The tourism industry is one of the fastest-growing and dynamically developing sectors of the economy today. For some countries, tourism accounts for up to 22% of GDP and is growing from year to year (in Thailand, for example, from 10% in 2007 to 21.9% in 2019) (THAILAND – TOURISM, n.d.; SEKERIN et al., 2019). Unfortunately, Russia practically does not use the tourist potential that it has. This is due to various factors, the work on which will allow Russia not only to become a leader in the tourism industry but also to improve its economic situation. In 2020, all the problems for the development of tourism took a back seat due to the restrictions in connection with the COVID-19 pandemic, which led to the closure of many tourist destinations, the termination of transport links, etc., thereby practically stopping the entry of foreign tourism. However, there is no doubt that the efforts of all mankind, first of all, to produce vaccines and distribute them, will stop the epidemic, and the previously unresolved problems of tourism will become relevant again.

Even without considering the pandemic, due to the weak level of legal regulation and organization of tourism, the economic effect of tourism in Russia is very insignificant. According to The Travel and Tourism Competitiveness Report 2017, Russia is seriously lagging in terms of marketing. The promotion of the country is carried out in very tight economic conditions. In this regard, it is impossible to show foreign tourists the full tourist potential of Russia. Also, due attention is not paid to priority areas of tourism. We should also mention the development of inbound tourism. According to the UNWTO report, inbound tourism is one of the most promising areas of tourism development in the 21st century. Russia has the largest potential in the world for the development of inbound tourism, having the world’s largest natural and historical resource base (WORLD ECONOMIC FORUM, 2017; KIRILLOVA et al., 2019; KARMANOV et al., 2021). However, this type of tourism is not given due attention, which is the reason for its weak development in Russia.

An important aspect to visit is the openness of Russia to foreign tourists. Tourism is associated with the crossing of the state border by tourists and provides for the implementation of visa formalities. Visa formalities are an established condition or procedure aimed at removing obstacles to international travel and facilitating the conditions for tourists to visit other countries, considering the established visa regime. Visa formalities are dual, on the one hand, they are an obstacle to the implementation of tourism, and, on the other hand, they ensure the safety of the tourist’s stay inside the country. Thanks to visa formalities, the state also creates conditions for the organization of barriers against migrants, smugglers, and terrorists (KOZYAKOVA, 2019; KUZMINA et al., 2021).

It is quite difficult to get a visa to Russia and this has a very negative impact on the tourist flow. Today, visa-free agreements have been concluded mainly with developing countries far from Russia, the CIS countries, the tourist flow of which is small, and the amounts that such tourists are willing to spend in Russia are very limited. Not one of the “visa-free” countries was not included in the TOP 10 key inbound tourist markets of Russia in terms of the volume of visits for tourism according to data for 2019 (ASSOCIATION OF TOUR OPERATORS, 2020). Thus, tourists from the TOP-10 countries seeking to visit Russia, experience the greatest problems with visiting the country due to visa formalities, which negatively affects the tourist image of the country and does not contribute to the influx of tourist money. In addition, the leadership of several countries, especially the EU, is now actively discussing the introduction of the so-
called “covid”-passports, without which it will be impossible to enter the country. All these problems hurt the industry and require immediate solutions (LOTFI, 2021).

The problems of organizing visa regimes for tourists deservedly attract the attention of researchers. The articles of S.S. Kozyakova (2019), I.N. Trunina (2011), E.Yu. Kuznetsov (2018) are in the open access, in which the authors try to find a solution to the problems of tourism development in carrying out legal and organizational transformations, including concerning the visa regime. However, the above-mentioned studies do not present a clear concept of a visa policy that is favorable for tourism, and they do not investigate possible negative aspects of visa regime easing. These circumstances determine the relevance of the presented work aimed at identifying the main problems that demonstrate in which areas it is necessary to develop for the most effective functioning of the tourism industry. The purpose of the study is to identify the features and problems of visa formalities for tourist enterprises and tourists and to identify ways to simplify visa procedures when foreign citizens enter the territory of Russia.

