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**THE ECONOMIC ESSENCE OF MANAGEMENT
OF THE TOURIST INDUSTRY**

The transition of the economy to an innovative development path requires the state to pay special attention to the search for and use of internal development reserves, based on the available scientific, historical, cultural and natural potential. One of the ways is to improve the management of tourism and create a competitive tourism product. Therefore, we believe that there was a need to clarify the content of tourism management as an independent field of scientific knowledge. Tourism is a unique social and economic phenomenon that encompasses life and activity of people all over the world as a sphere of recreation and leisure, personal development, entrepreneurship, professional interests and employment, and regional development. Tourism has become a lifestyle of modern society, a way of knowing the world and a significant part of the world economy. The purpose of public management of tourism activities is that the state, recognizing tourism activity as one of the priority branches of the economy of the state, promotes the development of tourism activities and creates favorable conditions for its functioning, determines and supports priority directions. The article deals with theoretical aspects of the concept of «tourism», topical issues of the development of tourism management systems at various levels, as well as improving the efficiency of the tourist sector at the state level.

Key words: tourism, tourism industry, public management.

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Туристік саланы басқарудың экономикалық маңызы

Экономиканың инновациялық даму жолына көшу мемлекеттің қол жетімді ғылыми, тарихи, мәдени және табиғи әлеует негізінде ішкі даму резервтерін іздестіруге және пайдалануға ерекше назар аударуды талап етеді. Олардың бірі – туризмді басқаруды жетілдіру және бәсекеге қабілетті туристік өнім жасау. Сондықтан біз туризмді басқарудың мазмұнын тәуелсіз ғылыми білім саласы ретінде түсіндіру қажет деп есептейміз. Туризм – бұл бүкіл әлемдегі адамдардың өмірі мен қызметіне, демалыс және демалу саласына, жеке дамуына, кәсіпкерлікке, кәсіби мүдделерге және жұмысқа орналасуға, сондай-ақ өңірлік дамуға бағытталған бірегей әлеуметтік-экономикалық құбылыс. Туризм заманауи қоғамның өмір салты, әлемді және әлемдік экономиканың маңызды бөлігін танып білудің тәсілі. Туристік қызметті мемлекеттік басқарудың мақсаты туристік қызметті мемлекет экономикасының басым салаларының бірі ретінде тани отырып, туристік қызметтің дамуына ықпал ететін және оның жұмыс істеуі үшін қолайлы жағдай жасау, басым бағыттарды айқындау және қолдау болып табылады. Бұл мақалада «туризм» тұжырымдамасының теориялық аспектілері, әртүрлі деңгейдегі туризмді басқару жүйесін дамытудың өзекті мәселелері, сондай-ақ мемлекеттік деңгейде туризм секторының тиімділігін арттыру мәселелері талқыланды.

Түйін сөздер: туризм, туризм саласы, мемлекеттік басқару.

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Экономическая сущность управления туристической отраслью

Переход экономики к инновационному пути развития требует от государства особого внимания к поиску и использованию резервов внутреннего развития на основе имеющегося научного, исторического, культурного и природного потенциала. Один из способов – улучшить управление туризмом и создать конкурентоспособный туристический продукт. Поэтому мы считаем, что необходимо уточнить содержание управления туризмом как самостоятельную область научных знаний.

Туризм – это уникальный социально-экономический феномен, который охватывает жизнь и деятельность людей во всем мире, как сферу отдыха и досуга, личностного развития, предпринимательства, профессиональных интересов и занятости, а также регионального развития. Туризм стал образом жизни современного общества, способом познания мира и значительной части мировой экономики.

Целью государственного управления туристской деятельностью является то, что государство, признавая туристическую деятельность как одну из приоритетных отраслей экономики государства, способствует развитию туристической деятельности и создает благоприятные условия для ее функционирования, определяет и поддерживает приоритетные направления. В статье рассматриваются теоретические аспекты концепции «туризм», актуальные вопросы развития систем управления туризмом на разных уровнях, а также повышение эффективности туристического сектора на государственном уровне.

Ключевые слова: туризм, индустрия туризма, общественное управление.

Introduction

The tourist sphere is the most dynamically developing, because it is one of the most profitable businesses in the world, the efficiency of which is comparable to investment in the oil and gas industry. Revenues from the tourism sector are the main source of income in the budget for a third of the world's countries, while in eighty countries, tourism revenues are included in the top five budget items.

