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The Indicators System Formation for Quality of Life Evaluation as the Basis for Sustainable Socio-Economic Development of Indigenous Minorities of the North

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The article provides with the evaluation of the efficiency of the mechanisms of the state support of economical and social development of the indigenous minorities of the North. It summarizes the practice of working out the programmes of these minorities' development and evaluation of quality of their life.

The authors suggest taking into consideration the evaluation of the conditions of the indigenous minorities of the North, living in their area, and namely in the territories with a high relative density of the peoples of the North, compactly and dispersibly settled and doing their traditional activities, as indicators of socio-economical condition of the indigenous minorities of the North.

Keywords: indigenous minorities of the North, sustainable development, quality of life, programme-pronged approach, monitoring.

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Introduction

The problems of the formation of the system of parameters and indicators of a sustainable development of the territories of traditional residence of the indigenous minorities of the North and evaluation of their life quality are getting more urgent in the course of the recent years. They are caused by a sharp decline in living standards of the most part of the representatives of the indigenous minorities of the North

and growing demographic, economical, and ecological crisis processes in the areas of their habitation.

According to the information given at the VII congress of the indigenous minorities of the North, Siberia and the Far East of the Russian Federation held in Salekhard on the 28-29th of March, 2013, the characteristic features of a crisis condition of the indigenous minorities, listed in the Conception of a sustainable development

(The Order..., 2009) in 2009, have worsened for the last three years.

Such situation was also stated by the Accounts Chamber of the Russian Federation. In their report, based on the results of the audit of spending budgetary funds aimed to support economical and social development of the indigenous minorities of the North, Siberia and the Far East of the Russian Federation, it was said: "Realization of measures of the federal targeted programme "Economical and social development of the indigenous minorities of the North up to 2008", implementation of the measures within the frame of the Conception of a sustainable development of the indigenous minorities of the North, Siberia and the Far East of the Russian Federation within the period of 2009-2010 have not resulted in a substantial improvement of the level of economical and social development of the indigenous minorities of the North, Siberia and the Far East of the Russian Federation <...>

Standards of living in the regions of dense habitation of the indigenous minorities of the North are lower than the average in the corresponding subjects of the Russian Federation; the percentage of the housing stock equipped with plumbing and hot water supply in the areas of dense habitation of the indigenous minorities of the North is 2-5 times lower than the average in the corresponding subjects of the Russian Federation. The rate of unemployment is 1,5-2 times higher than the average in the Russian Federation. Infant mortality rate in the Tyva Republic, the Sakha (Yakutia) Republic, Krasnoyarsk Krai, Kamchatka Krai, Sakhalin Oblast, Chukchi Autonomous Okrug and some other regions of the North is exceeding <...>

At present federal and regional levels lack annual monitoring of the rates of the population size and condition of socio-economical development of the indigenous minorities of the North" (The Decision..., 2011).

Economical reforms of the recent years have significantly influenced the idea of a sustainable development and quality of life, on the whole, as well as that of a sustainable development of the territories of traditional nature management and the quality of life of the indigenous minorities of the North, in particular. At present various systems of securing a sustainable development of the territories of traditional nature management and the quality of life of the indigenous minorities of the North have been formed. They include technologies and measures of the programme-pronged approach, cooperative management, state-and-private and municipal-and-private partnership, and measures of estimation of their efficiency.

A complex research of the problems of a sustainable development of the indigenous minorities of the North and estimation of quality of their life is in many ways determined by the specificity of 'the indigenous minorities of the North' category itself with its peculiar features such as relatively low (in comparison with other categories) rates of employment, income, chronic unprofitability of traditional types of economic activities, extremely low entrepreneurial activity, essential difference in the level of housing conditions and services.

Thereby, the development of a complex appropriate indicator system and methods of estimation of the potential of a sustainable development of habitation areas and quality of life of the indigenous minorities of the North is of a significant importance among the tasks of the state socio-economical policy implementation.

1. Practice and problems of working out the sustainable development programme of the indigenous minorities of the North

Three federal targeted programmes and numerous regional targeted programmes and sub-

programmes of socio-economical development of the indigenous minorities of the North have been designed within the period of 15 years. They were aimed to form the conditions for the minorities' sustainable development on account of consolidation of the funds of the federal budget, the budgets of the subjects of the Russian Federation and non-budgetary sources.

