

**TOURISM SAFETY
COOPERATION BETWEEN LAPLAND PROVINCE AND
MURMANSK OBLAST**

Feasibility Study

Part I: Lapland Province, Finland

Part II: Murmansk Region, Russia



ROVANIEMI, FINLAND
State Provincial Office of Lapland
International Unit
2005

**TOURISM SAFETY
COOPERATION BETWEEN LAPLAND PROVINCE AND
MURMANSK REGION**

**FEASIBILITY STUDY
PART I
LAPLAND PROVINCE, FINLAND
2004-2005**

**Tourism safety cooperation between Lapland Province and Murmansk Region
Feasibility Study Part I, Lapland, Finland**

December 2005

Contributors: Mirkka Vaarala, Sonja Aatsinki, Matti Mattas

Translator: Irja Paltto, Mirkka Vaarala

Photos on the cover: 1. Hotel Arktika, Murmansk. 2.-4. Source: Rovaniemi Marketing Cooperative.

State Provincial Office of Lapland

International Unit

P.O BOX 8002

96101 Rovaniemi FIN

CONTENTS

PART I: FEASIBILITY STUDY IN LAPLAND PROVINCE, FINLAND

1 BACKGROUND	4
2 TOURISM AND SAFETY IN THE REGIONS	5
2.1 Background to tourism in Lapland	5
2.2 Why the enterprises should invest in safety	5
2.3 Safety of tourist	6
2.4 Initiatives on promoting tourism safety	7
2.5 Tourism enterprise case examples	9
2.5.1 Quality Hotel Santa Claus, Rovaniemi	9
2.5.2 Case Lapland Safaris Ltd	10
3 SAFETY FROM THE VIEWPOINT OF THE AUTHORITIES	11
3.1 Background to the interviews	11
3.2 The role of different authorities in development of tourism safety	11
3.3 Safety from the viewpoint of different sectors	12
3.4 Main regulations, connected with tourism safety	13
3.5 Safety hazards to tourism in Lapland	15
3.6 Statistics on incidents with tourists	16
3.7 Safety of tourist	18
3.8 Information provided for tourist on a service	19
3.9 Cooperation in Murmansk Region	19
3.9.1 Possible dangers for tourists in Murmansk Region	19
3.9.2 Safety brochure for tourists travelling to Murmansk.....	20
3.9.3 Map of the Murmansk Region	21
3.10 Comments on promotion of cooperation between authorities of the regions ..	21
4 INTERVIEWS AMONG THE TOURISM COMPANIES IN LAPLAND	22
4.1 Phases of Feasibility Study among tourism companies	22
4.2 The interviews in general	22
4.2.1 The Enterprises	22
4.2.2 History of the Enterprises	23
4.3 Russian Partner and Cooperation with Authorities	24
4.3.2 Experiences in Cooperation	24
4.3.3 Cooperation with Authorities	24
4.4 Safety Issues and Attention to them	25
4.4.1 Programme Services	25
4.4.2 Tourism Services and Travel agencies	26
4.4.3 Transportation	26
4.4.4 Safety and Marketing.....	26
4.4.5 General notions.....	26
4.5 Needs in Tourism Education in Russia	26
4.5.1 Programme Services	27
4.5.2 Cooperation between Entrepreneurs.....	27
4.5.3 General.....	27
4.6 Other comments	27
4.7 Summary of interviews	27
5 CONCLUSIONS	28
6 REFERENCES	30

PART II: FEASIBILITY STUDY IN MURMANSK REGION, RUSSIA

1 BACKGROUND TO TOURISM IN THE MURMANSK REGION	32
2 TOURISM SAFETY IN RUSSIA FROM THE LEGAL STANDPOINT	32
3 PURPOSE AND APPROACH TO THE FEASIBILITY STUDY	33
3.1 General approach	33
3.2 Interviewed companies	34
3.3 Cross border cooperation experiences	36
3.3.1 Partners in Finland.....	36
3.3.2 Problems encountered by Russian companies in cooperating with foreign partners and arranging cross-border products.....	36
3.3.3 Cross-border products.....	37
3.3.4 Challenges in ensuring safety in crossborder products.....	37
3.4 Safety in general	38
3.4.1 What is safety for companies	38
3.4.2 Safety from the client's point of view	38
3.4.3 Safety measures taken by the companies in addition to regulatory requirements.....	39
3.4.4 Safety program	39
3.4.5 Briefing the clients (adventure tourism).	40
3.5 Training and cooperation	40
3.5.1 Ways to improve safety of tourists visiting the region and customers of specific companies	40
3.5.2 Need and interest in safety training	40
3.5.3 Participation in other tourism projects and interest in cooperating with other companies in the Murmansk region and Lapland	40
3.6 Safety and quality	41
3.6.1 Use of quality systems	41
3.6.2 Feedback from clients.....	41
3.6.3 Importance of safety component in companies' products and activities	41
3.6.4 Safety information to be given to clients	41
3.7 Use of safety in marketing products/services	42
3.8 Recommendations for the safety brochure for foreign tourists	42
4 GENERAL CONCLUSIONS	43
5 SOURCES OF INFORMATION	43

1 BACKGROUND

This feasibility study report is a part of the project *Tourism Safety Cooperation between Lapland Province and Murmansk Region 2004-2006*. It is a part of a larger multi-sector safety cooperation project between the State Provincial Office of Lapland and Murmansk Region Administration. The project is funded by neighbouring area funding of the Finnish Ministry of Foreign Affairs, while the Finnish Ministry of Trade and Industry functions as a sector ministry. The main project partners are the State Provincial Office of Lapland, International Unit and the Committee for Sport and Tourism in the Murmansk region.

The overall aim of the tourism safety project is to develop safety of tourism in cooperation with the administrations, authorities, tourism industry and other stakeholders. The specific objectives are:

a) To improve awareness of safety in tourism among travellers and other stakeholders b) Strengthen the cooperation, communication and information flow between tourism and safety authorities, tourism companies and other stakeholders about tourism safety issues. c) With the help of stronger cooperation and better awareness create more prerequisites for travellers' safety and safe development of tourism between Lapland and Murmansk regions. Long-term goals of the project during the years 2004-2006 include aiming at supporting the safety of operational environment of tourism companies and developing the safety image of the region by information, training and networking.

Tourism entrepreneurs in the Murmansk region are the main focus group of the project. After the feasibility study phase, it was decided to focus on developing safety in sectors of program services, hotel (safety) and restaurant (hygiene) services, and tour operator services. Other direct beneficiaries include Finnish and Russian authorities and other actors involved in the project, travellers and the Finnish entrepreneurs involved in the Murmansk cooperation.

The purpose of the feasibility study is to provide background information about safety in tourism for the project to help carry on further activities. This report contains information about the actions that the partner regions and countries have taken towards safety in tourism, and what needs for development there are in that field. Report also contains information about the key stakeholders, their roles and views towards safety, as well as safety regulations and guidelines and recommendations for tourist information. Interviews have been conducted in Lapland and in the Murmansk region among tourism entrepreneurs and different authorities. Additionally, other reference material was collected for the report.

The feasibility study is divided in two parts. Part I was done in Lapland, Finland and part II in Murmansk region, Russia in 2004. Interviews in Finland among tourism companies in the municipalities of Salla, Ivalo, Saariselkä, Kemijärvi and Sodankylä were made by Sonja Aatsinki. Companies that were selected in the target group included those that either conduct business in Murmansk area or receive customers from Russia. Interviews among Finnish authorities and other material collection were done by project coordinator Mirkka Vaarala and Provincial Health and Food Inspector Matti Mattas from the State Provincial Office of Lapland. Interviews have been made and material collected in the Murmansk region by Boris Kochetkov from the Murmansk Tourist Information Centre. The feasibility study in the Murmansk region is compiled in a separate report, part II.

2 TOURISM AND SAFETY IN THE REGION

2.1 Background to tourism in Lapland

For the economics of Lapland and its growth the central position of tourism is indisputable. In the strategy of tourism in Lapland 2003-2006 development of tourism is described as a field promoting the whole well being in the province. Tourism has been one of the priorities of development in Lapland since the beginning of 1980's and tourism has become one of the main fields of activity in Lapland. The municipalities receive income from tourism as taxes in addition to the straight impact on income and employment. The growth reflects as multiplier impacts on other entrepreneur activities, for example, sector of building. Tourism, as image intensive and international field of export, creates a positive image of Lapland and makes the province more known all around the world. The direct income from tourism was in 2000 about 234 million euro, most of which from accommodation and restaurants and cafes (111 million euro) and retail trade (94 million euro). Impact of tourism on employment is biggest in field of accommodation and restaurants and cafes. In 2000 the direct impact of tourism on employment was at least 3230 man-years. The tourism enterprises in Lapland are small in terms of turnover and employees. There are very many kinds and sizes of enterprises among the companies providing programme services. The biggest of them in comparison with Europe are among the biggest. (*Lapin Matkailustrategia 2003, 4-5:10.*)

In Lapland Christmas tourism in 2004 grew compared to last year. During Christmas season 2004 about 540 charter flights arrived in Lapland. Their number showed growth of 15% compared to last year. There will be more than 100 000 tourists, most of them arriving from British Isles, France and other European countries. (*Tuomilaakso 2004*). Most of the tourists arriving to Lapland are Finnish. But the number of foreign tourists has been growing all the time. In 2002 number of foreigners staying overnight in accommodation facilities of Lapland was 633 000 which is 38% of the total number of 1,6 million tourists staying overnight in Lapland. Region of Rovaniemi is still the most international tourism region in Lapland with number of foreigners staying overnight in 2002 about 61,3% of all the 311 888 tourists in the whole region. (*Matkailutilasto 2003, 11:53.*)

Germany is the most important foreign sales market, but the importance of British Isles is strongly growing, especially in Christmas tourism. Other important countries are France, Russia, Norway, Japan and Switzerland. In tourism strategy of Lapland one of the priorities is safety. The strategy underlines, that safety must be of high standard from the point of view of tourist through all the phases of travelling. The development aims of tourism strategy of Lapland include preventive measures on essential issues of safety. They are safety of ski slopes, fire fighting, rescue and evacuation planning, following of norms in enterprises providing programme services, training of employees on safety issues, cooperation between authorities and enterprises in North Calotte, using new cordless communication technologies and promoting safety on camping sites. (*Lapin Matkailustrategia 2003, 9:46.*)

2.2 Why the enterprises should invest in safety

Safety has risen as important issue in the field of tourism during the last few years. Even if Finland and Lapland can be still considered safe destinations, more attention has been paid to tourism safety, especially with growing international tourism. According to Working group on future prospects at the Centre of tourism promotion (MEK) most important trends for tourism till 2020 will be growing number of international crises and seeking for safety, and the experience of safety will be one of the elements of impact on tourism. (*Matkailun edistämiskeskus 2004.*)

Safety can be considered as one of attraction factors for states and their areas and tourism resorts. Especially international terrorism has during the last few years had impact on the fact, that on

global level safety issues have grown more important. Acts of terror have led to more strict security measures at airports and air traffic, and on the other hand, epidemics of SARS and avian influenza are an example of wider global health risks threatening safety.

According to World Tourism Organization (WTO) safety is one of basic needs of human activities and, accordingly, of tourism. According to WTO safety is essential for the quality of tourism. Providing high quality tourism experiences, paying attention to principals of safety, is starting to be the most important aim of tourism destinations. Images have a great role in tourism. If tourist is a victim of natural catastrophe at a tourism destination, the negative impact on image of the place can be both serious and long. (*World Tourism Organization 1997; 1998; 2004.*)

There are many reasons why the enterprises pay attention to safety. Legislation gives basis to which direction safety should be developed. Many enterprises include safety, for example, in their quality systems, where it can be systematically promoted with other factors of quality. Safety can also be seen as a factor of enterprise's business, sales promotion, and a factor connected with functioning of cooperation with business clients and partners. When safety issues are in order, cooperation is more fluent with mutual trust. Safety should not be turned in to a big number in marketing, but one should aim to convince distributors and partners in the fact that safety issues have been taken care of. In addition to this, services should function well, which can be seen by clients.

2.3 Safety of tourist

Tourist can by his own behaviour have influence on his safety while travelling. Travelling and staying in a foreign country, its environment, culture, language and society cause many situations that tourist is not aware of. Tourist often wants to experience new things while travelling and this can cause threats to safety. Tourists should be aware that the legislation and punishments of the country of destination apply to him as well.

Preparation for travelling should consist of getting acquainted with customs, culture, general rules and conditions of the country of destination. There are many kinds of guidebooks, publications, brochures and internet information available (for example, health care organizations, Ministries), that help tourist to get acquainted with safety of the destination and safety of travelling in general and to receive preliminary information on essential issues connected with personal health. Tour operators and travel agencies also provide information for tourists, but there might be differences in accuracy and quality of their information. Awareness of tourist on issues of safety and health might be of importance, if problems with health or safety will arise, especially in areas that differ essentially from conditions in the home country, for example, environment, climate, flora and fauna, culture, political situation and standard of living.

