

COMPARATIVE ANALYSIS OF THE DEVELOPMENT STRATEGIES OF INDIGENOUS PEOPLE OF THE FAR EAST

O. D. Romanova

*Candidate of Sociological Sciences,
assistant professor,*

V. K. Neustroeva

*student,
Institute of Economics,
North-Eastern Federal University
named after M. K. Ammosov,
Yakutsk, Russia*

Summary. The Russian Federation is a multinational state in which more than 190 peoples live. From among these peoples, the legislation of the Russian Federation distinguishes the indigenous small-numbered peoples of the North into a separate social group of the population, which needs special state support. More than 70 % of the number of indigenous people live in rural areas. Their traditional way of life is based on a deep relationship (both physical and spiritual) with natural landscapes, the occupation of traditional types of economic activity.

Keywords: indigenous peoples of the North, traditional way of life, the development strategy of the Indigenous Peoples of the Far East.

Relevance: Previously, comparative analyzes of the Far East have not been published.

Goals: creating conditions for improving the socio-economic situation of the indigenous peoples of the North residing in the territory of the Russian Federation.

Objectives: For the implementation of the goals set the following tasks:

- development of traditional branches of nature management, support of tribal communities, small and medium-sized businesses of indigenous small peoples of the North;

- support of the indigenous peoples of the North in the field of education and health, the provision of measures of social support;

- preservation of the habitat, cultural heritage, ethnic languages and spiritual traditions of the indigenous minorities of the North living in the Magadan region;

- ensuring the employment of the indigenous peoples of the North;

- improvement of social conditions, improvement of the quality of life of representatives of the indigenous minorities of the North;

- strengthening interethnic and interreligious harmony [1].

Methods: Comparative analysis of state and municipal programs and development strategies of the Indigenous Minorities of the Republic of Sakha (Yakutia), Kamchatka Krai, Magadan Oblast, Sakhalin Oblast on the main structural elements of documents and economic indicators of the regions.

The information base for the study was regional regulatory frameworks, websites of regional administrations, as well as websites of regional authorities that are responsible for developing strategies of the region for the development

of indigenous minorities. The information base was examined for the presence of the strategic development of the Indigenous Peoples of the Far East.

The object of analysis.

Four regions were selected where the implementation of the strategies of developing indigenous minorities were implemented: the Sakha Republic (Yakutia), the Kamchatka Territory, the Magadan Region, Sakhalin region.

Subject of analysis.

As part of any economic school can identify the main elements which have to be out intime ops strategy. The presence of the same elements x indicates the quality, adequacy and effectiveness of the strategy. These elements include:

- mission definition;
- setting objectives (operational and strategic in long-term strategies);
- setting strategy objectives;
- analysis of the external environment (PEST analysis, competitor analysis, etc.
- analysis of the existing position and capabilities of the region (SNW analysis);
- SWOT analysis, development of strategic alternatives;
- selection of specific strategic alternatives.

Regional development programs and strategies were analyzed precisely from the point of view of how competently, fully and informally their authors were guided by the generally accepted approaches to drafting documents.

The main elements of the documents S TRATEGIC nature are the mission, goals, objectives, analysis of the external environment, analysis of the position and The possibility of the region, SWOT-analysis, their choice of strategic alternatives that is a subject of a comparative analysis of the program and strategies for the development of regions.

The mission (business credo, “philosophy”) of a region is a set of common attitudes and principles determining the purpose and role of a region in a country, relations with other socio-economic subjects.

Objectives – a description of the final and intermediate states of the region during the implementation of the strategy.

The strategic goal is to describe the final state of the region. Operational Target is a description of the intermediate state of a region. The availability of operational objectives is not vital for short – and medium-term strategies, but when building a long-term development program, region a helps to assess the adequacy of the tasks set.

Tasks – a set of measures to achieve the objectives in the region as applied no to various areas of its activity.

The analysis of the external environment, or PEST analysis is the diagnosis of the strategic conditions created by the external environment.

PEST is an acronym for political (Political), economic (Economic), social (Social) and technological (Technological) factors that are used to assess the mar-

ket for an organizational or business unit. Analysis may include the classification of environmental factors of the region, the establishment of cause-effect relationships between them, the forecast trends of possible changes in the core industries of the region, etc. Under the external environment is usually understood not only border areas, but also Russia as a whole, as well as foreign countries.