The development of tourism, like no other branch of the economy, stimulates the creation of jobs and the development of small business, redistributes resources between countries, has a stimulating effect on such sectors of the economy as transport, communications, services, trade, construction, and production of consumer goods.

Tourism is one of the factors influencing the development of other areas of social production, since the satisfaction of leisure needs, which is an important goal of tourism, is realized not only by tourist enterprises, but also by enterprises of other branches of social production.

Tourism has great potential in terms of employment, having from this point of view a significant contribution to attracting surplus labor from other sectors and thus facilitating unemployment, especially in disadvantaged

segments with relatively low chances of entering the labor market: young people, women, people with secondary / low education and training. But at the same time, employment in the tourism sector is characterized by a number of concerns about the specifics of tourism activities: high seasonality, low skill level, which does not provide ample opportunities in a career, atypical work schedule, especially in hotels and restaurants, relatively low income level. (Mara Ursache, 2015).

Tourism is an industry that enjoys optimistic forecasts for the future; its importance is becoming increasingly significant at the global, regional, national and local levels (Enea, 2009).

Material and Methods

In the scientific literature, there are also different approaches to the definition of the concept of «tourism». For example, a number of researchers under tourism understand all types of population movements that are not related to the change of place of residence and work. P. Bernecker considers tourism as «a set of relationships and services related to the temporary and voluntary change of the traveler's residence for non-commercial or non-professional reasons» (Bernecker, 1997). This approach defines tourism as a temporary migration.

This allows us to give an expanded interpretation of the concept of «tourism».

Tourism is understood as one of the forms of migration of the population, characterized by its temporary movement from one region of the country to another, if it is not associated with a variable place of residence and work, in other words, a voluntary journey for rest, treatment, participation in scientific, business and cultural meetings (Azar, 1995)

Other authors interpret tourism as a trip (hiking), which is not related to the change of permanent residence, and as a sphere of services to meet the needs of tourists (Kvartalnov, 1998).

Tourism is the world's largest industry and contributes greatly to the economies of most developed and developing countries, as it is used as an ubiquitous means for economic development and diversification and is an integral part of economic development policies at the local, regional and national levels. (Sharpley, Richard and Telfer& David J. 2002).

In 1993, the UN Statistical Commission adopted a definition approved by the World Tourism Organization (WTO) and widely used in international practice. According to it, tourism covers the activities of persons who travel and stay in places outside their usual environment for a period not exceeding one year in a row, for rest, business and other purposes (Vasiliev, 2001).

Modern economic science considers tourism as a system object of study, which allows, on the one hand, revealing its structure with a variety of internal connections, and on the other – to determine the nature of interaction with the external environment.

In accordance with the definition developed by the International Association of Scientific Experts in the field of tourism, tourism as a socio-economic system is a set of relationships, links and phenomena that arise during the movement, stay of people in places other than their permanent place of residence, and not related to their work activity (Vasiliev, 2001).

In order to disclose the socio-economic content of tourism, it is necessary to identify different groups of actors that interact in tourism (Kharitonov, 2002):

- Tourists – people who experience different mental and physical needs, the nature of which determines the directions and types of participation of these people in tourism activities.

- The receiving side is the local population, who perceives tourism primarily as a factor of employment of the population. For this group, the important is the result of interaction with tourists, including foreign ones.

- Organizations that provide tourists with goods and services – entrepreneurs who see in tourism the opportunity to profit through the provision of goods and services, taking into account the demand in the tourist market.

Tourism is a sphere of business. To it directly involved airlines, car rental companies, railways, buses, hotels and restaurants. To the related types of business can also be attributed financial structures that finance the development of the service sector, etc.

Tourism also includes a living experience or service consumed by people, so there are also frequent goals related to protecting tourists and guaranteeing a good result of their experience. These are common goals:

- 1) More effectively protect the consumer – the tour operator;

- 2) To improve the regulation of the business sector by adopting regulations governing various subsectors or products: accommodation, travel agencies, active tourism, etc.;

- 3) To promote actions that improve the quality of the tourist product and customer service, usually organize activities for employees (Velasco, 2016).