Tourism safety should be approached in a holistic way from different points of view at the same time, because they all have as a whole impact on the well being of tourist, his images and experiences, on widening of tourist potential and through this on success of tourism as a field and more generally on positive image of the destination. Tourist uses different services and products starting with booking the trip till traffic, transportation, accommodation, programme and restaurant services. Safety, sanitation and quality of all of these and other services are important for tourist. Furthermore, the country and environment of the destination should be stable and safe. Safety can be viewed as one of dimensions of tourist's well being, when it can be looked at side by side with factors of comfort and actual factors of threat. From the point of view of tourist his personal safety and his experience of the safety being fulfilled should be underlined.

Safety information provided for the tourist at the destination should be expressed in a positive way. Brochures should be at the same time informative and tempting, if they contain safety information.

In other words, brochures should not scare too much and the text shouldn't be written too negatively. In Finland guidebooks on health and safety issues for tourists have been published, among others, by Board of tourism safety, Agency of National Health and others, for example, private consultants. On international level World Health Organization (WHO) and World Tourism Organization (WTO) have published similar information.

Some guidebooks and brochures on safety issues in Russia have been published earlier. There are, for example, brochure by the Working group of traffic safety in the Barents Region "By car to North-East Russia" and brochures on safety in the Republic of Karelia. In Saint Petersburg Region wider safety guidelines have been made and they could be used during this project. Nowadays tourists are active and look for needed information in the Internet, guidebooks or ask friends who have visited this country. Use of the Internet is more and more common. But even so, travelling to Russia can still be considered difficult due to, for example, obtaining visa and language barrier.

In the framework of the project on tourism safety cooperation with Lapland and Murmansk Region a brochure for tourists travelling to Murmansk Region is being planned. Interviewed representatives of authorities and entrepreneurs were asked to comment the contents of brochure. Some of the information can be laid out in A4 form, which can be distributed at the border and some can be collected into guidelines, which can be distributed to tour operators and, for example, insurance companies.

2.4 Initiatives on promoting tourism safety

In addition to legislation, some projects and other initiatives connected with tourism safety have been conducted in Finland. Consumer Agency is one of essential actors promoting safety in Finland and it has participated in creating different norms and guidelines for tourism. One example is the project "Norms of tourism programme services", MoNo, in framework of which were created for tourism generally approved common guidelines on what programme services should be. Entrepreneurs, representatives of schools and authorities took part in creation of guidelines. Norms are voluntary general guidelines, not statute of law. The aim of the guidelines is improvement of quality, safety and competitiveness of products and to help to unify them. Guidelines have been made on driving snow mobile, moving in the nature, adventure activities and experiences, horseback riding, biking and activities on water. (*Verhelä & Lackman 2003.*)

SETLA is a programme created by several different participants, in which a development programme on safety of adventure field, experiences and outdoors activities, type of safety review, is conducted. It is not only about defining minimum level of product safety, but continuous promotion and support of safety. Training and evaluation are included in SETLA programme. (*SETLA, no date.*)

Safety can be included as a part of quality systems of enterprises. As an example two enterprises are presented in this report. One of them uses ISO 9001 system and the other one participates in quality training Laatuonni (Q1000). Laatuonni is a Finnish tailor-made quality programme for field of tourism, which is based on international criteria of quality prizes. Laatuonni programme contains training for enterprise on quality, independent of its size and a tool for continuous supervision called LaatuVerkko. Training on quality is practical training, which gives enterprise tools for quality, and it learns to promote independently quality of products, services and activities. Programme has own alternative for enterprises, which already have built quality system. LaatuVerkko is a system of comparative indicators of tourism, where enterprise can receive comparative information on satisfaction of clients and employees and indicators of the field. Entering Laatuonni programme demands passing training on quality and participation in LaatuVerkko. (*Matkailun edistämiskeskus, no date.*)

Other larger projects that aim at for example improving safety and quality of tourism operations are conducted, for example, in arctic regions. The international SMART (Sustainable Model for Arctic Regional Tourism) project on tourism promotion aims to create training for entrepreneurs of arctic regions and countries on sustainable tourism and create a system of recognition or certification on sustainable arctic tourism with safety and quality as part of it. Project is lead in Finland by Kemi-Tornio Polytechnic and has been officially approved by Arctic Council and Northern Forum, a regional organization of cooperation. First phase of the project will last till end of 2005, when training modules and structure of recognition and plan for further activities will be ready.

During the last few years in province of Lapland different project on safety and studies on safety of tourism resorts have been conducted. Studies on safety of tourism resorts have been made in 1990, 2000 and 2002 by State Provincial Office and Ministry of the Interior. In 2002 along with fire and personal safety were defined sanitary control at restaurants, safety of ski slopes and quality of tap water. During conduction of the studies municipal sanitary and rescue authorities conducted inspections of biggest tourism resorts of province. Compared to earlier studies of 1990 and 2000 biggest safety neglects have been fixed and there was improvement in attitudes towards safety issues, which could be seen in the form of improvements, for example, of preparedness of fire brigades, availability of signs and (other) equipment, safety of exits in the buildings and rescue planning. On the basis of the study following proposals on further measures were made:

- 1) Enterprises must be trained to define risks and make safety plans, because the level of safety plans differs greatly. In the plans documentation of accomplished tasks, like internal fire inspections and training of employees, must be especially emphasised. They are essential in case of investigation of possible accident. In small resorts the demands to contents of safety plan could be reduced.
- 2) Enterprises should name people, responsible for safety matters, who holistically take care of updating safety plans and that they are followed.
- 3) A training programme on safety, like training for working with fire, should be created for employees, who would receive a certificate (card) after passing training (safety pass).
- 4) Regulations must be altered so that in objects where heat detectors are installed in rooms of accommodation facilities, installing smoke detectors could be demanded retroactively.
- 5) Sanitary training for working kitchen employees and at professional educational institutions should be increased.
- 6) Guidance and supervision of adventure and experience tourism should be increased both nationally and regionally.

It was also proposed, that in province of Lapland, where tourism is of such importance, nomination of inspector specialized on safety on the whole should be considered. Even though responsibility and independent inspections and control of enterprises themselves must be more emphasized, will the impact of inspections made by authorities on the promotion of tourism safety culture be ever more important in the future. Uniting different fields of activities under same inspection gives to the enterprises a more holistic picture of preventing accidents. (*Matkailukeskusten turvallisuukselvitys Lapin läänissä 2002.*)

Based on the proposals of above-mentioned study in Lapland has been created a project that aims at creating of a safety passport, which will contain training of employees of tourist enterprises and a certificate on the competence on safety issues. In province of Lapland works a national Working group on protection against cold. This working group aims to secure availability of equipment on protection against cold in case of accident in territory of province of Lapland. Working group consists of representatives of authorities, tourism entrepreneurs and other actors. State Provincial Office coordinates the activities of this working group. In Lapland, the tourism entrepreneurs have been quite active in safety related projects and other cooperation.

2.5 Tourism enterprise case examples

These two tourism enterprises demonstrate case examples of how safety is seen in the tourism enterprises, what kind of issues are included in safety and what does safety mean in practice for the businesses operations. The focus is on customer safety. These cases were selected, because they can be seen as enterprises that invest a little more in safety than companies normally.

What is common to these enterprises is that safety is somehow either part of the business culture or business idea. They are both engaged in a quality system, which also includes safety matters. Both have been quite active in projects and other cooperation in the area of their operation.

2.5.1 Quality Hotel Santa Claus, Rovaniemi

Quality hotel Santa Claus is a part of an international Choice- hotel chain. Hotel operations in Rovaniemi were started 13.12.2001. During 2003 the share of foreign guests of all the guest overnights was 73,9 % and domestic tourists 26,1 %. Total overnights in 2003 were 41.232. The most important customers' countries of origin are England, Spain, Germany and Russia. Other countries include France, Italy, Japan, Netherlands, Switzerland, and Ireland. Most of the British, Irish and Russian overnights occur during a short period, between the beginning of December and January 10th.

Safety – what is it?

Safety in the hotel operations consists of 2 things: customer safety and personnel safety. For the customer, safety means that the customer feels as comfortable as possible so that he/she does not have to worry about any external factor outside his/her visiting purpose. The customer does not notice the safety issues, because they are so well taken care of in advance. It is important that the customer feels him/herself safe. For the staff it means that they have a good working environment and they do not have to fear any accidents, injuries etc. Safety is a part of quality. A product or service cannot be of good quality if safety is not handled well. Quality Hotel Santa Claus is involved in the Quality 1000 -program, where also safety is included. They also have safety issues included in the obligatory rescue plan. They regularly train and revise with the staff on safety issues. Safety issues do not show in the customer feedback, because they aim to handle them beforehand as far as possible.

Safety issues have been emphasized lately in the society due to global threats such as terrorism. Large enterprises want to make sure that their management and employees are safe when they travel. It is important to make sure beforehand that risks are eliminated. There have been large hotel fires around the world that have happened because safety has been neglected. This hotel invests in safety because it enables them to have a certain clientele, international firms and high officials etc. Safety was already a part of the business idea. They anticipated that its importance would grow in the future.

Safety in marketing and sales

Safety is a marketing and sales asset. It promotes business, but it has to be marketed in a very discreet way. The hotel does not directly sell safety to the tourists. The retail dealers and the tour operators, who bring their customers to the destination, are ensured about safety. It is easier to sell the product when safety issues are well taken care of (fire safety, personnel safety, hygiene, food hygiene). It also has to show on the outside to the customer. Safety is a common interest for the whole destination (Rovaniemi). In practise, things have gone well in the region. If someone asks the hotel staff to recommend a program service, they only recommend those, who they know that are safe. On the other hand, if the program service providers that act as tour operators demand for safety, they bring their customers to this hotel. This is another important point of view in the sales operations.

How is safety ensured?

In the hotel there are supervision equipment (camera supervision and access control). The rooms have safes; the rooms have peepholes and safety locks in the doors. Risks are eliminated by training staff and by using technology. All the materials in the rooms have been handled to the highest class of fire safety. The rooms have safety guidelines for the customers, for example concerning fire safety and other emergencies. All the evacuation routes are marked. Often for example international firms who send their employees on a trip, before they make their final reservations they send a safety checklist that the hotel must fill out and return. Often they send their safety specialist to check the place out, to see whether the details in the document match and to familiarize with the rescue plan, the technology and the staff skills. The checklists come from countries like Japan, USA and Europe.

What kinds of risks are there?

Concerning the staff, possible risks involved could be such as work accidents, equipment or working conditions themselves. There are also external threats like robbery or attempts of robbery, vandalism, disturbances by drug addicts and others. In the company, data security is very important. For the customer the greatest risk may be a hotel fire, either self-imposed in the room by smoking or started by some external reason.

2.5.2 Case Lapland Safaris Ltd

Lapland Safaris Ltd is a DMC (Destination management company) offering programme services, incentive trips make a big proportion of operations. The company began operations in 1984. Lapland Safaris have 3 different locations in Lapland: Rovaniemi, Levi and Saariselkä. Total amount of staff in those 3 locations is 24 permanent/year round staff, 20 guides during winter period and 150 freelancer guides. The customers come mainly from the United Kingdom, Germany, Spain, Benelux- countries and the Far East. 5% of their customers are domestic, the rest are foreign. The amount of tourists in 2003 was 60.000, counted as customer safaris (one person can go to a safari more than once). Customers come via several distribution channels, directly, via foreign tour operators, travel agencies, domestic incoming- agencies and others.

Safety and Quality

Safety is an important issue for this company. It is a part of the enterprise culture and it is also important for the sales and marketing. Safety is build inside the company's systems, in the internal operations. It is looked at in a holistic way. This includes creating operation models, training and preparedness of the staff and the whole operation of the company. Safety isn't directly marketed to the tourist; it is something that the customer takes for granted.

Foreign tour operators often come to check out places before they send their customers. The customers notice in the long run that it is safe, when things work well. It is not enough that a company makes a safety plan; things have to function in the real life. Safety has to function in all the important processes of the company and it has to show outside to the customer. Lapland Safaris operates according to the ISO 9001 – standard, which includes all the necessary safety issues, for example guides' and sales departments operation directives, fire inspections and staff trainings.

There is a feedback reporting included in the quality system. For example accidents and other abnormal activities, deficiencies and customer complaints are reported there. The information can be reviewed afterwards to see whether there were corrections made based on the reports. The quality manager delegates the feedback within the company to the person whom it concerns (safety manager, sales and marketing, maintenance service etc). The guides have also a reporting duty.

Customer's safety 'process'

Safety has to be thought holistically, in the destination and in the company. The customer uses many other services in the region like transportation, accommodation, dining etc. and program services are only one element. All the customers can look for information on the company's website. The tour operator receives information that concerns them when they are making the offer. After booking the trip, customer receives information concerning the activities and their safety in the location (snowmobiling rules, driving license regulations, alcohol laws, how to dress in cold, weather etc). The safety process for customer continues as he/she arrives to the destination, uses transportation to the hotel and engages in activities etc. Program services are only one element in that process. The guides are responsible for the reception of the clients and they have signs and wear certain clothes that the customers can notice them. Customers receive different kinds of safety information depending on the type of safari they are going to attend. For snowmobiling, they receive a lecture about safety and snowmobiling, the rules and behaviour, signs etc.