An analysis of the existing position and capabilities of a region is an analysis and classification of internal specialized factors of regional development, analysis of its strengths and weaknesses, SNW analysis.

SNW analysis is an advanced analysis of strengths and weaknesses. SNW – Strength (forte), Neutral User (neutral side) and Weakness (weak side). Unlike the analysis of the weak and strong SNW-analysis also offers the average market state (N). The main reason for adding a neutral side is that often a state may be sufficient for competitive cuts in a given organization relative to all its competitors in all but one key position is in the N state, and only one in the S state. Analysis may include an assessment of the sectoral structure of the region, identifying the most and least promising sectors of the economy, etc.

SWOT analysis is based on the assessment of strength (Strengths), weaknesses (Weaknesses), opportunities (Opportunities) and threats (Threats) of the region. This is one of the most popular and common methods of analysis when building a strategy. It consists in identifying the main competitive positions of the region, establishing their interrelations, systematizing the strong and weak competitive positions of the region, its possibilities and threats (building the so-called “Boston matrix”). Also at this stage often modeled development scenarios depending on external conditions and a base is being formed for the development of alternative scenarios for the economic development of the region.

Selection of specific strategic alternatives willows.

At this stage, the probability of one or another development scenario of a region or region is estimated, after based on the most likely scenario, a specific development strategy is chosen, which is the final result of the strategic analysis of the region.

After assessing the economic development of regions with the strategies of developing SIMs, it will be possible to conclude whether or not there is a connection between the qualitative assessment of the development strategy and the quantitative assessment of economic growth.

Analysis of Regional Programs for the Development of SIM

The Government of the Russian Federation Order No. 1792-p, dated August 25, 2016, approved a plan for the implementation of the third stage of the Sustainable Development Conception for Indigenous Minorities of the North, Siberia and the Far East. It includes a set of measures aimed at preserving the original habitat of small indigenous peoples, their way of life, the modernization of economic activities and the entire social sphere (including the education system, health care, culture) in the places of their traditional residence.

The concept provides for its implementation until 2025 in three stages. The implementation plan for the first stage of the Concept (2009–2011) was ap-

proved by decree of the Government of the Russian Federation No. 1245-p dated August 28, 2009, second stage (2012–2015), third stage (2016–2025) by the decree of the Government of the Russian Federation dated October 12, 2012 No. 1906-r.

The plan includes a set of measures aimed at creating conditions for the sustainable development of the indigenous minorities of the North, Siberia and the Far East, including the preservation of their original habitats and lifestyles, the modernization of economic activity and the entire social sphere (including education, health care, culture) in the places of their traditional residence [1].

As part of the implementation of this Concept, the subjects of the Far Eastern Federal District adopted similar legal acts and (or) made appropriate changes to legal acts providing for the development strategy of the Indigenous Peoples Group. So:

1. The Republic of Sakha (Yakutia):

By the Resolution of the State Assembly (Tumen) of the Republic of Sakha (Yakutia), the Law of the Republic of Sakha (Yakutia) of December 19, 2018 2077-N N 45-VI “On the Strategy of Social and Economic Development of the Republic of Sakha (Yakutia) until 2032 was adopted with a targeted vision to 2050”, according to which one of the tasks and main activities is the preservation and development of the cultural heritage of the indigenous minorities of the North, including the introduction of e-learning programs in the languages of the indigenous minorities of the North. The expected result of the implementation of the Strategy in this area is: the number of children learning the languages of the peoples of the North – 3,060 people. Guaranteed and timely delivery of goods to areas with limited terms of delivery of goods by improving the logistics of delivery of goods, taking into account the redirection of the bulk of goods to new transport routes (Northern Sea Route, Yakutsk Transport and Logistics Center in the village of Nizhny Bestyah) to reduce the cost of shipping [2].

