regulated areas of responsibility in the state-private sector partnership in the sphere of tourism. The program, by encouraging and subsidizing the private sector investments, stimulated the tourism infrastructure development in the above mentioned regions. In this respect, the impact of this law on the development of tourism infrastructure in Krasnodar region is major as this region has big potential for the tourism sector.

The Krasnodar region is the most important potential touristic center of the country and its tourism potential deserves a unique focus. The region includes Sochi,

²²⁴ *Harakteristika O EZ Turitsko-Rekreatsionnogo Tipa na Territorii Krasnodarskogo Kraja*
<http://www.economy.gov.ru/wps/wcm/connect/economylib4/designelements/specialeconomicareasmain/specialeconomicareas/kinds/tour/krasnodareos> accessed on 31 November 2011

Gelendzik and Anapa regions which are located on the coasts of Black Sea and have big potential for sea, sand and sun tourism. These above mentioned three tourism resorts were traditionally accepted as the main beach resorts throughout the Soviet era.

In the official site of the Ministry of Economic Development of the Russian Federation, the tourism development process of the Anapa region was underlined particularly. The aim of the development of the tourism infrastructure and tourism itself in Anapa region was briefly stated there as well. The realization of the program named New Anapa will give Russia the opportunity to compete with countries popular among Russians such as Turkey, Greece, Bulgaria and Egypt in terms of high quality sea, sun and sand tourism.²²⁵ In addition to this, another important feature of the region is that, New Anapa will be the pilot region among the special economic zones in the Krasnodar region. The realization of the program will transform Anapa resort into an ideal resort for family holidays for Russians and foreigners. These different holidays will include sea, sun and sand holidays with an all inclusive system, cultural holidays with children, SPA, aquapark, tennis and golf tourism. In accordance with the New Anapa program, the financing of construction and reconstruction will be covered by the state resources whereas the expense of the touristic facilities will be covered by the private sector. The amount of the investments was anticipated as 1.5 billion Euro, whereas the volume of state investments was envisaged as 412 million Euro.²²⁶

The goals for creating a Special Economic Zone in the Krasnodar region were emphasized in the official site of the Ministry of Economic Development of the Russian Federation. The most important goals are as such:

- expanding the share of tourism and related sectors in the entire regional budget and providing the diversification in the regional economy

²²⁵ *Harakteristika O EZ Turitsko-Rekreatsionnogo Tipa na Territorii Krasnodarskogo Kraya*
<http://www.economy.gov.ru/wps/wcm/connect/economylib4/designelements/specialeconomicareasma in/specialeconomicareas/kinds/tour/krasnodareos> accessed on 31 November 2011

²²⁶ *Ibid.*, accessed on 30 November 2011

- strengthening the health and quality of life of the population by enhancing the availability of the touristic and sanitary services
- stimulating socio-economic development in the Krasnodar region,
- protecting the environment together with the natural and cultural values²²⁷

The importance of Krasnodar region for the development of tourism is unique in comparison with the other regions of the country. Having embraced the most attractive resorts such as Sochi, Gelendzik and Anapa, if the tasks fulfill in the near future this region possibly will be a tourism brand such as Mallorca in Spain and Antalya in Turkey. The realization of the goals of the Special Economic Zones in the sphere of tourism absolutely will be a milestone in providing the development of tourism especially in the field of the infrastructure development in the Russian Federation.

4.6.3 Winter Olympics 2014 in Sochi

Sochi's status as hosting the Winter Olympics games in 2014 is a good opportunity for the development of region's tourism infrastructure. The government has already prepared a special law for stimulating the development of tourism infrastructure in Sochi until 2014.²²⁸ With the acceptance of this law, the preparation for the Winter Games and using of tourism facilities even after the end of the games are emphasized particularly. Consequently, the organizing of Winter Olympics in Sochi in 2014 became an efficient tool for transforming the region into a tourism brand.