Staff preparedness for safety

In the training, the guides get a manual that includes all the important safety matters and a feedback report. Training issues include for example first aid skills, directives in different circumstances in emergency cases and accidents, dressing-up in cold. In cases of accidents, there are guidelines how to act from the beginning to the end. (How to act in an emergency, first aid, call for help, insurances, after treatment etc.) The operation models in the company have to be developed for different environments. Accidents during the safaris and in program services are most typical accidents that may occur. During winter time slipperiness of the ground increases the risk for injuries.

3 SAFETY FROM THE VIEWPOINT OF THE AUTHORITIES

3.1 Background to the interviews

In the framework of the project "Tourism Safety Cooperation between Lapland Province and Murmansk Region" a questionnaire was sent out to fifteen different authorities with questions to survey issues on safety in tourism. The questions concerned safety issues in the Province of Lapland and in the Murmansk Region. Receiving information from both sides helps to compare regions and it works as foundation for further development of the project.

Answers were received from six different organizations and twelve different officials within them. From some organizations answers were received from representatives of different departments. In some cases the answers were made together with another person. This implies that the authorities find this topic important and current. The officials were active in their answers and had a very positive attitude to the questionnaire, and the percentage of answers was good considering the short time to react. The following organizations sent their answers: Rescue Administration Unit, Traffic Administration Unit, Departments of Police and Social Affairs and Health of the State Provincial Office, Emergency Exchange of Lapland, Lapland Healthcare District, Border Guard of Lapland, Salla area of Border Guard and the Lapland district of the Finnish Red Cross.

3.2 The role of different authorities in development of tourism safety

The responsibilities of Rescue service of Lapland are defined in the law: prevention of accidents and rescue activities. The law also defines some safety obligations for the entrepreneurs.

According to the *Rescue Administration Unit at the State Provincial Office* development of tourism safety is one of their priority fields in 2005. In the *Department of Social Affairs and Health* the

health and food inspector works with control over safety of consumer services, food and water and guidance of the control conducted by municipalities. The doctors and inspector of healthcare at the State Provincial Office have a role of control and guidance. The role of *Traffic Administration Unit* in promoting tourism safety is connected with the activities of the Unit in traffic safety. Safe traffic is considered as one of the appealing factors for tourism. Responsibilities of the *Police Department* are defined in the Police Act and they include protection of law and order, keeping up general order and security, crime prevention, solving and consideration of charges. Preventive cooperation and cooperation with authorities is underlined in the activities.

The *Emergency Exchange of Lapland* answers for receiving emergency calls, definition of place of accident, assessment of the risk and sending the needed help in the situation and consultation of the ones in need of help. The *Healthcare district* must be prepared for exceptional circumstances, of which the first and tourism related incident is a possible major accident. The responsibilities include taking care of the injured and casualties in that incident. The Healthcare district answers for planning of preparedness of the sector of social affairs and healthcare within its own organization and by guiding the preparedness planning of the healthcare units in the region. This means getting prepared for normal activities, major catastrophes and preparedness during a state of emergency. Normal activities include intensified preparedness during, for example, tourism high seasons.

The *Border Guard of Lapland* controls the entry and exit of people on the outer border of the Schengen area. Along with the police its responsibilities include keeping up general order and security of tourism to Finland. Responsibilities include checking the traffic safety of vehicles at the border crossing. Border checkups, high standard border control and other control expose and prevent illegal immigration and cross border crime on the borders of Lapland. In rescue and assisting operations the simplified border crossing procedure is practised (people, vehicles, injured) and the Border Guard officials are in a direct contact with the Russian Border Guard. The entries and exits follow the given enactments and instructions with the aim of fluent passenger traffic. The Salla area Border Guard answers for border checkups. The responsibilities of the *Lapland district of the Finnish Red Cross* include health education, first aid training and safety training.

3.3 Safety from the viewpoint of different sectors

Different authorities have different points of view to safety of tourism and of the tourist. These positions are tightly connected with the responsibilities of each sector, which are mainly defined in the law.

From the viewpoint of Rescue Administration Unit of the State Provincial Office, safety includes all elements of safety, like safety of society and population.

The rescue service answers for safety connected with field of rescue: preparedness of society, civil defence, fire and rescue services and safety of enterprises.

For a tourist it is important that the consumer products and services used by him are safe. The dangerousness of consumer services is defined in the Act on Safety of Consumer Products and Services (75/2004) §6 as, *a consumer product shall be deemed to represent a risk to health if any flaw or imperfection either in the way the service is performed or in the structure or composition of any product to be used in providing the service, or any false, misleading or inadequate information supplied in respect of the service can cause injury, poisoning, illness or pose some other kind of danger to health.*

In addition, a consumer service is considered dangerous to property, if it harms property due to the above-mentioned facts. In other words, consumer service that is not considered dangerous in the

above-mentioned way is considered safe. The Act on Food Products (361/95) §4, paragraph 3 a) and 3 b) define food, unfit for human consumption. The definition on quality of tap water is included in the §17, subsection 1, of the Act on Health Protection (763/94), which says that tap water used for household purposes must not be dangerous for health and otherwise suitable for these purposes.

Safety from the point of view of the police can be measured with the quantity of different crimes and emergency calls and different questions of safety barometer about how safe the citizens feel. In the new internal safety programme of the police the concept of safety is also defined. Safety means *“that kind of state in the society, where everyone can enjoy the rights and liberties of justice system without justified fear or insecurity caused by criminality, distress, accidents or phenomena or changes in the Finnish society or in the global world.”*

Safety must be approached holistically. This is emphasized in the experiences of tourist and in the safety planning of tourism. Safety of movement is part of well being of people and a basic right of everyone. Safety can also be considered an *“undisturbed state of people, property and environment, and when disturbance occurs, immediate and accurate help is needed”*.

In special healthcare tourism safety is understood as preparedness to give help to those in need of it, and they try to offer immediate care around the clock. In practice, safety is connected with the general organization of treatment, coordination of activities, different levels of healthcare and steering the flow of patients, strategic resource steering and decision making, emergency (alarm) systems, information, data transfer, instructions for the authorities (for example to the Emergency Exchange), preparedness of key persons, securing supporting activities and backup systems. Keeping up preparedness is considered of vital importance in the Healthcare district.

From the point of view of the Border Guard essential in safety is keeping up stability on the borders, prevention of cross border crime in cooperation with other authorities and offering security services in the distant border areas. The active functioning of Lapland Border Guard promotes in Lapland the objectives on safety of Finland and the internal safety of the whole Schengen territory. The Border Guard works on all the borders of the province in cooperation with national and international bodies.

3.4 Main regulations, connected with tourism safety

This chapter presents some of the main regulations on activities of authorities, tourist enterprises and clients using their services in Finland.

The activities of rescue services are regulated by Act on Rescue Service (468/2003) and Statute of Council of State on Rescue Service (787/2003). The latter defines obligations for major enterprises on accommodation (over 10 beds) and meeting places and enterprises that serve a lot of clients (for example restaurants with more than 50 seats) on creating, for example, a safety plan.

In the safety plan must be defined the possible dangerous situations and their effects, actions to prevent dangerous situations, possibilities of evacuation and protection, organization of extinction of fire and rescue operations, training of safety employees, how other employees or clients can be acquainted with the plan, necessary equipment, like equipment for extinction, rescue and clearance, personal items of protection and first aid equipment. Plan must be updated and information about it must be given in a necessary way to inhabitants or employees or other people involved in the realization of the safety plan of the building or other object. The safety plan or a resume of it must be delivered to rescue authorities of the region according to instructions given by them. (*Valtioneuvoston asetus pelastustoimesta 787/2003.*)

From police's point of view the main regulations are the Statutes on order, criminal code, passport legislation and Aliens act. Other main acts, regulating tourism safety, are, for example, legislation on traffic safety, Act on Road Traffic, Act and Statute on Emergency Exchange, on Specialized Medical Care, Act on Health Care Professionals, Act on Position and Rights of Patient and Act on Infectious Diseases. Act on Border Guard and Acts and Statutes connected with border checkups regulate activities of the Border Guard (for example, Aliens act 301/2004 1.5.2004) and Act on confirming some sections of the agreement made with Russia on cooperation for prevention of accidents and their consequences (550/1996 28.6.1996).

From the point of view of the health and food inspector the most essential are Act on safety of consumer products and services (75/2004) and Statute of the Council of State on information given about consumer products and services (613/2004, from 1.1.2005). Furthermore, main legislation consists of Act on Food Products (361/1995) and Act on Health Care (763/1994) and an addition to the latter (691/2001 40§).

The Act on Health Protection obligates, among other things, that the entrepreneur must know all the sanitary hazards connected with working with food products in his company and must make a plan and realize it to prevent and remove the defects (self control). Furthermore, the entrepreneur must take care that employee working in estate with food products has sufficient sanitary knowledge for carrying out his duties and he can be trained and guided, if necessary on sanitary issues of food products. The entrepreneur must at his own expense take care that all employees working with food products pass a test showing their knowledge on sanitary issues of food products. (*Terveydensuojelulaki 763/1994.*)

The role of the Consumer Agency is central in control, along with municipalities and state provincial offices, of the incoming tourism in Finland. In Finland the updated Act on safety of consumer products and services (30.01.2004/75) obligates the entrepreneur to be responsible for the safety of the service he provides. Consumer products or services must not be harmful to consumer or to health or property of other people in the surroundings of the service. The entrepreneur or other service provider must have sufficient and accurate information about consumer products and services and risks, connected with them. (*Laki kulutustavaroiden ja kuluttajapalvelusten turvallisuudesta (30.1.2004/75.)*)

This law obligates the entrepreneur and other service providers to provide in their marketing the consumers and others considered as consumers with necessary information, so that they can evaluate the risks connected with the consumer products and services.

This Act affects especially companies providing different activities and programmes. Consumer Agency controls with municipalities and state provincial offices the realization of Product Safety Act, but primarily the service provider is responsible for the provided service. Consumer Agency has published guidelines for promoting safety of active tourism (providing active programmes). According to the guidelines, entrepreneur must create a document with minimum information on safety of service (*Kuluttajavirasto 2003*). Guidelines of the Consumer Agency are not obligating degrees, but the entrepreneur has obligation of diligence and he can be legally responsible in case of neglect in case of an accident. Other essential guidelines of Consumer Agency are: Guidelines for the promotion of safety on ski slopes (10.11.2000), for the promotion of safety of equestrian services (4/2004), for the promotion of safety at swimming pools and family spas (4/2002).

Essential for tourist enterprises is legislation on package travel trading. As a tour operator is considered here the party that plans and carries out package travel and provides them themselves or through another company. Act on travel package trading (1070/1994) obligates tour operator to give

the client information on contents of the package, necessary travelling documents, health regulations on travel and residence and conditions on the agreement before the agreement is signed. The tour operator must inform the tourist well in advance before the travelling about connections and timetables. In addition to this, the tourist must receive other necessary information, like instruction in case of possible illness, accident or other such occurrence. If the tourist falls ill, meets with an accident or suffers any other damage during the trip, the tour operator must assist him with organizing health care or premature transport back home, solving the crime or damage and with other necessary measures. If during the trip occur any war actions, natural catastrophes, strike or similar situation, tour operator must assist tourist and try as much as possible to limit the damage and discomfort caused to the tourist. (*Valmismatkalaki 1070/1994.*)

According to the Act on Consumer Protection (38/1978) Chapter 2 §1 “No conduct that is inappropriate or otherwise unfair from the point of view of consumers shall not be allowed in marketing. Marketing that does not convey information necessary in respect of health or economic security of consumers shall always be deemed unfair.” In the same chapter, §2: “False or misleading information shall not be conveyed in marketing” (for example, consumer gets in one way or another a wrong impression about the contents of provided programme service or facts about acquiring it).

Marketing consisting of fair information can be misleading, if some essential for consumer information is left out or expressed in an unclear form. In the Guidelines of Consumer Agency for programme service providers as contents of the preliminary information is mentioned:

- Description of the nature of activities (in which surroundings the activities are carried out, for example, settlement, forest, water)
- Duration of activities
- Level of demands, what qualifications are demanded from the participants: age, physical and psychological state and state of health
- If animals are included in the programme, this should be mentioned in case of possible allergies participants might have
- Conditions which might lead to cancelling or immediate interruption of the programme
- Instructions on what skills and knowledge the participants are presumed to have and how they should be prepared in the line of outfit and other equipment
- Information about the fact, that it is prohibited to take part in the activities or part of it while drunk. If necessary, preliminary information should be given that the state of participants can be checked before taking part in the activities.

