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**THIRD REPORT SUBMITTED BY THE RUSSIAN FEDERATION  
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OF THE FRAMEWORK CONVENTION FOR  
THE PROTECTION OF NATIONAL MINORITIES**

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**Report of the Russian Federation on Implementation  
of the Framework Convention for the Protection  
of National Minorities under the Third Monitoring Cycle**

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## **Report summary**

This report is the Russian Federation state report on implementation by the Russian Federation of the Framework Convention for the Protection of National Minorities under the third cycle of monitoring for the period of 2005 through 2008 that has elapsed since the second state report was submitted.

The present report has been prepared by federal authorities of the Russian Federation in cooperation with Russian national and cultural autonomies, human rights public associations and ethnic public associations.

The report describes national policy of the Russian Federation on national minorities. As a multinational and multiconfessional state, the Russian Federation traditionally pays close attention to the protection of rights and ethnic cultural development of national minorities, also in the context of implementation of the Framework Convention for the Protection of National Minorities.

Thematic sections of the report define key moments of the Russian Federation policy in this area as well as practical measures aimed at preservation of the culture and language of its national minorities and counteraction of xenophobia and extremism.

The activity of the government authorities of the Russian Federation is based on the integral system of normative legal acts designed to guarantee the rights of national minorities. The report also specifies the measures taken over the reporting period to develop the legislative framework pertaining to national minorities in order to continuously improve their position.

The report gives particular attention to the issues of cooperation between governmental bodies and non-governmental organizations. The Russian Federation recognizes the important role played by civil society institutions in the implementation of the state national (ethnic and cultural) policy and strives to enhance in every possible way their interaction with government bodies.

Pursuant to the current legislation, the governmental bodies of the Russian Federation in cooperation with non-governmental organizations provide a full-scale support for ethnic and cultural development of national minorities, including measures for encouraging ethnic mass media, ethnically-oriented education, ethnic cultural events etc.

Special sections of the report describe implementation by Russia of the FCNM provisions relating to support with regard to development of national minorities 'ethnic culture, ethnically-oriented education and ethnic mass media. These sections define specific measures carried out in Russia in the above directions and provide the relevant statistic data.

A distinguishing feature of the Russian Federation is that it makes budget commitments both at the federal and regional levels to support the culture and language of national minorities. The report provides the relevant data regarding the amount and main directions of the budgetary financing.

In modern Europe, including Russia, the position of national minorities is highly influenced by migration processes that are becoming more and more active. In view of the above, this report contains a special section covering the issues pertaining to migration policy, even though they are not considered the direct subject matter of the Framework Convention.

The report specially points out that while viewing the Framework Convention as an important constituent contributing to further enhancement and strengthening of international legal guarantees for the protection of rights of national minorities, the Russian Federation consistently and systematically accounts in its law enforcement practices both the assumed obligations and the recommendations received following the previous FCNM monitoring cycles.

This report gives special attention to the activities of government bodies of the Russian Federation with respect to complying with the recommendations contained in the resolution of the Committee of Ministers of the Council of Europe dated 2 May 2007. (See ResCMN(2007)7 on implementation by the Russian Federation of the Framework Convention for the protection of national minorities.

The information on results of implementation by the Russian Federation of the Framework Convention within the reviewed period is supported in the report by assessment of the areas that will remain topical in the nearest future. Such areas include counteraction of ethnic extremism and hate crimes. These issues will be considered top priority in the work of governmental bodies of the Russian Federation.

## **Preamble**

The Russian Federation ratified the Framework Convention for the Protection of National Minorities on 18 June 1998. The Convention came into force for Russia on 1 December 1998 and is considered an integral part of the national legal system.

This report is the third national report on implementation by the Russian Federation of the Framework Convention for the Protection of National Minorities under the third monitoring cycle in conformity with Article 25 of the Framework Convention for the Protection of National Minorities and covers the period of 2005 through 2008 that has elapsed since the second national report has been submitted.

This report gives a special attention to the activities of government bodies of the Russian Federation aimed at ensuring compliance with the conclusions made by the Consultative Committee for the Framework Convention for the protection of National Minorities of the European Council as well as recommendations contained in the resolution of the Minister the Committee of Ministers of the Council of Europe dated 2 May 2007. (See ResCMN(2007)7 on implementation by the Russian Federation of the Framework Convention for the Protection of National Minorities.

Considering the Framework Convention as an important element of further enhancement and strengthening of international legal guarantees relating to the protection of rights of national minorities, the Russian Federation consistently and systematically takes into account in its legal practices both the accepted obligations and the recommendations received upon completion of the previous Convention monitoring cycles .

Although the Russian Federation admits that legal forms of protection play an important role in protection of national minorities, it still views the establishment and further improvement of normative legal acts system as a top priority task of its internal policy that allows to ensure rights of national minorities. The development of legislative framework is now in process both at the federal and regional levels.

Legislation improvement is followed up by political and practical measures including budgetary financing of programs and particular measures aimed at harmonization of inter-ethnic relations on the whole territory of the Russian Federation; development of ethnic and cultural diversity and enhancing inter-ethnic tolerance.

Since submitting the Russian Federation second national report on implementation of the Framework Convention, the country has intensified its efforts aimed at facilitating organizational, legal and resource support in the area of inter-ethnic relations, improving mechanisms of interdepartmental cooperation, coordinating actions of federal center and Russian regions, strengthening the system of cooperation between civil society and government bodies.

In particular, there have been qualitative changes in the activities of law enforcement agencies related to fulfillment of the current legislation requirements and thorough investigation of any incidents arising on national and racial grounds; establishment of the system of prediction and early prevention of inter-ethnic conflicts. A positive experience of revelation, investigation and proper classification of extremist crimes has been gained, including hate crimes.

Actual mechanisms have been created on different authority levels helping to take into account interests of ethnic communities and to prevent ethnic confrontations. These mechanisms are implemented in form of consultative and coordinating councils under executive government bodies, parliamentary assemblies, work groups, public chambers etc. Government authorities have managed to ensure solid support to specific initiatives and projects implemented by non-governmental organizations.

In cultural and educational spheres closer attention has been paid to responding to ethnic and cultural needs of the ethnic communities residing in the Russian Federation.

As evidenced by the Russian history, its ethnic, religious and cultural diversity has always been an important factor of the competitiveness of both Russian state and Russian culture; a kind of development resource. At the same time, Russia realizes the relevancy of further development of the approaches to the issues of securing the rights of national minorities in accordance with the internationally recognized standards in this area, including the Framework Convention for the Protection of National Minorities.

The Russian Federation is one of the largest multinational states formed on a federal basis. Each of the peoples residing on its territory possesses unique traditional material, socio-normative and spiritual culture. Over the centuries, the majority of peoples in our country have been forming their ethnoses on the Russian territory and in this understanding they can be

considered indigenous peoples having played a historical role in establishment of the Russian nationhood.

Therefore, “unity in variety” is the formula for development and viability of the Russian society and state. Civil unity and ethnic and cultural diversity are two inter-related directions of the state national policy implemented in Russia.

The subsequent sections of the report contain the information relating to the implementation of the major directions of the state national policy of the Russian Federation and fulfillment of main provisions of the Framework Convention for the Protection of National Minorities.

### **1. Development of legislative framework of the Russian Federation for the protection of national minorities in 2005-2008**

There is an integral system of normative legal acts in place in Russia aimed at ensuring equality of its citizens regardless of their sex, race, nationality, language, origin, material and official position, residence, attitude towards religion, convictions and affiliation to any public associations or social groups.

The core elements of this legal system are represented by the international obligations of the Russian Federation and its Constitution, Article 3 of which sets forth that “the main repository of sovereignty and the sole source of power in the Russian Federation is its multinational people”.

The Constitution of the Russian Federation guarantees the protection of rights of national minorities, including “indigenous minorities” and “ethnic minorities” (Art. 69, 71, 72). The Constitution of the Russian Federation considers the regulation and protection of rights of national minorities in the whole framework of the regulation and protection of rights of humans and citizens, ensuring law and order on the state territory and the civil issues, while the rights of “indigenous minorities” and “ethnic minorities” are additionally supplemented by the right to the land and other natural resources viewed as “the basis of the life and activity of the peoples inhabiting the corresponding territory” (Art. 9), as well as the right for the protection of their traditional living environment and lifestyle.



A significant role in the legal system is played by federal laws “On the Foundation for Legislation in the Cultural Sphere”, “On National and Cultural autonomy”, “On Public Associations”, “On Liberty of Conscience and Religious Associations”, “On Ensuring the Rights of Small Indigenous Peoples”, “On State Service of Russian Cossacks”, “On general principles of establishing legislative (representative) and executive bodies of the subjects of the Russian Federation”, providing for the preservation of national minorities culture, measures on social policy, support to national languages and press. These laws develop and specify the Russian Constitution provisions with regard to major spheres of social life in Russia.

Furthermore, a significant role may be attributed to the normative acts aimed at counteraction of incitement of ethnic and religious hatred and extremist activities. These, in the first place, are the Criminal Code of the Russian Federation and federal laws “On counteracting terrorism” and “On counteracting extremist activities”. Anti-discrimination provisions are included into the field legislation governing the issues of ensuring human rights in the fields of education, labor, health care, judicial procedures, social protection and culture.

The principles and main directions of state policy are formulated in the State Policy Concept of the Russian Federation approved by Presidential Decree ? 909 dated 15 June 1996.

Apart from the above, protection of national minorities is regulated by a considerable number of Acts of the Russian Federation Government specifying provisions of laws and ensuring their implementation.

The system of normative legal acts of the Russian Federation securing the protection of national minorities is constantly improved with due consideration of the new challenges and the changing reality.

One of the most important directions in this regard is the development of legislation governing migration policy. In particular, the Federal law ? 109-FZ “On migration registration of foreign nationals and stateless persons in the Russian Federation” dated 18 July 2006 was adopted. This law is intended to advance the migration attractiveness of the Russian Federation and the creation of a brand new administrative and legal mechanism for migration registration of foreign nationals and stateless persons. Its implementation allowed to more efficient control over migration processes and decrease illegal immigration while considerably raising the level of constitutional and legal safeguards for nationals and other foreigners willing to live and work

in the Russian Federation. The law enabled removal of the unjustified administrative barriers in this area. It is based on strict observance of the constitutional and international legal standards governing human and citizen's rights to freedom of movement and a free choice of a place of stay and residence. The law specifies new for the Russian legislation legal categories, objectives and principles and also describes the contents of legal mechanisms regulating collection, summarizing, recording, application and storage of the information on migration processes within the country in order to develop and implementation of the state migration policy and to secure human rights guarantees in the course of migration registration.

On 18 June 2006 and 6 January 2007 some changes were introduced to the Federal law “On legal status of foreign nationals in the Russian Federation” concerning providing preferential legal treatment to the citizens of those foreign countries that have concluded agreements with the Russian Federation on mutual visa-free travels and simplified migration procedures of obtaining a temporary resident status in the Russian Federation and legal employment.

The above-mentioned legislative changes are aimed at creation of such environment in which the law-abiding immigrants are enjoying the state-created favorable conditions, while those violating laws are facing uncompromising obstacles, with all available state mechanisms utilized in order to prevent unlawful activities.

Another important direction of legislation development is fostering closer mutual interaction between government authorities and civil society institutions in the context of international relations. In this regard the end of 2005 saw some changes introduced to the Federal Law “On National and Cultural Autonomy” concerning determining of the federal executive body under which a consultative council on national and cultural autonomies was to be created. In execution of this law, the Government of the Russian Federation adopted a resolution ? 527-R of 17 April 2006 assigning the role of the above executive body to the Ministry of regional development of the Russian Federation.

Special significance in the legislation of the Russian Federation is given to small indigenous peoples. On the federal level the special legal status of such peoples is ensured both by the above-specified articles of the Russian Federation Constitution (Art. 69, 71, 72) and the Federal Law ? 82-FZ of 30 April 1999 “On Securing Rights of Small Indigenous Peoples” , the

Federal Law ? 49-FZ of 7 May 2001 “On the Territories of Traditional Use of Natural Resources by the Indigenous Minorities of the North, Siberia and the Far East of the Russian Federation”; the Federal Law ? 104-FZ of 20 July 2000 “On general principles of arranging communities of the Indigenous Minorities of the North, Siberia and the Far East of the Russian Federation”, as well as by the international obligations of the Russian Federation under the Framework Convention for the Protection of Rights of National Minorities.

In 2006, in conformity with the Resolution NA/RES/59/174 of the UN General Assembly, the Government of the Russian Federation adopted an Order ? 758-R of 27 May 2006 on establishing of the National Committee on the arranging and conducting in the Russian Federation of the Second International Decade of the World's Indigenous Minorities. The Russian Federation became the first country in the world which under the Second International Decade of the World's Indigenous Minorities created a national organizational committee and came up with a relevant action plan. In 16 subjects of the Russian Federation – areas of compact settlement of small-numbered indigenous peoples - regional organizational committees were formed in order to arrange relevant events within the Second International Decade.

The National organizational committee prepared and the Russian Government approved on 19 November 2007 a set of measures on arranging and conducting in the Russian federation of the Second International Decade of the World's Indigenous Minorities (with the federal financing of 80,0 mln. rubles per year) amended pursuant to the Government Resolution ? 895-R of 23 June 2008 in order to improve the normative legal framework for the protection of national minorities.

The Russian Government Resolution ? 760 of 13 October 2008 included on the Unified list of indigenous minorities (approved by the Russian Government Resolution ? 255 of 24 March 2000) the people of vod, mostly residing on the territory of Leningrad region.

The year 2008 witnessed major and crucial efforts aimed at determining the strategic directions of advancing ethnic, cultural and socio-economic development of indigenous minorities and enhancing their living standards, which resulted in adoption by the Russian Government of the Concept of sustainable development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation.

The main objective of the Concept is to create in the Russian Federation necessary conditions and incentives facilitating internal factors of sustainable development of indigenous minorities by means of strengthening their socio-economic potential, preserving their traditional living environment, traditional lifestyle and traditional economic activities.

This Concept is considered of certain significance since it clearly defines for the first time in Russian history the country's own standard of implementing the state policy on the protection of rights of national minorities, envisaging not only immediate state support for indigenous minorities but also assistance in mobilization of their internal resources.

During 2008, there also were changes introduced to the Federal Law “On securing rights of indigenous minorities of the Russian Federation” on 5 April 2009 and authorizing the Russian Government to approve the list of places of traditional living, and traditional economic activities, as well as the list of types of traditional economic activities of indigenous minorities.

The above lists are elaborated and approved by the Russian Government Resolution ? 631-R of 8 May 2009. This moved Russia a big step towards ensuring the implementation of small indigenous peoples’ rights on tax benefits and other types of the state preferential treatment.

The support of ethnically-oriented education is also of high importance for preserving ethnic identity. With this in mind, the Concept of the state educational policy of the Russian Federation was adopted, paying close attention to the national problems arising in educational process, as well as to the interaction with religious organizations.

Thus, the applicable normative legal acts of the Russian Federation in the field of protection of national minorities are consistent with the internationally recognized legal principles and norms and constitute an integral system ensuring the required guarantees of preservation of ethnic identity of the peoples of the Russian Federation. At the present time a complex legal system securing the rights of national minorities has been established and is being further developed. Legislative activities of the Russian Federation in this field are fully consistent with Articles 1, 4, 19 and 20 of the Framework Convention for the Protection of National minorities.

## **2. Prevention and counteraction of extremism in international relations**

Extremism has become one of the global challenges in the modern world, its negative consequences more or less affecting many European countries. Ethnic extremism as an extreme form of national and religious contradictions provokes instability in society, contributes to weakening of nationhood, promotes separatist moods and creates obstacles for democratic development of society. The reasons for its expansion include both general events predetermined by social, economical and political factors, and specific events related to certain living conditions and peculiarities of particular social groups.