According to the official statements of the organizing committee, 42.000 new beds will be constructed until the opening ceremony of the games. In addition to this until 2014, 183 different tourism facilities will be either created or moderated in Sochi. During the process of preparing for the Winter Olympics, modern land and rail roads

²²⁷ *Ibid.*, accessed on 30 November 2011

²²⁸ Federal'ny Zakon o Vnesenii Izmeneni v Otdelnye Zakondatal'nie Akty Rossiskoy Federatsii v svyazi s Organizatsiei i Provedeniem XXII Olimpiyskih Zimnih Igr I XI Paralimskih Zimnih Igr 2014 Goda v Gorode Sochi i Razvitiem Goroda Sochi kak Gornoklimaticheskogo Kurorta <http://www.rg.ru/2010/08/03/sochi-dok.html> accessed on 10 December 2011

will be built. The engineering infrastructure of the region will be renewed as well.²²⁹ Thanks to all these efforts, the region is expected to become an attractive tourism resort both for domestic and international tourists and city of Sochi to become a world brand with its high quality infrastructure.

4.6.4 World Cup 2018 in Russian Federation

Russia won the right to host the 2018 World Cup tournament on 2 December 2010 through a competition resulting in receiving an absolute majority of the FIFA Executive Committee votes.²³⁰ Gaining the status of the host country of the World Cup Tournament which is accepted as the most prestigious event in the world, would enable Russia to host millions of tourists. Furthermore this event would also give Russia the opportunity to prove itself as a remarkable touristic destination.

As it is for the Winter Olympics, this tournament also would enable Russia to fix the problems concerning the tourism infrastructure of the country and tourism sector. It is planned to organize the tournament in 13 different cities of the country. Although the cities where the games would be played are not announced officially yet, the majority of the cities were determined. Moscow, St. Petersburg, Kaliningrad, Kazan, Samara, Volgograd, Yekaterinburg, Rostov, Krasnodar and Sochi are among the cities where the games will be played during the tournament. As can be understood each region has a major potential for the tourism industry therefore, each region where the games will be played has great expectations for the development of tourism infrastructure of their region.

In addition to this, creating of new employment field is envisaged together with the economic return in the cities where the games will be played. According to the governor of Sverdlovskii region, who is responsible for the city of Yekaterinburg, the economic effect of the preparation and realization of the World Cup 2018 in his region will exceed 35 billion rubles and also these activities will create additional

²²⁹ Available at <http://sochi2014.com/legacy/infrastructure/turism/> accessed on 15 December 2011

²³⁰ Available at: <http://www.fifa.com/worldcup/russia2018/news/newsid=1425471/index.html> accessed on 15 December 2011

employment opportunity for 56 thousand people.²³¹ Such comments can be made for all the cities where the games will be played including even Moscow and St. Petersburg.

The tournament's contribution to the Russian economy and tourism sector will not be limited by the above the mentioned expected benefits. The realization of the tournament in the Russian Federation in a professional way would expand the Russian Federation's image as a touristic destination and would erase stereotype in foreigners' minds of being an inhospitable country and nation. Therefore, the organizing and hosting of the big events such as Winter Olympics and World Cup may contribute Russian efforts for becoming a tourism brand in the world.

4.7. International Cooperation

The Russian federal institutions in the sphere of tourism which is RFAT pay great attention to the cooperation with the other countries and international organizations. In terms of bilateral relations, RFAT focuses on the relations with those countries where Russian citizens spend their holidays most. In this context, the closest connections were established with Turkey, Egypt and Bulgaria. The main concern of the Russian state institutions is related with the safety of its citizens in those countries. Any incident that causes a damage or death of the Russians in above mentioned countries leads to big reaction in the Russian society. Therefore, the bilateral relations with such countries bases on the security issue more than promotion or investment ones. In this context, the traffic accident which took place in Antalya on 25 May 2010 as result of which 14 Russian tourists were killed and the incident on 26 May 2011 as a result of which five Russian guides died because of the methanol poisoning of alcohol in Bodrum Turkey negatively affected the Russian Turkish relations in the field of tourism. Thousands of broadcasts have made concerning this subject and the safety issue of Russian tourists became the main concern of Russian community for a while. "As a reaction of such incident, the leader of Liberal Democratic Party Vladimir Jirinovski suggested the lower

²³¹ *Mutko ne Uveren v Ekonomicheskoi Vygode Finale CM 2018*
http://www.oblgazeta.ru/news.htm?top_id=2389 accessed on 15 December 2011.

parliament of the country Duma to prohibit tours to Turkey due to the safety problems.”²³² However this suggestion did not become a law as the governing party did not support the suggestion.