(*Kuluttajavirasto 2003.*)

3.5 Safety hazards to tourism in Lapland

In the questionnaire sent to authorities, they were asked to comment possible safety risks, factors of risks and safety problems in Lapland. The question was mostly about types of risks and not about their probability. Some of them are connected with the personal safety of tourist and some are connected with a big number of people. In answers, among other things, the following were mentioned:

- Traffic accident (coach, bus, aeroplane) compared to the growth of air and coach traffic
- Snowmobile accidents
- Fire in hotel or fire in tourist resort
- Environmental catastrophes (radiation accident, pollution of tap water, for example, in Pelkosenniemi there was a case of polluted water some years ago)
- Food poisoning (widely spread)

- Connected with nature and climate (frostbites, floods). Hazards on the ski slopes and avalanches, especially during snowy winters.
- Getting lost and overestimating one's strength in the wilderness
- Being victim of hooliganism
- Events/accidents of extreme tourism

Problems are caused also by

- Intensive traffic on the roads
- Cold
- Distances between settlements, few helpers around
- People and representatives of authorities don't speak foreign languages
- Negative migration from Lapland
- Insufficient signs on ski, snowmobile and other routes

In one answer as the most usual kind of accident connected with tourism was defined traffic accident on road, railroad or air. Traffic is always a danger on the mountains of Lapland. In risk analyses in each municipality more defined and probable dangers are mentioned. In the ski resorts and other places in Lapland the changes between seasons are great. This causes challenges for the rescue operations, among others.

In the answers it was mentioned that during high seasons the resources of rescue services are insufficient in comparison to the risks. With this are connected traffic safety, lack of rescue service units, challenges for providing help and long distances which all create great challenges for the rescue personnel at time of major accidents. As a special problem is considered the lack of health care services. For example, in Eastern Lapland the nearest doctor on call might be a hundred kilometres away.

3.6 Statistics on incidents with tourists

In the questionnaire the recipients were asked to estimate the number of accidents, crime and other dangerous incidents with tourists.

In the database of rescue service the number of fires, traffic accidents and rescue operations in the field are fed to the statistics. But statistics don't reveal whether the incidents happened to tourists or local people. Just at the Saariselkä mountain area tens of tourists are fetched from the field each year (search, injuries). Slight accidents and injuries are not reported to statistics. In Eastern Lapland tourists have been involved in getting lost, accidents on snowmobile and other minor accidents.

In the interview came up the fact, that food and sanitary control does not have separate statistics on incidents with foreign tourists. On ski slopes different kinds of accidents occur each year, in the Province of Lapland approximately 800-1000 yearly. Accidents on ski slopes have been everyday life for several years. On snowmobile safaris occurred in 2002 18% of all accidents with injuries or death, that were surveyed by the courts of inquiry.

It can be mentioned, that in Finland in 1992-2003 65% of all snowmobile accidents occurred on leisure time and 18% on guided safaris. The number of lethal accidents has decreased during the years in the whole country. In the Province of Lapland during last 10 years 35 people were killed in snowmobile accidents, which is 30% of total statistics of the country. There are no separate statistics on foreign citizens. (*Köngäs, 2004.*)

The ski resorts cause a lot work for Lapland Emergency Exchange in the spring during skiing and downhill skiing season. There are always a number of minor traffic accidents, but there has been no major traffic accident during the last few years. The Lapland Healthcare district has provided care for victims of different accidents, but no major catastrophes have happened the last few years. They think more attention should be divided to safety of snowmobile driving and snowboarding. During spring 2004 the typical patients were young people injured on snowboard or local reindeer herders, who had been injured, because were driving snowmobile carelessly.

In the police statistics foreign complainant can be both the victim of the crime and the suspect. In the following table can be seen the averages of cases reported to police. In this system you can't pick out all foreigners, only one nationality at a time (for example, in 2003 among complainants were 41 different nationalities). In statistics of Province of Lapland on tourists you can see the following:

FOREIGN COMPLAINANT	1999	2000	2001	2002	2003	E2004*
Crimes against property	121	131	107	100	143	156
Crimes against health and life	34	47	27	29	36	41
Sexual crimes	0	6	1	2	0	1
Traffic crimes	40	55	44	37	49	47
Other crimes, mentioned in criminal code	18	17	7	24	17	16
All other crimes	0	0	0	1	0	1
All traffic offences	3	6	7	14	12	14
Various reports (for example lost wallet/passport, not actually crime, but people want to "report" it to police)	83	49	42	48	67	56

** E2004 counted according to information January –November 2004*

In the statistics can be seen in average, that tourists are mostly victims of crimes against property. In Lapland in 2000-2004 there were yearly in average 126 crimes against property, in which a foreign tourist was complainant. Each year in average 35 foreign tourists are victims of crimes against health and life. Other big groups are traffic crimes and other crimes.

Other crimes are mostly reports of missing property (for example, lost passport must be reported to police). Only a small number (few cases a year) are accidents (among them accidents on snowmobile), when a police survey was made. There are about 7-10 cases a year of people getting lost or having overestimated their strength.

It should also be stated that tourists are often the suspect of the crime. In Lapland between the years 2000- 2004 statistics tell that the most significant group, where the suspect was foreign, is the traffic crimes and offences:

FOREIGN SUSPECT	2000	2001	2002	2003	E2004
Crimes against property	202	136	104	141	136
Crimes against health and life	20	23	16	17	34
Sexual crimes	1	3	1	0	0
Traffic crimes	254	239	391	368	425
Other crimes, mentioned in criminal code	26	23	35	26	34
All other crimes	42	54	78	119	42
All traffic offences	330	317	483	406	428
Various reports (for example lost wallet/passport, not actually crime, but people want to “report” it to police)	6	5	1	0	0

** E2004 counted according to information January –November 2004*

3.7 Safety of tourist

Safety from the point of view of tourist consists of many factors. From the point of view of a tourist, the most important is how safety is personally felt and what the personal needs are. Risks are always connected with travel and leisure. In this survey the views of the interviewed authorities and entrepreneurs towards safety of tourist are underlined. Parts of the mentioned details have more to do with comfort of tourist and some are clearly connected with safety and dangers to it.

From the point of view of tourist, safety means safety of life and property and safe organization of the travelling itself (safe connections and means of transport). Services used by tourist (for example, activities, ski slopes and similar) must be safe. Hotel rooms must be clean and safe (no pests, cockroaches etc.). Water in swimming pools must be clean and benches in sauna must be sanitary. The danger of slipping should be eliminated in spas.

For tourist travelling to Finland safety means, for example, that he can drink tap water in the hotel room without getting sick and products, that he consumes in restaurants are sanitary. Since the allergies to food are more common, the origin and right information of products must be taken into consideration. The provided information on ingredients of served meals must be trustworthy and sufficient, so tourist can avoid ingredients that cause him allergy or don't suit him (gluten, lactose, soy etc.).

Tourist might feel fear, if he can't be sure he will get help in emergency, accident for example. The experience of safety arises with confidence in the fact, that he will be given help if necessary and service will be of high quality and reliable.

If, in spite of everything, accident does happen during the trip, then help and care should be received as fast as possible in native language or other language the tourist understands well. Tourist has in case of illness or accident right to good paramedic transport and healthcare services. The contact information on how to reach these services should be easily available. It can be said, that for tourist it is important to be able to move around safely and feel no fear when they are in contact with local people. Tourist experiences the concept of safety abroad the same way he experiences it at home. People travel most likely to a safe country, where common order and safety, work of authorities and infrastructure are of good standard. Nowadays, danger of terrorism can be one of factors to decrease safety.

When travelling to a destination, it would be ideal if

- Tourist didn't have to fear crime against person or property
- Tourist didn't have to fear infectious diseases
- Environment in the visited region would be clean and safe
- Infrastructure in the visited region would be fine
- Tourist could receive reliable services from authorities when necessary
- Justice and society with functioning follow-up system would function equally.

3.8 Information provided for tourist on a service

Earlier was already mentioned, what legislation and different guidelines say about information on safety and other issues given to tourists. Information that the tourist should receive depends on the means of travelling, destination and used services. In the interviews was mentioned that information should include basic issues, like:

- Where one can move around (on foot, by car)
- Information on accommodation and food
- Which wild growing berries can be picked and eaten
- Is local tap water drinkable
- Healthcare and rescue services of the area
- Sport facilities in the area
- What kind of risks are involved with different occasions
- If something unexpected happens, where to get help
- For people travelling by own car information beginning from formalities on the border to guidance on service stations, routes and parking.

Customs of the country must also be taken into consideration. Information in an electronic form helps access to information before the trip.

3.9 Cooperation in Murmansk Region

3.9.1 Possible dangers for tourists in Murmansk Region

In the questionnaire the authorities were asked to evaluate possible dangers to tourists in Murmansk Region. The comments are mainly based on presumptions, since there was no detailed information on seriousness or accuracy of details. Tourist can meet with some of these dangers in any foreign country due to, for example, lack of information and cultural differences. The following issues were mentioned:

- Culture of driving and risk of traffic accident (especially private cars)
- Criminality, possible thefts and violence
- Risks connected with tap water, food and environment
- Unstable political situation (terrorism)
- Infections: sexually transmitted diseases, diphtheria, tuberculosis
- Getting medical assistance in case of accident or illness (might be unclear, whether one can get straight away to Finland to get medical assistance, or if there is no information on standard of healthcare)
- If problems occur, difficult to call with no mobile phone coverage area
- It is more unsafe in the streets for tourists
- Drugs
- Moving outside main roads and biggest settlements

- No knowledge of foreign languages
- Bad standard of roads and lack of road signs
- Most problems can be caused by use of alcohol by the tourist and side effects of it, like robberies
- There isn't always mobile phone coverage area even along the roads
- Authorities can work high-handedly (there is no clear united practice).

Lack of knowledge of languages was mentioned as a problem on both sides of the border, even though people speak more English lately in almost all service points and especially the younger employees. Experiences on security services in Murmansk Region have also been good.

3.9.2 Safety brochure for tourists travelling to Murmansk

Nowadays tourists travel independently in groups or alone around the world. They are active and find the needed information for travelling in the Internet, travel books or friends who have been to that country. Using the Internet has widely increased. None the less, travelling to Russia can still be considered difficult, because, for instance, of the visa process and language barrier.

One of the objectives in the project is to print a safety brochure for tourists in Murmansk region. Comments for the contents were asked from the authorities and entrepreneurs in the interviews. Some of the information can be published as a brochure size A4, which can be distributed at the border. Some information could be collected into wider guidelines, which could be distributed to for example tour operators or insurance companies.

In their answers the authorities recommended, among others, following information:

- Actions in case of fire or traffic accident or other accident
- Instructions on first aid
- Where to get help in emergency (How to act in practice, who to contact, how to act afterwards: insurances, possible other compensations, how to make sure things will be solved)
- Moving around and rights to move in the surroundings
- Quality of tap water
- Necessary vaccinations
- Emergency numbers and languages
- Money exchange
- Cultural differences: is something suitable in Finland forbidden or unsuitable in Russia or vice versa
- Infectious diseases (how widely spread, protection)
- Information on healthcare and practices and some comparison with Finnish system
- Recommendation on preventive healthcare
- Hospitals and emergencies
- Information on biggest risks in traffic (drunk-driving and reckless driving, are the same traffic rules followed as in Finland)
- Russian glossary for calling help in case of accidents and crime
- Services of authorities and contacts
- Issues connected with crossing the border, customs regulations, working hours of border stations
- Information on types of fuel
- How to call the emergency number in Finland
- Most important contact information
- Location of Finnish consulates, embassies and contacts

The interviewed entrepreneurs consider important information on following issues:

- Obtaining visa
- Formalities at the border and documents needed
- Crossing the border by car/coach
- On Russian border stations or by the road clear information about the fact that stopping in the border zone is forbidden
- Information about services in the Murmansk Region in several languages
- At the customs "10 commandments" should be distributed, with basic information for a successful trip to Russia (for example, money exchange, contact information of consulates, customs and border authorities on both sides of the border, emergency numbers, safe stopping places, where tourist information is situated)
- Maps of Kola Peninsula should to be sold at kiosks and information points; more detailed maps for outdoor excursions and hikers
- Recommendation to use local guide, if you want to make outdoor excursions

3.9.3 Map of the Murmansk Region

During the project meetings in spring 2004 printing of map of Murmansk Region was brought up. Map, as well as an informative safety brochure for the travellers, can be considered as one factor in promotion of tourism safety. Nine different bodies consider printing of map important and three others as quite important. A map showing roads, towns etc. and the following would be useful:

- Restricted areas or areas that require special permits
- Centres of biggest towns
- Transit routes
- Service stations and kiosks/shops
- Tyre repairs
- Emergencies and hospitals
- Police stations
- Civil airports
- Information on defining place of incident
- Location of authorities
- Location of Finnish representatives
- Sights and main tourist attractions
- Accommodation services
- Known restaurants and cafes

3.10 Comments on promotion of cooperation between authorities of the regions

It was brought up in the questionnaires that safety should not be an issue only between authorities, but all sides should be involved in it. This cooperation, exchange of information and coordination should be promoted. It is important to continue cooperation on rescue services. It was also mentioned, that agreements should be signed, cooperation on training and general prevention of accidents conducted in the field of air rescue operations (including traffic accidents). It was also proposed to implement all the phases of the multi-sector safety cooperation project between the State Provincial Office of Lapland and Murmansk Region and continue exchange of information between different bodies of cooperation.