The problems connected with inter-ethnic contradictions , religious intolerance and expansion of extremist ideas in Russia are carefully dealt with from the point of view of the country and citizens' security and protection of all groups and layers of society.

The country's leaders attribute much significance to prevention o extremism. This subject has been raised not once in public speeches on the high and highest levels. For example, on 6 December 2006 in the course his meeting with the representatives of political parties, the President of the Russian Federation noted: "Counteraction of extremism is objective not only of the state, even though the state must react immediately to statements of such character. <...> We need to consolidate the efforts of political parties, other public organizations, as well as the whole civil society and all citizens of the country".

An important role in counteracting and preventing extremism is played by the Federal Law ? 114-FZ of 25 July 2002 "On counteracting extremist activity", which in recent years proved to be an efficient legal mechanism of revealing and preventing radical and nationalistic manifestations in the country's social life.

The notion of extremist activity is set forth in Article 1 of the above Law and includes the following:

Activities of social and religious associations or other organizations, or mass media, or private individuals on planning, organizing, arranging or committing actions aimed at forced changes of the fundamentals of the constitutional system or violation of integrity of the Russian Federation, undermining state security of the Russian Federation etc., including incitement of racial, national or religious hatred, as well as social hatred related to violence or calls for violence;

Propaganda a public demonstration of Nazi attributes or symbols or attributes or symbols that are so similar to Nazi attributes or symbols that can be mixed up with them;

Public calls for the above activities or another way of encouraging the above activities or actions;

Financing of the above activities or another way of encouraging these activities or actions, also by means of provision of financial resources, realty, educational-, polygraphic-, material and technical base; telephone, fax or other communication, information resources or other material and technical resources for purposes of these activities.

In view of importance of this problem, in recent years the law-enforcement agencies and the Office of the Prosecutor General of the Russian Federation have considerably advanced their activities concerning counteraction of extremism and terrorism and execution of legislation governing international relations.

In 2008 37 thousand of acts of procuracy reaction were submitted including more than 27 thousand of presentations and protests and almost 10 thousand of notifications and warnings, which is 3 times as many as in 2007. Besides, prosecutors filed in courts of general jurisdiction 5263 applications for liquidation of extremist organizations, prohibition of their activities of and recognition of information materials as extremist. As of today, due to prosecutor applications, more than 360 pieces of information materials have been legally judged to be extremist and prohibited for distribution. There was a considerable increase in the number of prosecutor inspections held in this field – the total of 25650 – as well as the number of revealed violations – 49937.

Improvement of the current legislation is one of the most important factors ensuring successful counteraction of extremist manifestations. On this purpose some changes have been elaborated and introduced into the Criminal Code of the Russian Federation, namely, a number of articles have been supplemented by relevant qualificatory features; prosecutors' powers to file applications in courts for recognition of information material as extremist have been extended.

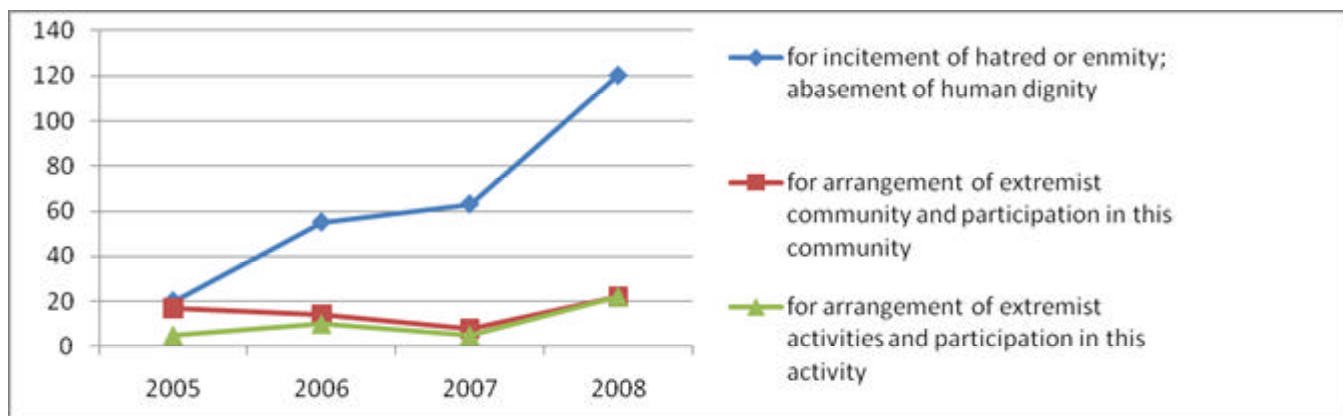
The Government of the Russian Federation is also taking some steps to create prerequisites for preventing inter-ethnic and religious conflicts. Ministry of Regional Development of the Russian Federation is working in this direction by means of implementing

targeted programs, coordinating activities of regional authorities on monitoring of inter-ethnic and ethnic-confessional relations. Similar complex measures are also taken on the regional level.

Special priority is given to revelation and prevention of extremist crimes.

The analysis of the forced crimes of an extremist nature shows that the overwhelming majority of them is committed by groups of young people, often involving persons under age. Such crimes are the most characteristic for the Central and Volga Federal District. The most widespread crime remain hate or enmity crimes specified by Article 282 of the Civil Code of the Russian Federation. Criminal cases pertaining to crimes of this category account for more than one-half of all extremist criminal cases.

**Figure 1. The number of sentenced (persons) in 2005-2008 for incitement of hatred or enmity; abasement of human dignity; arrangement of extremist community and participation in this community; arrangement of extremist activities and participation in this activity, in persons.**



One of the main reasons contributing to forced extremist crimes is the conveyance of ideas of religious, national and racial superiority, also among the young and under-aged people. Here it should be noted that nationalistic ideas are sometimes promoted by extremist groups in mass media and primarily on the Internet.

Despite the efficiency of punishment as a constraining factor, prevention of new crimes still should be considered the most perspective way of counteracting extremism. Influencing the reasons and conditions of committing crimes is the most large-scaled and efficient direction of preventing inter-ethnic and confessional enmity.

For purposes of preventing crimes of this category, the Russian Government has adopted a resolution on establishing a united inter-departmental data bank on issues of counteraction of extremism, which is aimed at ensuring proper notification of all bodies within the extremism counteraction system as well as efficient exchange of necessary information. In all subjects of the Russian Federation action plans for the prevention of xenophobia have been developed. Complex programs for the prevention of extremism have been also adopted, including those for the youth.

An important role within the system of prevention ethnic extremism is played by the activities of law-enforcement agencies in the area of migration policy, since migration processes are related to the factors directly influencing the state of international affairs. In the last few years the migration situation in Russia has been characterized by the increase in the number of foreign citizens and the stateless persons who legally entered the Russian Federation and went through migration registration procedure; a decrease in the number of forced migrants; decrease of illegal immigration. At the same time, illegal immigration not only affects social sphere and state of economy but also provides extended opportunities for activation of transnational crimes, arrangement and penetration into the Russian Federation territory of organized criminal groups and international terrorist and extremist organizations.

In view of the above, prosecution bodies have strengthened control over compliance with the migration legislation. Article 18 of the Code of Administrative violations of the Russian Federation defines responsibility for violations in ensuring the regime of residence of foreign citizens or stateless persons on the territory of the Russian Federation.

Meanwhile, the rights of foreign citizens are properly protected. In case of disagreement with the decisions of relevant officials regarding administrative prosecution, a foreign citizen or a stateless person is entitled to appeal these decisions in the order determined by Chapter 30 of the Code of Administrative violations of the Russian Federation. If a citizen believes that actions and decisions of officials violate his/her rights and freedoms, he/she is entitled to appeal them in the subordinated order according to the requirements set forth in the Federal Law ? 4866-1 of 27 April 1993 "On appealing in court actions and decision violating civil rights and freedoms".

Prosecutor inspection materials prove that the facts of discrimination of civil rights in labour relations are not commonly found. Upon being informed on each case of violation of



rights and lawful interests of workers, depending on their nationality prosecutors arrange relevant inspections and based on their results take measures in order to rectify the revealed violations and prevent their future reoccurrence.

The Russian Federation considers prevention of extremism among the youth to be the most important part of work of government authorities.

The youth extremism has its own specific character. Generally, it is derived from the adult extremism and that is why it is less organized, more chaotic and more demonstrative. Young extremists are less inclined to compromise and often do not have experience in holding events. However, their actions are more active and abrupt.

According to complex social studies conducted by the Ministry of sport, tourism and youth policy of the Russian Federation, about 80% of the young people are not subject to the influence of extremist stereotypes and propaganda. Approximately 17-20 % are represented by a group of the problematic and critical youth not holding aggressive position but inclined to fall for extremist propaganda in specific situations. Negatively-minded young people account for about 2-3 % of the respondents, and only a part (one-third) of them may be referred to as conscious advocates of the extremist ideology.

Inter-ethnic relations is the most important field of extremism expansion (up to 40 % of the respondents may to a greater or lesser degree dislike representatives of other nationalities. The next and considerably less field is political (12 %) and even more less – religious (about 4-5 %).

The Russian Federation realizes the need of multilevel work with the young people in order to prevent extremism and fully eradicate extremist behavior from the youth practices. In doing so, government authorities give priority to the following:

Developing of negative reaction to the very notions of “extremism” and “terrorism” from the childhood, followed by rejection and blocking of “sympathy syndrome” or justification with respect to extremists;

Explanatory work with both young people and their parents who often display extremist manifestations or pay no attention to extremist interests and views of their children (explanatory work also includes consulting parents in psychological and teaching support center for parents

on issues of upbringing , in case their child fell under the influence of negatively-minded youth societies);

Creation of environment for positive development and solution of topical life problems of the youth (including social measures aimed at creation of available grounds and premises for sport and other leisure activities, increasing the number of youth organizations, clubs and centers);

Wide advertising and implanting in the youth consciousness the positive image of a young Russian and the ways of achieving success. The role of mass media in civil upbringing of young people is being strengthened. Major attention today is paid to the information that is forming skeptical and aggressive attitude of young people to their own country, its past and future. New youth-oriented mass media are created under the state auspices;

State support for the positively-oriented child and youth organizations.

On the federal level there exist public institutions required to coordinate this work nationwide. According to the Ministry of Justice of the Russian Federation, 69 all-Russian and international child and youth public organizations are registered today in Russia. Analysis of charter documents of public youth organizations of different levels (all-Russian, inter-regional, regional, local) proves significant extension of the social functions declared by these organizations. Youth organizations assume responsibilities to protect the rights and interests of their members, participate in creating conditions for support and encouraging of the youth social initiatives, facilitate development of creative potential of the young people. Each tenth organization views forming of national identity of the youth as one of the key objectives set forth in its charter. Many child and youth organizations suggest that government authorities and their institutions, subjects of civil society and economy should utilize opportunities of the former in order to more efficiently meet the objectives of socializing their members. Such youth public organizations are an alternative to extremist organizations and draw majority of the young people away from the latter.

Currently a set of measures on counteracting extremism among young people are being implemented in the Russian Federation, including:

1. Encouraging of national programs related to social advertising and actions and campaigns in social life and mass media promoting inter-ethnic and intercultural communication

2. Introducing in security bodies and mass media the state psychological expertise aimed at objective identification of radical extremist materials in various forms of social life, mass media and on the Internet.
3. Arranging on the federal, regional and municipal levels the intercultural education programs intended to raise the competence of managerial decisions, prevent ethnic, religious and social conflicts, release social tension, develop general and religious tolerance and peacefulness among teenagers and young people belonging to different social, cultural and ethnic groups of society.
4. Establishing on the federal, regional and municipal levels of social and psychological centers for overcoming crisis situations, aimed at ensuring social health of society and helping the victims of violence and cruelty.
5. Introducing on the federal and regional levels humanitarian and psycho-educational expertise of text books, educational programs and gaming products, including computer games, in order to develop general and religious tolerance, peacefulness and to prevent destructive behavior.
6. Introducing into educational standards for professional education of government officials, law-enforcement officials, government agencies, mass media and professional pedagogical education the programs ensuring competency in development of general and religious tolerance, peacefulness and counteraction of extremism.
7. Introducing into the federal targeted book-publishing program the direction "Development of general and religious tolerance, peacefulness and counteraction of extremism".
8. Supporting the inter-regional and international interaction amongst young people (thematic meetings, camps and festivals, scientific and practical and business conferences, discussion clubs, youth exchange programs), participation in international information youth projects aimed at mutual penetration of values of the Russian and the world cultures.
9. Taking measures on improving legislation governing counteraction of extremism, also on the Internet. There are intentions to harden the punishment for involving under-aged persons in extremist organizations, associations and communities.

Furthermore, since 2008, for purposes of prevention and counteraction of extremist manifestations, the Russian government authorities have been implementing the federally financed and government-approved Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts for 2008-2010, providing for coordinated activities of federal executive bodies in this direction. In the context of implementation of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts federal authorities have methodically assisted the subjects of the Russian Federation in the issues of implementation of the state national policy and prevention of extremism. The subjects of the Russian Federation have been sent an instruction developed by the Ministry of Regional Development on the order of revealing international conflicts at the embryo stage and the actions aimed at mitigation of their consequences (approved by the Ministry of Regional Development Order ? 57 of 27 June 2007).

In 2008, in conformity with Item 5 of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts, Irkutsk region, Sverdlovsk region, Moscow region, Khanty-Mansiysk Autonomous District and Chuvash Republic received methodological assistance in developing their own concepts of the state national policy.

Besides, some methodological materials were prepared and published, such as "Russian nation: formation and ethnic diversity"; "Government-confessions relations in the Russian regions: the experience of social partnership and prevention of extremism"; "Students in multinational megapolices and large Russian cities: ethnic awareness and inter-ethnic relations"; "Reasons for the expansion of ethnic extremism and xenophobia among the youth (Central Federal District)"

The Ministry of Internal Affairs of the Russian Federation has elaborated an instruction booklet for those officials of federal and territorial authorities who deal with issues of internal affairs, migration and security on how to work with the representatives of national diasporas taking into account their customs and traditions, in accordance with the requirements set forth by normative legal acts of the Russian Federation.

For the purpose of Item 15 of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts and by request of the Ministry of Regional Development of the Russian Federation educational seminars were held for public organizations

of Finno-Ugric people and indigenous minorities of Russia, with participation of representatives of executive bodies of subjects of the Russian Federation, in Murmansk city (22-25 November 2008), Khanty-Mansiysk city (27-29 November 2008), Tomsk city (26-29 November 2008), Khabarovsk city (20-23 November 2008).

Pursuant to Item 15 of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts in the second half of 2008, with financial support from the Ministry of Regional Development of the Russian Federation educational seminars were held for heads of project and resource centers (houses of friendship, houses of nationalities and centers of national cultures) (Izhevsk city, 29-30 October 2008; Moscow city 25-26 November 2008); as well as international seminar “International norms and the Russian Federation legislation on preserving language and nature, traditional life style and natural resource use of indigenous peoples: Norm. Theory. Practice” (Petrozavodsk city, 25-27 November 2008).