Research hypothesis. To date, the most promising direction of simplifying visa regimes for the development of tourism is organizational and legal measures to counteract bureaucracy in visa processing.

MATERIALS AND METHODS
The dialectical method of cognition of reality was taken as the main research method, as well as the statistical method, the comparative-legal method, modeling, and analytical analysis methods were also used. The materials of the study were Russian and international legal acts regulating the operation of visa regimes, available works of researchers on the impact of visa formalities on the attractiveness and accessibility of tourist destinations, statistical data, and various Internet resources on the subject of the article.

RESULTS
According to Article 6 of Federal Law No. 114-FL of August 15, 1996 “On the procedure for leaving the Russian Federation and entering the Russian Federation” (FEDERAL LAW OF THE RUSSIAN FEDERATION, 1996), foreign citizens, when entering the Russian Federation and leaving the Russian Federation, are required to present not only valid documents certifying their identity and recognized by the Russian Federation in this capacity, as well as a visa, except for cases provided for by this Federal Law, an international treaty of the Russian Federation or Decrees of the President of the Russian Federation. Citizens of most foreign countries are subject to a visa regime when entering Russia, which requires them to obtain visas following the rules established by Russian law, as well as the presence of a state-defined procedure for crossing the state border (FEDERAL LAW OF THE RUSSIAN FEDERATION, 2002).

The concept of tourism development in the Russian Federation refers to the current procedure for issuing Russian visas to citizens of foreign countries that are safe in terms of migration, which does not always contribute to the growth of inbound tourism (ORDER OF THE GOVERNMENT OF THE RUSSIAN FEDERATION, 2002). This indicates the need to simplify visa procedures for foreign citizens when entering the territory of Russia.

For this study, it seems appropriate to group the current visa regimes into several groups, depending on the form of the visa regime. The first group includes countries for which, based on an agreement between states, tourists do not need a visa at all, subject to certain conditions (a limited number of days of stay – from 14 to 90, the presence of a return ticket, and/or invitation, a voucher for hotel accommodation, etc.). This group includes Russia and some former republics of the USSR (CIS countries): - Azerbaijan, Armenia, Belarus, Kyrgyzstan, Kazakhstan, Moldova, Tajikistan, Uzbekistan, Ukraine, as well as Abkhazia and South Ossetia; - several European states: Albania (seasonally), Bosnia and Herzegovina, Macedonia, Serbia and some others (TRUNINA, 2011).

The form of the visa regime may also be the same as in Egypt - a visa at the border. This procedure is very simple: it does not involve many restrictions, as well as the opening of additional consulates. However, when introducing a visa regime with Russia (visa at the border), the refusal at the border can be not only if the person is on the “blacklist”. This is the competence of the border officer, who makes the decision himself/herself.
Another system is adopted in the United Arab Emirates and some other countries (those entering the country shall apply to the consulate with an official request, then, based on their decision, the consulate sends a visa to the border). It should be noted that the consular services of India, China, and Singapore formally approach the consideration of documents, the set of which is minimal (passport, photo, invitation, a fairly simple application form, payment of the consular fee), the process takes from 3 to 7 days. The visa is simply bought (KOZYAKOVA, 2019).

There is a European or Schengen option, which is still valid today: it stipulates that it is necessary to work with the consulate, and the percent of failures is big, the procedure is difficult. Such a system requires the opening of new consulates. At the current stage of institutional reform, politicians and experts are discussing the visa regime of the European Union (ÖZDEMIR, AYATA, 2018).