It was mentioned, that cooperation should be closer, especially between police and rescue authorities. The Healthcare district, for example, doesn't have information on organization of security in the private sector, which could be used as well in the public sector. Information and

expectations received from different sectors should be collected. The Border Guard authorities consider cooperation between authorities at this moment quite good and it is continually promoted.

As conclusion can be stated, that along with continuing the cooperation, promoting coordination and exchange of information are the essential development issues in the framework of cooperation between Murmansk and Lapland. In this cooperation could be considered the creation and use of a joint database on safety among the network of authorities and project actors, who could access the database, add and look for information.

4 INTERVIEWS AMONG THE TOURISM COMPANIES IN LAPLAND

4.1 Phases of Feasibility Study among tourism companies

The objective was to survey cooperation of the tourism entrepreneurs in the municipalities of Eastern Lapland with Russia and its needs in development. The feasibility study was done in June 2004. Another objective was to study the preparedness connected with safety issues of actors in tourism in Murmansk Region and to try to develop western safety thinking, so that in the future the common tourism products would be developed according to same standards and it would be easier to market them.

This feasibility study among tourism companies in Lapland has been made on the basis of personal interviews and enterprises with Russian connections and/or partners were chosen for the interviews. This was done to survey the cooperation and possible problems and shortcomings connected with it and general notions of the entrepreneurs on cooperation in tourism. In the feasibility study the following questions were surveyed: short description of the history of the enterprises, cooperation with Russian partner and authorities, safety issues in cooperation, needs in tourism education in Russia and information needed by tourist travelling to Russia. In Murmansk Region the information will be collected from enterprises on accommodation, restaurant and programme services and travel agencies during the summer 2004 on the basis of written questionnaires sent to them. In them the issues of safety and quality of these arrangements and possible needs in education will be surveyed.

4.2 The interviews in general

From the eastern municipalities of the Province of Lapland took part 10 enterprises and one society with connections or cooperation with Russia or which serve Russian customers.

4.2.1 The Enterprises

To the interviews were chosen two enterprises from the municipality of Inari, one from Sodankylä, one from Kemijärvi and seven from Salla. Their fields of work are clearly connected with tourism: travel agency (1), taxi (1), accommodation (4), restaurant (4), programme services (6) and also catering and conference services are included. Most enterprises operate in more than one sector. Other fields are ski resort services, arranging regional history trips and cultural work, and one of the enterprises also deals with forestry trade and building.

ENTERPRISE	FIELD	MUNICIPALITY
Salla Reindeer Park/Jotos	Programme, restaurant, catering and conference services	Salla
Sallatunturin Tuvat	Accommodation, restaurant, programme services	Salla
Sallan Tunturipalvelut	Accommodation, restaurant, ski resort services	Salla
Salla-seura Salla regional history society	Organizing regional history trips and cultural work	Salla

Hotel Takka-Valkea	Accommodation and restaurant	Salla
Tuntsan Tunturilomat	Accommodation, restaurant and programme services	Salla
Kola Extreme	Forestry trade, building, tourism and programme services	Salla
Enterprise Raimo Haikonen	Taxi and programme services	Kemijärvi
Lapin Ekspertit	Tourism services	Sodankylä
Luonto Loma Pro Safaris	Programme services	Saariselkä
Travel agency RTG	Travel agency, incoming-services	Ivalo

4.2.2 History of the Enterprises

On each enterprise/society a short description of history was made.

Cooperative Jotos was founded during 1996, when there were many bankruptcies and high level of unemployment in Salla. The co-workers wanted to create their own jobs and offer programme services for international clients.

Family enterprise Sallatunturin tuvat/Napapiirin safarit (*Cabins of Salla Mountain/ Polar Circle Safaris*) was founded in 1993. The family owned a petrol station, but since not all the members could be employed there, they decided to open a hotel with restaurant. Later they founded an enterprise on programme services for their own clients and other clients in the region (snow mobile rent and safaris).

Sallan Tunturipalvelut (*Salla Mountain Services*) was founded in 1994 and today the enterprise consists of hotel, apartments, restaurant and house of ski slope services.

Forming Salla society was considered necessary in the late 1980's, when there was hope and expectations of opening the border to Russia. The people of Salla wanted to travel to their former home districts and they needed an official organization for arranging the trips. The Regional history society was founded in 1991. The society has over the years restored the Finnish graveyard in Old Salla, where an annual festival is organized in July.

Kola Extreme was founded in 1988. At the beginning snow mobile safaris were organized for Finns, but little by little the activities grew wider. Company works also in other fields.

Hotel Takka-Valkea was founded in 1981 for accommodation and restaurant services for people travelling to work, at that time there were plenty of them. In 1990's it started to arrange trips to Kola Peninsula. After the border was opened, they included visa services.

Tuntsan tunturilomat was started modestly in 1988. The enterprise works now on its third premises. It has rented one cabin from the National Board of Forestry and takes care of a couple of cabins. Excursions and other programme services are carried out with own equipment.

Enterprise Raimo Haikonen was founded in 2000. The clients using the taxi and programme services are mostly Finns, but the number of Russian clients is growing.

Lapin Ekspertit was founded, because the entrepreneur had got practical experience in arranging trips to Soviet Union through Association Finland-Soviet Union. The business was started in 1997 and it arranges private and group trips and some fishing and hunting trips to Norway and Russia. Its speciality is theme trips based on war history to neighbouring regions in Russia.

Luonto Loma Pro Safaris was founded in 1982 and the clients are both Finnish and foreign. The first snow mobile safari to Kola Peninsula was made seven years later and the following year a fishing trip was made. After the collapse of Soviet Union the instability decreased the willingness to travel to this country and the cooperation was interrupted for years. Nowadays they make fishing, hunting and paddling trips and snow mobile safaris to Russia.

Travel agency RTG was originally founded by a different entrepreneur and had a different name and wider field than today. In 2002 the owner was changed and they concentrated on travel agency work.

4.3 Russian Partner and Cooperation with Authorities

One of the issues in the interview was cooperation in Russia with a possible partner and authorities. Most of the enterprises have some experience about both kind of cooperation.

4.3.1 Cooperation between Entrepreneurs

Three of the interviewed enterprises don't have a partner in Russia at this moment, but Russian clients use their services. The other interviewed enterprises have at least one connection on cooperation and some have several. In the whole group eight entrepreneurs and one society operate in Russia: arrange trips, excursions or safari, cultural events and voluntary work or taxi driving. Three of the entrepreneurs don't operate in Russia at the moment. Part of them deal with practical arrangements themselves as far as possible, but often the arrangements on Russian side are done by the partner. And he takes care of connections with authorities, if necessary. Mostly the partners in Russia are tourism entrepreneurs, but quite often the work is relatively close with the local administration. One of the entrepreneurs receives Russian customers through Finnish commission. Two of the entrepreneurs have as a partner a person, who has studied in Finland and started a tourism business after returning to Russia. Partner has been found also through acquaintances and their acquaintances. Partner can have been changed a couple of times before a natural way a joint work has been found. In general Finns have relatively good experiences about their current partners.

4.3.2 Experiences in Cooperation

The interviewed think that cooperation demands trust to be successful. Personal friendships and long-term work are always advantageous in operating with Russians. It is important to know at least something of each other's customs and cultures, that way it is easier to achieve trust. It can be stated in general, that work done well will bring new orders, because information is spread among possible clients. When you find good partner cooperation runs smoothly, contracts are kept and arrangements are done without problems. One of the interviewed feels that he is working with qualified colleagues, even though cultural differences are met with sometimes.

In this cooperation it is considered negative that the partner has not adopted the idea of business and the business culture is not at the same level as in Finland. Entrepreneur of programme services can't, for example, market his product early enough, when necessary services aren't confirmed on time. Furthermore the written inquiries to the partner are not always answered. And still you can come up against the idea of money being demanded without grounds in one way or the other. Lack of knowing languages complicates handling things.

4.3.3 Cooperation with Authorities

There is cooperation with authorities in Russia in several fields, mostly with border, customs and military authorities, police, authorities of local administration and regional authorities at the highest level. Sometimes it has been necessary to solve things in Moscow, but in these cases usually the Russian partner deals with these questions.

Among the interviewed enterprises four had little or no experience in cooperation with authorities. The other seven have experiences and varied opinions about this: there are shortcomings in it and the practices differ in different countries, but it was also mentioned, that if you take your time to solve things, they can be arranged. Also knowledge of languages and culture helps, without them it is hard to manage on your own. Positive impact on the cooperation has the fact, that the Finnish partner has not gotten involved in any trouble when operating in Russia. It is not common nowadays to meet with situations when you would need to bribe authorities. One of the interviewed enterprises found as a problem the fact that after elections a new director comes in and many employees get changed and you have to start building connections from the beginning.

Issues connected to fishing are difficult to solve: authorities (inspektsiya rybookhrany) wont give up-dated information, practices seem to differ in different regions (Murmansk-Karelya) and customer service needs to be improved. Sometimes, for example, you have wait a long time for the document to import equipment connected with programme services and if the documents are inaccurate, you can get trouble at the border. New rules or practices can be taken for formalities of crossing the border and information about them is not always delivered beforehand and this might cause unexpected situations at the border (long waiting time, return to Finland). As an example of good cooperation with border guard authorities and military district can be the voluntary work of the Regional history society and the event of July, when the permission for simplified process of crossing the border has been issued for Finnish participants: they can cross the border with only passports without a visa. This requires that a list of the travellers will be handed in beforehand with necessary information for crossing the border.

4.4 Safety Issues and Attention to them

Today in almost any field you meet with the issues of safety on daily basis. The safety issues regulate tourism very strongly. In Lapland during many years companies in tourism field have been studying their issues of safety, which can improve the quality of services and confidence of client in the provided services. In the following we study how safety is taken into consideration when operating in Russia and with Russian partner.

4.4.1 Programme Services

The enterprises that provide programme services are of the opinion that when operating in Russia they follow the Finnish safety rules and practices. One of the entrepreneurs had made with his Russian partner a simplified safety plan for all the excursions. During the excursions they use a service car. The preparedness and experience of the entrepreneurs themselves and their employees are important facts on the excursions and safaris, because the guide has to know what to do in each situation. Having a Finnish guide with them at the excursion is important for the clients. It is recommended to have also a Russian guide. The guide's basic skills include basics on first aid and first aid kit must be always carried. The entrepreneur includes satellite phones in the equipment for emergencies. There are territories without field for mobile phones, which makes it difficult to call for help in emergency. For snow mobile safari the entrepreneurs tread the routes themselves, because in Russia there are no marked and serviced snow mobile routes. The Finnish organizer has to take into consideration changes connected with the group and inform about them to all the necessary parties in Russia in order to not to complicate crossing the border or carrying out the programme services.

When the excursions are made to the Russian border zone (mountain of Rokhmoyva in Old Salla) you need to include representatives of border authorities to control the situation. In order to receive the permission you need to make beforehand a list of the participants and their possible wishes to photograph or videotape at the area. The permission is issued by the border commissar in Alakurtti.

In general it can be stated that the Russian idea of safety differs from the Finnish: Russians think that "it is safe when you stay alive". According to this understanding you don't use life jackets when on water (but used when shooting the rapids), equipment is old or underestimated; there are no ready routes or route maps for snow mobile excursions. Finnish/foreigners appreciate safe framework, Russians adventure and danger connected with it. The statement of one entrepreneur could describe cooperation with Russian partner: "No deal without safety".

Companies that serve Russian clients in Finland have met with problems connected with cultural differences and different conditions. Client taking part in programme services can be unaccustomed to cold conditions or he/she wants to offer alcohol to guide without understanding that this is not possible in Finland. Likewise it might be confusing that driver of snow mobile or dog sledge has to

be of a certain age and sober. Solving these situations demands knowledge of languages from both sides and in some cases the guide has to have very firm touch to get the message through. At the end this is an issue of the safety of the client.

4.4.2 Tourism Services and Travel agencies

In travel arrangements informing the client increases safety. Well before travelling the client receives an information package, which contains information, for instance, about the destination, programme, general formalities, money exchange. One of the entrepreneurs finds out his client's wishes before the trip, which helps the preliminary arrangements. With the groups travels an experienced guide with first aid skills and an experienced driver. With the groups of Regional history society and theme trips on war history travels a doctor or nurse, because the participants are usually elderly people.

Besides giving out information the employees of travel agency test the quality of their products themselves. Furthermore the Russian partner has his own office at the destination, which is open also on Saturdays and clients can easily get help there. In the travel agency field foreign tour operators consider important that the Finnish agency has a reliable partner and guides in Russia, which is a sufficient guarantee of professionalism and safe arrangements. Generally it can be stated, that when the arrangements have been well done beforehand, there usually will be no problems during the trip.