In the course of the years 2002-2008 the financial support of the indigenous minorities of the North was provided within the frame of the measures of the federal targeted programme "Economical and social development of the indigenous minorities of the North up to 2008" which was implemented in the territory of 26 subjects of the Russian Federation. 2,6 billion rubles were spent on financing the measures within the period of the Programme (1 billion rubles were from the federal budget, 1,3 billion rubles – from the budgets of the subjects of the Russian Federation, 0,3 billion rubles – from non-budgetary sources).

Within the frame of the Programme they built and put into operation schools and kindergartens for 5149 persons, accommodation of 15415,6 square metres of floor area, transmission lines of 64,41 km length, 12 power stations and diesel generators, 3 local power installations, 20 manufacturing units (fishing and fishing factory ships, a wood processing workshop in the Tyva Republic, a workshop for processing mushrooms and berries in Mezhdurech'e village of Khanty-Mansi Autonomous Okrug, reindeer-breeding farms), a hunter's house in Kamchatka and a house of the peoples of the North in Yakutsk. They also organized 4 trading posts, bought 31 "Buran" ("Blizzard") snowmobiles, 5 power saw benches, 18 boat engines, 14 radio-telephones, 10 equipment sets for processing the products of traditional sectors, equipment for fishing and hunting trades, 5 refrigerator equipment sets, mini-bakeries.

In May 2008 by the initiative of the Ministry of regional development of the Russian Federation the decision on reversal of this practice and transition to the system of allocation of subsidies for the solution of certain problems of the development of the indigenous minorities of the North to the corresponding subjects of the Federation was taken. This took place after the government of the Russian Federation approved the "Economical and social development of the indigenous minorities of the North, Siberia and the Far East up to 2015" conception on the 21st of November, 2007 and charged the Ministry of Regional Development (Russia) with the task to develop its project. The conception of the Federal targeted programme "Economical and social development of the indigenous minorities of the North, Siberia and the Far East up to 2015" contained the conclusion stating the decline of the minorities' living standards within the recent 10 years. None of the serious problems of the minorities of the North was solved satisfactorily.

Starting from 2009 the appropriate measures as well as the construction of the facilities of social infrastructure, etc. were realized within the frame of negotiation of special subsidies from the federal budget to the budgets of the subjects of the Russian Federation to support the indigenous minorities of the North, living in this territory. The amount of the subsidies given was 600 million rubles in 2009, 240 million rubles in 2010. As for the federal budget for 2011-2013, it was 240 million rubles per year.

In point of fact, the situation hasn't crucially changed. Moreover, the inspection of spending of budgetary funds channeled to support economical and social development of the indigenous minorities of the North, Siberia and the Far East of the Russian Federation within 2009-2010, which was made by the Accounts Chamber of the Russian Federation, revealed financial violations and concluded the fact that

the Ministry of Regional Development (Russia) hadn't properly controlled the efficient spending of subsidies on support of socio-economic development of the indigenous minorities of the North, Siberia and the Far East by the subjects of the Russian Federation. The Accounts Chamber of the Russian Federation's inspection revealed financial violations at spending of budget funds with the total amount of 211,2 million rubles (including 64,6 million rubles from the federal budget). 6,8 million rubles were considered to be inefficiently spent (The Decision..., 2011).

The programme cycle of the recent 16 years proves that none of the problems of the minorities of the North has been solved. On the contrary, many problems have become even more acute. Moreover, new problems have sprung up. The Conception of the federal targeted programme "Economical and social development of the indigenous minorities of the North, Siberia and the Far East up to 2015" contains a very important conclusion on the estimation of social situation. It runs that these minorities' standards of living have lowered for the recent 10 years.

Programming crisis reflects a general crisis of existing views on the development and solving the problems of the indigenous minorities of the North as well as on a respective public policy. This crisis is the crisis of the object-oriented approach. It integrally underlies more than 30 conceptions and 80 programmes that have been worked out in the course of recent decades and concern various aspects of the development of the indigenous minorities of the North.

