

Development of Russian rural tourism (agrotourism) ensuring life safety

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Abstract. The article considers the problems of development of rural tourism in Russia, the solution of which will attract tourists, ensure the development of rural areas and increase the attractiveness of agro-industrial complex. The list of problems is formulated, the analysis of which allowed to identify the conditions for the development of rural tourism. In particular, one of the problems is the creation of a safe living environment. The comprehensive research of the considered issue allowed to identify the following problems: imperfect legal regulation; legislatively established subject, carrying out activities to provide services in the sphere of rural tourism; lack of requirements for the provision of services in the sphere of rural tourism; insufficient level of safety, lack of necessary tourist infrastructure. Attention is drawn to the need for a systematic solution of the problems of development of rural tourism without prejudice to the interests of the local population, rural areas, agro-industrial complex and natural environment. In this regard, it is necessary to form the perception of citizens of rural tourism as useful agricultural work, respectful attitude to local traditions and culture, favorable and safe recreation in the rural atmosphere. Internal and external factors influencing the development of rural tourism are highlighted. The conclusion summarizes the necessity of observing the principle of balancing the interests of all subjects of rural tourism and striving for the development not only of rural areas but also of the country as a whole.

1 Introduction

Rural tourism is designated in the Russian legislation as one of the main directions of state support in the sphere of agricultural development, sustainable development of rural areas†. The relevance of research on rural tourism is due to the need to develop rural areas, in this regard, from January 1, 2022, changes in legislation came into force, in terms of the introduction of the definition of "rural tourism", the need to establish requirements for rural tourism (Art. 7 Federal Law of 29.12.2006 No. 264-FZ (ed. of 25.12.2023) "On the

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development of agriculture"). Legal regulation of rural tourism at the moment requires detailing.

Due to the fact that the attention to Russian rural tourism has been paid relatively recently, the research of general issues: problems of development, conditions of development and identification of factors affecting the development of rural tourism are relevant. Of course, the specifics of the issues under study differ depending on the characteristics of the rural area, for example, its remoteness from the district center, location in a certain climatic zone, national traditions and cultures. It is advisable to study soil-climatic, historical, agro-technological, socio-economic prerequisites for the development of a particular industry [1].

The scientific literature highlights different interpretations of the concepts of "rural tourism" and "agritourism (agrarian tourism)", it is proposed to separate these concepts [2; 3]. In this paper these concepts are not differentiated, they are used as synonyms.

2 Materials and Methods

The regulation of rural tourism should be carried out on the basis of the most important directions of its development, as which can be highlighted: the formation of rural culture, the study of local features of culture, traditions and natural environment, education of respect for agricultural labor by attracting tourists on a gratuitous basis, the study of agro-industrial techniques and technologies, local flora and fauna, the involvement of rural residents in the development of rural tourism.

Despite the fact that the development of agrarian tourism contributes to the diversification of agricultural territories [4], it is necessary to develop common rules, requirements for the provision of tourist services throughout the country. In connection with the above, the legislative regulation of rural tourism on the basis of normative legal documents of the federal level is investigated.

Based on the conducted research, significant problems affecting the development of rural tourism are identified, strategic directions of its development are proposed in order to improve the quality of life of the rural population and the attractiveness of agritourism. Empirical assessment of the identified problems was carried out through continuous monitoring of problematic aspects in the field of rural tourism published by the media, based on content analysis of scientific papers.

3 Results

Rural tourism is attractive due to quality farm food, traditional cooking, fresh air, rural lifestyle, originality, application of modern technologies without compromising ecologically healthy space. The advantages of agrarian tourism are obvious, but there are some difficulties in its expansion. The analysis of the empirical base allowed us to formulate a number of problems, grouped as follows:

1. Different interpretations of the concept of rural tourism in the legislation;
2. Legislatively established subject, which carries out the activity on rendering services in the sphere of rural tourism;
3. Lack of requirements for the provision of services in the sphere of rural tourism; the need to finalize the established requirements for accommodation facilities used to carry out activities to provide services in the sphere of rural tourism;
4. Absence of tourism infrastructure and insufficient transportation accessibility of rural areas;
5. Considering tourism as an investment component of business and the state can lead to mass tourism.

