
**DEVELOPMENTAL PATTERNS AND ISSUES OF GOVERNMENTAL
MANAGEMENT OF THE TOURISM INDUSTRY UNDER THE GLOBAL
PANDEMIC CRISIS**

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ABSTRACT

Objective: The presented article is aimed at developing a program of crisis measures for managing tourism industries in the context of the COVID-19 pandemic.

Methods: The conducted study incorporated methods of literature review, statistical and comparative analysis, and a survey of 34 CEOs of local tourism entities.

Results: Within the context of realizing the potential of regional tourism, the study draws a set of sectoral risks associated with the implementation of quarantine measures and global restrictions that apply to most foreign countries and territories. The described study also systematizes measures of governmental support, underpins some promising growth areas in regional tourism, and proposes the measures for crisis management in the tourism industry complemented by a mechanism for the subsequent implementation of their innovation component.

Conclusion: The article makes a general conclusion that although the governmental support in response to COVID-19 ensured the survival of the tourism business, yet the further development of particular tourism entities requires the implementation of innovative crisis measures at the business-to-business level.

Keywords: Crisis management. Pandemic. Epidemiological situation. Domestic tourism. Innovative component.



INTRODUCTION

Risk is an integral part of every single area of human activity at any given living moment. The existing interpretation of the concept of risk defines it as the ‘possibility of suffering harm or loss; according to the second interpretation, the risk appears a factor in achieving new, higher quality results in management or a course of events involving uncertain danger or hazard’. Thus, the risk is something that should be avoided as a hidden, omnipresent potential threat. The perception of risk can be considered as a two-dimensional framework based on uncertainty and adverse consequences, where uncertainty is based on the probability model of credibility while adverse consequences are based on the significance of potential harm. The tourism industry is one of the most affected by a global economic recession caused by the COVID-19 pandemic since the related business operations are limited or blocked by the imposed quarantine and anti-epidemic restrictions and legal regulations introduced around the world. This article is devoted to the study of the legal aspects of risk management in the tourism business in the context of a global pandemic while revealing the objective based on Russian legal material and experience.

One of the most urgent problems under the modern Russian economy is forecasting and preventing bankruptcy (which applies to companies of various backgrounds). The urgency of this issue is due to the certain financial difficulties experienced by small businesses operating in the tourism industry. Some of them are either already gone bankrupt or are on the verge of bankruptcy since 2020 was a difficult year for Russian tourism and the industry suffered significant damage. The proven traditional management methods cannot lead to economic and social effects in these situations just because they are mostly aimed at managing organizations that have stable positions in the market. Thus, to minimize the losses, it turned relevant in such complicated circumstances to introduce means and methods of crisis prevention into the business practices. That certainly includes the companies operating in the tourism industry.

According to the World Tourism Organization (UNWTO) of the United Nations, tourism has rolled back comparing with the market situation of the late 1990s - early 2000s (Association of Tour Operators of Russia [ATOR], 2015a; UNWTO, n.d.). The massive bankruptcy of tourist agencies changed the plans of hundreds of thousands wishing to relax abroad. Experts say the travel demand (all outbound directions) has decreased by 20-25% during only the first months of the pandemic, and after the closure of the borders by many states, it fell to almost zero (Association of Tour Operators of Russia [ATOR], 2015b).



The closed borders propelled domestic tourism to the top, so many journeyers have reoriented to Russian resorts. However, this segment has also shown a loss by the end of the year. In terms of losses, St. Petersburg and Moscow became the leaders among the 11 top regions, where the share of tourists is much higher than those arriving for other purposes. According to regional tourist administrations and expert forecasts, the tourist traffic in Russia by the end of 2020 is expected to fall significantly in comparison with 2019: 18% in Crimea, 30% in Kaliningrad Oblast, 33% in Krasnodar Krai, 40% in Karelia and the Altai Republic, 44% in Tatarstan, 49% in Buryatia, 72% in Moscow and 50% in Moscow Oblast, and city of St. Petersburg is going to suffer the biggest decline of 80%. At the same time, the Altai Republic is expecting 1.74 million visitors, which is + 0.4% more than in 2019 (Chernyshevskaya, 2020).