2. Kamchatka Krai:

The Order of the Government of the Kamchatka Territory of October 19, 2010 No. 500-rp adopted the “ Strategy for the Sustainable Development of Traditional Forms of Management and Craft of the Indigenous Peoples of the North of the Kamchatka Territory in the Places of Their Compact Living until 2025” in order to create conditions for the sustainable development of the indigenous peoples by strengthening traditional livelihoods, the promotion of the economic activity of indigenous peoples, the formation of institutions of national self-government on the basis of rational nature additional use, technical and technological improvement of traditional sectors of the economy, the rationale for the participation of indigenous peoples in the development of non-traditional trades and methods of management, the main objectives of the Strategy are:

- Technical and technological equipment of traditional economic activities and the organization of processing industries in areas inhabited by indigenous peoples in the Kamchatka region, the organization of new industries;

- The expansion of the economic activities of indigenous peoples through the development of non-traditional crafts and methods of management;
- The creation of a system of procurement, logistics and marketing of products, ensuring the development of factorial forms of trade and commodity exchange;
- Ensuring the revival of the culture of indigenous peoples, in the form of the revival of traditional artistic crafts;
- The development of forms of local self-government that are adequate to the organization of traditional environmental management and the way of life of indigenous peoples [4].

3. Magadan Region:

By the Decree of the Administration of the Magadan Region dated 07.11.2013 No. 1093-pa, the state program “Social, economic and cultural development of the indigenous minorities of the North living in the territory of the Magadan Region” was approved.

The purpose of this state program is: to create conditions for improving the socio-economic situation of the small indigenous peoples of the North living in the territory of the Magadan Region, based on the development of traditional and non-traditional economic sectors, and the arrangement of the social and production infrastructure of their places of compact residence; preservation and revival of cultural and spiritual traditions of indigenous ethnic groups; assistance to local governments of municipalities of the Magadan region in the implementation of the powers granted to them by the law to resolve local issues related to the livelihoods of settlements inhabited by representatives of the indigenous minorities of the North.

4. Sakhalin Region:

Administration Decree South-Sakhalinsk of 20.08.2014 No. 1530-pa approved the Municipal Program "Sustainable Development of Indigenous Minorities of the North of the City District" City of South-Sakhalinsk "for 2015–2021" (with changes as of December 29, 2018).

Program goal: Creating conditions for the formation of sustainable development of indigenous peoples of the North (hereinafter – the indigenous peoples of the North) living in the city district "City of South-Sakhalinsk", based on a comprehensive solution to the problems of spiritual and national-cultural development, promoting the formation and strengthening of the traditional image life and cultural values of these peoples.

To achieve the goal, the following tasks are defined:

- creation of conditions for the formation of the traditional way of life, through the development and modernization of the traditional sectors of the economic activities of indigenous peoples;
- improving the quality of life and living conditions of indigenous peoples, through the development and modernization of infrastructure in traditional places of residence and traditional economic activities;

- creation of conditions for the preservation and revival of national and cultural traditions, the development of national sport and the conduct of ethnocultural events [8].

For convenience and visual comparison, let us introduce the main elements of the strategies of the development of indigenous peoples of the regions in table 1:

Table 1.

The presence of elements of the development strategy of indigenous people in 4 regions

	Republic of Sakha (Yakutia)	Kamchatka Krai	Magadan Region	Sakhalin region
Mission	there is	not	not	not
Goals	there is	there is	there is	there is
Tasks	there is	there is	there is	there is
Environmental analysis	there is	not	not	not
SNW analysis	there is	there is	there is	there is
SWOT analysis	there is	not	not	not
Choice of alternatives	not	not	not	not

Of the regions described, the most high-quality development strategy is spelled out in the Sakha Republic (Yakutia), but the development of SIM in this strategy is included in the tasks, while in the remaining regions (Kamchatka Krai, Magadan region, Sakhalin region) strategies are developed specifically for the development of SIM.

Analysis of economic indicators

It is believed that the availability of strategies and programs for the development of regions should stimulate their socio-economic development. In this regard, it is interesting to analyze how, indeed, the availability and quality of programs has a beneficial effect on the development of regions.

The overall economic indicator of the development of a region is the gross regional product (GRP) indicator. Changes in this indicator in regions with SIM programs are shown in Table 2.