In addition to such incident, RFAT tries to establish close relations with the countries where Russians visit most. According to the mutual agreement in the sphere of tourism, the Ministry of Culture and Tourism of Turkey and RFAT has been organizing meetings twice in a year since 2009. The main theme of these meetings is in addition to mutual promotional and investment activities is the safety of the Russian tourists that visit Turkey and of the Turkish tourists visiting Russia. In this context, Turkey and Russia signed two bilateral agreements in 2010 and 2011 in order to sustain the safety of their citizens in Russia and Turkey as tourists.²³³

RFAT organizes meetings with Bulgarian and Egyptian tourism institutions twice a year as well. The mutual relations with the Egyptian government in the sphere of tourism became problematic with the emergence of civil insurrection and socio-economical problems in the country. Taking into account of its citizens as tourists in Egypt, RFAT together with the Ministry of Foreign Affairs took an important decision for the tourism industry of the country by not allowing any tours to Egypt from September 2010 until May 2011. Although this decision badly affected the local sector, RFAT decided quickly and showed its care about the security of its citizens. Adopting such decisions, which cause damages in the economy of the another country, makes RFAT's relations bitter with the countries whose tourism economy is very much dependent on the Russian tourists.

4.7.1. International Organizations

The Russian Federation and RFAT has close links with several international organizations in the sphere of tourism. Russian tourism institutions and bodies regard these organizations as tools for gaining status in the tourism arena of the world.

²³² *Jirinovski Rus Turistlere Türkiye Yasağı İstedi, Duma Reddetti*, <http://www.tourexpi.com/tr-intl/news.html~nid=47961> accessed on 02 January 2012

²³³ Available at: <http://www.mfa.gov.tr/turkiye-rusya-federasyonu-ekonomik-iliskileri.tr.mfa> accessed on 16 December 2011

Furthermore being a member in such organizations gives Russia the chance to be engaged in the decision making process of these organizations. Therefore RFAT pays great attention to its relations with such international touristic organizations.

In the strategy of the development of the tourism in Russian Federation until 2015, the importance of the international cooperation is underlined as well. According to the strategy, the cooperation should provide the solution of the problems in the sphere of tourism. These problems are classified as attracting the investments, promotion of the touristic products, education of the cadres working in the tourism sector and improving the system of the statics in the sphere of tourism.²³⁴

4.7.2. World Tourism Organization (UNWTO)

“The World Tourism Organization (UNWTO) is a specialized agency of the United Nations and the leading international organization in the field of tourism.”²³⁵

UNWTO plays a dominant role in the world tourism and has a key role in determining the tourism policies. “Its membership includes 155 countries, 7 territories and over 400 Affiliate Members representing the private sector, educational institutions, tourism associations and local tourism authorities.”²³⁶

The activities of the UNWTO are directed to the promotion of the tourism itself as a unique socio-economical activity volume of which is nearly one billion dollars in a year.

RFAT regularly participate to the meetings and assemblies of the UNWTO. Furthermore Russian Federation was elected as the member of executive committee between 2007 and 2011. By October 2011, Russia was elected as the member one

²³⁴ *Strategiya Razvitiya Turizma v Rossiskoi Federatsii na Period do 2015 goda*
http://www.dagtourism.com/fileadmin/template/turism/img/files/%D0%9D%D0%BE%D1%80%D0%BC%D0%B0%D1%82%D0%B8%D0%B2%D0%BD%D1%8B%D0%B5_%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D1%8B/Strategiya_razvitya_turizma_v_R F.doc accessed on 20 December 2011

²³⁵ Available at: <http://unwto.org/en/content/about-unwto> accessed on 20 December 2011

²³⁶ *Ibid.*, accessed on 20 December 2011

more time until the period of 2015.²³⁷ The Executive Committee of UNWTO is the main organ which takes and adopts the decisions and policies of the organization. In this respect, the Russian Federation has become one of the main actors in the decision making process of tourism in the world. In near future, an increase in the Russian Federation's influence in the administration of UNWTO is envisaged.