Content analysis of the documents mentioned has enabled to single out the following characteristic features of applying the object-oriented approach: – the subject of programming as well as of numerous conceptions of these minorities' development are not these peoples; – peoples of the North are viewed as a homogeneous enlarged target object; – the main focus is given

to external sources of their development, making material objects (building houses and schools, equipment installation, constructing objects of energy supply); – such approach hardly stimulates actualization of positive scenarios of these peoples' development.

Efficiency of the object-oriented approach in programming the life of the peoples of the North is limited to a number of factors:

- heterogeneity of the group of the indigenous peoples of the North;
- irregularity of their ethno-social development;
- internal socio-cultural split, deviation from a traditional way of life of a majority of the representatives of the indigenous peoples of the North and their orientation towards European consumer standards;
- chronic absolute and relative underfunding of the programmes of the development of the indigenous minorities regarding programming indicators and these peoples' growing demands.

In addition to the programmes in force it seems to be expedient to develop and implement the subject-oriented approach to the control of the development of the indigenous minorities of the North, based on taking internal life scenarios into account.

The main aim of this approach is to create the control mechanism of socio-cultural potential of the indigenous minorities of the North and consider their real problems and prospects of development, i.e. to formulate and implement life scenarios of these peoples' development.

It is vital to consider that the subject-oriented approach doesn't replace but supplement the object-oriented approach. It's impossible to stop building schools, kindergartens, and other objects of social infrastructure, to stop providing facilities for the development of economical structures, etc. But one cannot confine to these.

The heart of the public policy towards the indigenous minorities of the North is not only to provide a financial support but facilitate creation of legal, economical, financial, and technological conditions for activation of these peoples' inner potential in order to turn them into real subjects of labour, economical, political and cultural activity. Only this approach will make it possible for the northern ethnoses to avoid total assimilation and prove their own historic sustainability.

2. Problems of indigenous minorities of the North life's quality estimation

Researches in the sphere of estimation of interrelation between a sustainable development of the residential territories of the indigenous minorities of the North and quality of their life are extremely limited in number. There are only fragmentary sections in these or those areas of economical research concerning estimation of these interrelations. But there are no complex and full researches ensuring a methodological and methodical basis.

Analysis of the types of sustainability makes it possible to conclude that adaptive sustainability is the most appropriate type for the traditional northern rural territorial type of the development (further referred to as the residential areas for the indigenous minorities of the North). This type of sustainability enjoys the most essential compensatory mechanisms when a territorial system tries to adjust and compensate for the changes that arise.

Another peculiar feature of the adaptive system of sustainability is that this type allows not only application of one or another compensatory mechanism but their various combinations. In other words, adaptive mechanisms are of a combination nature that is essentially important for sustainability of the residential areas for the indigenous minorities of the North).

In Russian reality absolutely different ways of maintaining their sustainability (that can be termed a "deferred sustainability") are typical for rural residential areas for the indigenous minorities of the North to the utmost. They display virtually nonexistent compensatory mechanisms of lowering living standards of the indigenous minorities of the North who escape from their problems plunging into alcoholism, drug addiction, and poverty. Others just withdraw in their shell expecting changes to the better.

Moreover, a "deferred sustainability" of the residential areas for the indigenous minorities of the North in this context is a most "economical" mechanism from a point of financial and material expenses. In this respect it is viewed as the most acceptable means of ensuring their sustainability.

The indicators of levels of living are structural elements of an "adaptive sustainability" of the residential areas for the indigenous minorities of the North.

Elaboration of the indicators of levels of living is particularly urgent in respect to the indigenous minorities of the North in particular as such indicators are worked out for the population of the states in the whole and they are more or less effectively applied in order to both efficiently administer the government, exercise intergovernmental comparison and undertake international obligations.

Specificity of the indicators of the quality of life of the indigenous minorities of the North is not mostly in the fact that in compliance with the law of the Russian Federation this population category has a special status but also in the fact that such indicators must reflect a degree of these peoples' participation in taking the decisions, infringing their interests. Moreover, the main part of the monitoring proper, which is based on such indicators, can be efficient only provided that the aboriginals themselves actively participate in it.