Tourism includes a wide range of directions and products, and implies the interest of various parties from the public and private sectors with highly decentralized areas of competence at the local and regional levels. Tourism is a strategic economic activity, and its importance is likely to increase in the next few years. Tourism has great potential in terms of contributing to the achievement of several key objectives of the European Union, such as lasting development, economic growth and development of human resources, economic and social cohesion. The strategic approach of the process is to create conditions and provide a basis for long-term tourism, high quality and competitiveness. The strategy for achieving this goal is based on a number of issues, the most important being to follow a knowledge-based approach, to know how to better use existing information, to obtain and develop know-how, and to innovate by developing new processes (Mihail Aurel 2016) .

Leiper N. formulated the definition of tourism as a system that consists of elements: geographical elements, tourists, tourism industry. Geographical elements are divided into regions that generate tourists, a transit region, and a tourism destination region.

Tourism destination is the decisive element of the tourism system. It can be described as a center (territory) with all sorts of amenities, facilities and

services to meet all kinds of tourist needs. That is, the tourism destination includes the most important and decisive elements of tourism, which are necessary for tourists. The region of tourism destination is one of the most important in the tourism system, as the tourism destinations and their image attract tourists, they motivate the visit, thus, activate the entire tourism system. The word «destination» in English means «destination». When systematizing approaches to the definition, Leiper distinguishes the types of definitions: the scholastic, economic and technical (Leiper, 1979).

P. Murphy defined tourism as a set of travels of non-residents (tourists, including tourists) to the destination until the place of residence becomes their permanent residence (Murphy, 1985).

A different approach to the characteristics of tourism is, for example, Mathieson A. and Wall D. In their view, «These are multifaceted phenomena that include temporary travel and stay of people in a tourist destination outside their permanent places of residence and work, activities carried out while in the place destination, as well as a set of services created to meet the needs of travelers. Tourism contains dynamic, statistical and successive elements» (Mathieson, 1982).

Tourism is an element that encourages communication, the exchange of ideas, information, stimulates the cultural horizon, and strengthens the influence on intellectual education. Therefore, one of the most important functions of tourism is to ensure that its role is encouraging in order to promote the restoration of the working capacity of the population both in the form of recreation and in the form of medical procedures. At the same time, tourism is a means of education, which increases the level of education, culture and civilization of people. Therefore, tourism contributes not only to material satisfaction of needs, but also to spiritual satisfaction of people's needs (Anda Nicoleta Onețiu, 2013).

Thus, tourism is an important component of the economy of many countries, which provides employment for local people, loading hotels, restaurants, entertainment events, foreign currency, etc. Tourism is based on the exploitation of local tourist resources, bringing the given area or state income (Law of the Republic of Kazakhstan «About tourist activities in the Republic of Kazakhstan, 2001»).

Tourism as an economic activity creates numerous direct and indirect effects of the multiplier (Goeldner, 2011). However, tourism in addition to economic activity is a cultural, economic and social phenomenon that involves interaction between

people, requiring a variety of services and amenities (Lickorish, Jefferson, Bodlender and Jenkins, 1991), identified in tourist destinations.

In this sense, the phenomenon of tourism is connected with the dynamics of interaction between tourists, residents, physical environments – natural and ecological – and the culture of the inhabitants, infrastructure and superstructure, attractions, technologies and management – to involve planning of demand for the tourism sector and promotion of public and private components sectors at different levels of their activities – national, regional and local – through coordination, cooperation and cooperation.

The phenomenon of tourism is also a political and economic force (Elliot, 1997), which owns the territory and establishes the dynamics of production and consumption (Fratucci, 2008), which create positive environmental, cultural, economic and social consequences. (Goeldner and Brent, 2011, Elliot, 1997; Inskip, 1991). It also motivates the conflicts of interest that the government as a whole should govern (Velasco González, 2013), which requires the effective work of this activity with regard to the use of public resources in the implementation of tourism policy.

Results and discussion

Management in the tourism industry is a system of activities, the elements of which are various types of activities carried out by managing entities (organizing the provision of services, producing their components, acquiring it, which are distributed among various entities: authorities, management of tourist firms and associations, consumers) (Krivosheeva, 2011).

As subsystems of management in tourism, it is possible to allocate:

- 1) External management, which is represented by state regulation and regulation of the industry;
- 2) Internal professional management and self-management at the level of the industry and tourist enterprises.