Moreover, in 2008 the following events relating to prevention of extremism and inter-ethnic conflicts were federally financed and conducted:

- Sociological study “The students in multinational Russian megapolices: ethnic self-awareness and inter-ethnic relations”;
- Sociological study on the subject “The reasons for expansion of extremism and xenophobia among the youth”;
- All-Russian meeting “Cooperation between executive bodies, local self-governing bodies, national and cultural autonomies and national public associations on the issues of harmonization of international relations and prevention of inter-ethnic conflicts in society” (Petrozavodsk city, 24-26 September 2008);
- All-Russia scientific and practical conference “Topical issues of counteracting national and political extremism” ( Makhachkala city, 20-21 November 2008);
- Scientific and practical conference” Legislative and practical support of legislative and executive bodies in counteracting terrorism and extremism ont he territory of the Southern Federative District” Vladikavkaz city, 21-23 October 2008);

- All-Russian scientific and practical conference “Modern ethno-political and ethno-confessional processes in North Caucasus: problems and solutions” (Nalchik city, 23-27 October 2008);
- All-Russia mass media contest on the best coverage of the topic “Inter-ethnic cooperation between Russian peoples and their ethno-cultural development” (Moscow city, 25 November 2008);
- All-Russia complex social project “Russia Means Us” (social TV commercials). Television broadcasting of social commercials promoting tolerance and inter-cultural dialogue;
- Creating and placing on the covers of school copy-books and journals social advertisements and graphic materials aimed at development of inter-ethnic tolerance and general civil identity;
- Weekly supplement to the “Argumenty nedeli” newspaper was published, devoted to the problems of inter-ethnic interaction (12 issues were published, a run of 570 thousand copies each);
- An illustrated atlas of Russian peoples’ religions and cultures was also published.

On 27-28 November 2008 for the purpose of Item 20 of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts, the Ministry of Internal Affairs of the Russian Federation held the All-Russian scientific and practical conference devoted to the issues of participation of bodies of internal affairs and the Federal Migration Service of the Russian Federation in securing and protecting the rights and freedoms of national minorities. Among the participants of the Conference are senior officials of the Ministry of Internal Affairs of the Russian Federation, the Ministry of Justice of the Russian Federation, the Federal Migration Service of the Russian Federation, representatives of the Public Chamber of the Russian Federation and the Central Office of the Security Council of the Russian Federation, the National Antiterrorist Committee of the Russian Federation, the State Anti-narcotics Committee of the Russian Federation, the Federal Security Service of the Russian Federation, the Office of the Prosecutor General of the Russian Federation, the Ministry of Foreign affairs of the Russian Federation, the Ministry of Regional Development of the Russian

Federation, the Federal Correctional Service of the Russian Federation, as well as heads of criminal police and centers for counteraction of extremism under the Ministry of Internal Affairs of the Russian Federation, Central Internal Affairs Directorate and Internal affair Directorates in the subjects of the Russian Federation, heads of territorial bodies of the Federal Migration Service of the Russian Federation. During this conference they discussed suggestions on improving the Russian legislation governing counteraction of extremist activities and international relations and determined future objectives and perspectives.

In 2008, with financial support of the Rospechat and within the framework of the third festival of television and radio programs of anti-terrorism orientation “TV Radio-Antiterror”, the third All-Russian contest “Yedineniye” was held in Moscow, that presented movies and programs devoted to counteraction of extremism, xenophobia, racial and religious hatred. Journalists from Moscow, Nizhni Novgorod, Izhevsk, Rostov-on-Don, Orenburg, Grozny and other Russian cities took part in this contest.

As part of this contest, a round table was held on the topic “On the role of cinema and television in counteraction of terrorism, xenophobia, racial and religious hatred.”

The certificates of winners of the All-Russian contest of movies and programs devoted to counteraction of extremism, xenophobia, racial and religious hatred “Yedineniye” were granted to:

- REN-TV telecompany for the documentary “Migrants. New quota”, author – Elvira Simenyura;
- GTRK “Orenburg” for the television program “National Interest”, author – Pavel Rykov;
- “Rossiya” TV channel for the series of TV reportages “Muslims”, reporter – Ekaterina Perkhova;
- “NTV” telcompany and “Our Cinema” association for the film “Caucasians in Russia’s wars”, author – Ruslan Gusarov.

The Ministry of Education and Science of the Russian Federation in accordance with Item 34 of the Set of measures on counteraction of ethnic and religious extremism and prevention of international conflicts, created a special expert multiconfessional working group,

within the frame of activities of the group for developing the state federal standard of general education, established in May 2008 under the Presidium of Russian Academy of Education (hereinafter - RAE). On 18 November 2008 in Kazan, under the chairmanship of the Minister of Science and Education of the Russian Federation and with the participation of the President of Republic of Tatarstan, there was hold a meeting of the heads of executive bodies of the subjects of the Russian Federation exercising control in the sphere of education on the issue of ensuring the rights of educational process participants to realize their ethno-cultural demands and needs.

During 2008, within the framework of the Federal targeted program for education development for 2006-20210, The Ministry of Education and Science of the Russian Federation also implemented the following projects: “Development and implementation of a set of educational programs ensuring spiritual and moral education of students in the system of general education (2008-2009)”;

Development and discussion of a set of suggestions for purposes of developing constituent parts of draft programs of general education, with due consideration of bilingual educational environment in general education institutions with native (not Russian) and Russian (not-native) languages”;

the project of regional normative base for creation of necessary conditions to respond to the educational needs and demands of the participants of educational process”.

The Office of the Prosecutor General of the Russian Federation took part in the implementation of the Set of measures by means of creating a working group on cooperation with representatives of human rights public organizations and specialists in linguistics, psychology and law in order to promptly receive information on civil rights violations and take timely measures of procuracy reaction. This working group conducted several meetings and discussed suggestions on improving the Russian legislation on extremism counteraction and international relations.

Both in the reports of the working group members and in the course of their discussion some issues were brought up on the need to improve expert research of the extremist materials, on aggressive xenophobia manifestations in 2008, on preparing a methodical booklet for prosecutors, law-enforcement bodies, judicial bodies, government officials and NGO leaders on improving their reactions to the manifestations of ethnic and religious intolerance and on counteraction of extremist activities in the Internet.

It may be concluded that the



Government of the Russian Federation takes systematic measures on prevention and counteraction of extremism in international relations, which allowed to significantly improve the situation in this area by the year 2008. At the same time, the issues of extremism prevention still remain relevant and, pursuant to Articles 5 and 6 of the Framework Convention for the Protection of National Minorities, the Russian Federation will be further taking maximum efforts in this direction.

### **3. Development of civil society and cooperation between non-governmental organizations and government authorities**

In Russia, public activity in the area of international relations is quite high. Public associations representing the interests of Russian people account for a large sector of civil society institutions. According to the Federal Registration Service, there were 367 national public associations, 18 federal national and cultural autonomies (hereinafter - FNCA), 208 regional national and cultural autonomies and 501 local national and cultural autonomies registered in Russia as of the end of 2008. These organizations take vigorous actions to protect rights and interests, as well as to preserve cultures and languages of national minorities.

In Accordance with Articles 5-7 of the Framework Convention for the Protection of National Minorities, development of civil society institutions and of their cooperation with government authorities of the Russian Federation is considered to be an important part of the Russian civil society.

In the beginning of 2006 the Public Chamber of the Russian federation was established as a collegial body of civil organizations ensuring the dialogue and interaction between civil society institutions and government authorities. From the very moment of its creation, the Public Chamber pays close attention to the issues of international relations, protection of rights of national minorities and counteraction of extremism. As part of the Public Chamber, a special Commission on International Relations and Freedom of Conscience was formed. Apart from it, the issues of ethno-cultural development are partially dealt with by the Commission on Culture and Commission on Preserving Cultural Heritage. The Public Chamber Commissions of the Russian Federation actively worked to improve the normative legal base in the field of international relations, to reveal and resolve conflicts, to counteract various forms of ethnic

extremism and terrorism. The Public Chamber annually holds government grants contests among nonprofit organizations for purposes of providing government financial support to nonprofit organizations in order to enhance efficiency of their activities by means of strengthening their material and technical base and creating in the regions of the Russian Federation support centers for nonprofit organizations. In total, government grants allocated to nonprofit organizations from the federal budget totaled 0,25 bln. rubles in 2006 and 1,5 bln. rubles in 2007 and 2008.

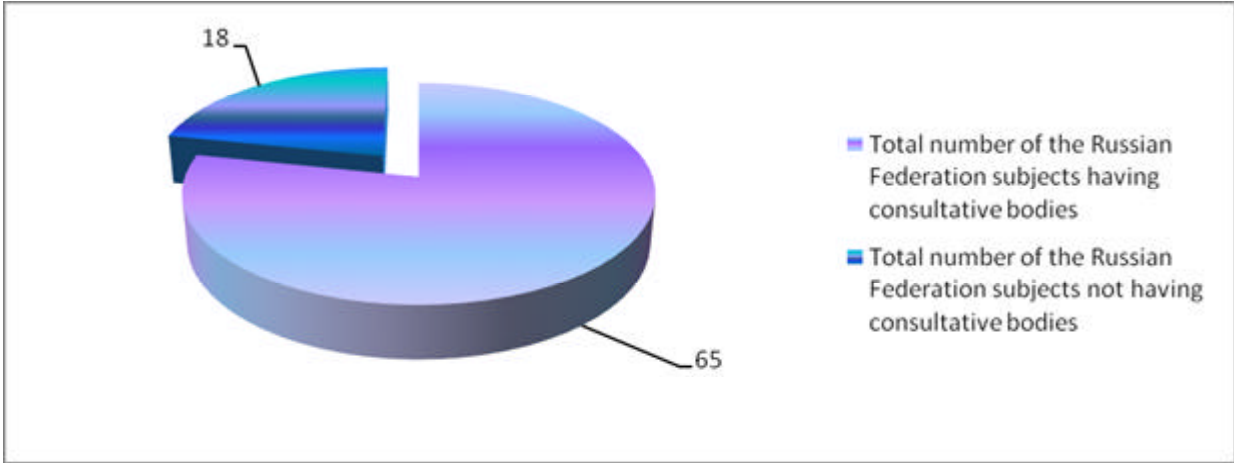
Government authorities in Russia place high emphasis on their interaction with civil society institutions for purposes of ensuring public evaluation of the decisions made and public control over their implementation.

Since August 2005, in accordance with the Government Resolution and the President of the Russian Federation Order, a start was given to the creation of public councils under the federal executive bodies. Within the reporting period such council were created under all federal ministries, agencies and services. These councils included representatives of science, expert organizations, non-governmental organizations, competent specialists and public figures. During their sessions, the public councils discuss strategic matters, directions of legislation improvement as well as specific measures on improving the situation in certain fields.

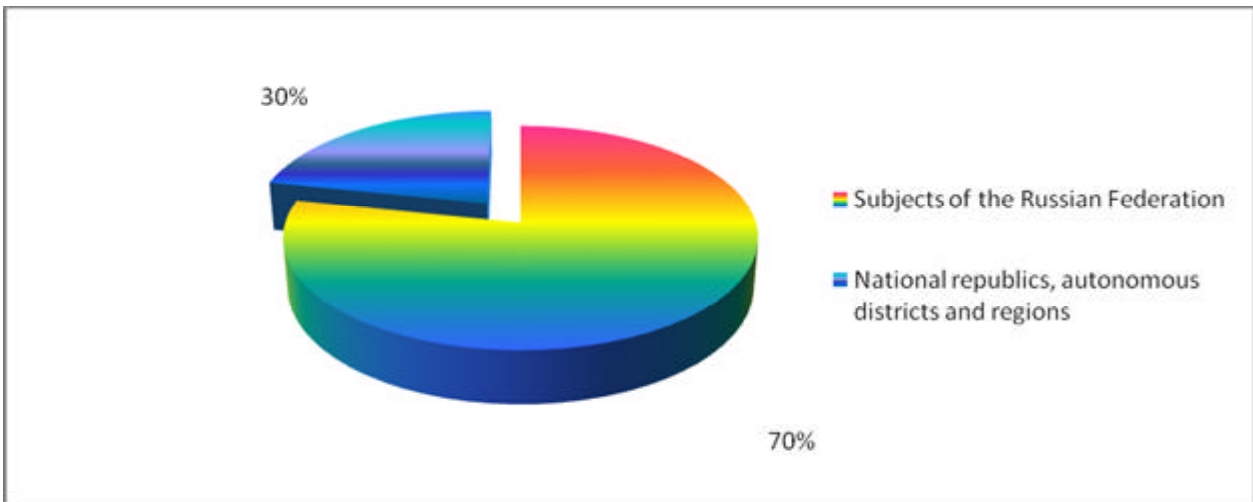
Public consultative bodies have also been created and are working robustly in all 7 federal districts under the authorized representatives of the President of the Russian Federation. These bodies are, as a rule, have a complex structure and comprise representatives of public organizations of different directions, including national public associations.

With the active support of the President and the Government of the Russian Federation, consultative and expert bodies are also established in the subjects of the Russian Federation. For instance, in the end of 2008 such bodies were working in 65 subjects of the Russian Federation, as compared to 17 subjects in early 2007 (Figure 2).

## **Figure 2. Presence of consultative bodies in the subjects of the Russian Federation**



**Figure 3. Share of national republics, districts and regions in the total number of the subjects of the Russian Federation, %**



Consultative bodies in the subjects of the Russian Federation develop draft normative acts and carry out their appraisal, prepare suggestions to solve topical issues on national minorities' development and facilitate extremism counteraction.

Among specialized bodies ensuring interaction between national public associations and governmental authorities on the federal level, we can name the Consultative Council on National and Cultural Autonomies Affairs under the Ministry of Regional Development of the Russian Federation. Federal Law ? 146-FZ of 30 November 2005 introduced changes to Article 7 of the Federal Law “On national and Cultural Autonomy” that authorized the Government of the Russian Federation to determine the executive body under which a consultative council on national and cultural autonomies affairs, acting on a voluntary basis, is to be created.

Pursuant to the above Federal Law, the Government Resolution ? 527-R of 17 April 2006 was adopted, which defined the Ministry of Regional Development of the Russian Federation as such federal body.

In view of the above, the Ministry of Regional Development of the Russian Federation adopted Order ? 72 of 13 June 2006 “On Consultative Council on National and Cultural Autonomies Affairs under the Ministry of Regional Development of the Russian Federation” under which the regulations on Consultative Council and the composition of the Council were approved. The Council comprised leaders of all federal national and cultural autonomies. The first session of the Consultative Council on National and Cultural Autonomies Affairs took place on 15 June 2006.

Sessions of the Consultative Council are held twice a year. So far, in particular, there have been discussions regarding improvent of the current legislation on international relations; participation of the Consultative Council members in resolving conflict situations in regions of the Russian Federation; position of the Gipsy ethnic minority in Russia; implementation of international relations monitoring.

With consideration of the Consultative Council decisions dated 5 October 2006, the Ministry of Regional Development of the Russian Federation prepared and the Minister of the Regional Development approved by order ? 57 of 29 June, 2007, the Instruction on the procedure of revealing the conflicts arising in the area of international relations and on the actions aimed at removing consequences of these conflicts. This Instruction sets up the mechanisms of coordinated interaction between executive bodies of the subjects of the Russian Federation, local self-governing bodies and public associations in the course of resolving conflicts in international relations and removing their consequences.

Member of the Consultative Council actively participated in resolving conflict situations by means of visiting conflict locations together with the representatives of federal executive bodies.

With the assistance of the Consultative Council and under the framework of the chairmanship of the Russian Federation in the Council of Europe, the International Conference "Dialogue of Cultures and Interreligious Cooperation" was held in Nizhny Novgorod in September 2006 and resulted in adopting the Volga Declaration.

The Consultative Council members participated in preparing the Draft Federal Law ? 258-FZ of 29 December 2006 "On introducing changes in selected legislative acts of the Russian Federation due to improved delineation of authority". This Federal Law introduced changes to the Federal Law ? 131-FZ of 6 October 2003 "On General principles of arranging local self-government in the Russian Federation" , which authorized local self-governing bodies to create necessary conditions for the activities related to exercising of rights of local national and cultural autonomies; to facilitate national and cultural development of the peoples of the Russian Federation; to hold events in the sphere of international relations on the respective territories.