According to a preliminary estimate of the Association of Tour Operators of Russia (ATOR), by the end of 2020, Russia's domestic tourism flow suffered a 35-40% decrease. The positive market fluctuation was largely based on the upswing of beach tourism and increased occupancy of the resorts of southern Russia. Due to the closure of many foreign destinations, both summer and fall/winter seasons manifested an increased demand for premium class properties and resorts in Russia, with a corresponding increase in prices. This segment demonstrated a quite decent booking pattern since it was booked in advance.

The share of organized tourism (the trips booked through tourist agencies) in 2020 increased by about 1% compared to 2019 and reached 21% of the domestic market. The number of returning visitors has also increased by 8-10% (owing also to the emergence of new recreation opportunities in Russia). At the same time, most of the increase in returning visitors fell on the mountain resorts of the Krasnodar Krai.

Domestic excursions suffered the most in 2020. The closure of numerous cultural and historical sites caused a decrease in demand for cultural and educational trips by 40-60% compared to 2019 (Chernyshevskaya, 2020).

However, the biggest blow fell on inbound tourism. During the period from January to September 2020, foreigners made 326.8 thousand visits to Russia for tourism purposes (mostly in the first quarter). The numbers for the same period in 2019 reached 4.3 million. The fall in the three quarters of 2020 drew up 92.4%; in total, Russia was short of 4.77 million foreign tourists in 2020. Nevertheless, domestic tourism is expecting a 15% growth in 2021 (Chernyshevskaya, 2020).



LITERATURE REVIEW

A systemic study of the impact of pandemic risks on the tourism business began in 2020 when the lockdown policy introduced by many countries led to a massive cancellation of contracts for the provision of tourism services.

Existing publications on the impact of legal and economic risks on the tourism sector of economies can be divided into two groups:

The first group is devoted to the study of the opportunities and mechanisms of the tourism industry's response to pandemic challenges. This group is featured by 1. The study, conducted by Czech researchers Z. Kvítková and Z. Petru (2021) and devoted to the advantages of tourist vouchers as a way of managing pandemic risks in Czech tourism; 2. The article by Dr. B. Zengin and M. Çevrimkaya (2021) - describes common macroeconomic effects induced by coronavirus to the tourist business; 3. Outstanding publications by M. Sheresheva et al. (2021), dedicated to marketing innovations that the Russian tourism market develops in response to the challenges of the COVID-19 pandemic. 4. The study of a complex interaction of biosafety aspects and several economic sectors (including tourism), conducted by S. H. Ivanov et al. (2022); 5. The article authored by C.-M. Cretu et al. (2021) reviewing pandemic-induced changes in consumer behavior; 6. A case study from Poland that considered the transformation of tourist market under the COVID-19 pandemic, described in the article by J. Uglis et al. (2022); 7. The publication by Polish authors J. Kowalczyk-Anioł et al. (2021), studying the impact of the pandemic crisis on the tourism business of a large historic city; 8. Particularly interesting monograph prepared by scientists of the University of Bergamo and edited by F. Burini (2020) - 'Tourism Facing a Pandemic. From Crisis to Recovery', which features a large-scale study of both the features of the functioning of the tourism market in a pandemic and analysis of new opportunities and prospects that open up in the current situation; 9. The article by R. Fletcher et al. (2020) presenting a review of the developmental prospects for ecotourism under pandemic conditions; 10. Publication by P. Brouder et al. (2020), which explores the possibilities of adapting the tourism industry to the new COVID reality; 11. The article by M. Mostafanezhad - considers the related problems of the tourism industry in the COVID period; 12. The study of the impact of the pandemic on the consumer behavior in tourist business by S.S. Wachyuni and D.A. Kusumaningrum (2020); 13. The article by R. Carvalho (2020) - considers the problems of implementing a creative approach in the post-pandemic development of the industry; 14. The article by F. Carbone



(2020), devoted to the new challenges posed by the pandemic to the quality of industry's management; 15. The publication by Á. Félix et al. (2020), assessing the ability of the national tourism industry to withstand the crisis; 16. The article by S. Benjamin et al. (2020) put particular emphasis on the irreversible nature of post-pandemic changes in the tourism industry.