4.7.3. Black Sea Economic Organization (BSEC)

As known the Black Sea Economic Organization (BSEC) was established by the initiatives of the Republic of Turkey in 1992. "Having eleven members with close links to the Black Sea region, it came into existence as a unique and promising model of multilateral political and economic initiative aimed at fostering interaction and harmony among the Member States, as well as to ensure peace, stability and prosperity encouraging friendly and good-neighbourly relations in the Black Sea region."²³⁸

The Organization includes working group on tourism as well as on the other economical aspects. In the sphere of tourism, two meetings are held as working group on tourism annually, and RFAT participates in each meetings of the organization and plays a leading role in determining the tourism policies of the organization. In addition to this the Russian Federation is the only member country of the BSEC which has been regularly organizing an international conference which is about the development of the tourism infrastructure in the Black Sea Region.

"In this context, 'Sixth International Conference of BSEC Member States on Development of Resort and Tourist Infrastructure in the Black Sea Region' was held in the Krasnodar Region, city of Gelendzhik on October 2011."²³⁹ This event for the BSEC member countries has already become a tradition and a good opportunity for

²³⁷ Available at: <http://russiaturism.ru/rubriki/-1124140327/> accessed on 20 December 2011

²³⁸ Available at <http://www.bsec-organization.org/Pages/homepage.aspx> accessed on 20 December 2011

²³⁹ Available at <http://www.bsec-organization.org/aoc/Tourism/Pages/Action.aspx> accessed on 20 December 2011

sharing the experiences and knowledge in the field of the development of the touristic infrastructure. Furthermore Russia has the status of a coordinator country for the working groups on tourism between 2011 and 2012. In this context two meetings on tourism were held in Moscow on March 2011 and in Gelendzik on October 2011.²⁴⁰

4.7.4. The Association of Southeast Asian Nations (ASEAN)

RFAT has close links with the Association of Southeast Asian Nations. “ASEAN was established on 8 August 1967 in Bangkok, Thailand with the signing of the ASEAN Declaration (Bangkok Declaration) by the Founding Fathers of ASEAN, namely Indonesia, Malaysia, Philippines, Singapore and Thailand.”²⁴¹ “Russian Federation gained the status of membership in 2005.”²⁴² After its membership, Russian Federation and RFAT started playing active role in the activities of the organization. Although there are not any special committees or working groups in the sphere of tourism, the tourism activities are being carried out in the field of economic affairs in the ASEAN. In addition to this RFAT carries out direct consultation with the ASEAN countries in the sphere of tourism. Sixth Russia-ASEAN joint commission meeting was held in St. Petersburg in 2008 and RFAT played dominant role in determining the shape of the relationship among the parties. Within the context of the decisions taken during this commission, a touristic forum was held in Hanoi, Vietnam. In this forum the fields of cooperation in the sphere of tourism were determined by signing a protocol between ASEAN members and the Russian Federation. According to this protocol, promotion of the touristic products of the parties and taking part into the national touristic fairs were classified as the priorities of the countries.²⁴³

²⁴⁰ *Ibid.*, accessed on 20 December 2011

²⁴¹ Available at: http://www.aseansec.org/about_ASEAN.html accessed on 20 December 2011

²⁴² Available at: <http://www.russiatourism.ru/rubriki/-1124140325> accessed on 20 December 2011

²⁴³ *Ibid.*, accessed on 20 December 2011

In addition to these three important international organizations, Russia and RFAT has direct and close links with the Shanghai Cooperation Organization, Asia Pacific Economic Cooperation and Eurasian Economic Community.

CHAPTER V

CONCLUSION

Globally the revenue from international tourism reached to one billion dollars annually by the end of 2011. In terms of the balance of the foreign trade deficit, tourism plays an important role for the many of the countries that host millions of international tourists every year. In this context, as an export category, tourism ranks fourth after fuels, chemicals and the automotive industry. The importance of tourism industry as a labor intensive sector is growing increasingly. The countries which could not take a piece from the tourism cake of the world, tries to close this gap as quick as possible.

The Russian Federation as a relatively economically independent country, did not pay enough attention to tourism industry in the initial transition period after the disintegration of the Soviet Union. It can be suggested that the relationship between the tourism economy and development was neglected by the Russian governments during the initial years of the transition period. Although there were tourism and tourism activities during the Tsarist and Soviet eras, with the collapse of the Soviet Union, tourism like most of the other sectors in the country founded itself in an uneasy and uncertain situation.