The Consultative Council also worked on the issues of introducing amendments into the Federal Law ? 74-FZ of 17 June 1996 that would give the possibility to provide financing to the activities related to implementation of rights of national and cultural autonomies not only from the budgets of the subjects of the Russian Federation but also from the federal budget and local budgets. These amendments were adopted in 2009.

The Consultative Council devotes special attention to cooperation with mass media on the following issues: on covering the problems of international and inter-confessional relations; on the forms of work and working methods of national public associations for socio-economic development and implanting the culture of international communication between the Russian Federation peoples; on the issues of the Russian civil society interaction with CIS public associations, as well as other issues. The Consultative Council hold a number of round tables within the reporting period devoted to discussion of the above subjects.

The Consultative Council serves as an efficient tool ensuring cooperation between the government authorities and non-governmental organizations. Leaders of federal national and

cultural autonomies – members of the Consultative Council – participated together with the officials of the Ministry of Regional Development and other federal bodies in prevention and resolving of conflict situations in the subjects of the Russian Federation and visited Russian regions in order to resolve pre-conflict situations on the spot.

The Consultative Council has also established work relationship with the Interdepartmental Commission on cooperation with national public associations.

The Interdepartmental Commission was created by joint order of the Ministry of Regional Development of the Russian Federation, the Ministry of Culture of the Russian Federation, the Ministry of Education and Science of the Russian Federation, the Ministry of External Affairs of the Russian Federation, the Ministry of Internal Affairs of the Russian Federation, the Ministry of Justice of the Russian Federation, the Ministry of Economic Development of the Russian Federation and the Ministry of Natural Resources of the Russian Federation dated 14 August 2006 for purposes of ensuring coordinated actions of federal executive bodies and public associations aimed at implementation of the state national policy of the Russian Federation.

During its sessions the Interdepartmental Commission develops joint policy on cooperation between national public associations and government authorities; considers issues of improvement the legislation in this area; comes up with solutions for specific aspects of international relations.

On 3 March the Unified Commission on national policy and the relations between the government and religious associations under The Council of Federation of the Federal Assembly of the Russian Federation was also established. The main focus of its activity is improvement of the current legislation governing international and inter-confessional relations. The Unified Commission acted as one of the organizers of the All-Russian meeting "Multinational Russia" (20 December 2006).

The efficient tools created in Russia for cooperation between the government authorities and national public associations constitute an integral system, that provides the necessary connection between the government and civil society institutions and due consideration of the society opinion when making managerial decisions, thus facilitating social consensus in the course of implementation of the state national policy.

#### **4. Development of ethnic culture of national minorities**

In conformity with Articles 5 and 6 of the Framework Convention for the Protection of National Minorities and the legislation of the Russian Federation, provision of the state support to national traditions and cultures of the peoples of the Russian Federation serves as the principal factor accounting for sustainable development of society in ethnic and cultural sphere, realization of its spiritual potential, preservation and strengthening of the general civil identity of Russians.

The major objective is to maintain in the multinational society the individuality, originality, unique character and singularity of each ethnos and to create within this ethnos an atmosphere of mutual respect and spirituality.

Responding to the ethnic and cultural needs of the Russian citizens and preserving the cultural originality of national minorities is one of the top priorities for the Ministry of Culture of the Russian Federation and the Ministry of Regional Development of the Russian Federation

The state support to ethnic and cultural projects is provided under the federal targeted program “The Culture of Russia (2006-2011)”, and also, since 2008, under the targeted federal budget item “Measures for implementation of the state national policy”.

Every year, with the participation of the Ministry of Culture of the Russian Federation, over 100 regional, inter-regional, all-Russian and international festivals and folk art exhibitions are held for purposes of strengthening national traditions of Russian culture.

Among the most outstanding of them we should name the Inter-regional arts festival “Peace to Caucasus”, folklore festival of national cultures “Dancing over Elbrus”, inter-regional festivals of folk art and guitar poetry “Mountain peaks”, festival of Finno-Ugric peoples “Suguvastavundu” etc.

Besides, due to support of the Ministry of Culture of the Russian Federation, numerous international theatre festivals are organized in Republics of Kalmykia, Chechnya, North Osetiya-Alaniya etc. and national theatres, e.g., Ingush State Drama Theatre n.a. Bazorkin, are given the chance to participate in the XV National Theatre Award “The Golden Mask”.

Special attention in the development of multinational culture of Russian peoples is given to preservation of non-material cultural heritage. Therefore, the Ministry of Culture of the Russian Federation developed and approved “Concept of preservation and development of the non-material cultural heritage of the Russian Federation peoples and the program for the Concept implementation in 2009-2015”. Implementation of the Conception presupposes implementation of a set of measures aimed at preserving ethnic identity of Russian peoples as well as address support of the bearers and keepers of national traditions and the institutions making large contribution to the development of traditional national culture, which will allow to solve the recurring problems characteristic for this area.

The taken measures help to develop and strengthen the infrastructure of those cultural institutions that preserve various types and forms of the non-material cultural heritage; provide support to the bearers and keepers of the folk know-how, images and languages, customs and traditions of both family life and holidays and rituals; allow to stimulate the activities of folk-ethnographical, national and cultural centers; create long-term favourable conditions for preserving the non-material cultural heritage as the foundation of national self-respect of Russian peoples.

In 2008, with the support of the Ministry of Culture of the Russian Federation, 9 documentaries were released devoted to international and inter-cultural communication. In particular, the video films “Word play” (on research and comparison of various techniques of communication with representatives of different culture using their native language); “The city of peace” (on national diasporas of Moscow city); “Neighbour” (on people of different confessions); “Russians in a Jewish school. Implanting tolerance.” (on joint dancing, singing, learning ethics of Russian and Jewish children); “The city of common fate” (on multinational problems of a megapolis and their solutions).

On a priority basis, the government supports promotion of domestic movies advocating family values, careful attitude to the native place and negative attitude to extremism and terrorism.

Apart for that, in 2005-2008, with the support of the Ministry of Culture, a range of annual festivals took place, such as the International Muslim movie festival "Gold Minbar", the International Children’s Festival “Kinoitavrik”, the International Charity movie festival “Radiant Angel”.



The International Muslim movie festival "Gold Minbar" is arranged as annual forum of cinematographers from all over the world advocating in their movies the ideas of tolerance, political correctness, spirituality, morality and humanism. The Festival's objective is to popularize Islamic spiritual and moral values; establish an objective idea across society about Islam and Muslims; pull closer the people of different nationalities, confessions and cultures based on common human values.

The main objective of the International Children's Festival "Kinoitavrik" is to unite all the festival participants and make the festival the place of interaction of different cultures, societies, traditions, as well as the place of regular meetings of children belonging to different societies, confessions and ethnic groups but united by creative ideas. The festivals' participants were represented by gifted children and children creative teams, as well as children who lost parents' custody, pupils of children's homes and boarding schools.

The International Charity movie festival "Radiant Angel" is a project implemented within the frames of the National Program "Spiritual and Moral Culture of Russian teenagers" (2006-2010). The festival's objective is to mitigate the negative impact of mass media on teenagers, to improve spiritual health and raise the overall cultural level of the nation using cinematography. The Festival's logo is "Kind movies are coming back".

As to animation movies, a large-scale animation project based on Siberian fairytales "Gem Mountain" was continued (creative directors – F.Khitruk, Yu.Norshtein, ANO "Pilot – animation workshops"). Its main objective is to explain to the young audience that there are plenty of peoples living in Russia and plenty of national and religious traditions that deserve respect.

The premiere screening of the first 11 movies from the "Gem Mountain" series took place in winter 2005 within the frames of the X<sup>th</sup> Open Russian Festival of Animation Movie in the city of Suzdal.

Other animation works depicting the culture of Russian peoples are "Soviet" (director – R. Labidas, LLC "Cinema production center "Arctic Cinema") based on Yakut fairy tales; "Bashkir kulyamasy" (director – E.Yushkova, GUK "Cinema Studio "Bashkortostan") – humorous stories from everyday life of people and animals.

Creation in the federal budget of a separate purpose-item for implementation of the state national policy gave one more efficient instrument of satisfying the ethnic and cultural needs of Russian people.

In 2008 alone, with the support of the Ministry of Regional Development, 65 events of ethno-cultural orientation were held in Russia (all financed from the federal budget in the amount of more than 120 mln. rubles).

The most important events are as follows:

North-Caucasian forum “Children of Caucasus for peace in Caucasus” (Dombay settl., August 2008);

-All-Russia youth camp “School of tolerance” (Moscow city, November 2008);

-Festival of ethnic cultures “Alluring worlds” (Moscow city, October 2008);

-XV All-Russia children’s festival “Kazachok” (Anapa city, August 2008);

-International youth forum devoted to inter-cultural and inter-religious dialogue (Kazan city, November-December 2008).

In addition to the above, we should also mention a number of targeted sociological studies analyzing the state of international relations, the reasons for expansion of extremism manifestations, including those in the youth environment etc; All-Russia meeting “Cooperation between executive bodies, local self-governing bodies, law-enforcement bodies, national and cultural autonomies and national public associations on the issues of harmonization of international relations and prevention of inter-ethnic conflicts in society ” (Petrozavodsk city, 24-26 September 2008); All-Russia scientific and practical conference “Topical problems of counteracting national and political extremism” (Makhachkala city, 20-21 November 2008); scientific and practical conference for exchange of experience in counteraction of terrorism and extremism “Legislative and practical support of legislative and executive bodies in counteracting terrorism and extremism on the territory of the Southern Federative District” (Vladikavkaz city, 21-23 October 2008); All-Russian scientific and practical conference “Modern ethno-political and ethno-confessional processes in North Caucasus: problems and solutions” (Nalchik city, 23-27 October 2008).

Of special significance we consider mass media projects aimed at forming tolerant consciousness attitude among citizens, which gather wide audience and have powerful informational and propagandistic effect:

- All-Russia mass media contest on the best coverage of the topic “Inter-ethnic cooperation between Russian peoples and their ethno-cultural development SMIrotvoretS” (Moscow city, 25 November 2008);

- All-Russian complex social project “Russia Means Us” (social TV commercials);

- Publishment of weekly supplement to the “Argumenty nedeli” newspaper, devoted to the problems of inter-ethnic interaction (12 issues, a run of 570 thousand copies each).

Implementation of the above measures facilitated:

- Strengthening inter-ethnic and inter-cultural cooperation, shaping principles of world culture, ethnic tolerance and civil solidarity;

- Raising the level of information awareness among the youth in the sphere of ethnic and cultural development, preventing spreading of extremist, xenophobia and chauvinism among the youth;

- Shaping the trend of positive coverage by Russian mass media of the issues of inter-ethnic relations and inter-cultural development of Russian peoples and of the best practices of inter-cultural and inter-religious dialogue.

Events of ethno-cultural orientation, with the support of the Ministry of Regional Development of the Russian Federation are also arranged under federal targeted program "Socio-economical and ethno-cultural development of Russian Germans in 2008-2010". Thus, in 2008, 70 events were held, aimed at advancing development of the ethno-cultural potential of Russian Germans.

Another significant direction towards supporting language and culture of ethnic communities is the issue of possible ratification by the Russian Federation of the European Charter for Regional or Minority Languages, which was elaborated in 2005-2008 within the framework of the interdepartmental working group under the Ministry of Regional Development of the Russian Federation.

In January 2009, with the support of the Ministry of Regional Development of the Russian Federation, the Council of Europe and the European Commission, joint international

project “National Minorities in the Russian Federation: development of languages, culture, mass media and civil society” was launched, with the main purpose to evaluate the possibilities of the Charter ratification.

Executive bodies of the Russian Federation also give special consideration to the support of ethnic and cultural development of the constituent elements of the Russian Federation.

In 2005-2008, 36 constituents of the Russian Federation (the Bashkortostan Republic, the Republic of Ingushetia, the Karachay-Cherkess Republic, the Komi Republic, the Mariy-El Republic, the Sakha Republic (Yakutia), the Tatarstan Republic, the Chuvash Republic, the Krasnodar Territory, the Krasnoyarsk Territory, the Perm Territory, the Stavropol Territory, the Amur Region, the Astrakhan Region, the Vladimir Region, the Vologda Region, the Volgograd Region, the Ivanovo Region, the Kaliningrad Region, the Kemerovo Region, the Leningrad Region, the Magadan Region, the Murmansk Region, the Novgorod Region, the Omsk Region, the Orenburg Region, the Penza Region, the Sakhalin Region, the Sverdlovsk Region, the Tyumen Region, the Ulyanovsk Region, the city of Moscow, the city of Saint Petersburg, the Nenets Autonomous District, the Chukotka Autonomous District, the Yamalo-Nenets Autonomous District) adopted and implemented regional and departmental targeted programs aimed at preserving their cultural heritage, developing languages of the peoples inhabiting them, shaping tolerant views in the sphere of international and inter-confessional relations and preventing ethnic and religious extremism and xenophobia.

As examples of such programs can serve the republican targeted program "Ethnic and cultural development of the Marie-El Republic" (2009-2013), state programs “The peoples of Bashkortostan” (2003-2012) and “Preservation, study and development of languages of Bashkortostan peoples” (2006-2010), “State program for preservation, study and development of official languages of the Republic of Tatarstan and other languages of the Republic of Tatarstan (2004-2013)”, the republican targeted program "The Culture of the Chuvash Republic: 2006-2010", territorial targeted program for development and harmonization of international relations between the Perm Territory peoples (2004-2008)" etc.

In 2005-2008, under the relevant targeted programs, a large number of various events was hold related to ethnic and cultural development of the Russian people, Finno-Ugric peoples,

indigenous minorities of Russia and other ethnoses inhabiting the territory of the Russian Federation.

For instance, the government support of the ethnic and cultural development of the Russian people is carried out in the form of the annual forum “The Russian world” that has been held in the historically important towns of the Perm Territory since 2004.

Thus, on 2-4 June 2005 the forum “The Russian world” took place in the town of Kungur of the Perm Territory. The forum was participated by representatives of 15 subjects of the Russian Federation, as well as Moscow, the Moscow Region, the Belgorod Region, the Samara Region, the Penza Region, the Ulyanovsk Region, the Northern Ossetia, Dagestan and 39 towns and districts of the Perm Territory.

The forum objective is to create the continuously functioning foundation for the ethnic and cultural development of the Russian people and its enhanced inter-cultural interaction with other peoples, as well as implementation of new techniques to harmonize international relations.

The forum became a large-scale ethnic and cultural promotional event that attracted positive public attention and made a significant social contribution to strengthening of the inter-ethnic dialogue and removing ethnic and cultural barriers between representatives of different nationalities.

In 2005-2008 some subjects of the Russian Federation, including the Krasnodar Territory, the Stavropol Territory and the Perm Territory, implemented targeted programs aimed at harmonization of international relations. For example, the Perm Territory implemented the territorial targeted program on development and harmonization of international relations between the Perm Territory peoples (2004-2008). The Krasnodar Territory successfully implemented annual territorial targeted programs on harmonization of international relations and development of national cultures. The Stavropol Territory, following the complex program on harmonization of inter-ethnic relations for 2000-2005, devised and implemented the territorial targeted program “Development of ethnic and ethno-confessional relations in the Stavropol Territory for 2007-2009”.

Government authorities of the Russian Federation attach high significance to ethnic and cultural development of the Finno-Ugric peoples of the Russian Federation. In particular, certain activities have been performed for shaping the unified informational and cultural space, which is

proved by the materials of international and all-Russia congresses of the Finno-Ugric peoples and scientific symposiums. Increased communication has been witnessed across all areas of residence of the Finno-Ugric peoples of the Russian Federation.

Taking into account the importance of the issues of current development of the Finno-Ugric peoples of the Russian Federation, the country leaders decided to establish the Volga Region center of Finno-Ugric cultures in Saransk city, in September 2006 and the Finno-Ugric Cultural Center in Syktyvkar city in April 2007, both primarily financed from the federal budget and the budgets of the respective subjects.