4.4.3 Transportation

The work of Finnish taxi driver in Russia will be the safer the more he knows about the country and its driving culture. One should only stop at official places to rest, because they are the safest. One should carry personal item of safety in case of threatening situations.

4.4.4 Safety and Marketing

Bringing up the issue of safety in marketing trips and products to Russia should be done very subtly, because excess emphasizing will cause doubt about the safety of this country. Those entrepreneurs, who want to bring up safety in their marketing, do it by emphasizing the experience and professionalism of the entrepreneur, which shows that the situation is under control. Also the fact that the entrepreneur is known in the field can be a guarantee, for example, of the quality and safety of programme services.

4.4.5 General notions

The fact that you work with such entrepreneur or organization that has licence issues under control has impact on safety. If a Finnish entrepreneur wants to have the background of his Russian partner checked, he can have it done through Finnish-Russian Chamber of Trade or relevant Russian organization for fee. If there arise problems that can have impact on the safety of the entrepreneur or clients, they should be solved with the partner and local authorities.

4.5 Needs in Tourism Education in Russia

In the feasibility study the interviewed were asked what they think about needs of tourism education in Russia. Someone had met very professional employees in the tourism sector, though majority has also different experiences. There are differences in business cultures, which sometimes cause contradictory feelings about the efficiency of the cooperation. The Finns think there is need for education in all the fields of the tourism sector. Through education, for example, in programme services can the same level of quality in operations be achieved as in Lapland and that is also the precondition for marketing common products.

4.5.1 Programme Services

Adopting western safety thinking is necessary for improvement of programme services and, for example, cooperation on rescue operations. To improve the safety there should be a plan on calling for help in areas where there are problems with mobile phone fields, like marking areas with field on the map. Surveying, planning and making the different routes demands a lot of work and time, but the better the routes, the safer it is for the users and client appreciates it.

Education on first aid is necessary for all guides.

4.5.2 Cooperation between Entrepreneurs

Practices on contracts, international/Finnish business culture and issues connected with consumer protection. The promised services can't always be provided and that is why the client doesn't necessarily agree to pay the agreed amount. The reasonable wishes of the client should be considered and arrangements must be done always as well as possible. It is also important for the Russian entrepreneur to have right attitude: if work demands, holiday or day off should not stop dealing with a question. The facilities for cooperation should be found before the cooperation will be profitable.

4.5.3 General

The interviewed considered important to improve skills on customer service and ability to work with clients from different countries. This is closely connected with knowledge of languages and cultures of the employee. Furthermore it was stated, that also the Finnish entrepreneurs and actors should be familiar with Russian ways and means of operating and bureaucracy.

4.6 Other comments

During the interviews came up some issues, that have risen during the entrepreneurs' trips to Russia and which they would like to be changed.

- 1) Access to the Finnish graveyard in Old Salla (preferably also to German and Russian graveyards) should be easier than today. For example the passenger could inform the Russian border authorities that he wants to stop at the graveyard and receive an oral permission to stop for a certain time.
- 2) Exchange of information between the Finnish and Russian local border authorities should be improved, so that clients can receive information about possible changes in the process of crossing the border on time. Today you have to operate on presumptions or unverified information (for example, in autumn 2003 the issue of car insurance). Fast and current exchange of information makes it easier for entrepreneurs to cooperate between Finland and Russia.

4.7 Summary of interviews

In Lapland work on improving quality and safety of tourism products has been done for several years in the field of accommodation, restaurant and programme services. The work has brought results, since Lapland is considered a safe place for tourism, where the services themselves are safe. Nowadays safety means quality, which can't be sacrificed.

Together with the entrepreneurs of Lapland and on the basis of their experience the Murmansk region wants to improve it's image in tourism. The Kola Peninsula provides a lot of sights and experiences, but so far there has been quite a little cooperation between entrepreneurs of Lapland and Murmansk region in this field. The feasibility study has surveyed the cooperation between tourism entrepreneurs in Lapland and their Russian partners and according to the interviews the partners usually are entrepreneurs of the same field, but the cooperation is quite close also with authorities. When operating in Russia, the Finnish enterprises deal with their own arrangements as far as possible themselves or the Russian partner answers for the arrangements. The basis of the

cooperation is mutual confidence, long-term work and knowledge of different cultures. Quite often you meet with differences in business cultures, when the entrepreneurs don't always understand how the other one operates. Knowledge of languages and other cultures are important skills for people working in tourism. Improvement of exchange of information between the authorities and in other functions has positive impact on all other cooperation as well.

Information together with careful preparations for travelling creates safety in travel arrangements. The programme services on excursions and safari in Russia are always carried out according to Finnish safety regulations and this demands 100% involvement of the guide in his work, because his professionalism is trusted. The interviewed were of the opinion that the western attitude to safety must be extended to the Kola Peninsula, because this is the only way to plan and market in the future, for example, common programme services. In Russia the programme services will clearly increase its share in tourism field, but this will demand improvement of infrastructure and structures. It is good to remember from the beginning, that today you can't make deals without safety, so the entrepreneurs should pay attention to education also.

The entrepreneurs of Lapland participate in the different events of education, which are quite often organized nowadays, according to their possibilities and needs. The interviewed entrepreneurs think that the Russian tourism actors also need education in all the fields of the sector, especially in languages, knowledge of other cultures, Finnish business culture and customer service skills.

Russia is still considered a country that is hard to access. The Committee of sport and tourism of Murmansk Region could make the region more known in Lapland by distributing updated information in the Internet and brochures and informing about the tourism possibilities in Murmansk region in the newspapers. In the border stations leaflets with basic information on successful trip to Russia could be given out. When the tourist is already in the country, he should be able to find more detailed information about the destination at the hotel or in tourist information.

5 CONCLUSIONS

The purpose of this feasibility study is to provide background information for the stakeholders to carry out further activities on the project of safety cooperation between Lapland and Murmansk Regions. Part (I) of the report contains information collected in Lapland. The material of feasibility report on Murmansk Region has been collected in a separate report (II). The collected material should help to plan further activities on the project.

The actual activities on project will be started in 2005. Working group with Finnish and Russian members will have an important role in this. Representatives of authorities and entrepreneurs have been participating actively in the cooperation. It is to be hoped that cooperation will continue at least as actively.

Among the objectives of the project are improvement of awareness of safety in tourism and strengthening of cooperation between different stakeholders. This cooperation already has a good basis in the form of multi-sector safety cooperation project between Lapland and Murmansk Region between authorities of different sectors and other projects in the same area. Cooperation between different projects, if it is possible, could be useful to further safety thinking and bring activities closer to practical level.

Promoting tourism safety is considered important in the Province of Lapland. Development of safety is important for tourists and for development of the whole tourism and thus also in the cross-border tourism. Common tourism products between the Province of Lapland and Murmansk Region

can attract tourists from other countries. Even for this reason, it will be important to promote safety of essential products and services for tourists.

During 2005 a brochure on tourist safety will be made and training organized for tourism entrepreneurs of Murmansk Region by getting acquainted with safety of tourism products in Lapland. Essential material package on safety issues will be collected for the entrepreneurs and other tourism stakeholders.

6 REFERENCES

Kuluttajavirasto. (2003). Kuluttajaviraston ohjeet ohjelmapalveluiden turvallisuuden edistämiseksi. Kuluttajaviraston julkaisusarja 8/2003.

Köngäs, Reijo. (2004). Moottorikelkkaonnettomuudet 1992-2003. Liikennevakuutuskeskus. Vakuutusyhtiöiden liikenneturvallisuustoimikunta (VALT). ISBN 951 – 9346 – 55 – 4 (verkkajulkaisu, pdf.)

Laki kulutustavaroiden ja kuluttajapalvelusten turvallisuudesta (30.1.2004/75). Referred 13.12.2004. Available on the internet: www.finlex.fi

Lapin matkailustrategia 2003–2006. (2003). Lapin liitto. Julkaisu 10, sarja A

Matkailutilasto 2003. (2003). Liikenne ja matkailu 2001:11. Tilastokeskus. Suomen virallinen tilasto. Yliopistopaino, Helsinki.

Matkailunedistämiskeskus. (no date). Laatutoni. Referred 15.12.2004. Available on the internet: www.mek.fi

Matkailun edistämiskeskus. (2004). Matkailu vuonna 2020 – faktaa ja fiktiota. 1. painos 2004.

SETLA. (no date) Seikkailu- ja elämystoimialan turvallisuuden laatu. Referred 15.12.2004. Available on the internet: www.setla.net.

Matkailukeskusten turvallisuusselvitys Lapin läänissä vuonna 2002. Sisäasiainministeriö, pelastusosasto. Lapin lääninhallitus. Sosiaali- ja terveysosasto ja pelastushallintoyksikkö.

Matkailutilasto Matkailutilasto 2003. (2003). Liikenne ja matkailu 2001:11. Tilastokeskus. Suomen virallinen tilasto. Yliopistopaino, Helsinki

Terveysuojelulaki. (763/1994). Referred 1.12.2004. Available on the internet: www.finlex.fi

Tuomilaakso. Tuomilaakso, Marita. (2004). Joulumatkailun kiinnostus kasvaa. Lapin Kansa. 22.11.2004.

Valmismatkalaki (28.11.1994/1079). Referred 17.8.2004. Available on the internet: www.finlex.fi

Valtioneuvoston asetus pelastustoimesta (787/2003). Pelastustoimi. Referred 13.12.2004. Available on the internet: www.pelastustoimi.net

Verhelä & Lackman. Verhelä, Pauli & Lackman Pekka. (2003). Matkailun ohjelmapalvelut. Matkailuelämyksen tuottaminen ja toteuttaminen. WSOY. Porvoo.

World Tourism Organization. (1997). Tourist Safety and Security: Practical Measures for Destinations. Madrid, Spain. Second edition. First edition 1996.

World Tourism Organization. (1998). Handbook on Natural Disaster Reduction in Tourist Areas. World Tourism Organization and World Meteorological Organisation. Madrid

World Tourism Organization. World Tourism Organization. (2004). Quality and Trade in Tourism. Quality Standards. Referred 22.7.2004. Available on the internet: <http://www.world-tourism.org/quality/E/standards2.htm>.

**TOURISM SAFETY
COOPERATION BETWEEN LAPLAND PROVINCE AND
MURMANSK REGION**

**FEASIBILITY STUDY
PART II
MURMANSK REGION, RUSSIA
2004-2005**

**Tourism Safety Cooperation between Lapland Province and Murmansk Region
Feasibility Study Part II, Murmansk, Russia**

Writer: Boris Kochetkov

Executive director

Tourist Information Centre of the Murmansk region

Chelyskintsev Str. 2a, Murmansk 183038, Russia

www.murmantourism.ru

1 BACKGROUND TO TOURISM IN THE MURMANSK REGION

The contribution of tourism industry to the regional economy is much lower in the Murmansk region than in Lapland. This may be explained by the fact that the focus of development in the Murmansk region has been and remains on heavy industries such as mining, metals, shipping and more recently oil & gas. During the soviet period tourism developed as part of the social sector as it was seen more as an occupation for people on their vacation rather than an industry. In recent years the situation started to change and authorities are making a larger emphasis on tourism, especially in the so-called “depressed” areas such as Lovozero and Terskiy districts that have little or no heavy industry and tourism is seen as one of the major ways to generate income and employment in those areas.

As of autumn 2005 there are about 70 tourism companies in the region involved both in inbound and outbound tourism. There are also about 100 registered accommodation facilities of which about 60 are used to accommodate incoming Russian and foreign tourists. The number of both outbound and inbound tourists served by the local tourist firms has been growing for the last few years (see table).

Table: Number of tourists served by the tourism companies of the Murmansk region in 2002-2004

Inbound tourists

	2002	2003	2004
Total, of which	7 300	13 200	16 900
- foreigners	7 300	9 400	11 900
- Russian citizens	n/a	3 800	5 000

Outbound tourists

	2002	2003	2004
Total, of which	12 900	12 300	18 600
- vacationing abroad	8 900	8 100	12 900
- vacationing in Russia	4 000	4 200	5 700

Source: Companies' information submitted to the committee for sports and tourism of the Murmansk region.

It should be noted that these figures only reflect clients served by the local tourism companies who come to the area with a strictly “tourism” (vacation) purpose and generally do not include business travellers and individual tourists travelling on their own, especially Russians who do not often see it necessary to have a tourism company as an intermediary.

According to the hotel statistics there were registered 481,000 overnights at accommodation facilities of the Murmansk region with a number of guests reaching 210,000.

2 TOURISM SAFETY IN RUSSIA FROM THE LEGAL STANDPOINT

There are a number of national laws and regulations governing tourism safety such as federal laws on tourism, consumer protection, sanitary safety and fire safety.