The establishment of the current EU visa regime was preceded by many years of work. The final document of the 27th International Conference of Commissioners for the Protection of Personal Data and Privacy to combat international terrorism, as well as to speed up border checks and passport control, raised the issue of the use of biometric data (fingerprints and facial images) in international passports (RESOLUTION ON THE USE OF BIOMETRICS, 2005). On this basis, the European Commission has developed a list of biometric data specified in visas. Both EU citizens and foreigners wishing to enter the territory of the Union shall pass the identification of 1800 facial characteristics, fingerprints. All the necessary information is stored in the national databases of the SIS (now SIS II) of each country, and access to it is carried out through the Visa Information System. According to Article 13 of the Visa Code, a person applying for a visa shall submit to the consulate of the relevant state biometric identifiers, including his/her photo and ten fingerprints, in compliance with the guarantees provided for by the Council of Europe Convention for the Protection of Human Rights and Fundamental Freedoms, the Charter of Fundamental Rights of the European Union and the United Nations Convention on the Rights of the Child (REGULATION No. 810/2009, 2009). It will be issued if the consular officer is convinced that the applicant:

- has no immigration intentions;
- will not stay in the country indefinitely and will leave the territory of the state after the expiration of the visa;
- will not work in this country;
- does not need financial assistance from the government of this country;
- is not and will not be associated with criminal activity both at home and in the country of destination (TRUNINA, 2011).

Accordingly, the processing period for visa applications is significantly extended compared to the previous three groups of countries (up to 7-30 days), which is undoubtedly less convenient and profitable for both travel agencies and tourists. The package of documents for obtaining a visa also becomes quite voluminous: as a rule, it is an invitation, air tickets, an insurance policy with a specific amount of coverage, a fairly complex questionnaire with the original signature of the applicant, photos that meet strict requirements, a passport with a certain validity period, a copy of the pages of the foreign and/or national passport, copies of previous Schengen visas, a certificate from the place of work indicating the position and income, documents confirming solvency.

Therewith, the package changes periodically, and sometimes unpredictably. Consulates have the right to require the provision of additional documents, such as all expired foreign passports and all current ones, certificates of stay on vacation and guarantees of return to their homeland, etc. Visa departments of such countries as the United Kingdom, the United States, etc. are interested in data on the availability of a stable high-paying job (in the form of information about the company and/or a letter from the employer), information about the sufficient material security of the applicant (copies of documents for ownership of the real estate, car, shares, securities, etc.), documentary evidence of sufficient family and socio-economic ties, information about previous trips to other countries (KOCHETKOVA, 2015; KOVAK, LESSEM,
2020). All consular services have the right to call the applicant for a personal interview, and some of them (for example, the United Kingdom, Germany, Canada, the United States, etc.) have long practiced them, especially those who combine them with the collection of biometric data (fingerprints and digital photos) (KUZEY; KARAMAN; AKMAN, 2019). This causes serious inconvenience and significant additional material costs for potential tourists, especially those who are located at remote distances from the relevant consular services. Thus, the complication of visa formalities (including the obligation to provide biometric and other data for obtaining a visa) is a serious obstacle to the development of foreign tourism.

DISCUSSION
There are also very positive examples of visa facilitation to promote tourism. Now there is an agreement with China on a special procedure for visiting Russia for groups for tourist purposes. If a citizen is traveling in a group as part of a trip organized by a travel company, he/she does not need to apply for a visa. This greatly simplifies access to Russia and makes it possible to seriously increase the tourist flow from China (KUZNETSOV, 2018). In 2017, fans of the 2018 FIFA World Cup in Russia were allowed by a special federal law to visit the country without a visa, until the end of 2018, subject to the availability of identity documents and a personalized spectator card in electronic form (FEDERAL LAW OF THE RUSSIAN FEDERATION, 2013). The most striking example of the simplification of the visa regime permanently is the visa agreements between Russia and Cyprus. Until the entry of the Republic of Cyprus into the EU in 2004, Russians were free to come to the island and they were issued a visa on arrival at the airport. After Cyprus had joined the EU in 2004, all Russian citizens were required to obtain a visa. Since May 2009, for Russian citizens who plan to travel to Cyprus by direct flight from the territory of Russia, a system of simplified granting of an entry permit to the Republic of Cyprus has been introduced - the so-called pro-visa, which is a preliminary visa and is issued on the electronic application of a tourist at the Consulate of the Republic of Cyprus, it is issued for a single entry and with the right to stay up to 90 days (INFORMATION ON THE VISA SYSTEM, n.d.). The final entry permit (visa) is affixed to the tourist's passport directly at the airport upon arrival in Cyprus. For the convenience of the tourist, this system provides the possibility of electronic application submission, i.e. via e-mail (INTERVIEW OF THE AMBASSADOR OF RUSSIA, 2008).