On 21 February 2008 a cooperation agreement was signed by the federal Finno-Ugric Cultural Center (Syktyvkar) and the Volga Region center of Finno-Ugric cultures (Saransk). Both centers promote ethnic and cultural development of the Finno-Ugric peoples, enhanced cooperation between the Finno-Ugric and other peoples of the Russian Federation, development of the inter-cultural dialogue and international cooperation.

Annually, with the support of federal executive and those of the subjects of the Russian Federation, a large number of events devoted to ethnic and cultural development of the Finno-Ugric peoples take place.

For instance, on 15-16 October 2005 Moscow hosted the III Congress of the Finno-Ugric peoples of the Russian Federation, participated by approximately 200 delegates from different Russian regions.

In 2006 executive bodies of the subjects of the Russian Federation, in association with public organization and with participation of the Ministry of Regional Development of the Russian Federation and the Ministry of Culture of the Russian Federation, a range of conference took place on the issues of preservation and development of the culture of the Finno-Ugric peoples within the framework of scientific-practical and other cultural and scientific events: the XXII International conference of the students specializing in Finno-Ugric peoples (Yoshkar-Ola city, May); the days of kindred Finno-Ugric peoples (Yoshkar-Ola city, October); the VI International festival of the Finno-Ugric theatres "Mayatul" (Yoshkar-Ola city, October-November); All-Russia scientific conference "The spiritual culture of the Finno-Ugric peoples of the Russian Federation devoted to the 80th anniversary of Mikushev A.V." (Syktyvkar city, November) the IX International congress of the Finno-Ugric writers (Petrozavodsk city,

September 2006); the International day of native languages (Petrozavodsk city, February); the IV International ethnic and cultural festival-expedition “The Volga is the peace river. Dialogues between the Volga cultures” (Saransk city, July).

On 26-29 September, 2006 in Strasburg, under the auspices of the Council of Europe, the festival of the Finno-Ugric culture of the Russian Federation “Following the birds” was hold. The festival was arranged with the participation of representatives of the Ministry of Foreign Affairs of the Russian Federation, the Ministry of Culture of the Russian Federation, as well as government bodies of the Mariy-El Republic, the Mordovia Republic and the Udmurtia Republic. The festival “Following the birds” became a successful international presentation of the culture, social sphere and public life of the regions belonging to the Volga Federal District, where the Finno-Ugric peoples account for a significant part of the population (Mariy-El, Mordovia and Udmurtia).

On 14-18 May 2007 in Yoshkar-Ola the first Inter-regional forum “the Finno-Ugric ethno-cultural project” was conducted. Among the organizers of the forum were the Ministry for Culture, Press and Nationalities’ Affairs of the Mariy-El Republic; republican social Fund for the promotion of the development of the Finno-Ugric peoples and All-Russia public movement “Association of the Finno-Ugric culture of the Russian Federation”. The forum was also supported by the Central Office of the Authorized Representative of the Russian Federation President in the Volga Federal District; the Ministry of Regional Development of the Russian Federation; executive bodies of the regions of the Russian Federation; the Consultative Committee of the Finno-Ugric peoples.

The forum objectives were to specify and discuss the priority working directions for implementing projects in the area of ethnic and cultural development of the Finno-Ugric peoples, as well as to exchange experience and establish relations between the organizations implementing the Finno-Ugric ethno-cultural projects.

During the reporting period, it had become a tradition to carry out the annual ethnic and cultural expedition with the participation of various public organizations of the Finno-Ugric peoples along the river Volga, called the International ethno-cultural festival-expedition “The Volga is the peace river. Dialogues between the Volga cultures”, according to the following itinerary: Saransk – Saratov - Samara – Ulyanovsk – Cheboksary – Kozmodemyansk – Kazan –

Saratov. This expedition is significant not only because it makes the Volga Region residents familiar with the Finno-Ugric culture, but also because it provides the opportunity of live communication to its organizers and participants to facilitate exchange of work experience and further joint implementation of the Finno-Ugric projects.

On 19-21 July, 2007 Saransk hosted for the first time the International festival of the Finno-Ugric peoples "Shumbrat, Finno-Ugria!". The festival opening was timed to coincide with the trilateral meeting at highest level of the President of the Russian Federation V.V. Putin, the President of Finland T. Hallonen and the Prime Minister of Hungary F. Durchan, during which they discussed the topical issues of cultural, linguistic, socio-economic and ethno-political development of the Finno-Ugric peoples. Both the festival and the highest-level trilateral meeting belong to the most important events in the social and politic life of the Finno-Ugric peoples in 2007.

The most important ethno-cultural and socio-political event of 2008 was the V World Congress of the Finno-Ugric peoples held in Khanty-Mansiysk city on 28 June – 1 July. The Congress opening ceremony was participated by Presidents of Russia, Finland, Hungary and Estonia. The Congress was financed from the federal budget funds allocated to the Ministry of Regional Development of the Russian Federation for implementation of the state national policy (22,9 mln. rubles), as well as from the budget of the Khanty-Mansiysk Autonomous District - Yugra. The total amount of funds allocated by all sources of finance to arrange and conduct the Congress, reached almost 67 mln. rubles.

As to other major events in the sphere of ethno-social and ethno-cultural development of the Finno-Ugric and Samoyedic peoples, held in 2008 with the support from the Ministry of Regional Development of the Russian Federation and other federal executive bodies concerned and financed from the budgets of the subjects of the Russian Federation, we can name the following: the III All-Russia exhibition-fair of arts and crafts of the Finno-Ugric peoples (Saransk, January); the IX Congress of the Komi people (Syktyvkar, February); the VIII Congress of the Mariy people (Yoshkar-Ola, April); the III Inter-regional exhibition-fair "The Northern civilization. Region. Expo." (Moscow, April); the VI International ethnic and cultural expedition-festival "The Volga is the peace river. Dialogues between the Volga cultures" (Saransk, June-July); the X International congress of the Finno-Ugric writers (Yoshkar-Ola,



September), the International Seminar “International norms and the Russian Federation legislation on preservation of the language and nature, traditional life style and natural resource use of indigenous peoples: Norm. Theory. Practice” (Petrozavodsk, November); the International festival of the Finno-Ugric theatres “Mayatul” (Yoshkar-Ola, November) etc.

Ethno-cultural development of the Turk people within the reporting period was also facilitated through the implementation of the relevant territorial targeted programs, e.g., government programs “The peoples of Bashkortostan” (2003-2012); “Preservation, study and development of languages of Bashkortostan peoples” (2006-2010), “State program for preservation, study and development of official languages of the Republic of Tatarstan and other languages of the Republic of Tatarstan (2004-2013)” etc.

Ethnic and cultural development of the indigenous minorities of the Russian Federation is to a large extent determined by the special legal status granted to them under the applicable legislation of the country.

The current legislation recognizes the right of the indigenous minorities, forming a special group in the multinational make-up of the Russian nation, to their primordial living environment and traditional life style and presupposes adoption of federal programs aimed at socio-economic and cultural development of national minorities, development and preservation of their native languages. The rights and guarantees of indigenous minorities are being supplemented and developed at the level of subjects of the Russian Federation.

At the same time, up to 2008, practically the only way the government could advance the development of indigenous minorities was the federal targeted program “Economic and social development of indigenous minorities of the Russian North until 2008”, that was mainly aimed at developing social and economic infrastructure in the places of their residence. For purposes of this program the federal budget allocated 102 mln. rubles in 2005, 205,6 mln. rubles in 2007 and 207,2 mln. rubles in 2008.

In 2008, dozens of ethno-cultural and research projects were completed in the context of measures for implementation of the state national policy, as well as within the framework of the Set of priority measures on the arranging and conducting in the Russian Federation of Second International Decade of the World's Indigenous Minorities, approved by the Russian

Government Resolution ? 1639-R of 19 November 2007 (the amount of federal budget financing for 2008-2010 – 80 mln. rubles per year).

Particularly, in 2006-2008, for purposes of preserving and developing traditional trades and arranging tourist activities in the places of traditional living of the communities belonging to indigenous minorities, and with the support from the Ministry of Regional Development of the Russian Federation, the annual International exhibition-fair "The Northern Civilization was hold" (Moscow).

This exhibition-fair created vast opportunities for the indigenous minorities of the Russian North, Siberia and the Far East to demonstrate their traditional products, to seek for business partners and investors, to draw attention to the experience of the entities of the Russian Federation in developing small businesses in the area of traditional activities of the indigenous minorities of the Russian North, Siberia and the Far East, as well as to make the Russian public familiar with the original culture of the indigenous minorities.

In 2008, in the context of implementation of the state national policy, the Ministry of Regional Development of the Russian Federation supported one of the annual festive events devoted to the International day of the indigenous minorities, the Arts Festival of the Russian peoples "Alluring worlds. Ethnic Russia", which passed in February - November, 2008 in Moscow, the Moscow Region, the Bryansk Region, the Kaluga Region, the Belgorod Region, the Voronezh Region, the Ryazan Region and consisted of the following programs: "Family and tribal traditions from the ancient times until today" (Moscow, 16-18 May); "To the Russia Day" (Bryansk -18, Belgorod-22, Voronezh-45, 6-12 June); "Ethnic faces of Russia" (Moscow, 9 August); Moscow city Day (6-7 September) and the closing program (Moscow, 28 October-4 November).

The festival welcomed the representatives of more than 20 indigenous minorities of the Russian North, Siberia and the Far East.

Besides, the period of 2007-2008 also witnessed the All-Russia Arts Festival of the indigenous minorities of the Russian North "Northern Lights", which passed in two stages (2007 – in the regions of the Russian Federation, on 5-8 September 2008 –in Moscow). The objective of the festival was to facilitate preservation, continuity and development of the non-material cultural heritage of the indigenous minorities of the Russian North; to popularize both the best

achievements and the whole variety of the traditional and modern folk art; to improve the performance level of the existing creative teams and to create new ones; to identify the true masters – bearers of the culture and to stimulate their work.

Other major events of ethno-cultural character, aimed at development of the traditional cultures of indigenous minorities of the Russian Federation, conducted under support of the Ministry of Regional Development of the Russian Federation within the framework of the above Set of priority measures, included the First Far Eastern International Arts and Crafts Festival of the indigenous peoples "Live Thread of Times" (Khabarovsk, 7-10 August 2008) and the Inter-regional Festival of the Veps culture "The Tree of Life" (the Leningrad Region, 18 June 2008).

The festival "Live Thread of Times" was participated by representatives of creative teams from different regions of the Russian Federation: the Yamalo-Nenets Autonomous District, the Chukotka Autonomous District, the Sakha Republic (Yakutia), the Buryat Republic, the Magadan Region, the Sakhalin Region, the Amur Region, the Primorie Territory, the Kamchatka Territory, the Khabarovsk Territory.

The Festival program also included the following events: exhibition-fair of artistic crafts and applied and decorative arts of the indigenous minorities of the Russian North and Siberia; presentation of the exhibition and the album-catalogue "The Amur people" comprising the best works of the Russian and the Far-Eastern artists from the Khabarovsk Territory museum collections; the round table "The problems of preservation and development of the traditional indigenous crafts of the Far East", where discussions took place regarding the state and the possible ways of development of the indigenous arts and crafts in the regions of the Russian Federation.

The Festival "The Tree of Life" was participated by the folk teams from the Podporozhye district, the Lodeynopolsk district, the Tikhvinsky district, the Boksitogorsk district of the Leningrad Region and the Karelia Republic, the Komi Republic, the Murmansk Region and also some foreign visitors. The Festival hosted such events as "Vinnitsy Fair", a big festive concert, honouring of the best Veps craftsmen, competitive programs "The Veps cuisine", "Fairytale of the Veps Forest", "Hand-made", "Our Accordionist is Good", "The Best Veps Family".

Another topical issue is provision of government support to the ethnic and cultural development of the Gypsy people.

In the Russian Federation, the issues of ethno-cultural and ethno-social development of the Gypsy ethnic community fall under the supervision of the Ministry of Regional Development of the Russian Federation, the Ministry of External Affairs of the Russian Federation, the Ministry of Culture of the Russian Federation, the Ministry of Justice of the Russian Federation and the Ministry of Education and Science of the Russian Federation.

The relevant issues of the Gypsy development are as follows: advancing cooperation with the youth, establishing a health center, building the social infrastructure elements and helping poor Gypsy people.

The perspective directions for enhancing the cooperation of the government authorities and civil society institutions with the Gypsy community are as follows:

- Increasing cooperation with the youth;
- Spreading the best practices of Gypsy life arrangement throughout the territory of the Russian Federation;
- Increasing the role of civil society institutions in the process of shaping national (ethnic and civil) consciousness of the Gypsy people;
- Providing charity support'
- Supporting the Gypsy public organizations in their initiatives to hold events stabilizing the situation in the areas of compact settlement of the Gypsy;
- Helping children from the Gypsy families to receive general, s and higher education.

### **5. Ethnically-oriented education**

The Russian Federation pays close attention to satisfying the linguistic rights and ethno-cultural needs of the participants of the educational process in the system of the Russian education. Both the official position of the Russian Federation and the steps taken in this direction are fully consistent with the provisions set forth in Articles 13 and 14 of the Framework Convention for the Protection of National Minorities.

The Constitution of the Russian Federation guarantees to all of its peoples the right to preserve their native language and to create conditions for its study and development (Art. 68).

At the same time, the constitutional foundations for a person's legal status determine the equality of rights and freedoms of man and citizen, regardless of any circumstances, including nationality, language and place of residence (Art. 19); the right to use native language, to a free choice of the language of communication, upbringing, education and creative work (Art. 26). These are primarily the constitutional rights in the sphere of communication, upbringing, teaching, creative activity, learning and development of native languages, as well as in the cultural sphere, including the right to an access to cultural values.

The Russian Federation legislation adequately governs social relations in the sphere of learning the languages and cultures of the Russian Federation. Article 6 of the Federal Law “On Education” and Article 9 of the Federal Law ? 126-FZ of 24 June 1998 “On the languages of the Russian Federation peoples” clearly regulates the use of languages in the sphere of education. Furthermore, the relevant articles of the above federal laws determines liability for a breach of the Russian Federation legislation. Upon that, the actions of legal entities and private individuals violating the legislation on languages of the Russian Federation peoples, shall entail the liability set forth under these laws. The Federal Law ? 74-FZ of 17 June 1996 “On National and Cultural Autonomy” formalized the right of the Russian Federation citizens considering themselves to belong to specific national minorities, to receive basic general education in their national (native) language and the right to a free choice of the language of upbringing and education within the frame of opportunities provided by the educational system and in conformity with the legislation of the Russian Federation and the legislation of the subjects of the Russian Federation.

The Constitution of the Russian Federation also determines the jurisdiction of the Russian Federation, as well the joint jurisdiction of the Russian Federation and the subjects of the Russian Federation beyond which the subjects of the Russian Federation shall perform their own legal regulation. According to the Constitution of the Russian Federation, the jurisdiction of the Russian Federation includes regulation of the rights and freedoms of man and citizen (and ,accordingly, the rights in the language and educational spheres), and the establishment of the principles of federal policy in the sphere of cultural and national development of the Russian Federation (where the government language and educational policy form the part of this federal policy), while the joint jurisdiction of the Russian Federation and the subjects of the Russian

Federation includes protection of the rights and freedoms of man and citizen and the general issues of education, culture and language as a component of these rights (Article 72). On 1 December 2007, in elaboration of the Constitution of the Russian Federation, the Federal Law ? 309-FZ “On introducing changes into selected legislative acts of the Russian Federation concerning changing the notion and structure of the state educational standard” was adopted , which brought the former wording of the Russian Federation Law “On Education” in line with the Constitution of the Russian Federation.