The federal law on tourism contains a separate chapter on tourist safety and determines major areas of responsibility of federal authorities and participants of the tourism sector (tour operators and travel agents). The law defines tourism safety as ‘personal safety of tourists, safety of their property

and non-infliction of damage to the environment by travelling”. According to this law the Federal Agency for Tourism (www.russiatourism.ru) is responsible for informing tour operators, travel agents and tourists about threats to their safety in the country of their temporary stay. The law also assigns responsibility to tour operators and travel agents for providing tourists with reliable and sufficient information about their travel and dangers they may encounter. Tour operators and travel agents are also obligated to take preventive measures to ensure tourists’ safety. The law also determines that government bodies/agencies responsible for emergency assistance to tourists in the territory of the Russian Federation are to be determined by the Government of the Russian Federation. This responsibility currently lies with the Federal Emergency Situations Ministry (Emercom).

The federal law on tourism also stipulates licensing tour operators and travel agents of companies in the Russian tourism sector. Tour operators create, promote and sell their product acting as “manufacturers” whereas travel agents act as sellers of those products.

Until April 2002, all services provided by tour operators, travel agents and hotels were subject to certification. Now the certification is voluntary and some 20 tourism companies and about 15 accommodation facilities of the Murmansk region have certified their products and services.

The federal consumer protection law regulates relations between consumers and manufacturers, service providers and sellers and establishes consumer rights for purchasing goods/services of a proper quality and receiving information about goods/services.

Subject to this law goods/services under regular conditions of their operation/use, storage, transportation and recycling must be harmless to life and health of the consumer and environment and inflict no damage to consumer’s property. Any damage to life, health and property of the consumer caused by unsafe goods/services must be compensated. The seller or service provider is also obligated to inform the buyer of any special rules which are necessary for safe operation/use of goods/services.

If services rendered by service provider are subject to licensing the consumer must be informed about the license, its validity as well the issuing body.

The law on sanitary and epidemiological safety obligates legal entities and entrepreneurs comply with requirements of the sanitary legislation, develop and conduct preventive measures, ensure safety of services and foods, have in-house monitoring through laboratory tests. This law also obligates legal entities have sanitary rules and provide hygienic training to their personnel.

In accordance with this law commissioning of new or renovated facilities is only allowed if these facilities meet sanitary standards. This law also establishes requirements for the public catering sector.

3 PURPOSE AND APPROACH TO THE FEASIBILITY STUDY

3.1 General approach

The feasibility study in the Murmansk region was carried out in September-November 2004. A total of 13 tour operators and 7 hotels and accommodation facilities provided their feedback. Among tour operators the emphasis was made on companies specializing in what is known in Russia as “active” tourism such as snowmobiling, fishing, hunting, hiking, trekking and other outdoor activities in which a safety component plays a far greater role than in usual excursion programs. The

interviewed companies are located in Murmansk, Monchegorsk, Kirovsk and Apatity but they operate all over the Kola Peninsula.

The information was mainly collected with the help of the questionnaire that was emailed to the participants of the study. The companies and hotels were also contacted by telephone if there was a need to clarify information provided in the questionnaires. It should be noted that the questionnaires were met with different enthusiasm - some companies were eager to provide information while others believed disclosing information could harm them. One hotel refused to provide any information at all saying the questionnaire was a way to find out about their weaknesses.

The questionnaire contained questions on the history of the companies, their contacts with Finland, attitude and approach to safety, interest and need for safety training. The companies were also asked to provide their opinion as to what information should be included in the safety brochure for tourists to be published by the project in 2005.

3.2 Interviewed companies

Alluaiv is a club of off-road fans in Revda, Lovozero district. They organize off-road expeditions, photo safaris and expeditions to remote areas of the Kola Peninsula for geologists, mineralogists, biologists. The club also arranges joint off-road expeditions together with similar foreign clubs. Clients are mainly supplied by the Internet, personal contacts, word of mouth and local tour operators. About 40 percent of their clients in 2004 were foreign (Lithuania, Germany and Sweden)

Arctic Land was established in Murmansk in 2002. The company arranges snowmobile safaris, rafting, fishing, cross country skiing and bus tours. 97 percent of their clients in 2004 were foreign, all of them from Finland. The company has several partners in Finland (Saariselka, Kemi, Sodankyla) and one in Norway.

Arctic Safari (www.arcticsafari.ru) was established in Murmansk in 2004 by a person who was previously head of the hunters' and fishermen's society in the Kolskiy district. The company offers fishing, hunting and snowmobile tours in the Kolskiy district where it has several accommodation facilities/lodges in the tundra. 45 percent of their clients in 2004 were foreigners, mainly Finns. Foreign clients are supplied by partners in Finland (Ivalo, Saariselka and Rovaniemi).

Avers was established in Apatity in 2002. The company works both as an incoming tour operator in the Apatity/Kirovsk area offering excursions and active programs such as downhillskiing and snowboarding and as a travel agent selling package tours to various holiday destinations. The company has partners in Finland, Sweden and Germany. About 10 percent of their clients are foreigners.

Dedal Tourservice was established in Murmansk in 1991. The company has 4 large coaches and specializes in arranging bus tours to Scandinavia as well as sells package tours to other holiday destinations in Russia and abroad. The company also rents out their busses to local companies for excursions for incoming tourists. The company has no incoming tourists.

Fortuna tour was established in Kirovsk in 2004. It offers active tours (downhill skiing, snowboarding, snowmobiling, mountain biking, hiking, trekking, kiting, paragliding) in the Kirovsk/Apatity area and the Khibiny mountains. 15 per cent of their clients in 2004 were foreigners, some of them from Finland.

Intourist-Murmansk (www.intourist-murmansk.ru) was established in Murmansk in 1963. It is the oldest incoming tour operator in the Murmansk region. The company is part of Intourist Russia, one of the biggest tour operators in the country. The company mainly works with mainstream clients

offering various excursion programs in the Kola Peninsula. About 80 percent of their clients are foreigners. Of them about 25 percent are Finns. The company has 5 main partners in Finland as well as partners in other Scandinavian countries.

Kola Travel (www.kolatravel.ru) was established in Monchegorsk in 2002. It is owned by a Dutch-Russian couple. The company mainly targets foreign clients offering various excursions and active programs (4x4 off-road safaris, hiking, trekking, cycling and fishing) around the Kola Peninsula. 100 percent of their clients in 2004 were foreigners.

Murmansktourist (www.yokanga-fish.ru) was established in Murmansk in 1993. The company specializes in world-class salmon fly-fishing on the Yokanga river in the northeast of the Kola peninsula where it has a 5-star wooden lodge and tent camp. The majority of their clients are foreign. The company does international sales via its partners in the UK and USA. Now the company has plans to expand into other types of adventure tourism such as snowmobiling.

Nordmorservice Group (www.nmstour.ru) was established in Murmansk in 1996. The company works both as a travel agent selling package tours to holiday destinations in Russia and abroad and an incoming tour operator. The company offers various excursion programs in the city of Murmansk and around the region. They also provide excursion services to the cruise ships calling at the port of Murmansk. Most of their clients are foreigners. The company regularly attends tourism fairs in Russia and abroad. The company has two partners in Finland (Helsinki and Tornio). The company was named Best Travel Agent of the region in 2003.

Solitary Wanderer (www.solitary-wanderer.ru) was established in Monchegorsk in 2003. The company offers 4x4 off-road safaris of various difficulty and duration, kayaking, hiking and hunting tours. The company has no partners abroad and has not had foreign clients so far.

South-Kola (www.southkolatours.com) was established in Apatity in 2000. The company sells outbound package tours to local residents and offers incoming tourism services. Company's products include snowmobile safaris, mineralogical tours in the Khibiny mountains, downhill skiing and general interest excursion programs around the region. The company has partners in Finland, Sweden and Norway.

Travel Agency Ogni Murmanska (<http://www.ognimurmanska.ru>) was established in 1991. The agency is part of the company which also owns hotel Ogni Murmanska and a downhill-skiing center in Murmansk. The company offers both outbound travels to residents of the Murmansk region and services to incoming Russian and foreign tourists. The company offers downhill skiing, fishing and general-interest programs. About 20 percent of their clients in 2004 were foreign, almost half of whom were Finns.

Hotels

Arctica Hotel (www.hotel.an.ru) was built in Murmansk in 1984. It's the biggest hotel in the whole region with 635 rooms. The hotel is owned by the municipality of Murmansk.

Ekkos hotel (www.khibiny.mels.ru) is located on the top floor of a residential building and has 7 rooms (20 beds). It is associated with Khibiny hotel in Kirovsk.

Khibiny hotel (www.khibiny.mels.ru) was built in Kirovsk in 1973. It's a tourist class hotel with 100 rooms. The hotel is privately-owned and its management has done a lot to renovate it. The hotel is very popular during the downhill skiing season. The hotel is affiliated with Ekkos hotel in Kirovsk.

Lesnaya recreation center is located 40 km east of Murmansk on the Murmansk-Lotta/Rajajoseppi road in a very beautiful surrounding by the Tuloma river. It is owned by a Murmansk naval shipyard. The centre was built in 1984 but is still expanding. Apart from accommodation Lesnaya also offers on-site services such as horse-back riding, fishing, sledges, boating and sauna. The centre had 5800 clients in 2004, of them 300 were foreigners. The majority of clients are locals going on week-end trips.

Ogni Murmanska Hotel (<http://www.ognimurmanska.ru>) was built in Murmansk in 1994. It has 40 rooms. Next to the hotel there is a downhill skiing facility owned and operated by the hotel. The hotel is affiliated with Travel agency Ogni Murmanska.

Ruslandia Poliarnie Zori Hotel (www.ruslandia.ru) was built in Murmansk in 1973. The hotel went private in 1992 and the new management actively began its renovation. Through these years Poliarnie Zori gradually evolved into one of the best hotels in the region and the most popular hotel with foreign clients in Murmansk. Now it has 232 rooms ranging from economy class to VIP suite. They had 20177 guests in 2003 of whom 43 percent were foreigners. Finns account for 14 percent of all foreign guests. The hotel has 3 main partners in Finland.

Valgalla hotel (www.valgalla.ru) was built in Murmansk in 2002. It is a small (6 rooms) luxurious hotel with high emphasis on quality.

3.3 Cross border cooperation experiences

3.3.1 Partners in Finland

6 of the 13 companies polled have partners in Finland. Those who don't either didn't need them so far because their international marketing is made by a foreign agent or due to their young age and lack of international experience. Several companies are participating in cross-border tourism projects such as LapKola (development of cross-border products) and Zakuska (improving quality of services to Russian clients in Lapland).

3.3.2 Problems encountered by Russian companies in cooperating with foreign partners and arranging cross-border products

Companies believe their cooperation with foreign partners and cross-border experiences are successful but they have also noted a number of problems. However, it should be stated that only a couple of problems mentioned below are strictly of a partner-to-partner nature while the rest are general problems associated with doing business in Russia and Russia's negative image in the West.

- Bureaucracy (clients' data has to be provided to the authorities at least 6 weeks in advance)
- Registration (what is its purpose especially when groups are accommodated in the field)
- Poor quality of service at hotels, restaurants etc.
- Unstable economic situation in the country
- Lack of information about the Kola Peninsula
- Cold welcome at the border by customs and immigration authorities who see a "smuggler" in every tourist
- Concerns about environmental situation (nuclear threat, quality of water)
- Concerns about safety of tourists
- Different understanding of what is "extreme" (something that is extreme for a foreigner may be a daily routine for a Russian)
- Foreign partners are too careful and try to pass on all risks connected with the new product to their Russian counterpart (maybe explained by young age of the Russian company)

- Independent work of foreign tour operators in the Russian territory. First a foreign tour operator asks its Russian partner to arrange a study tour at a low cost and then runs the tour on his own.

3.3.3 Cross-border products

6 out of 13 companies either have had experience in cross-border products or are doing them on a regular basis. These are mainly snowmobile tours from Lapland or Northern Norway in the winter.

Arctic Safari runs a snowmobile safari via Lotta/Rajajoseppi border crossing to the Vuva river to Verkhnetulomskiy and then back to Lotta. In the season 2004-2005 the company plans to start a new route from the Salla border crossing to Kovdor to the Vuva to Verkhnetulomskiy to the Lotta border crossing. Further this route will be extended to Kirkenes or Murmansk.

ArcticLand runs a snow safari through three countries. Clients leave from Saariselka to Norway. The next day they drive to Nickel, stay the night in Zapolyarniy and then return to Finland via the Lotta/Rajajoseppi border crossing.

Nordmorservice Group had experience of arranging a snow safari from Tornio via Ivalo to Murmansk where clients spent three days and then returned the same way.

Intourist-Murmansk has experiences in servicing tourists from other countries such as Taiwan or USA who came by bus or by plane from Finland and then either returned to Finland or went to Norway.