The second significant group of scientific publications investigates the impact of the pandemic on the state of the tourism industry in regional markets. This group is notable for 1. The study of the impact of the pandemic on the tourism sector of the Greek economy, conducted by G.T. Papanikos (2020); 2. The publication by W. Samarathunga (2020) about the challenges posed by the pandemic for tourism in Sri Lanka; 3. The survey of the Turkish tourism market (which is of particular significance for the Russian consumers of tourism services) presented in the article by M.A. Özdemir and S. Yildiz (2020); 4. The study of the pandemic-induced specifics of the youth tourism sector, conducted by G. Richards and W. Morrill (2020).

MATERIALS AND METHODS

The dynamics of indicators of the development of the Russian tourism industry in the context of the COVID-19 pandemic (2019-2020) have been studied based on the use of statistical and comparative analysis methods. Correlation of the obtained data with the results of the analysis of literature sources on management in the field of tourism and governmental biopolitics allowed producing a complex of relevant industry risks, as well as systematizing and evaluating the implemented measures of governmental support for tourism entities. Further, the results of a survey that involved 34 CEOs of various companies operating in the field of hospitality allowed substantiating promising directions for the development of the tourism industry and suggesting measures for crisis management of tourism entities.

A separate methodological problem in the study of tourism business risks is represented by legal problems associated with the massive introduction of mandatory QR-codes. Of particular importance at this point is linking the legal capacity of a consumer of tourism services with a consumer's vaccine status. From the point of view of Russian legislation, imposing mandatory QR-codes generates the following legal risks and problems.

Legally, the predominant risk is represented by the introduction of national institutes of biopolitics that put the legal capacity of a person (and, in particular, his freedom of movement) in a straight-line relationship with the vaccine and immune status of the



individual. It is clearly manifested in Russian law enforcement practice by the universal introduction of QR-codes, the presence of which is the sole condition for the individual's full legal capacity, including the freedom of movement.

The presence or absence of a QR-code became a critical factor for a consumer whose ability to receive travel services is directly dependent on the personal status in a legally uncertain and dynamically changing institute of biopolitics. In modern society, this status is pretty much represented by personal immunization records. From the point of view of Russian legislation, QR-codes bear all the signs of an emergency legal institution and put the following legal aspects of their application on the agenda.

Imposing mandatory QR-codes raises many questions regarding the legitimacy of this practice, the validity of its application, and compliance with legislation. After thorough consideration, the authors gave prominence to the following issues that require immediate legal qualifications and regulatory clearance:

1. QR-code is not defined either provided by law; it is patented as a way of numerical tagging of goods;

2. The legislation does not establish the obligation of citizens to obtain QR-codes in person or online through the designated Russian Portal of Government Services. There are far too many Russian residents living in different conditions, localities, and social situations that are technically, physically, geographically, and physiologically not able to comply, thuswise being forcibly placed in an unequal position. 'Violation of the equality of human and civil rights and freedoms' is a crime under Article 136 of the Criminal Code;

3. There is no legal obligation for citizens to carry around a smartphone to store QR-codes and, moreover, to present it at the request of an indefinite circle of people (which seems to involve pretty much every participant in commodity-money relations: a bartender, a merchant, a security guard, etc.); the same applies to the requirements for carrying passport at all times and verifying the passport data and QR-codes. Both requirements exhibit signs of 'Violation of the secrecy of correspondence, telephone conversations, or other messages' and 'Illegal production, sale, or acquisition of special technical equipment intended for the private receipt of information' - Art. 138, cl.1 and 3 of the Criminal Code;

4. Forcing citizens to publicly display their QR-code falls under the signs of 'Invasion of personal privacy' (Art. 137), 'Obstruction of the exercise of the right of liberty of conscience' (Art. 148), and 'Violation of medical confidentiality' (Federal Law No. 323-FZ of 21 November 2011 on Basics of Health Protection).