In accordance with Article 43 of the Constitution of the Russian Federation and the Federal Law, the federal state educational standard (hereinafter - FSES) shall be introduced on the territory of the Russian Federation, which includes:

- Requirements to the results of mastering the main educational programs;
- Requirements to the conditions of implementation of the main educational programs (including staff, financial, material and technical and other);
- Requirements to the structure of the main educational programs (including requirements to the correlation between the parts of the main educational program and their size, as well as correlation between the obligatory part of the main educational program and the part formed by the participants of educational process).

The replacement of the component structure of the educational standard with a set of requirements facilitates more complete development of students’ abilities and their active involvement in the social life. In the new approach, the ethno-cultural constituent is integrated into the humanitarian block of the obligatory part of the main education program.

The main educational program is divided into two parts - obligatory (formed at the federal level) and variable. The variable part, accounting for up to 30 % of the main education program, is to be shaped by the participants of educational process (primarily by educational institutions with consideration of the needs of the students and their parents, as well as by education regulatory bodies).

Meanwhile, the subjects of the Russian Federation are actively involved in the process of elaboration of the obligatory part of the main educational program; also for purposes of ensuring that due consideration is given to regional, national and ethno-cultural components.

The subjects of the Russian Federation control the implementation of the variable part of the main educational program by means of adopting their laws and other normative acts designed not only to consider regional, ethno-cultural and local peculiarities, but also to create all necessary conditions for achieving high quality of education. In the course of developing such normative acts the subjects of the Russian Federation are obliged to take into account ethnic and cultural peculiarities. This obligation is formalized by Article 26.3 of the Federal Law ? 184-FZ of 6 October 1999 “On general principles of arranging legislative (representative) and executive government bodies of the Russian Federation subjects”, according to which the support to studying national languages and other disciplines of ethno-cultural orientation in educational institutions shall fall within the scope of authorities of the government bodies of the subjects of the Russian Federation.

Development of FSES of general education is carried out in maximum cooperation with the public and scientific institutions. In December 2008 a cycle of seminars “Languages (official and native) in educational system under the new legislative framework of the Russian Federation on education” passed in different subjects of the Russian Federation, covering the languages of four language groups (Turk, Mongol, Finno-Ugric and Abkhaz-Circassian).

On 18 November 2008, under the chairmanship of the Minister of Education and Science of the Russian Federation and with the participation of the President of the Tatarstan Republic, Kazan hosted a meeting of heads of the executive bodies of the Russian Federation exercising control over the sphere of education, on the issue of ensuring the rights of the participants of educational process to implement their ethno-cultural needs.

Besides, in 2008 the Ministry of Education and Science of the Russian Federation, jointly with the representatives of education regulatory bodies of the subjects of the Russian Federation (national republics) prepared clarifications regarding the measures on ensuring the rights of citizens to learn their native language and to use it as the language of tuition in the educational system, With consideration of the norms set forth by the Federal Law ? 309- FZ dated 1 December 2007.

The important innovation contained in the Federal Law “On introducing changes into selected legislative acts of the Russian Federation concerning changing the notion and structure

of the state educational standard” is the extension of rights of national and cultural autonomies to participate in the educational process.

The law envisages the opportunity for national and cultural autonomies to participate in devising educational programs implemented by the subordinated educational institutions; in publishing text-books, study guides and other academic literature required to secure the right to receive education in the national (native) language, as well as the right to participate in development of federal state educational standards and draft main educational programs for government and municipal educational institutions teaching in the national (native) language.

Adoption of the Concept of the state educational policy of the Russian Federation in August 2006 became a significant benchmark in the development of the ethnically-oriented education. This concept is based on the recognition of the multidimensional character of the ethnic composition of the Russian society. At the same time, it points out the outstanding need to establish within the unified and integral educational structure the institutions that would implement general education programs containing ethno-cultural regional (national and regional) element including teaching in Non-Russian (native) and Russian (non-native) languages (in the required proportion) and also providing humanitarian education based on a different, non-Russian, culture. According to the above Concept, the main objectives, the inner content, the structure and the organization of such institutions, ensuring equal training for the young people and satisfaction of their ethno-cultural educational needs, shall altogether form an integral part of the educational system and an equivalent element of the unified Russian educational space.

During the reporting period, the Plan for Implementation of Priority Directions of the State Educational Policy in the System of General Education had been continuously implemented in the context of its modernization for 2004-2010.

For purposes of implementation of the above-mentioned Concept and Plan, the Ministry of Education and Science of the Russian Federation:

- Performs annual monitoring of the problems related to studying native languages within the educational system of the Russian Federation;
- Modifies the scientific and methodical base of teaching the Russian language as non-native (using one of the minority languages as an example);



- Develops measures to raise the efficiency of educational institutions implementing programs of bilingual general education;

- Developed lingvoculturologically-oriented concept of teaching the Russian language as non-native in schools of general education.

- Conducts on a regular basis competitions among school teachers from schools teaching in Russian (non-native) and native (non-Russian) languages within the framework of the All-Russia forum “The problems of learning and teaching Russian as a non-native (second) language”;

- Conducts on an annual basis competitions among school teachers of native languages; forums “Languages of the Russian Federation peoples - the national wealth of the state and society”; scientific and practical conferences; methodological seminars; round tables; publishes monographs, textbooks, study guides, methodological literature, collections of scientific articles;

- Within the framework of the Interdepartmental Commission on the Russian Language, regularly considers the issues concerning the Russian language teaching practices for the children of migrants, refugees, displaced persons in order to facilitate their social adaptation, as well as the issues concerning development of the federal state educational standard of general education with regard to learning native languages.

In 2005, “Federal Targeted Program for Development of Education (2006-2010)” and Federal targeted program “The Russian Language (2006-2010)” were devised and approved. In 2006-2008, under these programs, financed from the federal budget, a number of big projects devoted to the problems of ethnically-oriented education, were implemented, such as:

- Development of modifications of scientific and methodological base for teaching the Russian language as non-native (using one of the minority languages as an example);

- Development of suggestions on how to raise the efficiency of educational institutions implementing programs of bi-lingual general education;

- Development of a Set of methodological materials for students of pedagogical institutes for teaching the Russian language as non-native;

- Development and testing of a modern methodology of teaching the Russian language in bilingual kindergartens and groups, based on the experience of both Russia and foreign countries.

In 2008, pursuant to the Federal targeted program for education development (2006-2010)", the Ministry of Education and Science of the Russian Federation also implemented the following projects: "Development and implementation of a set of educational programs ensuring spiritual and moral upbringing of students in the system of general education (2008-2009" (the 1st stage); "Development and discussion of a set of suggestions for purposes of developing constituent parts of draft programs of general education, with due consideration of bilingual educational environment in general education institutions with native (not Russian) and Russian (not-native) languages"; the project of regional normative base for creation of necessary conditions to respond to the educational needs and demands of the participants of educational process".

The Government of the Russian Federation takes all possible measures to ensure the use of national minorities' languages in the educational process.

For this purpose and in accordance with Article 28 of the Russian Federation Law "On Education", the Ministry of Education and Science of the Russian Federation annually approves the lists of textbooks recommended for or allowed for use in educational process in state accredited educational institutions implementing programs of general education. Textbooks and study guides may be allowed for use in educational process according to the list determined by the institution itself. However, this list may contain only textbooks and study guides from federally approved lists, as well as study guides of those publishing organizations whose study guides are allowed for use in educational process.

The process of publishing textbooks both in minority languages and in the Russian language is decentralized. The Ministry of Education and Science of the Russian Federation approves only federal textbook lists. Starting from 2005, in conformity with the decision of Presidium of the Science, technology and education council under the President of the Russian Federation, textbook evaluation is performed by expert organizations, in the first place by The Russian Academy of Sciences (RAN) and the Russian Academy of Education (RAO), as well as by the country's leading pedagogical and scientific organizations. The Ministry of Education and Science of the Russian Federation regularly updates the education regulatory bodies on the course of textbook evaluation and publishes federal textbook lists on the official website of the The Ministry of Education and Science of the Russian Federation.

Another important aspect is ensuring pedagogical staff training for purposes of teaching native languages and ethno-cultural disciplines. Such training is performed by educational institutions of higher, specialized secondary and extended professional education within relevant educational programs. These institutions also have the right to devise their own programs of professional education in accordance with the needs of specific regions and educational institutions.

Special attention in educational activities is given to those indigenous minorities with specific ways of life where nomadic lifestyle prevails.

In areas of nomadism of indigenous minorities, as well as in places of their compact settlement, a new network of educational institutions is being created. New specific models of educational institutions are developed, that allow children to receive education without having to leave their families and also to get socialized and involved in traditional activities of their society.

These models are as follows:

- Combined nomadic school-kindergarten (Laborovaya trade station of the Yamalo-Nenets Autonomous District). The main objective is to prepare children for school using basic principles of folk pedagogics (family and tribal folklore, folk games and songs) and native language;
- Nomadic school (most often established on the basis of settlements of reindeer breeders, hunters and fishermen in trade stations, clan communities and terminal bases (stationary school) or roams from place to place together with a herd of deer;
- Community school that basically corresponds to the model of a traditional small school. The main difference occurs due to kinship within the community, which influence the arrangement of the educational process (including tutorial method);
- Taiga school, where parents themselves act as tutors for their children. Taiga educational sessions are combined with local school sessions (e.g., Iyengrinsk taiga school in the Sakha Republic (Yakutia);
- Combined regular-nomadic school, where children stay in the nomad camp for a specific period of time in order to study both ethnically-oriented subjects and regular subjects with national and regional components;

- Sunday school;
- Summer school (summer camp), where students not speaking native languages may get submerged in the native language and cultural environment.

The main objective of these schools is to ensure ethno-cultural education and maintain connections between generations among indigenous minorities.

There has been a considerable increase in using such educational forms as external studies, family and remote education among indigenous minorities.

The educational system of indigenous minorities of the North constitutes an integral part of the Russian Federation educational system and is governed by the current legislation of the Russian Federation in the sphere of education.

The authorities related to ensuring the government guarantees on the generally accessible education, paying salaries to employees of general education institutions, financing textbook purchases, devising and implementing regional programs on education development and some other authorities fall under the jurisdiction of the government bodies of the subjects of the Russian Federation.

Major efforts in education development are taken by the government bodies of the Yamalo-Nenets and Khanty-Mansiys Autonomous Districts, the Sakha (Yakutia) Republic, the Khabarovsk Territory. These and other regions have adopted laws of subjects of the Russian Federation and regional programs for development of education and preservation of native languages of indigenous minorities.

Implementation of national priority projects also served as a big education-enhancing incentive in northern regions. Within the framework of these projects northern subjects of the Russian Federation implement measure focusing on support and development of the best models of the Russian education, encouragement of the best teachers and talented youth, implementation of modern educational techniques, qualitative improvement of the educational and upbringing activities and of the material and technical support.

For purposes of pedagogical staff and pursuant to the Russian Government Resolution ? 942 “On training specialists in higher and specialized secondary institutions on contract basis” of 19 September 1995, a number of institutes of higher and specialized secondary education train specialists on request of the relevant subjects of the Russian Federation, namely

the Russian State Pedagogical University n.a. A.I.Gertsen, the Yakutsk State University n.a. Ammosov, the Far East State University, the Yugra State University, etc.

In accordance with the Russian Government Resolution of 29 July 2006 ? 469 “On introducing changes to the Russian Government Resolution of 27 June 2001 ? 487 “On adoption of Standard regulations on provision of scholarship and other forms of material support to students of federal state educational institutions of higher and specialized secondary education, post-graduate students and doctoral candidates”, some changes were introduced, recommending federal executive bodies and other recipients of federal budget funds whose jurisdictions include federal state educational institutions of higher and specialized secondary education located in the Far North regions and regions equated to them to allocate the appropriate amount of scholarship funds for these institutions with due consideration of the extreme natural and climatic living conditions.

The above budget support was also provided by other ministries and departments, as well as subjects of the Russian Federation.

In order to maintain the positive experience accumulated in the sphere of training of professional national staff, the country’s leading higher institutions are actively admitting special-purpose students. For example, in 2001-2006, a group of 23 students from the Chechen Republic studied in the Moscow State University of Culture and Arts trained, specializing in acting techniques. Upon graduation, all of them became employed with the H.Nuradilov State Drama Theatre in Chechnya.

The Ministry of Education and Science of the Russian Federation, in association with the Federal Institute for Education Development, perform annual monitoring on the functioning of the Russian Federation languages, including the languages of indigenous national minorities.

The monitoring results for the languages of indigenous minorities of the Russian Federation (46 ethnoses) are as follows. According to the Unified List, there are 46 minority languages and dialects, mostly the languages of the Far North, Siberia and the Far East, plus several languages of the North Caucasian region and the Central Russia.

The languages of indigenous minorities of the Far North, Siberia and the Far East are characterized by limited social use and are mostly applied among family members (primarily in

nomadic or semi-nomadic families) or small production teams. This situation requires development of special approaches allowing to involve these languages in educational process.

The joint activity of the Ministry of Education and Science of the Russian Federation and the Federal Institute for Education Development has resulted in implementation of the following projects:

- Projects of draft general education programs of elementary education focusing on official languages of 4 language groups used in Russian republics, devised for general education institutions with native (Non-Russian) and Russian (non-native) educational environment;

- Projects of draft general education programs of elementary education focusing on the Russian language based upon the knowledge of the native language and on the reading in Russian, with elements of culture dialogue, devised for general education institutions with bilingual and bicultural educational environment;

- Project on the list of textbooks on native languages and in native languages published in subjects of the Russian Federation;

- 3 variants of projects focusing on basic curriculum for general education institutions with native (Non-Russian) and Russian (non-native) educational environment;

- A set of tools for accounting the needs and demands of the participants of educational process relating to learning foreign cultures, regional cultural traditions and peculiarities, languages of study and tuition.

Particular care in the Russian educational system is given to education of the Gypsy children. A number of subjects of the Russian Federation have accumulated positive experience in this area. For example, the secondary general school of Oselki settlement (the Leningrad Region) educates children of ethnic Gypsies and teaches them the Gypsy culture and language.

In the regions of compact settlement of Gypsies, the advanced professional trainings for teachers include the topics related to the culture and history of the Roma inhabiting the Russian Federation. The team of writers of the Russian State Pedagogical University n.a. A.I.Gertsen has elaborated and published "ABC book" for Gypsy children.

Since 2006, in the Center for National Educational Problems at the Federal Institute for Education Development under the Ministry of Education and Science of the Russian Federation (hereinafter – CNEP FIED), a special creative team have been working, focusing on the Roma

socialization and implementing sets of methodological materials on the ethno-cultural aspect of programs of general education. In April 2009, CNEP FIED, jointly with the Antidiscrimination center “Memorial” (“ADC Memorial”), held the scientific and practical seminar “Educational problems of Russian Gypsies in the context of new educational legislation”, with the participation of Gypsy representatives, education regulatory bodies, scientists, methodologists and teachers. Recommendations developed in the course of this seminar will be applied in practice. Within the frame of ADC “Memorial” project and with the participation of CNEP FIED employees, “A brief guide to the Gypsy language” (Romanian Caldarar dialect) was published.

In 2005-2009, a group of 16 Gypsy students studied in the Boris Schukin Theatre Institute under the Vakhtangov State Academic Theatre. Upon graduation, all of them became employed with the Gypsy Theatre “Romen”.

In view of the strong humanistic character of the Russian education, high significance is attributed to antidiscrimination measures in educational process.

In accordance with Item 4 of Article 55 of the above Federal Law “On Education”, pedagogical employees, in the fulfillment of professional duties, have the right to a free choice and use of teaching and upbringing techniques, study guides and materials, within the relevant educational program approved by the educational institution.