This was also noted by the Russian Ambassador to Cyprus A.A. Nesterenko: “The introduction of the visa regime made contacts between the citizens of our countries somewhat difficult, which, as known, was not the choice of the Russian party - the transition to it was one of the consequences of the entry of the Republic of Cyprus into the European Union. However, we managed to mitigate the negative consequences of such a step, sign several agreements in this regard, and in the last period we have seen a significant increase in the tourist flow from Russia to Cyprus – the growth was more than 27% at the end of last year. Therewith, there is a mutual desire to find additional opportunities for further simplification of visa formalities” (KEY FIGURES. ARRIVALS OF TOURISTS, n.d.).

It should be noted that the mutual interest helped to overcome the difficulties associated with the introduction of the visa regime in 2004, as a result of Cyprus' full membership in the EU. They were relaxed by several agreements aimed at simplifying visa formalities. Thus, the decline of 20% in the number of tourists in 2004 was almost returned in 2005 (an increase of 16.4%) and easily overcome in subsequent years (SHELVHOVSKAYA, 2017).

In the 2000s, Russia ranked third (after the UK and Germany) in terms of the number of tourist flows to Cyprus, and in subsequent years did not leave the top five countries. In 2014, due to the depreciation of the ruble against the euro, the number of Russian tourists decreased sharply, but Cyprus remains in the top ten most popular countries among Russians (TOURISM IN CYPRUS, 2014). Nevertheless, despite the crisis in 2013, the island was visited by almost 2.5 million foreign tourists, while compared to 2012 there was a slight decrease (about 2%), of those who visited the island in 2013, tourists from Great Britain ranked first (37%), tourists from Russia ranked second (25%). In 2014, the number of Russian tourists exceeded the number of English travelers traditional for Cyprus for the first time (LOMAKO, 2018).
This example shows that it is necessary to conclude similar agreements with other countries around the world.

The service for issuing electronic visas to foreign tourists, which has been operating in Russia since 2017, can also serve as a positive experience in simplifying visa formalities. Currently, according to these visas, it is possible to enter the territory of three regions (the Far Eastern Federal District, the Kaliningrad Region, St. Petersburg, and the Leningrad Region). Experts note that about 100 thousand foreign citizens visited the Far East on electronic visas, and more than 40 thousand electronic visas were issued in the Kaliningrad region during the 3 years of the pilot project on the use of electronic visas. It should be noted that the statistics for St. Petersburg and the Leningrad Region are even more impressive - more than 14 thousand foreign citizens (FOMIN, n.d.). The main features of the e-visa are:

- free registration;
- request for registration on the official website of the diplomatic department;
- entry and exit with an electronic visa is only possible through certain entry/exit points;
- single entry and urgency of the e-visa.

The expansion of the countries and territories that can be visited when applying for an electronic visa, the achievement of the opportunities provided by the status of a multiple-entry visa, an indefinite visa can become a driver for the development of the tourism industry shortly.