The definitions of the concept of "rural tourism" presented in the legislation differ, but as general criteria we can emphasize the purpose of tourism - recreation and (or) participation in agricultural work on a gratuitous basis. In the narrow sense, rural tourism "implies temporary accommodation of tourists in rural areas for the purpose of recreation and (or) participation in agricultural work without material gain by the tourist" (Order of the Government of the Russian Federation from 20.09.2019 № 2129-r (ed. from 07.02.2022) "On approval of the Strategy for the development of tourism in the Russian Federation for the period up to 2035"). In a broad sense, it is defined as "tourism, providing for visits to rural areas, small towns with a population of up to thirty thousand people, for the purpose of had holidays, familiarization with the traditional way of life, familiarization with the activities of agricultural producers and (or) participation in agricultural work without material gain with the possibility of providing services for temporary accommodation, leisure activities, excursions and other services. Activities on rendering services in the sphere of rural tourism shall be carried out by agricultural commodity producers in accordance with the requirements established by the Government of the Russian Federation" (Federal Law of 24.11.1996 No. 132-FZ (ed. of 25.12.2023) "On the Fundamentals of Tourist Activity in the Russian Federation"). Along with the need to specify in normative legal acts an identical definition of the concept of rural tourism, in the latter definition of the concept under consideration it is advisable to exclude the subject of rendering services. The unambiguous wording of the law postulates that only agricultural producers can be the subjects of rendering services in the sphere of rural tourism, which contradicts the essence of tourism and creates opportunities for limiting competition. The main form of activity for agricultural producers is the production, primary and subsequent processing of agricultural products (Article 3 of the Federal Law of December 29, 2006, № 264-FZ "On the Development of Agriculture"). Demonstration of farm animals in order to familiarize with their maintenance and activities of a particular farm is an additional activity for agricultural producers (The Letter of the Ministry of Agriculture of Russia from 06.09.2023 N 25/448 "On the issue of applying the status of a zoo to livestock farms") which cannot be established as mandatory, hence it may be an obstacle to the development of tourism. The use of animals for cultural and entertainment purposes should be carried out by zoos (Paragraph 2 of the Requirements for the use of animals for cultural and entertainment purposes and their keeping, approved by Decree of the Government of the Russian Federation of December 30, 2019 N 1937), however, the legislation allows agricultural commodity producers to carry out the same type of activity, this activity does not belong to the licensed. In addition, based on the broad definition of rural tourism, tourists should be provided with the opportunity to receive temporary accommodation, leisure activities, excursions and other services, which certainly does not correspond to the purpose and objectives of agricultural producers.

Assignment by the state of an inappropriate function of tourism development to agro-industrial enterprises will not justify the expectations of the state. The tasks of such enterprises, firstly, are aimed at the production of agricultural products, secondly, sometimes have a seasonal nature of work, thirdly, provide the population with food, fourthly, do not imply the mandatory presence in the staff of tourism employees. At the same time, in the structures of regional government bodies, as a rule, there are departments on tourism, which employ specialists in this field. For example, the federal budget of the country provides subsidies to the subjects of the Russian Federation for the development of rural tourism (Resolution of the Government of the Russian Federation of 14.07.2012 N 717 (ed. of 11.03.2024) "On the State Program of Agricultural Development and Regulation of Markets of Agricultural Products, Raw Materials and Foodstuffs"). Similarly, departments can be created in municipal public authorities, whose employees, having relevant work experience, qualifications and experience of living in rural areas, will be interested in attracting tourists for the development of rural areas. The professional activity of specialists and operational

state control of the realization of one of the state tasks will allow to solve the problems related to agro-tourism.

Attracting tourists to agricultural work has nuances, for instance, it is necessary for them to observe the rules of labor safety, the basics of which they can learn by studying in a secondary vocational educational institution or in a higher educational institution of agrarian orientation [5]. The development of rural tourism can be promoted by educating students in the process of educational or extracurricular activities about the opportunities for recreation in the countryside and gaining experience in agricultural work at no cost. Holding annual national and regional events (competitions, concerts, fairs, etc.) in rural areas implements the strategy of tourism development (Order of the Government of the Russian Federation from 19.08.2022 № 2321-r "On approval of the Action Plan for the implementation of the Strategy for the development of tourism in the Russian Federation for the period up to 2035"). Agrotourism contributes to the improvement of the level of moral, moral, educational potential of the country. Being in the countryside, tourists gain new knowledge about rural work, cultural and historical features of the area, domestic and farm animals, ways of caring for crops. The combination of several types of tourism, for instance, rural, ecological, cultural and cognitive, children's tourism, contribute to the development of the tourist product (Resolution of the Government of the Russian Federation of 24.12.2021 N 2439 (ed. of 13.02.2024) "On Approval of the State Program of the Russian Federation "Tourism Development").

