




Problems of Regulatory and Legal Support for the Regulation of Tourist Flow in the Recreational Territories of the Murmansk Region

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Abstract: The analysis of the regulatory framework for regulating the tourist flow and determining the recreational capacity of natural territories is carried out. The importance of sustainable development of tourism and recreation is declared in the legislation on tourism activities, in the field of forest relations and protected areas. It is established that the existing methodological approaches to determining the recreational capacity of territories have limitations and cannot be applied in the Arctic zone.

1 INTRODUCTION


The development of tourism in the XXI century in Russia is largely associated with the sustainable development of the regions. This direction of the economy is often contrasted with industrial production and in some single-industry towns becomes an alternative to enterprises that are closed for various reasons. It is generally accepted that tourism, including nature-oriented tourism, does not cause significant damage to ecosystems. However, these ideas are not entirely correct, since tourism associated with recreation in natural ecosystems inevitably causes various damages, the degree of danger and damage from which is often difficult to quantify. Pinning their hopes on tourism as one of the drivers of socio-economic development, the regional authorities are setting the business to increase the tourist flow. Particular attention was paid to the growth and development of domestic tourism in 2020, when holidays outside the country were very limited due to the pandemic. The Murmansk region is one of the most promising regions for the development of the tourism industry due to its geographical location and the uniqueness of nature, which allows you to create tourist products for a


variety of tastes and budgets. Tourists especially appreciate the proximity of the ocean, the wide opportunities for extreme recreation, the opportunity to observe the aurora for almost 9 months of the year. The attractiveness and tourist potential of the North of Russia and the Murmansk Region, in particular, are evaluated in a number of works (Sevastyanov, 2018; Gainanova, Potorochin, 2019; Petrova, Borovichev, 2019; Yakovchuk, 2020).


At present, the main limiting factors for deterring the tourist flow are the relatively low development of the relevant infrastructure (hotels and campsites, high-traffic transport, etc.). On the territory of nature reserves, the number of visitors is also determined by the fact that visiting ecological trails on their territory is possible only if accompanied by an employee.

The need to normalize the tourist flow is becoming more and more obvious, and this problem is most acute in specially protected natural areas, such as national and natural parks, nature reserves and natural monuments, where tourists can stay independently.

Unfortunately, the issues of determining the recreational capacity of tourist areas in the Arctic are currently not fully developed. At the same time, an adequate assessment of recreational capacity is a

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prerequisite for making rational decisions on the regulation of recreational loads.

The purpose of this work was to analyze the regulatory framework for regulating the tourist flow and determining the recreational capacity of territories located in the Arctic zone.

2 RESEARCH METHODS

The current regulatory legal acts were analyzed: the Temporary Methodology for Determining Recreational Loads on Natural Complexes in the organization of tourism, excursions, mass everyday recreation and the temporary norms of these loads (hereinafter referred to as the Temporary Methodology), as well as the regulatory legal acts of the federal and regional levels that determine the state policy in the field of tourism development, issues of recreational development of protected areas:

1. Federal Law No. 132-FZ of 24/11/1996;
2. Order of the Ministry of Natural Resources of the Russian Federation No. 69 of March 19, 2012;
3. Order of the Federal State Budgetary Institution "All-Russian Research Institute of Ecology" dated 09/08/2016 No. 18;
4. Resolution of the Government of the Murmansk Region of 15/10/2020 No. 701-III;
5. Resolution of the Government of the Murmansk Region of 24/03/2011 No. 128-III;
6. Resolution of the Government of the Russian Federation No. 1039 of 13/07/2020;
7. Resolution of the Government of the Murmansk region of 11/11/20 No. 780-III;
8. Order of the Government of the Russian Federation No. 2129-p of 20/09/2019.
9. Order of the Government of the Russian Federation No. 2322-p of 22/12/2011.