5. Forced placing of a living person on the same footing as a product identified by a QR-code carries signs of ‘Abasement of Human Dignity’ (Art. 282);

6. Official imposition of QR-code system with endless restrictions imposed on citizens falls under ‘Exceeding official powers’ (Art. 286) and ‘Arbitrariness’ (Art. 330);

7. The availability of information on the past vaccination records to private operators is the disclosure of medical confidentiality and personal data of the entire population of Russia, which contradicts Federal Law No. 323-FZ.

8. Introduction by regional authorities of the mandatory assignment of QR codes to citizens and restriction of rights based on the presence or absence of QR-code contradicts Articles 19, 23, 24, 27, and 55 of the Russian Constitution.

The current legislation is not transparent to new challenges. The existing legal framework also does not agree with regulating the new realities, so the modern agenda should be focused on the problem of urgent development and adoption of the QR-codes bill with its subsequent clarification by the Constitutional Court. The citizens’ vaccination status must acquire its legal regulation; otherwise, it will remain the source of uncertainty in the tourism business, along with the likelihood of lockdowns.

RESULTS

Problems and Risks

The quarantine had become one of the main anti-epidemic measures of biopolitics, along with the travel restrictions between the countries and, in some cases, even between the regions. As for the tourism industry, it became prone to the following set of risks:

1. Risk of restriction or entry ban imposed on the countries/destinations of the high demand among tourists;
2. Risk of restrictions on leaving the country visited;
3. Bankruptcy risk;
4. Risk of adopting laws that will restrict or significantly complicate the functioning of a travel agency;
5. Risk of stricter requirements for the processing of entry documents for foreign tourists;
6. Risk of decrease in effective demand;
7. Risk of increased travel and other associated costs;
8. Risks associated with national vaccination regimens, in particular, denial of entry to the tourists with ‘locally unapproved’ vaccination certificates due to the changing vaccine



requirements of the host country (Grech et al., 2020; Karaođlan, 2021; Mir restoratora, n.d; Pishchulov, 2016; Sahak, 2018).

Monuments of history and culture, a favorable geographical position, and the decent level of tourist services to a certain extent contribute to an increase in the significance of the tourism sector for the economy of the Tyumen region (Chernomorchenko et al., 2017).

However, at the regional level of the Tyumen tourist market, the impact of the coronacrisis is also complemented by the following negative factors:

1. Indigenous cultural heritage attractions, including architectural ensembles, local landmarks, and archeological sites, are located in the south of the Tyumen region, which complicates the organizational activities of tourism entities;

2. Insufficiently developed tourism infrastructure (low-level accommodation facilities, worn-down tourist routes, lack of info-kiosks), which complicates the effective development of tourism entities;

3. Poor promotion of tourism products of the Tyumen region in the domestic and international markets. Lack of recognition and attractiveness as a tourist destination at the regional, country-wide, and global levels for the implementation of tourism products (services);

4. Low volume of inbound tourism. It should be noted that the vast majority of travel agencies in the Tyumen region (97%) for many years have specialized in outbound tourism only; the latter was in high demand among a large group of consumers of tourist services due to country-wide economic stabilization and, of course, the higher level of tourist services in host countries. Also noteworthy is a certain influence of global trends in the development of orientation towards tourist mobility. Thus, the British sociologist John Urry in his article ‘The tourist gaze’, trying to answer the question of why people in the modern world become ‘a global society of consumers of vacation spots around the world’, noted that people often travel to places that have become symbols of successful tourism, although the latter might be located at the other side of the world (Chernomorchenko et al., 2017);

5. Lack of qualified personnel and insufficient quality of training in the tourism industry. The authors have revealed a slight decrease in the level of occupational training of managers; perhaps this is due to an increase in demand for tourist products. The professional activities of a tourism manager gradually tend to be reduced to paperwork, the organization of the sales activation process is no longer relevant, and so are the advanced client-facing skills. The harsh period of 2020-2021 has brought not only the bankruptcy of many tourism entities but



also massive layoffs. That was due to a significant reduction in wages since the latter was in direct dependency on the sales of vacation packages. According to the surveyed CEOs of the tourism businesses in the Tyumen region (interviewed in their offices in Tyumen, Salekhard, Surgut, Khanty-Mansiysk, and Ishim), many of the employees (65%) had voluntarily resigned while facing a sharp drop in tour sales, which made up a significant part of their salary (Chernomorchenko et al., 2017).