With consideration of the applications previously filed with the European Court of Human Rights regarding violation of children rights to education in the Russian Federation, the Federal Service for Supervision in the Sphere of Education and Science sent its clarifications to all subjects of the Russian Federation forbidding to infringe upon the children’s rights to education and to deny access to educational institutions based on registration (absence of registration) of their parents at place of their residence. Due to additional requests received from the subjects of the Russian Federation, the Ministry of Education and Science of the Russian Federation also provided detailed clarifications on this issue.

These clarifications emphasized that the requirement to provide among other documents a certificate of registration and citizenship when applying to educational institute is unlawful.

This legal norm shall regulate not only the children's admittance to institutions of elementary education but also their opportunities to receive secondary (complete) general education.

Furthermore, pursuant to the Federal Law "On Education", the issues of accounting children who are subject to compulsory education in educational institutions of elementary general, basic general and secondary (complete) general education, fall within the scope of authorities of local self-governing bodies of municipal districts and urban districts in the sphere of education (Item 1.5 of Article 3).

The rules of citizen's admittance to an educational institution are determined by the founder of the educational institution in accordance with the legislation of the Russian Federation and are formalized in the charter of the educational institution (Item 1.1 of Article 19).

A separate issue is the use of Cyrillic symbols in alphabets of Russian peoples.

According to Item 6 of the Russian Federation Law "On languages of the Russian Federation peoples" (in the wording of Federal Laws ? 126-FZ of 24 July 1998 and ? 165-FZ of 11 December 2002), the alphabets of the official language of the Russian Federation and official languages of its republics shall be based on the Cyrillic graphic symbols.

Any change of the alphabetic graphic base of an official language shall be performed with consideration of historical and political factors, national and cultural traditions, be scientifically justified and meet the interests of society. All this requires a justified managerial decision.

Under Decree of the Constitutional Court of the Russian Federation of 16 November 2004 ? 16-P, the provisions of Item 6 of Article 23 of the Russian Federation Law "On languages of the Russian Federation peoples" prescribing to use the Cyrillic graphical symbols as alphabetical base for the languages of Russian republics, have been found constitutionally acceptable. Establishment of any other alphabetical base the Constitutional Court of the Russian Federation views possible only if approved by federal legislation.

## **6. National minorities and mass media**



The Russian Federation complies with all provisions of Article 9 of the Convention, relating to mass media.

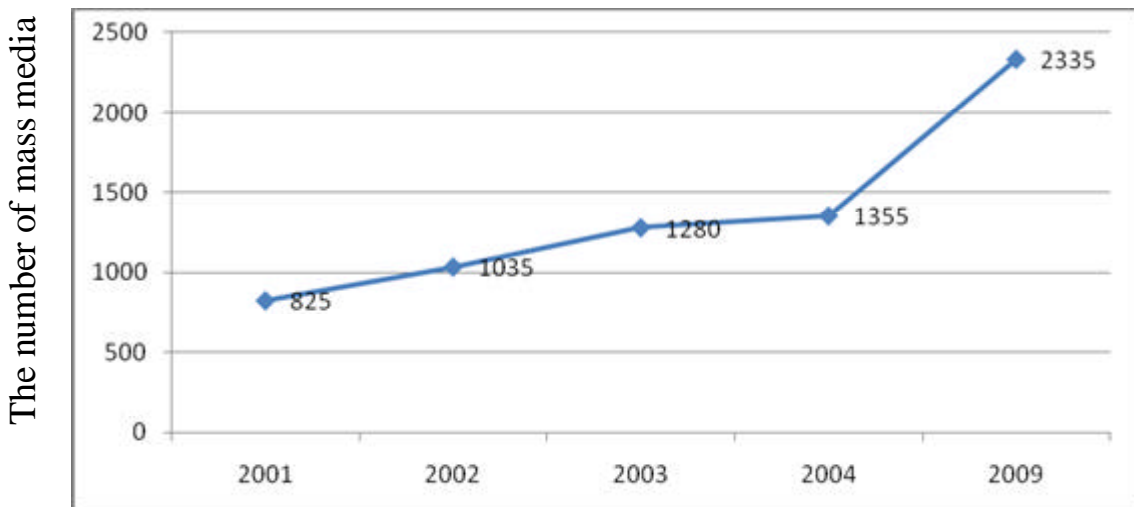
The applicable legislation of the Russian Federation does not contain norms anyhow restricting the access of national minorities to mass media.

The applicable legislation of the Russian Federation also does not specify any limitations for persons belonging to national minorities to establish and use printed, radio- and TV mass media.

According to the Federal Service for Supervision in the Sphere of Mass Communication, Communications and the Protection of Cultural Heritage there are 13332 electronic mass media, 3758 electronic periodicals in the Internet, 9574 TV and radio programs (including 6257 radio programs) registered in the Russian Federation. They include over 400 of television programs and over 300 radio programs broadcasting in national languages. According to expert appraisals, the data on registered mass media is not quite relevant since some of these mass media are officially registered but not actually operating. However, to clearly define the number of such mass media using current statistic methods is not considered possible.

Out of 71570 of the printed periodicals currently registered in the Russian Federation, 9956 are published in world languages, including the indigenous languages of Russia and the former USSR (2335) (see Figure 4)

**Figure 4. The dynamics of increase in the number of printed mass media in minority languages**



For example, 333 printed periodicals are published in Tatar, 103- in Yakut, 104 – in Chuvash, 53 – in Chechen, 98 – in Ukraine, 44 – in Buryat, 91 – in Bashkir, 49 – in Belarusian, 43 – in Armenian, 43 – in Azerbaijani, 35 – in Avar, 2 – in Veps, 35 – in Hebrew, 10 –in Yiddish, 14 - in Lithuanian, 14 - in Georgian, 27 - in Polish, 35 - in Tuvinian, 27 - in Turkish, 16 - in Dargin, 107 - in Finnish, 25 - in Czech, 11 – in Estonian, 4 – in Evenki, 2 – in Eskimo, 46 – in Kalmyk, 24 – in Greek, 39 – in Swedish, 111 – in Korean, 104 – in Arabic, 17 – in Bulgarian, 19 – in Hungarian, 24 –in Vietnamese , 9 – in Ingush, 27 – in Kabardian, 36 – in Kazakh, 5 – in Karelian, 43- in Komi, 19 – in Kumyk, 20 – in Lezgin, 26 – in Ossetic, 18 – in Norwegian, 11 – in Portuguese, 11 – in Tadjik, 3 – in Kirghiz, 2 – in Tibetan, 9 – in Serbian, 309 – in Spanish, 280 – in Italian, 783—in French, 149 – in Japanese, 6822 – in English etc.

In other words, the Russian Federation has created all necessary conditions for the ethnoses inhabiting it to implement their ethnic and cultural needs through the mass media.

Apart from that, printed periodicals published in the languages of indigenous national minorities have the priority right to government support.

For example, from 2006 through early 2009, within the framework of the competitive government support of socially-relevant mass media projects in printed periodicals, government subsidies were given to 166 organizations publishing mass media in minority languages in the amount of 47,25 mln. rubles, which exceeded 10,6 % of the total financing amount.

Socially-relevant mass media projects are understood as series of thematically similar publications in newspapers, magazines, literary miscellanies etc, aimed at solving specific socially relevant problems of the Russian reality. For each such project it is required to determine the number of publications and their minimum size in sheets (for magazines) and printed pages (for newspapers), to specify the circulation, final objective and the requested amount of funds.

Among the periodical that received government subsidies are magazines "Legulyku" in Circassian (means "Rainbow"), Cherkessk city (the project "Friendship with Russia forever!"), "Amanat" in Bashkir ("Precept"), Ufa city (the project "Whoever will come to us with a sword, from a sword will persih"), "Zechbur!" in Udmurt ("Hello"), Izhevsk city (the project "Do you want to know everything? You are welcome to read!"), "Keche" in Mari ("Sun"), Yoshkar-Ola

city (the project “MChs oneself” (*Russian abbreviation “???” means the Ministry for Emergency Situations of the Russian Federation*)), newspapers “Syldyschygash” in Tuvin (“Star”), Kyzyl city (project “The city of friendship”), “Kodima” in Vepsian, Petrozavodsk city (project “Russia and Ves - like two sisters”) etc.

Besides, within the frame of the federal targeted program "The Culture of Russia (2006-2011)" the government annually provides support to publishing houses of the Russian national republics, including publishing of books and textbooks in languages of the peoples of the Russian Federation.

Under this program, 46 titles we published in 2006, for the total amount of 5065 thousand rubles; 34 titles - in 2007, for the total amount of 5399 thousand rubles; 44 titles – in 2008, for the total amount of 6260 thousand rubles; 40 titles in 2009, for the total amount of 5280 thousand rubles.

Thus, during the reporting period, publishing houses of the national republics of the Russian Federation published 164 book titles under government financial support, for the total amount exceeding 22 mln. rubles.

For purposes of implementation of the federal targeted program "Socio-economical and ethno-cultural development of Russian Germans in 2008-2010", the Ministry of Regional Development of the Russian Federation also implements publishing projects focusing on development of the language and culture of the Russian Germans.

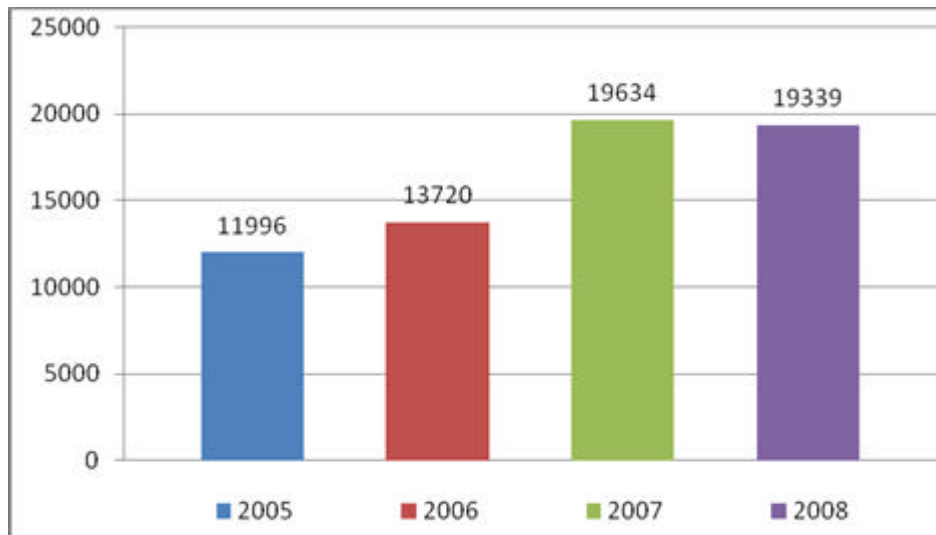
For example, in 2008, with the support of the Ministry of Regional Development of the Russian Federation, a special newspaper supplement "Russian-German cooperation on support of the Russian Germans" was published and distributed as part of activities on preparing, publishing and distribution of the "Moskauer Deutsche Zeitung/Moscow German Newspaper" (in Russian and German languages, circulation – 3000 copies); as well as “Saint-Petersburg newspaper/Sankt-Peterburgische Zeitung” (circulation – 5000 copies for each issue).

According to the government financing program, territorial branches of VGTRK (All-Russia state television a radio broadcasting company) shall comply with the annual publishing targets set for television and radio programs, including also informational and thematic programs in national languages.

Within the framework of thematic national broadcasting, cultural and educational, socio—political and music and entertaining cyclic programs are broadcasted on a regular basis.

Within the framework of “Radio of Russia” station, 26 regional and 4 territorial branches of VGTRK transmit radio programs in national languages. They are responsible for placing their radio programs in the “Radio of Russia” network, within the allocated time intervals. Total volume of radio programs in national languages broadcasted within "Radio of Russia" network reached 7992,3 hours, including 2514 hours of information broadcasting.

**Figure 5. The dynamics of mass media publications in the sphere of international relations (2005-2008), the number of publications.**



It should also be noted that for purposes of implementation of the state national policy, the Ministry of Regional Development of the Russian Federation provides support to ethnic mass media on the issues related to preparing publications aimed at harmonization of

international relations, increasing the level of journalistic competence and the level of society awareness about the issues of ethno-cultural development.

In addition, the mass media coverage of international relations is monitored on a regular basis, including Russian and foreign mass media (see Figure 5).

Mass media projects gather wide audience and have powerful informational and propagandistic effect, which is very important in terms of shaping and spreading of inter-ethnic tolerance within Russian society.

One of the most large-scale projects of such kind is the All-Russia mass media contest on the best coverage of the topic “Inter-ethnic cooperation between Russian peoples and their ethno-cultural development “SMIrotvoretts”, conducted in Moscow since 2008.

The purpose of this contest is to create the trend of positive coverage by the Russian mass media of the issues relating to inter-ethnic cooperation and ethno-cultural development of the Russian peoples; best practices of intercultural and inter-religious dialogue; joint efforts taken by the government bodies and civil society institutions in order to strengthen the Russian nation unity and secure ethnic and cultural rights of the Russian peoples.

In 2009, the contest was participated by 301 mass media including 98 ethnic media, as compared to 2008 (134 federal and regional and 71 ethnic mass media). In total, the jury considered over 2,5 thousand works submitted by the participants.

The contest was held on 2 separate levels (one for federal and regional mass media, the other one – for national mass media) and in the following categories: “Television”, “Radio”, “Press”, “Internet” (from 2009 – also “Children and youth mass media”).

In 2008, the first prize in the category “Television” was awarded to VGTRK (federal level, Moscow), and “Yamal-Region” (national level, Salekhard) TV and radio companies; in the category “Radio” - to “Pomorye” radiostation (Arkhangesk) and “Bashkortostan” TV and radio company (Ufa city, the Bashkortostan Republic), in the category “Press” - to “Arguments and facts” Moscow) and “The Tatar world” newspapers, in the category “Internet” - to “REGNUM” information agency and the website of the Association of indigenous minorities of the North, Siberia and the Far East of the Russian Federation (Moscow).

Owing to the “SMIrotvoretts-2008” contest held on 25 November 2009, the number of positive publications devoted to inter-ethnic relationship almost doubled throughout the country.

Maintaining the tradition of such contests in future will enhance the level of tolerance and professionalism of ethnic mass media publications, increase the society awareness of the best inter-cultural and inter-religious dialogue practices and of the joint efforts taken by the government bodies and civil society institutions in order to strengthen the Russian nation unity and to secure ethnic and cultural rights of the Russian peoples.

In 2008, the the Ministry of Regional Development of the Russian Federation also supported the following events and projects: All-Russia complex social project “Russia Means Us” (social TV commercials); weekly supplement to the “Argumenty Nedeli” newspaper, devoted to the problems of inter-ethnic interaction (12 issues were published, a run of 570 thousand copies each); All-Russia cultural and educational “Finno-Ugric Newspaper” (2 issues were published and distributed, with the circulation of 5000 copies each).

The total amount of financing allocated by the Ministry of Regional Development of the Russian Federation for mass media projects, including those focusing on ethnic mass media promotion, reached 18,9 mln. Rubles.

Thus, apart from “SMIrotvorets” contest, the year 2008 also witnessed the start-up such projects as “Argumenty Nedeli” weekly supplement, “Finno-Ugric Newspaper”, 2 issues of “Mariy-Sandalyk – the Mari world” magazine etc.

Another type of activities is the monitoring of periodical mass media in terms of extremist publications promoting incitement of national and religious hatred.

In particular, the Rospechat gives federally budgeted support to socially-oriented periodicals, including those aimed at informational counteraction of extremism and prevention of international conflicts in the Russian Federation.