At the level of the public management of the tourism industry – external management – the governing bodies are the bodies of state power and local self-government that regulate the industry in a regulated manner, the governed subjects are the executive bodies of state power and local self-government responsible for implementing the adopted normative acts, as well as representatives of the tourist business and tourists, whose activities are regulated by federal, regional and local regulations.

At the level of internal professional management, the managing entities are the heads of the companies of the tourist sector – tour operators, travel agents, insurance companies, consulates and visa centers, airlines, hotel sector, as well as heads of industry associations / unions that make management decisions that shape the tourism industry and participate in the regulation of relations with each other and the external environment in the process of creating and implementing a tourist product (Kharitonova, 2006).

At present, there is no system for developing managerial decisions that is the same for all subjects of tourist activity; in real practice, one can find both a centralized and partially decentralized and decentralized decision-making system. At the sectoral level, a partially decentralized model dominates, which does not always allow the prompt decision-making of certain management decisions, which in turn leads to spontaneous acceptance of them (Thagapsov, 2014).

The centralized management system is the state regulation of all directions of activity of the subjects of management operating within the framework of the tourist industry. This management system can be designated as «administrative», since it is characterized by recognition of the tourism sector as one of the priority sectors of the national economy, and on this basis the inclusion of management tasks at the level of central executive authorities in the competence of any diversified ministry. It is typical for it that the vertical «chain» of responsibility for the implementation of measures provided for by federal and regional tourism development programs is built up, administrative levers of macroeconomic regulation prevail: laws, federal and regional programs, licensing, certification, and other mechanisms for legal regulation of tourism business. An important role is given to such economic instruments of regulation as preferential taxation, government loans, and so on. A centralized version of the tourism management system is common in a number of countries with high tourist traffic – Turkey, Egypt, Tunisia, and China. It is quite effective, but its operation requires large financial investments, both from the state and private companies (Evdokimov, 2005).

The functioning of the partially decentralized management system provides for the presence not only of the regulatory role of the state, but also of a strong ministry, that controls the activities of the industry based on the principles of partnership between the state and the tourist market. This type of system can be designated as «partner», since

it involves recognition of the tourism sector as a significant sector of the national economy, provides substantial state support for high growth rates of the national tourism production.

Essential features of the partially decentralized management system are the following: 1) public authorities that perform regulatory and control functions actively interact with local government and commercial tourist organizations; 2) a clear division of the bodies of state tour-administration into two components. One deals with global issues of public administration: the creation of a regulatory and legal framework for the industry, the processing of statistical information, the coordination of actors in the regions, and cooperation at the interstate level. The second component is marketing; in this case, the competence of the authorities is all that is necessary to create an image of the country abroad participation in exhibitions, management of tourist missions abroad. In addition, these structures receive the bulk of the funding. To implement the partnership model, certain conditions are required: large financial investments in the tourism industry, investment in tourist infrastructure. The main purpose of such interaction is to reduce the role of the central executive in economic processes and public spending by attracting financial resources (investments) from private business. In addition to tourism, administrations and national tourist organizations, as a rule, including representative offices abroad, numerous industry associations significantly influence the regulatory processes of tourism business. The partner model, which is costly, but effective, has been realized for decades in such countries as Spain, Italy, France (Saak, 2007).

The decentralized management system includes the management of tourist organizations and regulatory activities of the state, is characterized by relative autonomy of the subjects of tourist activity. All issues are resolved on the ground based on the principles of market «self-organization»; there is no central state administration. Such a system of self-regulation has been implemented in the US since 1997, but then the principles of state regulation of the tourism sector have been revised. This is reflected in the recognition that tourism is an important component of the national economy, and it can develop successfully only with substantial support from the state.

Analysis of management practices in world tourism confirms the thesis that no country is able to ensure the successful development of tourism without active and ongoing cooperation between the developers of legal acts and the practices of

the tourist business. Preparation of normative acts on the development and regulation of tourism activities, carried out without prior scientific and practical-management analysis, cannot be optimal (Krivosheeva, 2011).

Public management of the development of the tourist sector of the economy should be implemented based on a single organizational and economic mechanism. This mechanism is an interrelated set of principles and functions of regulation, methods and organizational forms of their implementation that contribute to the goal of making the most of the country's tourist resources, provided that the cultural, historical and natural-ecological environment is preserved.