Such indicators should comprise a self-evaluation of living standards and other formal factors as well as their ideas of living standards as to what it should be on the individual and collective (common) levels. The use of the data of formal statistical accounts only can't provide an adequate view on the issue studied. It's obvious that designing the model of indicators of the quality of life is impossible without application of socio-anthropological knowledge and methods.

Taking into account smallness and special status of the indigenous minorities of the North, the analysis of the quality of life should result in working out of a specialized data base about all aboriginals, their socio-economical and socio-cultural state. Otherwise, the real picture of the indigenous minorities' state would remain unclear even despite the abundance of data both official ones and those provided by the researchers and aboriginals themselves.

Many representatives of the indigenous minorities of the North tend to preserve a traditional mode of life, consider following cultural traditions to be a major factor of their comfortable existence and a significant condition of upbringing a younger generation. This finds its manifestation in the priorities determined by them and their organizations, in the desire for obtaining rights to participate in environmental protection, in use of replenishable natural resources in the areas of their residence. Accordingly, the indicators should also reflect a specific character of needs and demands of the indigenous minorities of the North.

Unfortunately, an adequate federal system of the indicators of the quality of life of the indigenous minorities of the North, proved by the databases, as well as the system of their monitoring haven't been worked out up to the present.

In compliance with the Decision of the Board of the Accounts Chamber of the Russian

Federation № 57K (824) dated November 18, 2011 "On the results of the control measures 'The audit of spending budgetary funds on support of economical and social development of the indigenous peoples of the North, Siberia and the Far East of the Russian Federation in 2009-2010'" the following was concluded:

"The Ministry of Regional Development (Russia) is prescribed by the schedule of measures to work out and implement the system of indicators of the quality of life of the indigenous minorities of the North in the first quarter of 2010. On the basis of the contract with the state authorities № 105 from August 3, 2009, concluded between the Ministry of Regional Development (Russia) and the non-profit-making organization "The fund of the information support of the science", they developed the system of 14 financial, 16 budgetary, 12 economical, 26 ecological and 10 social indicators. The cost of works under the contract mentioned was 590 thousand rubles. The works were accepted and fully paid by the Ministry of Regional Development (Russia).

In the list of the developed indicators there are such indicators as income per capita in the region, expenses of the population on cultural and daily living needs, medical services and medication, as well as on telecommunication service, clothes and footwear, food, proportion of taxes in the revenue of consolidated budget spent on the development of social infrastructure in the region, federal budget expenses on transfer payments to the indigenous minorities.

The system of indicators of the quality of life of the indigenous minorities of the North includes wind speed and direction, sound, constitution of earth, cycle of matter.

The indicators of absolute and relative (per capita) output of gross product of traditional branches of agriculture (reindeer breeding and fishing) in physical and value terms are recommended as an integral indicator of the

quality of life of the indigenous minorities of the North.

The indicators mentioned are not used to improve the quality of life of the indigenous minorities of the North in the subjects of the Russian Federation; their monitoring is not carried out; there is no official statistics on this issue. Thus, the system of indicators was worked out by the Ministry of Regional Development (Russia) but it wasn't implemented. The absence of practical application of the indicator system, on the development of which 590 thousand rubles were spent from the federal budget, is indicative of inefficient application of funds by the Ministry of Regional Development (Russia) that does not meet the requirements of Article 34 of the Fiscal Code of the Russian Federation" (The Decision..., 2011).

In some Russian regions they develop the monitoring programmes of socio-economical situation and state of various social groups. Sometimes special laws are adopted. Thus, in **Yamal-Nenets Autonomous Okrug** a special database of a socio-economical state of the indigenous minorities of the North in Yamal-Nenets Okrug (Regulations of the Administration of the Yamal-Nenets Autonomous Area..., 2011).