68% of those who resigned were high performers. The loss of a number of professional managers obviously affected the sales since the remaining employees were unable to maintain high-level customer service. Also, the workload of the remaining employees became quite overwhelming due to the lack of differentiation in various assigned tasks.

Having analyzed the crisis-hit activities of several tourism entities in the city of Tyumen (all of them at a latent stage of development), the authors identified the following components of the current tourism industry standing:

- pandemic-induced reduction in sales of travel services;
- reduction of profits from the sale of tourism products (including those focused on domestic tourism);
- lack of thoughtful actions to improve the efficiency of tourism entities (including the areas of customer service and target audience);
- ill-preparedness of personnel to perform under crisis conditions, lack of active and creative-minded contributors in most companies operating in the tourism sector;
- poor or rare employment of innovative tourism products, which may become essential for performing under crisis caused by an epidemiological situation;
- insufficient awareness of customers on travel service opportunities and other tourism products (Chernomorchenko et al., 2017; Federal State Statistics Service, 2020; Ongko and Satrya, 2021; Stolyarenko and Zhernakova, 2017).

Governmental Support

To keep the industry going in a time when measures of state biopolitics aimed at restricting both the freedom of movement and travel and access to the regions, for example, for unvaccinated persons, required a wide range of measures of governmental support for the tourism industry:

- subsidies for tour operators and travel agents, which compensates consumers for dropped trips (reimbursement of costs associated with non-refundable airfares and COVID



evacuation flights from foreign countries with an unfavorable epidemiological situation amounted to 3.5 billion rubles);

- access to the tour operator personal liability funds (i.e. the opportunity to use the accumulated funds to cover the tourists' money back claim processing);

- annual contribution of tourist agencies operating in the field of outbound tourism to the reserve fund of the Association of Tour Operators (for 2020, such contribution symbolically amounts to 1 ruble);

- refunds for canceled or rescheduled events (primarily refers to events conducted by museums or performing arts centers);

- renewal of licenses and certificates, including a permit for the retail sale or service of alcoholic beverages (refers to the renewal of term licenses and other permits that were due from March to December of 2020; their validity was extended for 12 months);

- interest-free loans for businesses to pay salaries (loans provided at a rate of 0% for the first six months, and 4% for the next six months);

- grants for salaries, urgent needs, and utility payments (until the end of June, the government paid an allowance to the small and medium enterprises (SME) operating in the affected industries of minimum statutory monthly pay (MROT - 12,130 rubles) per each employee, provided that occupancy level remains at least 90% by April 1, 2020);

- subsidizing the access of SMEs to borrowed funds at a preferential rate (loan and refinancing at a reduced rate of 8.5% for sole proprietors, micro-enterprises, and small businesses);

- deferred lease payments (including the opportunity to amend the lease agreements for state property, concluded with SMEs, with provisions on deferred lease payments in 2020);

- for the tourist business, the mandatory accounting and industry-specific reports were postponed due to the long 'non-working' periods, along with the establishment of a new, simplified procedure for submitting information confirming the provision of liability of the tour operator. Also, the government has determined the specifics of the fulfillment of obligations on loans and bonds resulting from the days declared non-working (Federal Tax Service of Russia, n.d.; Government of the Russian Federation, 2014; State Duma of the Federal Assembly of the Russian Federation, 1996a, 1996b).