CONCLUSION

Thus, the visa regime has two sides: it allows controlling the order of entry, stay, and departure of foreigners; it is an obstacle to the implementation of tourist travel. When analyzing the problems of the tourism industry, it became possible to conclude that the simplification of passport and visa formalities will strengthen the exchange of tourists between the countries, further contributing to the development of inbound tourism. One of the real ways to develop inbound tourism by increasing the attractiveness of tourist destinations is to establish simplified visa regimes for persons traveling for tourist purposes. The simplified visa regime provides for overcoming bureaucracy in visa processing by the following organizational and legal measures: the minimum cost of issuing a tourist visa; the legally fixed minimum set of data provided for processing; the legally established maximum terms of processing and the obligation to justify the refusal to issue a visa, legal liability for losses of a tourist caused by an unjustified refusal to issue a visa; the organization of visa processing without applying to consular departments (visa at the border); the legally fixed possibility of a tourist to issue an electronic visa with a status similar to that of a regular visa. Thus, the research hypothesis has been proven.

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Legal and organizational aspects of tourist visa processing: international and national peculiarities

Aspe\ns jurídicos e organizacionais do processamento de vistos de turista: peculiaridades internacionais e

Aspe\ns legales y organizativos de la tramitación de visas de turista: peculiaridades internacionales y nacionales

Resumo
O artigo analisa os aspectos legais e organizacionais da obtenção de vistos de turista que afetam o estado do turismo de entrada. Formalidades de vistos são um dos atributos do turismo moderno, que tem natureza contraditória. O objetivo do estudo é identificar as características e problemas das formalidades de vistos para empresas turísticas e turistas e identificar formas de simplificar os procedimentos de visto quando os turistas entram no território da Rússia. O artigo sistematiza as regras para obtenção de visto obtido no âmbito deste estudo, que fazem parte da formação do passeio. Com base nas características destacadas das formalidades de visto para empresas turísticas e turistas, bem como na análise das formas do regime de vistos, o artigo identifica os problemas das formalidades de visto e apresenta formas de simplificar os procedimentos de visto para a entrada de cidadãos estrangeiros (não residentes) no território da Rússia. Os métodos propostos são uma ferramenta para um processo contínuo, consistente e progressivo de simplificação do regime de vistos na Rússia.

Palavras-chave: Turismo. Regime de visto. Fronteira. Alfândega.

Abstract
The paper examines the legal and organizational aspects of obtaining tourist visas that affect the state of inbound tourism. Visa formalities are one of the attributes of modern tourism, which has a contradictory nature. The purpose of the study is to identify the features and problems of visa formalities for tourist enterprises and tourists and to identify ways to simplify visa procedures when tourists enter the territory of Russia. The article systematizes the rules for obtaining a visa obtained in the framework of this study, which are part of the formation of the tour. Based on the highlighted features of visa formalities for tourist enterprises and tourists, as well as the analysis of the forms of the visa regime, the article identifies the problems of visa formalities and presents ways to simplify visa procedures for the entry of foreign citizens (non-residents) into the territory of Russia. The proposed methods are a tool for a continuous, consistent, and progressive process of simplifying the visa regime in Russia.

Keywords: Tourism. Visa regime. Border. Customs.

Resumen
El documento examina los aspectos legales y organizativos de la obtención de visas de turista que afectan el estado del turismo receptivo. El objetivo del estudio es identificar las características y los problemas de las formalidades de visado para las empresas turísticas y los turistas y determinar formas de simplificar los procedimientos de visado cuando los turistas entran en el territorio de Rusia. El artículo sistematiza las reglas para la obtención de una visa obtenida en el marco de este estudio, que forman parte de la formación del tour. Sobre la base de las características destacadas de las formalidades de visado para empresas turísticas y turistas, así como el análisis de las formas del régimen de visados, el artículo identifica los problemas de las formalidades de visado y presenta formas de simplificar los procedimientos de visado para la entrada de ciudadanos extranjeros (no residentes) en el territorio de Rusia. Los métodos propuestos son una herramienta para un proceso continuo, coherente y progresivo de simplificación del régimen de visados en Rusia.

Palabras-clave: Turismo. Régimen de visados. Frontera. Aduana.