The growing importance of tourism in the world and its positive contribution to the economies encouraged the Russian Federation to focus on the policies of the development of domestic and inbound tourism. An increasing number of Russian citizens who go abroad for vacation annually and their negative impact on the foreign trade balance of the country pushed the administration to adopt policies in favor of the development of tourism in the country. According to the government, as a result

of such policies, Russian citizens are expected to spend their holidays in Russia and this would help with the development of tourism in the country.

The Russian Federation started conducting tourism policies as of 1996 yet these policies could not be implemented because of certain factors pertinent to those years. One of the main reasons for the failure of these policies is related with the position of the main tourism institution of the country. The governmental organ which would be the responsible institution for the implementation of tourism policies was not stable, in other words the tourism institution changed many times during this period. Common perception dominant in the government elite and public at large, which do not view tourism as an important economic sector along with the unstable situation of governmental tourism institutions hindered the proper implementation of tourism policies in the country. This process continued until the establishment of a stable tourism organ in the sphere of tourism.

With the establishment of the Federal Agency for Tourism (RFAT), the policies and their implementations became more successful. Thanks to the efforts of RFAT, the government and public's perception started changing about tourism. The main goal of the Agency became changing the image of the Russian Federation during the first year of its establishment. RFAT conducted policies in order to transform the country into an ideal touristic destination for the rest of the world. In addition to RFAT's efforts, the government and the other state institutions of the country took parallel steps in order to support the development of tourism. In this respect, hosting of the two important international sports events of the world, which are Winter Olympic Games in 2014 and World Cup in 2018 both contributed to RFAT's efforts in changing the image of the country positively as a touristic destination. In addition to the above mentioned efforts Russia now tries to be integrated in the international tourism organizations in order to contribute to her image as an international tourism player.

Despite the fact that, some major changes have been observed in the sphere of tourism and tourism policy in the country recently, the Russian Federation still faces great problems in terms of the development of tourism. The country's major

insufficiencies are related with the personnel who work in the tourism sector. In addition to this, the tourism industry faces problems in promotional activities as well as the investment issues. RFAT has been working on these issues since its establishment and it implements different policies in order to solve these problems.

According to the Strategy for the Development of Tourism in Russian Federation Until 2015 and The Federal Program of the Development of Domestic and Inbound Tourism in the Russian Federation for the period of 2011-2018, the most important issues that hinder the development of tourism in the country are, investment, promotion and training of the personnel working in the tourism industry.

RFAT together with the other government bodies tries to solve these problems that negatively affect the tourism industry of the country. Some special laws and programs were published in order to encourage investors to invest to the regions where tourism has potential for the development. In this context the law on the Special Economic Zones in the sphere of tourism plays an important role for the development of tourism infrastructure in the country.

Russian Federation has realized the importance of promotional activities for hosting more international tourists recently. Consequently the promotional activities are expected to expand by 2012 as RFAT initiated new promotional campaign for the Russian tourism products.

The third important issue for the tourism industry of the country is education for the tourism industry personnel. RFAT tries to solve this problem by expanding the practical trainings for the Russian personnel.

The importance of RFAT as the sole state body in the field of tourism increases annually. RFAT prepares tourism strategies and programs in order to overcome the problems of the tourism sector. In this context, the Federal Program of the Development of Domestic and Inbound Tourism in the Russian Federation for the Period of 2011-2018 and the Strategy For the Development of Tourism in the Russian Federation until 2015 are two important documents for the development of tourism in the country. If the implementation of these two important documents will

be properly realized both of which are the evidences of the fact that tourism has already become a state policy in the country, no doubt Russia will be an important touristic destination in the world.

The Russian Federation has a big potential for the development of domestic and inbound tourism. Thanks to massive territory and its different types of tourism, the Russian Federation has the chance and opportunity for becoming a major tourism destination that would host foreign tourists for all year around. According to the UNWTO 2020 forecast, the Russian Federation may enter the top ten countries in terms of the arrival of the foreigners and will receive 48 billion dollars as international tourism revenue by 2020. In this context, the importance of the state organ in the field of tourism which would provide the collaboration of the state and private sector becomes clear. Consequently, RFAT as a regulator and implementer of tourism and its policies will have an important role in achieving success in tourism.