Regulation of tourism development is a multi-level system, which includes:

- Coordination and promotion of tourism on a global scale, which is carried out through the World Tourism Organization with the participation of international financial organizations;

- Coherence of tourism policy at the interstate level, which is achieved through regional tourist organizations and special bodies of intergovernmental associations (for example, the European Community);

- Coherence of tourism policy at the national and regional levels, which is carried out through specially established state bodies and public associations of tourism organizations (Taigibova, 2012).

At present, further development of tourism in the RK requires the development of the main instruments of the state tourist policy of the Republic of Kazakhstan, the improvement of investment, financial, and institutional arrangements.

Among the investment mechanisms can be identified the formation and development of tourist complexes, clusters and centers; projects for the construction of tourist display facilities, tourist infrastructure, etc. To help attract investment, it is recommended to create a register of investment proposals in the field of tourism.

Investment mechanisms are closely related to financial mechanisms aimed at developing the following tools:

- using the possibility of co-financing budgetary funds and investor funds (for example, allocating budget funds to the providing infrastructure, investor funds – to tourist and recreational facilities);

- subsidizing part of the interest rate on loans from commercial banks to support the subjects of tourism;

- granting grants for the development of certain types of tourism (Toreev, 2010).

In order to increase the importance and priority of tourism in the national economy, it is necessary at the level of cities and districts of regional subordination to create separate structural units with coordinating functions of influence on territorial organizations and business partnerships with new key competencies.

Options for improving this organizational mechanism can be the optimization of functions of existing industry regulators or the creation of new organizational structures aimed at innovative transformations.

In addition, it is necessary to improve interdepartmental and intersectoral cooperation on the principles of public-private partnership, represented by horizontal (between state and non-state institutions) and vertical (between state structures of different levels) interrelations (Weaver, 2010).

Conclusion

The government is the main protagonist in the political process of tourism development (Bramwell, 2011). He cannot afford to ignore the industry because of its enormous economic, social and political importance (Richter, 1983). Tourism policy should be conceived to consider the positive and negative consequences of this phenomenon, extrapolating strictly economic bias. In this sense, tourism policy is understood as:

- a set of actions that encourage public participants – in times of cooperation with non-state actors – to achieve a variety of goals related to various phenomena and attitudes that involve the process of attracting, persistent or accidental residence of citizens in a certain territory (Velasco González, 2013);

- a set of rules, norms, guidelines, goals and strategies for development and promotion that provides the framework within which decisions taken collectively and individually affect activities in the long run, development and day-to-day activities that are limited to a certain tourism destination (Goeldner, 2011);

- public policy is the process and product – the decision-making process and the product of this process. It is now recognized that politics should serve not only the government, but also public interest in tourism. (Edgell, 2008).

Increasing the efficiency functioning of the tourism sector depends on the decision at the state level of the following main tasks:

- development of a statistical database on tourism markets that promotes tourism planning;

- creating systems and determining the order of tourism planning;
- partnership between host governments and the private tourism sector in strengthening tourism links;
- cooperation between countries on a regional basis in the areas of: marketing, training standards, etc.;
- obtaining the necessary funds in the capital market for investment in infrastructure, equipment and facilities;
- creation of all necessary conditions for the use of economic benefits of tourism by the local population;
- creation of a specialized system for training professional personnel for the tourism sector;
- development of a wide range of tourism products and services that meet the needs and desires of all segments and niches of the consumer market, marketing activities, etc.

These tasks should be directed to the future. Their decision will depend on the amount of investment in the tourism sector. The solution of these tasks will

increase the efficiency of the tourism sector at all levels, maximize benefits and ensure a high level of tourist satisfaction, promoting mutual understanding and mutual respect between the peoples of the world and their cultures.

Thus, the public management for the development of the tourism sector of the economy should be implemented based on a single organizational and economic mechanism. In the conditions of the Republic of Kazakhstan, the general provisions for the formation and implementation of state tourism policy require regional adaptation. In this regard, the public management for the development of the tourism sector should be two-tier: national and local. The proposed system of state regulation of the development of the tourism sector, as well as a model of state support for the tourism sector, can effectively implement the state tourism policy at the regional level. This will be facilitated by the integrated development of the main instruments of the state tourist policy of the Republic of Kazakhstan, as well as the improvement of its investment, financial and institutional arrangements.

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