One of the powers of state authorities of the Russian Federation in the sphere of tourism is defined as the establishment of requirements for the provision of services in the sphere of rural tourism, which is important in the regulation of any state task. However, these requirements are currently not established. Moreover, a draft law has been developed to exclude this authority from the law, which seems incorrect (Draft Federal Law No. 541764-8 "On Amending Articles 1 and 3.1 of the Federal Law 'On the Fundamentals of Tourism Activities in the Russian Federation'). The absence of regulatory requirements for the provision of any type of services leads to arbitrariness, impossibility to control the quality of services. In this case, the specificity of the services under study is obvious, so the application of only general provisions on the provision of tourist services (Resolution of the Government of the Russian Federation of 18.11.2020 N 1852 (ed. 14.11.2022) "On Approval of the Rules of rendering services for the realization of a tourist product") to the services under consideration is incorrect. For example, it is legally established that hotels do not include accommodation facilities used for the provision of services in the sphere of rural tourism in rural areas (Art. 1 of the Federal Law of 24.11.1996 № 132-FZ (ed. of 25.12.2023) "On the Basics of Tourism Activities in the Russian Federation"). Establishes specific requirements for accommodation facilities used for rural tourism services activities in rural areas, which are limited to March 1, 2029 (Order of the Ministry of Economic Development of Russia from 11.11.2022 № 617 (ed. from 19.02.2024) "On approval of requirements for accommodation facilities used to carry out activities to provide services in the field of rural tourism in rural areas"). At the same time, the list of accommodation facilities is not established, which expands opportunities for subjects of tourism activity. Provision of quality services in the sphere of rural tourism can ensure the establishment of administrative responsibility for non-compliance with the legislation in the sphere of tourism activities in terms of conditions of service provision.

The problems of development of rural and moreover tourist infrastructure, transportation accessibility, development of local economic entities [6] are not new and require special attention. In the absence of a state program dedicated to the development of rural tourism, it is impossible to obtain the appropriate economic effect. The program at the state level should provide the following directions of rural tourism support: financial, organizational, legal, informational [7]. The Strategy of tourism development in the Russian Federation for the

period up to 2035 identifies priority directions of tourism in general, it is necessary to highlight specific aspects of rural tourism. Due to the specifics of different types of tourism in the Strategy it is necessary to identify specific directions, which can include:

- Increasing the transportation accessibility of rural areas;
- improving the quality of tourism services in terms of safety and attractiveness with minimizing the negative impact on the local population, agro-industrial complex and the natural environment;
- creation of rural infrastructure;
- improving the quality of life of the rural population.

The state policy for the development of rural tourism should be balanced, balanced, not leading to mass agrotourism, which can lead to negative consequences: the expansion of development will jeopardize the beauty of the rural landscape, contributes to the loss of cultural and traditional identity [8]. Agrotourism is one of the environmentally friendly activities [9], so the preservation of a favorable natural environment is an obligatory task of all subjects involved in tourism.

The solution to the above-mentioned problems of rural tourism development can be the realization of conditions, the list of which is presented in Figure 1.