3 RESULTS OF THE STUDY

The analysis of the regulatory framework showed that there are gaps and inconsistencies in the current legislation that do not allow for a full assessment of the recreational capacity of tourist territories. While the Tourism Development Strategy until 2035 actually obliges the authorities and economic entities to conduct such an assessment. The Federal law "On the basics of tourist Activity in the Russian Federation" declares the need to normalize recreational loads. The legislation in the field of forest

relations provides for a mandatory assessment of the recreational capacity when using forests for recreational purposes. Such an assessment is carried out using a Temporary methodology, which on the one hand provides a fairly complete classification of recreational activities and creates a methodological basis for assessing the recreational capacity of territories covered with forests. On the other hand, this document does not take into account the recent types of recreational activities, such as: such as snowmobiling, which is a very popular entertainment at many tourist sites in the Murmansk region, especially located in the tundra zone and mountain ranges. It can not be attributed either to sports tourism or to excursions. But the impact on the environment of this type of activity can be quite significant: the compaction of snow cover inevitably leads to negative consequences for wintering plants and animals, with a thin snow cover, branches of tundra shrubs break, and there is also pollution from engine exhaust gases and petroleum products.

Even in the forest communities of the Kola Peninsula, it is quite difficult to make an accurate assessment of recreational capacity using these methods, since the specifics of boreal forests are extremely low soil thickness and surface occurrence of root systems. In this regard, even very intense recreational loads do not lead to the destruction of the soil to the mineral parent rock, but to the exposure of the roots of woody plants, which are located very densely in the surface layer of the soil. Thus, Time-based measurements would lead to an incorrect impact assessment.

One of the most vulnerable ecosystems in the Murmansk region also turned out to be marine littoral areas, which in some areas do not so much serve as a place for excursions, but are the only possible place to travel to certain tourist sites on the White Sea coast. It is not possible to assess the damage using a Temporary technique on the littoral.

Decree of the Government of the Russian Federation No. 1039 of 13/07/2020 regulates measures aimed not so much at preserving natural ecosystems as at increasing the accessibility of recreational facilities for tourists, including people with limited mobility. At first glance, this document is rather loosely related to the issues of assessing the recreational capacity of protected areas. But if we take into account that the arrangement of tourist routes for visiting them by different categories of tourists contributes to a significant increase in the recreational load, then the connection becomes obvious.

The current Concept for the development of the system of specially protected natural territories of federal significance for the period up to 2020 emphasizes the role of protected areas in creating conditions for the development of regulated tourism and recreation. Among the tasks for the implementation of the direction "Development of educational tourism", the document provides for an assessment of the maximum permissible loads and determining ways to minimize the negative impact on natural ecosystems.

The concept of functioning and development of the network of specially protected natural territories of the Murmansk Region until 2018 and for the future until 2038, as one of the goals of functioning and development of the network of protected areas of the Murmansk region, defines the implementation of the socio-economic interests of the region through the development of natural and ecological tourism. As a mechanism for ensuring sustainable recreational development of territories, the document provides for the environmental regime approved by the regulations on protected areas.

Thus, the Concepts of development of protected areas networks at both the federal and regional levels recognize the importance of regulating recreational loads, but do not contain information about methodological approaches and mechanisms for implementing this task.

The analysis of the normative legal acts regulating the creation and functioning of protected areas also showed that the assessment of recreational capacity is not provided for in the preparation of justifications for giving territories the status of protected areas in the Murmansk region (Decree of the Government of the Murmansk Region of 15/10/2020 No. 701-III), when maintaining the state cadastre of protected areas (Order of the Ministry of Natural Resources of the Russian Federation of 19//03/2012 No. 69; Order of the Federal State Budgetary Institution "All-Russian Research Institute Ecology" of 09/08/2016 No. 18).

4 CONCLUSIONS

In the current legal framework, the assessment of the recreational capacity of territories is a mandatory requirement only for forest lands. The existing methodological approaches (Temporary Methodology) do not allow assessing the recreational capacity not only in tundra and coastal ecosystems, but also in the northern taiga and forest tundra. For protected areas, regulatory documents do not contain requirements for assessing the recreational capacity

of territories either at the stage of creation or at the stage of operation, which creates prerequisites for irrational establishment of the boundaries of functional zones and protection regimes of such territories.

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