The following information is subject to an obligatory inclusion in the database:

- 1) the number of people belonging to the indigenous minorities of the North, permanently residing in the territory of the autonomous okrug;
- 2) the number of nomadic population of the autonomous okrug;
- 3) grouping of people from among the indigenous minorities of the North into nationality divisions;
- 4) grouping of people from among the indigenous minorities of the North, residing in the territory of the autonomous okrug, into sex and age divisions;
- 5) number of students of higher and secondary education institutions from among the indigenous minorities of the North, residing in the territory of the autonomous okrug;
- 6) level of education of the indigenous minorities of the North, residing in the territory of the autonomous okrug;
- 7) learning native languages by people from among the indigenous minorities of the North, residing in the territory of the autonomous okrug;
- 8) indicators of employment of people from among the indigenous minorities of the North, residing in the territory of the autonomous okrug, which include: – the number of people, capable of working, from among the indigenous minorities of the North, residing in the territory of the autonomous okrug, and namely:
 - employed;
 - unemployed; – the number of people from among the indigenous minorities of the North, residing in the territory of the autonomous okrug, employed in sectors of national economy, and namely:
 - in the industrial sphere;
 - in traditional sectors of management (reindeer breeding, fishing, hunting);
 - in the staff of the governing bodies;
 - in the sphere of trade;
 - in the sphere of housing and communal services;
 - in the sphere of medicine;
 - in the sphere of education;
 - in the sphere of culture and art;
 - in national enterprises, tribal communities;
 - in other sectors of economic activities;
- 9) housing of people from among the indigenous minorities of the North;
- 10) number of socially significant diseases that the indigenous minorities of the North, residing in the territory of the autonomous okrug, have;

11) number of health institutions in the territories of primary residence of the indigenous minorities of the North, residing in the territory of the autonomous okrug;

12) number of educational establishments in the territories of primary residence of the indigenous minorities of the North, residing in the territory of the autonomous okrug, including the number of places and students who study there;

13) number of institutes of culture in the territories of primary residence of the indigenous minorities of the North, residing in the territory of the autonomous okrug;

14) acreage of areas in use of agricultural enterprises belonging to the indigenous minorities of the North, residing in the territory of the autonomous okrug;

15) areas of reindeer pastures in the territory of the autonomous okrug;

16) head of domestic reindeer in the autonomous okrug.

In Khanty-Mansi Autonomous Okrug Law № 35 “On the quality of life of the population of Khanty-Mansi Autonomous Area – Yugra” (February 28, 2006) was adopted. The law defines the quality of life of the population of the autonomous okrug as a scope of, first and foremost, socio-economical criteria reflecting the level and degree of well-being of people in various spheres of their life as a key condition of a civil society’s and individual’s sustainable social development (Law 35..., 2006).

In compliance with Article 1 of the Law the major indicators of ensuring the quality of life of the population of the autonomous okrug are:

- 1) life expectancy (real and prospective);
- 2) gross domestic product (GDP) and gross regional product (GRP) per capita;
- 3) index of social health of the autonomous okrug both on the whole and per each citizen of the autonomous okrug;

4) level of education and literacy of the autonomous okrug’s population on the whole;

5) level of income of the autonomous okrug’s population as a whole and its separate groups;

6) employment of the autonomous okrug’s population;

7) consumption of goods, including consumer durables;

8) percentage of government expenditures on social activity;

9) indices of poverty and poorness of the autonomous okrug’s population as a whole and its separate groups;

10) nutritional sufficiency;

11) reproductive health;

12) infant mortality;

13) maternal mortality;

14) number of disabled persons, including disabled children;

15) level of consumption of basic social services;

16) crime rate;

17) ecological safety rate;

18) social activity;

19) other indices determining the quality of life of the autonomous okrug’s population.

A different approach is suggested by the Institute of Ethnology of the Russian Academy of Science. They worked out **a system of indicators of the quality of life of the indigenous minorities of the North, residing in Sakhalin Oblast** (Novikova et al, 2010).

The quality of life is regarded as a combination of objective and subjective parameters characterizing well-being of the representatives of the indigenous minorities of Sakhalin on the individual and collective levels (communities and other forms of these peoples’ self-organization). Development of such parameters concerning the aboriginal peoples is possible as there exists a well-developed system of state and departmental statistical indicators with reference to them.