Innovative Component of Crisis Management

The existing conditions dictated some changes in the very process of managing tourism entities. Substantiating and developing management processes for tourism businesses requires resolving the following issues:

1) identifying possible future demands for tourism products and services in a given subject under review (region, organization, etc.);

2) identifying methods and means to meet market demands while obtaining the highest profit;

3) improving the managerial system (or subsystem), which will be used to implement the developed strategy;

4) elaborating and/or upgrading the system of staff development since the implementation of a particular strategy, first of all, depends on the formation of professional competencies of employees. As shown by the study of activities of tourist agencies operating in Tyumen and Salekhard, the CEOs are often saving on professional training of personnel, violating (usually in the large companies) the principle of division of labor. The latter negatively affects the overall customer service.

Tyumen tourism experts believe that there is no common ideal model for managing tourism entities (Kisedobrev, 2018): each of them must seek their own model of behavior in a changing environment. The choice of a management model is largely determined by the following factors: the nature of the product, the nature of the local environment, and the company's capacity. The authors are entitled to the opinion that the state-of-the-industry tourism business needs to implement an innovative approach to manage its operations under crisis conditions. In this respect, the innovative component of the tourism business management system may include:

1. Creation and implementation of new products. The travel business is associated with seasonal fluctuations; therefore, a promising direction for expanding the range of services might be the development of tourist programs for schoolchildren (school holidays often fall during periods of seasonal recession). This service presupposes an accommodation of guests in Tyumen city and regional hotels, resorts, and sanatoriums, along with catering and local guide services. The implementation of this project may include contracting tourism entities located in other cities. This way, the travel recruitment will be carried out by agencies operating in other parts of the country, employing knowledge sharing and customer relationship management in the travel service alliances.



2. Use of new intellectual materials and knowledge sharing to provide travel services. One of the innovative directions in the development of domestic tourism is represented by the landscape & wildlife photography tours, which combine two types of activities: photography and tourism. Tyumen region, with its fascinating wildlife environment and archaeological and historical landmarks, is perfectly fitted to respond to this trend.

3. Development of new domestic markets for tourism services (suited for both local operators and large companies).

4. Forming/upgrading the organizational structures to manage the functioning of the tourism business and its branches, in particular, through the implementation of the principle of division of labor.

5. Creation and exploit of new technologies in the tourism business (employing professional assistance in web design, online sales, etc.) (Albakeri et al., 2021; Armutlu et al., 2021; Chernomorchenko et al., 2017; Sarpal and Kandiah, 2021; Russian Association for Electronic Communications [RAEC], 2015).

Modern researchers of the problems of tourism business operations believe that in the forecasting period (10 years), the innovative management complex in the tourism industry will develop according to the outsider concept. That ensures the employment of various innovations (in different aspects of the tourism business operations), which will give a competitive advantage and increase profits. According to researchers, in the forecasted period of innovative development, the financial and investment complex (provided a strategically balanced management of the tourism industry) will develop in accordance with the mentioned concept. That means that the main task of the industry's management is the formation and governance over new financial leverages when working with counterparties to expand the business through mergers, acquisitions, and buildup of the market value of a tourism entity as a participant in the global market (for large companies). To determine the strategic goals and objectives of tourism business management, the authors highlighted the basic management principles, which should reflect general patterns for various tourism entities:

1. The principle of international competitiveness, which usually denotes the famous triad: the ability to compete in technology, the ability to compete in delivery (capacity), and the ability to compete in price. In this case, it can be summarized to the essentiality of orienting the level of services to the global standards.

2. The principle of new tasks. Crisis management should ensure the solution of qualitatively new problems (including the introduction of new services instead of systematic



adherence to outdated standards, thuswise avoiding the ‘golden hammer’ cognitive bias). In practice, this leads to the application of the method of route maps, which will expand the tourist service while also increasing its cost by 2-5%.

3. The principle of a systematic approach and task complexity: innovation management should be based on a systematic analysis of applied innovations and processes of investment in their management. This way, the innovation management processes become interrelated and cannot be reduced to a free set of separate tasks.

4. Principle of business process reengineering. This concept is associated with the continuous development of the tourism entity as a system (the organization focused on solving problems that arise already in the process of providing all kinds of related services is expanding and upgrading to the new level as a result of staying up to date with new trends in development) (Ismiyeva, 2011).