3.3.4 Challenges in ensuring safety in crossborder products

- Safe travel on snowmobiles. Crossing of roads, rivers, absence of other traffic participants along the route
- Reliable satellite telephone communication, availability of special vehicles for evacuation of the injured and broken vehicles.
- Outfitting tourists
- Following the route plan
- Compliance with hunting and fishing rules, safety on water, ensuring safety of firearms;
- Need to have a full-time guide/escort with the group
- Need to get instructions from the border authorities on how to cross the border on snowmobiles
- Special regulations prohibiting travel of foreigners through certain areas and need to have an escort from the border
- Need to comply with international safety standards. In Scandinavia it is prohibited to drive snowmobiles on the roads but in the Russian immediate border zone travel is only allowed on the roads. The company needed to get a special permission from the border authorities to drive snowmobiles next to the road on the natural terrain.
- Buying safety equipment
- Bad roads causing vehicles to break down
- Alcohol problems with clients

3.4 Safety in general

3.4.1 What is safety for companies

Companies provided a large number of answers to this question which maybe explained by their different specializations. However, most of them agree that safety is avoiding harm to people's lives and health as well as environment and equipment.

Companies normally divide safety into physical and informational. Physical safety is about minimizing the possibility of damage to client's health from injuries, poor food, unfavorable weather conditions etc. Informational safety is about providing the client with reliable information about possible risks and threats. In order to achieve that companies strive to use only highly skilled personnel and reliable partners (transportation companies, hotels, guides) and strictly follow safety when developing and implementing the tour product.

For adventure tourism companies it is important to make sure not to turn the tour into "survival" for the client. They also believe that safety precautions are specific to each product. For them safety is:

- Following safety rules in all their activities;
- Use of qualified guides who are also able to render first-aid in case of necessity;
- Good quality personal and group equipment and clothing for being in the "field";
- Individual first-aid kits;
- Obligatory recommendations to the clients how to dress and what to have on the tour (such as GPS devices, matches, ropes, etc);
- Checking equipment and familiarizing clients with safety rules prior to and during the tour.
- Life saving equipment (life vests, maps etc);
- Careful area examination and GPS mapping of the whole route as well as developing several versions of the route aimed at clients with different levels of expertise, equipment, weather conditions and force majeure situations;
- Satellite or radio communication with the base camp and knowledge of cell phone area coverage;
- Tools for repairing the equipment in the field;
- Right choice of speed on the route and allocation of sufficient time for rest;
- Recommendations to get appropriate insurance for easy routes and obligatory insurance on more difficult routes.

For hotels it is important their guests feel safe and secure at the hotel, although they note that safety at the hotel is useless when the guest may be robbed on the way to it. Therefore safety should be improved at all levels. More specifically safety for hotels is:

- Physical safety of the clients
- Fire safety
- Ensuring safety in emergencies.
- Making clients feel most comfortable and secure in the hotel
- Keep risk to life and health of clients at an acceptable level

3.4.2 Safety from the client's point of view

According to some companies main concern of foreign clients is the criminal situation in Russia. Many of them believe that Russia is a place where there is a higher risk for them to fall victims to theft, robbery or physical assault. Kola Travel (Monchegorsk) provides the following example. A group of Greek ladies refused to have a cup of coffee in a cafe with slot machines. They also looked quite frightened. Later it was found out that in Greece presence of slot machines means that the cafe is frequented by gangs. According to Intourist-Murmansk the situation is totally different - many

Scandinavian tourists who are used to little crime still behave as though they are still in their country and therefore fall victims to theft. Also foreign tourist voice concerns about quality of water in the region and environmental situation in general, especially to presence of large amount of nuclear materials on the Kola Peninsula.

Adventure companies believe that for their clients most important features of safety are:

- Qualified personnel that is able to communicate in a foreign language;
- Good equipment;
- Safe accommodation;
- Having full and reliable information about the tour;
- Possibility to contact authorities or a contact person when in Russia;
- Legality of the tour (being law-abiding foreign tourists do not to violate any laws);
- Presence of safety equipment;
- Presence of communications (satellite phones etc);
- Safekeeping of personal equipment and outfits during the tour;
- Possibility to get medical and technical assistance on time.

For hotel guests it is extremely important to be sure that the hotel pays a lot of attention to all types of safety. In some hotels clients are concerned with safety of staying on the ground floor and safety of their cars parked outside the hotel.

3.4.3 Safety measures taken by the companies in addition to regulatory requirements

- presence of a guide at all times;
- providing clients with recommendations where to go and not to go;
- parking the client's car at a secure parking lot or paying extra to hotel security for watching the vehicle;
- informing police and other law enforcement agencies about large groups of tourists asking for additional patrols at places they are going to visit.

Adventure tourism companies undertake the following extra safety precautions:

- Careful planning of the route (terrain, speed, number of people in the group, number of evacuation vehicles etc)
- Ensuring good technical condition of the vehicles, availability of spare parts, fuels, reliable communication etc).
- Voluntary or obligatory insurance depending on the difficulty of the route
- Providing the client with company's equipment and clothing free of charge if his does not meet the requirements.
- Creating client's personal file with medical information and travel experience
- Informing emergency situations authorities about the route and time of travel
- Having agreements for obtaining technical assistance at localities along the route.

Hotels install internal and external video surveillance, extra alarms in certain areas and extra fire safety systems. Many hotels have their own security.

3.4.4 Safety program

All companies polled pay a great attention to safety but the majority of them do not have a separate safety program. To them it is the sum total of all rules and activities aimed at client's safety.

Solitary Wanderer (Monchegorsk) uses safety program developed by the Ministry of Emergency situations. Hotels have special manuals concerning emergency situations and terrorist attacks.

3.4.5 Briefing the clients (adventure tourism).

Clients of adventure tourism companies receive both written and oral instructions prior and during the tour. Before the tourists even come to the place they are advised on possible risks, safety precautions, climatic conditions (with indication of appropriate clothing, footwear, repellents etc).

Before the start of the tour clients receive information about the route and safety instructions depending on the type of activity (fishing, hunting, snowmobiling, downhill skiing etc). Most of the companies also provide their tourists with written safety instructions but according to one company “nobody reads them anyway” so the companies always give verbal instructions. During the tour clients get daily verbal instructions.

3.5 Training and cooperation

3.5.1 Ways to improve safety of tourists visiting the region and customers of specific companies

According to tourism companies in order to improve safety of tourists visiting the region it is important to improve their knowledge of Russia and the region, main traditions and rules of conduct. This should be done both prior and during the visit. Recommendations on what information to provide to the clients are in Chapter “Safety recommendations”. It is also necessary to involve the police for securing large tourist groups, improve quality of roads and install road signs in Latin letters.

Adventure tourism companies believe in order to improve safety of their clients it is important to:

- Give clients reliable information about the route (very often clients are not prepared in terms of equipment or physical conditions)
- Continuous personnel training. Training at Scandinavian companies provides plenty of useful information concerning safety.
- Cooperation with Emergency situations Ministry of Russia.
- Creation of a database with information on who is able to provide medical and technical assistance on the route
- Ensuring reliable communication in remote areas (cell and satellite phones)

According to hotels it is possible to improve safety of their clients through continuous training and retraining, exercises and installation of modern equipment (electronic locks etc). However it is necessary to improve safety in general because hotel safety is useless when clients may fall victim to crime on the way to it.

3.5.2 Need and interest in safety training

Only a few of the companies and hotels polled said they didn’t need safety training. Training is in more demand among adventure tourism companies who want to implement western safety standards and approaches. One of the companies also is ready to share its experiences.

3.5.3 Participation in other tourism projects and interest in cooperating with other companies in the Murmansk region and Lapland

Of those polled only 4 companies and 1 hotel are participating in other Russia-Finnish tourism projects such as Zakuska and LapKola. However, companies showed interest to cooperation with Russian and Finnish companies either through these projects or through direct contacts.

3.6 Safety and quality

3.6.1 Use of quality systems

Only one of the companies, a Dutch-owned Kola Travel (Monchegorsk), is using a Dutch quality system used by members of the Dutch association of tourism guarantors (SGR) and Dutch travellers' association (ANVR). The key component of that system is a safety program and guarantees for compensation in case of cancellation of the tour or its bad quality. One of the accommodation facilities - Lesnaya recreation centre - is currently preparing for the introduction of ISO2000 quality system.

3.6.2 Feedback from clients

All companies polled except one have feedback from clients. However some companies have it only on a periodic basis. In most case feedback is in the form of verbal and/or written questionnaire right at the end of the tour. Some companies telephone or email clients once they return home asking their opinion of the tour. Others have special registers where clients may leave their recommendations and comments. One company finds out clients' opinions from the guest book on its web-site.

One company noted that clients are sometimes suspicious when they are asked their opinion on the spot and it's easier for them to share their comments or complaints with the travel agent in their country who sold them this tour. Some firms also get reports from their partners and tour leaders with comments on the quality of service, accommodation, food and transportation.

Among hotels the situation is similar. They all have some sort of communication with clients either in the form of written questionnaires in the rooms or special registers for clients' comments and complaints. Some also make telephone interviews or send questionnaires by mail.

Both tourist firms and hotels try to rectify problems identified by the clients. They also strive to improve the quality of their service even if there are no complaints from clients.

3.6.3 Importance of safety component in companies' products and activities

All companies engaged in adventure and mainstream tourism have put clients' safety on top of their priority list. Companies strive to think to the last detail (communications, first aid, evacuation, outfitting, recommendations and instructions before the tour). Some companies believe they would not be able to operate without this. A phrase given by one company can serve as a good example of the companies' attitude to the issue "Adrenaline has to be safe and come in a precise dose".

Among hotels only one ranked safety as a medium-level priority while others believe it's an essential part of their operations.

3.6.4 Safety information to be given to clients

The majority of companies believe that tourists need to be continuously informed about the details of the tour at all stages – from when they see the initial brochure through the end of the tour.

However there is a large discrepancy as to when and what information needs to be provided to the client.

Some for example believe that the initial brochure that a potential client sees at a travel agent's should not only contain general information about the destination but also possible risk factors, organizations responsible for safety, climatic conditions, recommended outfits and equipment etc. This is especially characteristic of adventure tourism companies who believe that the client has to have a clear understanding of what to expect of the tour otherwise one dissatisfied client can really

ruin the holiday for others in the group. It is also necessary to give the client to understand in the first brochure that the situation in Russia has improved a lot from what the client saw on TV back in early 1990s.

At stage 2 when the client has made a decision to go and is booking a tour at the travel agent's he/she should be given a detailed itinerary with recommendations on what to do in different situations, what kind of clothing and equipment is needed. The client at this stage should also be informed about climatic conditions. At this stage the client should also be given oral and written instructions on do's and don'ts of the country he or she is visiting.

At stage 3 when the tourist arrives at the destination he/she should be given detailed safety instructions, be introduced to the person in charge of safety, who to contact in emergencies, where to get medical assistance, what can be and what cannot be done on the tour. If it is a city program the client should be given recommendations on where to change money, which places are not advisable to go, where to keep money and documents etc.

At stage 4 during the tour the client needs to be continuously briefed on safety rules.

3.7 Use of safety in marketing products/services

Not all companies are using safety in their marketing materials either not to make client think so hard about safety or out of superstition. Some believe such emphasis on safety in adventure tours is not necessary as the clients want 'danger' and it is a tour operator's concern how to make this "danger" safe.

Some companies are underlining safety by showing qualifications of their guides thus creating a feeling of safety or use clients' testimonials. Companies in mainstream tourism mention in their brochures that the hotels they are using have security.

Hotels usually indicate in their brochures that they have 24/7 security and they of course emphasize the safety component in their discussions with tour operators who are supplying clients.

3.8 Recommendations for the safety brochure for foreign tourists

This is a very important and large-scale issue as recommendations for each type of activity have to come from experts in a particular field. The other thing is that it will not be possible to cover all aspects of safety in one small brochure. Some tour operators have proposed to make references to fishing, hunting, water, fire regulations etc in the brochure. This is hardly needed as organized tourists should receive information and instructions at the travel agent's or host tour operator.

The companies proposed the following information in the safety brochure:

- General information about the region with a map containing distances between places, gas stations, places where people can get tourist information (TICs, hotels, tourist firms), cell phone coverage areas.
- General safety recommendations (not leave their things unattended, not to walk outside at night, to be careful with alcohol, beware overfriendly locals, watch their photo and video equipment, valets and purses, beware prostitutes).
- Money exchange rules and use of ATMs
- Telephones and addresses needed in case of emergency (police, medical facilities etc). The question is however if the tourist does not speak Russian how will he be able to explain what's happened.

- Short traffic safety rules (speed limits, use of cell phone while driving). The contents can be copied from the similar brochure Russians get on the Finnish border.
- Recommendations not to try independent hiking or other outdoor trips without experienced local guides.

These recommendations as well as proposals from Finnish tourism industry and other stakeholders were used as a basis for the *Pocket guide to the Murmansk region* which was published by the project in the summer 2005.

4 GENERAL CONCLUSIONS

The feasibility study showed that Russian companies/hotels have a larger emphasis on the safety and they understand its importance for ensuring growth in the number of clients in the future. The study also showed that there is a great need for training and competence building in the sphere of active tourism where Finnish expertise may be very useful.

5 SOURCES OF INFORMATION

1. Companies' questionnaires
2. Tourism law of the Russian Federation
3. Consumer protection law of the Russian Federation
4. Sanitary and epidemiologic safety law of the Russian Federation.
5. Committee for Sports and Tourism of the Murmansk region