To estimate the quality of life of the indigenous minorities of Sakhalin Oblast the authors suggest carrying out statistical service and monitoring of the following groups of indicators (parameters):

Indicators of well-being

1. Level of income, including the income from traditional types of economic management
2. Living minimum wage
3. Percentage of people with the income above and below poverty line

Demographic indicators

5. Percentage of people over 55
6. Registered infant mortality (0-12 months)
7. Alcoholism (officially registered alcoholics, causes of death coming from alcoholism, expert estimation of alcoholization level)

Indicators of employment

8. Percentage of people with permanent employment
9. Official and actual unemployment
10. Participation in employment centres' programmes
11. Percentage of people employed in traditional sectors of economy

12. Work satisfaction (interesting, with good income, giving status)

Indicators of housing and modern technical (technological) means

13. Availability of a flat, house
14. Availability of trade housing
15. Level of comfort (living space, availability of municipal services)
16. Availability of satellite communication
17. Access to the Internet
18. Availability of mechanized transport means (cross-country vehicles, snowmobiles, 4-wheelers, etc.)

Indicators of estimation of quality of education

19. Percentage of people with secondary education

20. Percentage of people who have entered the higher and specialized secondary education institutions

21. Percentage of people with higher education

22. Learning native language and culture (number of students at schools with appropriate teaching)

Indicators of health service quality

20. Availability of health-care agencies and medical centres

21. Percentage of people who annually undergo prophylactic medical examination

Indicators of polyethnicity

22. Percentage of aboriginals in the total number of population

23. Relation of migrants and resident population

24. Percentage of international marriages

Indicators of "ethnic comfort"

25. Use of ethnic languages
26. Structure of nutrition, share of ethnic food

27. Availability of literature, mass-media, geographical and administrative names in native languages

28. Use of ethnic symbolism in urban environment, design of administrative buildings

29. Availability of ethno-cultural centres, museums, folklore groups, souvenir workshops

30. Possibility of learning native language and culture

Indicators of traditional lifestyle

31. Securing the right on fishing, sea-hunting, hunting, reindeer breeding, gathering (seafood, etc.), product processing and distribution

32. Availability of quotas on resources

33. Securing the right on national trade

34. Securing the right on folklore

- Indicators of state-legal security
35. Level of state-legal guarantees
 36. Level of vindictive damages
 37. Possibility to go to local authorities, including court and police, local authorities
- Indicators of the development of communities, tribal enterprises, other organizations of the indigenous minorities of the North
38. The number of years the organization works
 39. The number of workers, including the indigenous minorities of the North
 40. Material and technical support (processing surfaces, transport, fishing tackles, and trade areas)
 41. Level of income from work
 42. Payments to charity

43. The level of self-organization (governing bodies' efficiency, interaction with state and local government bodies)

This set of indicators presents a listing of parameters of the quality of life of the indigenous minorities of the North which can be used for monitoring. However, it can be adjusted in accordance with factual data availability.

Research of the quality of life as per the indicators suggested is based, firstly, on the regard of the governmental statistical data, secondly, on ethno-sociological public survey, thirdly, on expert interview. Aborigines themselves can participate in carrying out opinion polls. This ensures a greater trust for the part of the population under research. Moreover, the aborigines can be provided with a number of new working places.

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**Формирование системы показателей
для оценки качества жизни
как основы устойчивого
социально-экономического развития
коренных малочисленных народов Севера**

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В статье дана оценка эффективности механизмов государственной поддержки экономического и социального развития коренных малочисленных народов Севера (КМНС); обобщен опыт разработки программ развития КМНС и оценки качества жизни КМНС.

Предлагается использовать в качестве индикаторов социально-экономического положения малочисленных народов Севера оценку их состояния в рамках ареалов проживания – территорий с высоким удельным весом компактно и дисперсно расселенных северных этносов, занимающихся, как правило, традиционной деятельностью.

Ключевые слова: коренные малочисленные народы Севера, устойчивое развитие, качество жизни, программно-целевой подход, мониторинг.

Работа выполнена в рамках исследований, финансируемых Красноярским краевым фондом поддержки научной и научно-технической деятельности, а также в рамках тематического плана СФУ по заданию Министерства образования и науки Российской Федерации.