Table 2

Dynamics of GRP by region, % per year

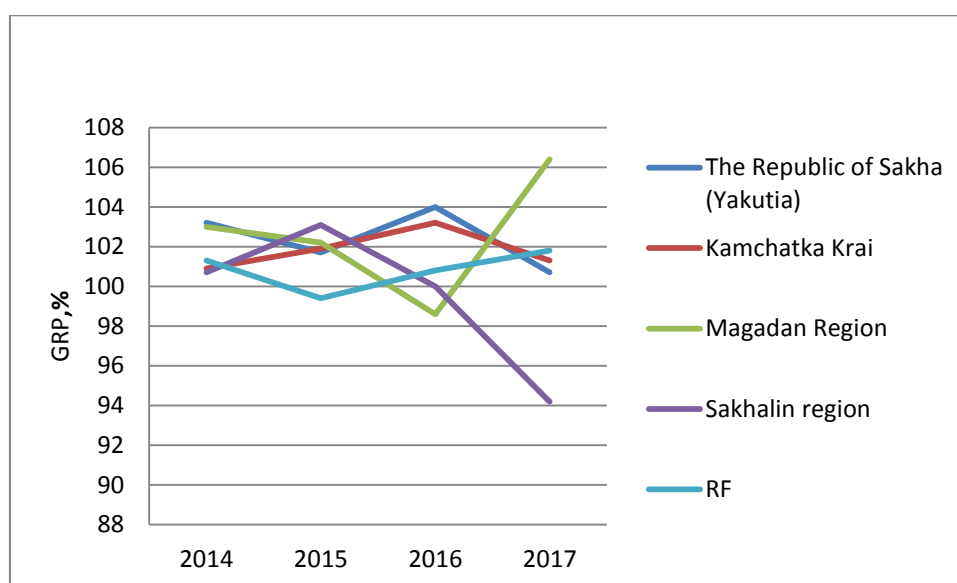
region	Change in GRP				Average annual change in GRP
	2014	2015	2016	2017	
The Republic of Sakha (Yakutia)	103.2	101.7	104.0	100.7	102.4
Kamchatka Krai	100.9	101.9	103.2	101.3	101.825
Magadan Region	103.0	102.2	98.6	106.4	102.55
Sakhalin region	100.7	103.1	100.0	94.2	99.5
RF	101.3	99.4	100.8	101.8	100.825

Sources: Rosstat, FBK [9].

For clarity, a diagram 1 is presented.

Chart 1.

Dynamics of GRP by regions with strategies and by RF, % per year



The Sakhalin region has a decrease in the CDF, which is an unsatisfactory indicator for the development strategy of the SIM. The rest of the regions with the development strategy of indigenous minority have seen an increase in CDF, of which the Magadan region is in the lead.

Table 3.

Overview of the average annual GRP of all regions of the Far East and the presence or absence of a strategy

Regions of the Far East	Average annual growth of GRP (2014–2017)	Presence of the SIM development strategy
The Republic of Sakha (Yakutia)	102.4	there is
Kamchatka region	101.825	there is
Primorsky Krai	100.15	not
Khabarovsk region	99.475	not
Amur region	100.6	not
Magadan Region	102.55	there is
Sakhalin region	99.5	there is
Jewish Autonomous Region	101.45	Not
Chukotka Autonomous Region	102.875	projected
In the Russian Federation	100.825	there is

The average annual rates of economic growth in most regions of the Far Eastern Federal District are more than 100 %, except for the Khabarovsk Territory, where there is no SIM strategy, and the Sakhalin Region, where, however, there is a program.

From 9 regions of the Far East 3 with strategies exceeded the average annual growth rate of GRP in Russia, 1 without strategy.

If we analyze the economic growth of regions in which strategies have not been developed, the picture will turn out to be equally ambiguous. The highest total growth rate for 2014–2017. (102.875 %) was in the Chukotka Autonomous Region, which does not have a developed development strategy, low (99.475 %) – in the Khabarovsk Territory, which also has no program.

Consider the resource support strategies for the development of indigenous people and their intended purpose in the three regions where there is information on them.

Table 4.

Resource support of the SIM Strategy

Regions of the Far East	Amount of financing, thou. rub.
Kamchatka region	801 09 0.0
Magadan Region	279 988.5
Sakhalin region	7 756.9

The activities of the Strategy are implemented through the provision of subsidies from the federal, regional and municipal budgets on the basis of con-

cluded co-financing agreements for the buildings, objects and activities included in the Strategy. Priority in the allocation of funding from the federal and regional budgets are arrangements for organizing a network of trading posts in the Kamchatka region, training personnel for implementing the Strategy and organizing the provision of public services and government functions using the “mobile teams” method. Other objects, construction sites and events are funded mainly by investors.

The basis for considering the issue of a grant is the submission of a set of documents for each construction site, facility, and event strategy prepared by analogy with the requirements of the RF Government Decree No. 714 of October 11, 2001 «On Approval of the Provision on the Formation of a List of Construction Sites and Facilities for Federal State Needs and their Financing at the expense of the federal budget».