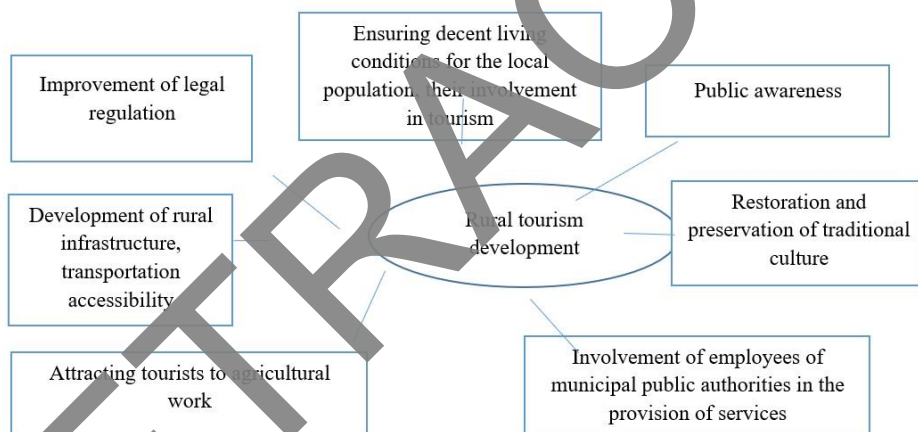


Fig. 1. Conditions for rural tourism development

As can be seen from the presented scheme 1, the conditions for the development of rural tourism concern different spheres of activity, the systematic implementation of which will allow to achieve the goal without damaging the interests of the local population, rural areas, agro-industrial complex and the natural environment. First of all, it is necessary to improve the living conditions of the local population, the attractiveness of which can ensure the inflow of tourists - future residents of rural areas. In the second place, rural tourism should not hinder and damage the activities of the agro-industrial complex. Thirdly, it is necessary to ensure the safety of tourists, as well as to arouse their interest in agriculture. Fourthly, it is necessary to create the necessary conditions for persons providing tourism conditions.

Based on the conditions of rural tourism development presented in Scheme 1, we can distinguish internal and external factors affecting the development of rural tourism. The classification of factors can be done by spheres of activity. Internal factors characterize the specificity of problems within each rural territory, and external factors reveal the general

problems of rural tourism development. An approximate classification of factors is presented in Table 1.

Table 1. Factors affecting rural tourism development

Internal factors	External factors
Rural infrastructure development	Legal regulation
Restoration and preservation of traditional culture, historical peculiarities of the area	Establishing requirements for the provision of services in the sphere of rural tourism
Agro-industrial complex development	Financial support of rural tourism by the state in the form of grants, subsidies
Attracting the local population to agritourism in order to reduce unemployment and provide them with additional income	Expansion of the list of entities providing services in the sphere of rural tourism
Increasing the attractiveness of gardening, horticultural, agricultural work	Transportation accessibility
Increasing the attractiveness of rural recreation	Public education about rural tourism
Enhancing the attractiveness of rural life	Preservation of favorable environmental conditions

A detailed classification of factors should be made in relation to each rural area, because internal and some external factors differ depending on the specific problems. In addition, there are different classifications of agro-tourism [10], allowing to initially determine the necessary resources for its development. The interrelated and comprehensive solution of internal and external problems will ensure the development of the country as a whole.

4 Discussion

Providing tourists with affordable and quality services in the sphere of rural tourism by the state is impossible without the normative definition of requirements for the provision of services, without the guarantee of safe conditions of stay in rural areas. The implementation of the state policy of development of rural tourism is determined by socio-economic and environmental conditions, which allow to ensure the realization of the goals of tourism. In this regard, the need to carry out annual activities in rural areas, outlined in the Strategy for Tourism Development, should be considered in a comprehensive manner, in conjunction with other areas of rural development: preservation of the natural environment, development of tourism infrastructure, ensuring safe conditions of stay in rural areas with access to means of communication, emergency assistance, development of rural and traditional culture.

Rural tourism service activities must be carried out in a forward-looking perspective, taking into account the anticipated risks, in order to prevent damage to rural areas and their inhabitants. In this regard, it is necessary to provide proper and timely legal regulation of public relations in the sphere of rural tourism.

5 Conclusions

The effectiveness of the implementation of the strategy for the development of rural tourism should be determined by the priority of providing comfortable and safe living conditions for the local population, and then creating the necessary conditions for tourists. The development of rural tourism should be based on the principle of balancing the interests of all stakeholders: the local population, agro-industrial enterprises, tourists, persons providing tourism services.

The integrated creation of conditions for the development of rural tourism will ensure the preservation, development and expansion of rural areas, which will contribute to the development of agriculture, improve the quality of life of rural residents and revitalize rural

settlements. It should be remembered that the objectives of development of rural tourism are not only budget replenishment, but also involvement of urban residents in the village, development of agro-industrial infrastructure, development of the country as a whole.

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