5. The principle of unified and continuously updating information base. The strategic management system should collect all the necessary information that also should be constantly updated (that, first of all, refers to the information on the supply and demand of related tourism services).

6. The principle of coordinating the throughput performance of various parts of the system (for tour operators and large travel agencies). The speed of service delivery should be coordinated to avoid overloads or downtime of particular departments as the links of the system, leading to their dysfunctionality in the flow of tourist operations.

7. The principle of a rational balance between unified (traditional) and exclusive (customized) services (Ismiyeva, 2011).

Thus, the conducted research allowed laying the groundwork for the foundations of the formation of an innovative strategy for managing the tourism business in modern conditions. This approach presupposes flexible and timely adaptation to changing market demands using the method of route maps through the introduction of innovations and diversification of tourist services, rational use of internal resources, consolidation of tourist organizations, and increasing the volume and share of tourist services in the total volume of public goods and services. The concept of managing tourism entities in a down economy should include the following elements as the most important components of survival strategy:

- creating innovations that ensure the competitiveness of the tourism entity;
- finding and attracting field-specific strategic profile investors;
- finding partners and forming mechanisms for possible pooling of interests;



- establishing new financial leverages in mutual settlements with partners;
- keeping the productive balance between traditional and customized tourist products and services.

DISCUSSION

The solution to the issue of applying and developing innovative trends in crisis management of the tourism business should be carried out in several stages. The first stage includes building a partnership with the tourist agencies of the Tyumen region. Such a partnership in the context of the saturation of the tourist services market is well considered as the basis for the capacity building of participating tourism entities. This partnership (of both large and small businesses) is also conditioned by the economic downfall (both local and global) and an apprehensible desire to reduce risks through interaction with strong players in the countrywide market. The need to work with reliable large agent networks capable of selling the products of large travel brands is an objective reason for uniting such players in the market. Tourist business partnerships should be built based on mutual interest and takeover defense. At the same time, the rational use of the combined resources of tourism entities (with respect to the interests of each of the partners) can be ensured by using the Balanced Scorecard (BSC) method (Ismiyeva, 2011).

The material above allows further elaborating a development map of tourism entities determining the potential for their future development. This map would serve as the basis for creating an innovative resources development strategy that will increase the investment attractiveness of tourism business subjects. As follows out of the algorithm for forming a strategy for the development of innovative resources, accelerating the development processes to ensure competitive advantages over time (and, therefore, obtaining desirable economic effect) requires parallel problem-solving skills. This lies at the core of the principle of parallel development of tourism entities' innovative management. At the same time, when forming approaches to building a 'control panel' of innovative management of a tourism entity, it is also important to determine the composition and execution level of the assigned tasks. The modern state-of-the-industry tourist companies should respond to the following challenging market demands:

- firstly, ensuring competitive advantages not only in the particular region under consideration;



- secondly, striving to beat the conventional quality level of tourist services at the expense of production-technological and scientific-technical innovations (competing for each service separately);
- thirdly, the complexity of the provided tourist services should have an innovative advantage and provide customers with the opportunity to select individual services;
- fourthly, the level of the organization's management and the professional competence of the personnel must ensure a quick response to changing consumer demands.

CONCLUSION

The conducted research resulted in developing mechanisms for the implementation of tourism business management systems with the use of an innovative component drawing on the example of the Tyumen region. The problems associated with the specifics of fulfilling the Tyumen regional touristic potential have become aggravated with the spread of the COVID-19 threat. Support measures implemented at the state level provided the local tourism entities with the necessary (minimal) conditions for survival. However, its further development requires finding and executing new (innovative) anti-crisis measures. Solving current issues in tourism requires thoughtful application of innovations in various aspects of the industry (including the use of new intellectual materials and knowledge for the provision of tourism services, the creation and consumption of new technologies in the tourism business, along with the creation and introduction of new tourism products), which would be essential for building the deepest and most lasting competitive advantage and ensuring profit even in times of crisis.

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