The executive authorities of the Kamchatka Territory are the main managers of the regional budget, local governments of municipalities in the Kamchatka Territory conclude (with the participation) agreements (contracts) with private investors on co-financing construction projects, facilities, and activities of the Strategy.

These agreements (contracts) establish the conditions for participation in the financing of construction projects, facilities and activities of the Strategy and are concluded for the entire period of their implementation.

Construction sites, facilities, and state-owned programs in the Kamchatka Territory or in municipal ownership must be included in the appropriate programs (for municipalities, in the programs for the social and economic development of municipalities). Placing an order for the implementation of the Strategy is carried out exclusively on a competitive basis in accordance with applicable law.

Table 5.

**Resource support for the Development Strategy
for Indigenous Minorities in the Kamchatka Territory**

Section Name	Amount of financing, mln. Rub.
Development of indigenous national arts and crafts	361.1
Development of a network of enterprises for the management of marine hunting, gathering and processing of wild-growing plants	22.48
Creating a network of ethno-cultural villages	375.7
The organization of the work of "visiting teams" (10 visits by the end of 2010)	14.21
Organization of trading posts	27.6
Total:	801.09

The source of funding for the state program of the Magadan region is the funds of the regional budget, local budgets, as well as funds from the federal budget that come to the regional budget in the form of subsidies.

Under this state program, budgets of municipalities of the Magadan Region are provided with subsidies from the regional budget for the implementation of municipal programs aimed at achieving the goals of the state program, namely:

- to strengthen the material and technical base of municipal enterprises, municipal agricultural enterprises, peasant farms, territorially neighboring communities, indigenous peoples of the indigenous people engaged in traditional nature management (reindeer herding, hunting, plant growing, gathering wild plants, etc.);

- On the publication of educational and methodological, scientific, folklore and other literature that ensures the preservation and transmission of ethnocultural knowledge and traditions, the study of the ethnic languages of the indigenous peoples of the North;

- The participation of representatives of the indigenous peoples of the North in regional, Russian and international events dedicated to the problems of the indigenous peoples of the North;

- To conduct activities aimed at strengthening interethnic and interfaith harmony;

- To support the teaching of ethnic languages (Koryak, Ev, Yukagir and Yakut);

- To renovate living quarters for needy families of indigenous peoples of the North;

- On the provision of social benefits for the purchase of residential premises to citizens from among the indigenous peoples of the North;

- To organize training on the basis of targeted contractual training of young people from among the indigenous minorities of the North in higher educational institutions and secondary professional educational organizations in the territory of the Magadan Region and beyond its borders;

- For partial reimbursement of expenses for the supervision and care of children enrolled in educational institutions that implement educational programs for pre-school education, whose parents belong to the indigenous minorities of the North;

- To carry out repair work in cultural institutions of municipalities of the Magadan region.

The total amount of funding for the state program is 279,988.5 thousand rubles.

Table 6.

Resource support for the Development Strategy of the SIM of the Magadan Region

Section Name	Amount of financing, mln. Rub.
1. The main event "Support of enterprises and organizations engaged in traditional economic activities, the preservation of the habitat, cultural heritage, ethnic languages, spiritual traditions and cultures of the indigenous peoples of the North".	30 945.5
2. The main event is "Building (reconstruction) and major repairs of apartment houses in the areas traditionally inhabited by indigenous peoples of the North, the improvement of social conditions Representat Avitel of Indigenous Peoples of the North".	58 593.0
3. The main event "Reconstruction and overhaul of buildings of diesel power plants, heating networks, energy supply, construction (reconstruction) of social infrastructure facilities".	44 794.7
4. The main event "Activities for the support of indigenous peoples of the North.	29 567.20
5. The main event "Reconstruction of the school with. Gizhiga".	81 004.7
6. The main event is "Acquisition of living quarters for needy families from the number of indigenous people".	3 544.2
7. Main event "Partial reimbursement p Flow rate in baby and childcare studying in educational institutions of the North of Evensk urban district, carrying out educational programs of preschool education, give birth there which are indigenous minorities of the North".	31 539.2
Total by state program:	279 988.5

Resource support for the implementation of the municipal Program "Sustainable Development of Indigenous Minorities of the North of the City District" City of South-Sakhalinsk "for 2015–2021" is carried out at the expense of the regional budget, provided annually in the form of subventions for exercising state authority in accordance with the Sakhalin Oblast Law of 15.05 .2015 N 31-ZO "On the empowerment of local governments with state powers of the Sakhalin region in the field of protection of the original habitat, traditional way of life, households and crafts of indigenous peoples living in the territory of the Sakhalin area ", and the local budget .