The Name of the Country	The Purpose of the Visit	2007	2008	2009	2010
United Kingdom	All	238,544	274,135	239,795	212,847
	Tourism	130,608	142,016	150,910	126,454
	Official	80,125	81,894	63,214	63,155
Germany	All	613,892	636,347	592,313	611,367
	Tourism	345,708	332,822	333,892	347,214
	Official	161,548	192,731	162,211	166,889
China	All	765,120	815,469	718,581	747,640
	Tourism	129,749	127,155	115,870	158,061
	Official	183,799	196,924	195,158	203,392
Letonia	All	398,723	423,050	516,838	569,330
	Tourism	64,280	66,754	33,884	33,796
	Official	142,140	203,836	330,483	356,697
Lithuania	All	742,500	680,461	600,785	760,728
	Tourism	47,253	58,383	33,555	22,761
	Official	208,249	193,493	144,576	376,766
Poland	All	957,455	779,826	434,529	394,872
	Tourism	42,932	32,919	26,358	25,616
	Official	99,562	517,879	324,669	308,268
United States of America	All	293,521	305,054	285,367	262,060
	Tourism	172,356	185,888	183,293	162,383
	Official	76,651	75,956	62,430	61,704
Turkey	All	237,116	239,095	177,332	196,704
	Tourism	49,479	54,593	43,756	56,376
	Official	110,259	111,907	73,306	77,145
Finland	All	975,565	1,000,238	1,057,575	1,012,621
	Tourism	153,139	142,017	149,884	139,216
	Official	486,866	519,466	538,531	518,500
Estonia	All	390,632	662,917	920,497	474,949
	Tourism	46,602	45,749	34,002	34,589
	Official	121,506	198,279	293,800	342,426
Total	All	22,908,625	23,676,140	21,338,650	22,281,217
	Tourism	2,213,597	2,295,074	2,100,601	2,133,869
	Official	3,270,312	4,112,477	3,880,401	4,432,077

Figure 3: The Arrivals of the Foreign Tourists to the Russian Federation (Top Ten Countries)

The name of the Country	The Purpose of Visit	2007	2008	2009	2010
Germany	All	862,305	971,478	887,891	1,002,038
	tourism	231,318	330,274	363,344	470,730
	official	184,881	161,209	107,260	104,636
Greece	All	306,294	418,840	353,900	484,715
	tourism	243,958	349,152	282,271	386,700
	official	6,317	5,523	3,874	3,031
Egypt	All	1,409,561	1,609,917	1,811,022	2,539,771
	tourism	1,255,399	1,426,742	1,615,398	2,198,320
	official	6,543	5,554	6,155	6,999
Spain	All	399,043	452,733	369,816	517,748
	tourism	318,639	365,436	296,278	411,438
	official	16,036	13,960	8,575	8,793
Italy	All	482,101	547,801	448,600	583,308
	tourism	334,113	398,067	336,111	451,452
	official	46,388	37,527	23,617	21,254
China	All	2,880,806	3,167,219	1,679,209	2,283,913
	tourism	1,651,715	2,059,326	999,202	1,440,364
	official	500,497	527,405	286,322	353,110
Lithuania	All	877,648	744,534	658,248	713,928
	tourism	63,769	77,787	44,200	58,142
	official	41,302	42,870	28,654	41,003
Turkey	All	2,394,982	2,717,742	2,444,476	3,011,678
	tourism	1,923,363	2,212,792	1,964,949	2,367,560
	official	71,765	62,690	31,056	37,065
Finland	All	2,797,934	3,182,194	2,965,756	3,388,712
	tourism	657,138	666,892	556,311	709,009
	official	279,799	236,797	170,859	160,676
Estonia	All	1,378,284	1,494,636	1,611,695	1,495,247
	tourism	27,002	76,760	8,206	11,509
	official	32,523	41,599	28,474	25,267
Totally	All	34,285,465	36,537,521	34,276,264	39,323,033
	tourism	9,368,968	11,313,697	9,542,107	12,605,053
	official	2,162,305	1,967,736	1,294,439	1,344,361

Figure 4: The Departures of Russians to the Other Countries (Top Ten Countries)

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