Table 7.

Resource support for the Sakhalin Oblast Development Strategy for Sakhalin Oblast

Section Name	Amount of financing, mln. Rub.
1. "Support for enterprises and organizations engaged in traditional economic activities, preservation of the habitat, cultural heritage, ethnic languages, spiritual traditions and culture of the indigenous minorities of the North".	915.4
2. Renovation and modernization of the infrastructure in the places of traditional residence and traditional economic activities of indigenous peoples.	1911.9
3. Repairing the housing of indigenous peoples in the areas of their traditional residence and traditional economic activities.	1261.6 111,8 343.3
4. Preservation and revival of national traditions, holding ethno-cultural events.	22.0 404.2
5. Development of national sport.	224.0 112.0 732.3
6. Ensuring healthy nutrition of children from indigenous peoples.	1512.7 40.1
7. Preservation and development of original culture.	152.9 12.7
Total by state program:	7756.9

Thus, the analysis of the impact on the economic development of a region of the presence (absence) of strategies or programs from development, as well as the level of elaboration of these documents, does not allow us to conclude that such a relationship exists.

Perhaps the problem is insufficient experience in developing high-quality development programs for indigenous people, because their traditional life of indigenous peoples differs from the way of life of highly specialized professions. And the problems of indigenous people are mostly representatives of the ethnic group themselves.

The current socio-economic problems force us to move away from medium and long-term priorities. The activities outlined in the programs increasingly diverge from current plans; the benefits of strategic development are leveled.

This deficiency is also characteristic of the federal level, when strategies and programs begin to live their own life separated from the current economic development. To change this position, it is recommended:

- change the attitude to documents of a strategic nature, which should really become a guide to current plans;
- to increase the level of scientific elaboration of strategies and programs;
- each program must be specified in the action plan, linked by time, performers and amount of funding;

- to ensure control over the implementation of program activities.

Conclusions:

1. Strategies and programs for the social and economic development of indigenous people in the regions of the Far East are currently available in 4 regions (May 2019). In this case, none of these documents can not be called fully satisfying the relevant requirements.

2. The presence or absence of programs and even the level of their scientific study today have practically no effect on the dynamics of the economic development of regions. This testifies to the need for serious reform of strategies and programs as a tool for implementing effective economic policies.

Bibliography

1. Approval of the implementation plan for the Concept of Sustainable Development of Indigenous Minorities of the North, Siberia and the Far East in 2016–2025 <http://government.ru/docs/24308/>
2. On the Strategy of Social and Economic Development of the Republic of Sakha (Yakutia) until 2032 with a targeted vision until 2050 <http://docs.cntd.ru/document/550299670>
3. About the Action Plan for implementation in the Khabarovsk Territory in 2016-2025 of the Concept of Sustainable Development of Indigenous Peoples of the North, Siberia and the Far East of the Russian Federation (as amended on August 8, 2018) <http://docs.cntd.ru/document/465338096>
4. Strategy for ensuring the sustainable development of traditional forms of management and crafts of the indigenous peoples of the North of the Kamchatka Territory in the places of their compact residence until 2025 http://old.kamgov.ru/?cont=oiv_din&id=189&mcont=2621&menu=4&menu2=0
5. On approval of the state program of the Magadan region "Socio-economic and cultural development of indigenous minorities of the North living in the territory of the Magadan region" (as amended on December 6, 2018) <http://docs.cntd.ru/document/460207102>
6. On the indigenous peoples of the Russian Federation living in the Primorsky Territory <http://docs.cntd.ru/document/432818249>
7. On approval of the Municipal Program "Sustainable Development of Indigenous Peoples of the North of the City District" City of Yuzhno-Sakhalinsk "for 2015-2021" <http://docs.cntd.ru/document/441672363>
8. Gross regional product http://www.gks.ru/wps/wcm/connect/rosstat_main/rosstat/ru/statistics/accounts/
9. Strategy of social and economic development of the Chukotka Autonomous Region until 2030 <http://docs.cntd.ru/document/446123709>