More specifically, in the second half of 2008 the government support in the amount of 3,9 mln.rubles was provided to 11 printed periodicals implementing socially relevant projects on the subject “Protection of the legal rights of the Russian citizens and securing constitutional guarantees of these rights; fighting against terrorism, extremism, nationalism, racial and religious intolerance, crime and money-grubbing in Russia”; and in the amount of 7,1 rubles - to 20 printed periodicals implementing socially important projects on the subject “Preservation of cultural and moral values and strengthening of the spiritual unity of the Russian people, development of international and inter-confessional communication, preservation of originality

of the Russian Federation peoples and enhancing friendship and close cooperation between them”.

Among these printed periodicals are “Karelia” magazine (the project “Great Russia pulled us together forever”), “Panorama of Bashkortostan” magazine (the project “International accord - the way to Russia's prosperity!”), “The Gypsy of Russia” magazine (the project “To the tolerance and resolving problems of the Gypsy people”), “District's Everyday Life” newspaper (the Dagestan Republic, the project “Fight against corruption, terrorism, religious extremism, nationalism and crime in the country”), “Voice of Time” newspaper (the Dagestan Republic, the project “Ideas of national unity as the major factor of maintaining ethnic originality and close cooperation between the peoples of the Russian Federation, preserving their cultural heritage and enhancing inter-ethnic communication”).

In total, within the framework of the contest of socially important projects among printed periodicals, 45 projects received government support in the total amount of about 17 mln. rubles.

In the second half of 2008, following the results of the contest of socially important projects among electronic mass media, the Rospechat allocated about 36 mln. rubles for implementation of 12 selected projects.

They are as follows:

- television programs “I am a citizen of the Russian Federation” (“TV Center” channel), “To live together” (“NTV-Nalchik” ), “Buddhistic traditional Sangha of Russia presents...” (“Arig Us” ), a series of TV documentaries “By ancestors custom” (“TAKT”, Kursk city, “REN TV Voronezh”, GTRK “Kursk”, GTRK “Orel”, GTRK “Belgorod” and “Tambov”), a series of television programs “On our own land” (GTRK “Komi-gor”), a series of documentary-publicistic programs “The Fourth World War – terrorism in a megapolis” (“TV-Center”);

- a series of TV reels “We live in Russia” (“The First Channel”), a series of video films “In a united family”

- radio program “The peoples of Russia” (“Radio of Russia” radio station), a series of radioprograms “Little-known cultures” (GTRK “Kalmykia”, “Khamdan”);

- Internet-portal “Russian Symbols”.

To sum it up, during 2008, within the framework of the contest of socially important projects among electronic mass media, 18 projects received financial support in the amount of 51 mln. rubles.

### **7. Migration policy of the Russian Federation (provisions of legal status and protection of rights of national minorities – displaced persons and persons seeking asylum)**

Over the last few decades, the Russian Federation has been experiencing a huge load having to accept numerous migrants who had to leave the places of habitual residence due to collapse of the Soviet Union followed by armed conflicts or due to the Chechen crisis or the Ossetian-Ingush conflict. When dealing with this problem, the Russian Federation takes into account its specific character but also complies with the obligations under the UN Guidelines of 1998.

According to the Russian Federation Law “On forced migrants”, a forced migrant is defined as a Russian citizen who left the place of his/her residence due to the violence against him/her or his/her family members, or any other persecution, or due to a threat of persecution on racial, national, religious, language, political grounds or on grounds of his/her affiliation to a specific social group, which triggered hostile campaigns against an individual or a group of individuals and mass violations of public order. The overwhelming majority of forced migrants are the people who came to the Russian Federation from CIS and Baltic countries after the collapse of the Soviet Union.

“Internally displaced persons” is unofficial term solely used to define those Russian citizens who temporarily (during the crisis resolution period) left the place of residence in the Chechen Republic, are duly registered under Form 7 registration procedure and located in places of temporary residence on the territory of the Russian Federation (including the Chechen Republic itself).



Since 1992, the status of a forced migrant was granted to more than 1,2 mln. people, including more than 177,6 thousand people who suffered from the Chechen crisis. Besides, up to 350 thousand displaced persons from Chechnya have been located on the Russian Federation territory during this period.

As of 1 January 2009 28 thousand forced migrant families (68 thousand people) were registered with territorial bodies of the Federal Migration Service.

The position of the forced migrants and internally displaced persons located on the territory of the Russian Federation is governed by: The Constitution of the Russian Federation dated 1993, the Federal Law ? 62-FZ of 31 May 2002 "On the Russian Federation citizenship" and the above-mentioned Law ? 4530-1 of 19 February 1993 "On forced migrants".

The current legislative base provides for various forms of government housing support to the above categories of citizens. For purposes of realization of their legal guarantees and rights, specific resolutions of the Russian government were enacted.

Such support to citizens having the status of forced migrants is provided under the sub-program "Fulfillment of government obligations on providing housing for categories of citizens listed in the federal legislation" included the federal targeted program "Housing" for 2002-2010 approved by the Russian Government Resolution ? 865 of 31 December 2005 "On additional measures for implementation of the federal targeted program "Housing" for 2002-2010".

The Russian Government Resolution ? 153 of 21 March 2006 "On some issues concerning implementation of the subprogram "Fulfillment of government obligations on providing housing for categories of citizens listed in the federal legislation" included into the federal targeted program "Housing" for 2002-2010" envisages provision to forced migrants of social benefits for purchase of housing, certified by government housing certificates.

At the same time, the issue of housing provision to all categories of forced migrants and internally displaced persons within the Russian Federation still remain relevant.

For purposes of its resolution, the President of the Russian Federation assigned to develop a unified mechanism of housing provision to citizens deprived of their homes due to the Chechnen crisis, the Ossetian-Ingush conflict in October-November of 1992 and forced migrants from former Soviet Union republics.

Special emphasis is laid on the activities related to removing the consequences of the Chechnya crisis.

With regard to all categories of Chechnya citizens who suffered because of the crisis, the Russian Federation assumed obligations to restore the ruined homes, to indemnify them for loss of housing and property, regardless of presence or absence of the status of forced migrant or internally displaced person.

Pursuant to the President of the Russian Federation Ordinance № 898 of 5 September 1995 "On additional compensatory payments to persons suffered from the Chechen crisis resolution", the Government of the Russian Federation adopted the Resolutions № 510 of 30 April 1997 "On the procedure of compensatory payments for loss of housing and/or property to citizens who suffered from resolution of crisis in the Chechen Republic and abandoned it forever" and № 404 of 4 July 2003 "On making compensatory payments for loss of housing and property to citizens permanently residing in Chechnya, who suffered from the Chechen crisis resolution".

Furthermore, on the territory of the Chechen Republic, the Russian Federation has enacted and is implementing the federal targeted program "Restoration of economy and social sphere of the Chechen Republic" (since 15 July 2008 - the federal targeted program "Social and economic development of the Chechen Republic for 2008-2011").

While the Chechen situation is stabilizing, the Federal Migration Service, jointly with the Government of the Chechen republic have performed a lot of work for purposes of implementation of the Russian Government Order № Pr-1277 of 11 July 2001 on creating conditions for return of forced migrants from Chechnya to their former places of residence.

Actions of the Federal Migration Service and other federal bodies were aimed at creating conditions for voluntary and respectable return of internally displaced persons to places of their residence on the territory of the Chechen Republic, implementation of measures for economic encouragement, social support and housing provision. These measures were implemented solely on a voluntary basis, upon approval of the United Nations High Commissioner for Refugees (UNHCR), Russian and international human rights organizations and NGOs.

Under the Russian Government Resolution № 163 of 3 March 2001, citizens located in places of temporarily residence within the Russian Federation were provided with food at the

rate of 25 rubles per person daily. The federal budget allocated money compensations for the cost of bread and temporary housing at the rate of 20 rubles per person daily to those citizens who had returned from the Republic of Ingushetia after 1 November 2002 and were accommodated in private houses in the Chechen Republic under residential lease agreements. Such type of government support was adopted with consideration of the housing deficit in Chechnya at that time and the large number of persons willing to return to places of their residence. Government also helped them to pay for travel and luggage expenses when returning home.

For purposes of accommodating the internally displaced persons on the territory of the Chechen Republic, the federal budget allocated funds to rebuild 32 hostels – places of temporary residence - and to supply them with electricity, gas, imported water and heating systems.

In accordance with the UN Regulations of 1998, persons internally displaced on the territory of the Russian Federation are guaranteed protection at all stages of the process and provided with the government support and an access to humanitarian and legal aid from international and non-governmental organizations (including human rights center “Memorial”, NGOs “Partnership and Migration, “Civil assistance”, “National Salvation Committee” etc.).

The Federal Migration Service, in cooperation with the leaders of the Chechen Republic and the Republic of Ingushetia, ensured the participation of the internally displaced persons located in the Republic of Ingushetia in the vote on the draft constitution of the Chechen Republic, as well as in the Russian State Duma elections and the Chechen Republic presidential elections. Those citizens willing to vote were able to use the provided transport means to visit electoral precincts located in Chechen districts neighboring the Republic of Ingushetia.

Among such citizens located in the Republic of Ingushetia explanatory work was also done at the places of their temporary residence in order to inform them of the return process using "Migration newsletter" newspaper, “Russia” radio station (“Free Chechnya” radio channel) and regional mass media. The migrants were informed about peaceful life reconstruction measures, availability of housing, the course of building and repairing activities, educational and working opportunities for the youth, social and other benefits available in the Chechen Republic.

As a result of joint efforts, all the tent camps in the Republic of Ingushetia were removed and more than 320 thousand people received organized government assistance when coming back to their homes in Chechnya.

Moreover, taking into account the appeals of Russian citizens who had to leave their places of residence in the Chechen Republic and go to Georgia, and under the President of the Russian Federation Order Pr-180 of 17 May 2004 on creating conditions for returning such citizens home, the Federal Migration Service, in cooperation with the concerned federal executive bodies and the Chechen government, took measures on creating conditions for returning such citizens to the places of their residence on the territory of Chechen Republic. As a result, 324 Russian citizens were repatriated from Georgia (Pankisi Gorge) upon their prior application for voluntary return to the Russian territory. These measures were also agreed upon with the UNHCR.

Presently, under the federal targeted program “Social and economic development of the Chechen Republic for 2008-2011”, residential buildings, social objects and establishments are being rebuilt, at the expense of the federal budget.

There are government bodies, courts, general, specialized secondary and higher educational institutions, social, healthcare and cultural institutions, non-governmental organizations functioning in Chechnya, like in all other subject of the Russian Federation.

As of November 2007, in accordance with the Government of the Chechen Republic ? 181-r of 21 April 2006 and ? 387-r of 17 October 2007, the Government of the Chechen Republic assumed the responsibility for financial support of the returned citizens and provision them with housing. The buildings and temporary residential premises rebuilt at the expense of the federal budget were passed to the Government of the Chechen Republic and given the status of family hostels; interdepartmental commission has cancelled the registration of internally displaced persons with the Federal Migration Service Office for the Chechen Republic upon their application.

As a consequence of the Federal Migration Service initiative, housing provision of those former citizens of the Chechen-Ingush Republic who stayed on the territory of the Republic of Ingushetia is envisaged in a draft federal targeted program “Social and economic development of the Republic of Ingushetia until 2012”.

As of 1 April 2009, all work with internally displaced persons on the territory of Ingushetia has been completed. Upon their personal applications, migration registration of all displaced persons was cancelled in all subjects of the Russian Federation.

Within the reporting period, the Federal Migration Service of the Russian Federation, in cooperation with the concerned federal executive bodies and governments of republics Ingushetia and North Ossetia-Alania proceeded with the work aimed at removal of consequences of the Ossetian-Ingush conflict of October – November 1992.

They almost fully resolved the problem of providing with passports of the Russian Federation those citizens of Ingush origin who were forced to temporarily leave their places of residence in the Republic of North Ossetia-Alania due to the conflict. Significant changes and additions were introduced into the Russian Government Resolution ? 274 of 6 March 1998, which allowed providing government support to those forced migrants who did not previously have the established procedure of realizing their rights to this support. Authorities also take measures on returning such category of citizens to places of habitual residence.

Pursuant to the Russian Government Resolution ? 274 of 6 March 1998 “On providing government support to the Russian Federation citizens deprived of their homes as a result of Ossetian-Ingush conflict in October-November 1992”, 2644 cases of citizens belonging to this category were considered, followed by 1656 positive decisions. The rest 973 families were denied a government housing support either because they did not provide the required set of documents or because they had already received federal financial support.

In 2006 - 2008 government housing support in form of social benefits for rebuilding ruined housing, building new housing and purchasing ready housing was provided to 1253 forced migrant families, out of which 883 received full support and 127 received partial compensation benefits for rebuilding ruined or building new housing. 63 forced migrant families received help under the obligations previously assumed by the Office of the Special Representative of the President of the Russian Federation for Conflict Settlement. Besides, in 307 cases migrants were given financial support under decisions of courts of North-Ossetia-Alania and Ingushetia obliging the authorities to help those migrant to resolve housing issue.

The issue of returning home those forced migrants previously residing in settlements of Oktyabrskoye, Ir and Yuzhny still remains the most topical. This is explained by the fact that the

public in those places is not presently creating favourable conditions for cohabitation of citizens of 2 nationalities. Another relevant issue is housing support to the citizens previously living in the settlements of Tersk and Chernorechye, which have been included into Vladikavkaz water conservation area and accordingly relinquished by Order of the Republic of North Ossetia-Alania ? 60-RZ of 30 November 2007.

In order to resolve the enumerated problems faced by residents of the above settlements, there are alternative types of houses being offered upon approval of the North Ossetia-Alania Government, including those within 2 ground areas located in the Prigorodny District of the Republic, with the total area of 285 ha (Novoye Settlement) and 150 ha (Mayskoye settlement). The land plots are provided only upon prior application of forced citizens willing to settle down in places different from places of former residence (including those citizens who had to leave the spontaneously created new settlement near Mayskoye). All forced migrants who had applied for housing on the territory of these ground areas were provided with temporary housing.

514 forced migrant families (2074 people) received support in returning to the places of habitual residence, 325 such families (1492 people) were given housing in the distributed land plots.

As of 1 January 2007, 2936 families (10268 people) were registered with the Interregional Office of the Federal Migration Service (stationed in Vladikavkaz); as of 1 January 2008 – 2872 families (10475 people), as of 1 January 2009 – 1329 families (4434 people), as of 1 January 2010 – 837 families (2836 people).

There is also work carried out to provide housing for Meskhetin Turks who came in Russia from Uzbekistan following Fergansk events in July 1989. For a long time, Meskhetin Turks considered their residence in the Russian Federation as temporary and declared their intentions to return to Georgia, their historical home land. Government bodies of some subjects of the Russian Federation supported legal requirements of Meskhetin Turks and provided necessary help in this issue. Over some years, in conformity with regional normative legal acts, Meskhetin Turks have been provided with temporary registration at the place of actual residence, which gave them the right to solve practically all social and everyday life matters.

The Federal Migration Service is working in order to integrate of Meskhetin Turks into the Russian society. Those willing to leave the Russian Federation are given help.

Since 16 February 2004 the International Organization for Migration (IOM), in coordination with the Embassy of the USA and the Administration of the Karasnodar Territory, has been implementing a program for voluntary migration of Meskhetin Turks to the United States of America from 16 June 2004. As of 30 September 2007 11315 Meskhetin Turks left for the USA. Out of this number, stateless persons account for 41%, Russian citizens – for 58% and foreign citizens – for 1%.

At the same time, for those Meskhetin Turks willing to stay in Russia, all necessary conditions were created to facilitate their legalization and integration into the Russian society.

Pursuant to the Law adopted by the Parliament of Georgia on 12 July 2007 “On repatriation of persons forced to leave Georgia by the USSR authorities in 1940s”, Russia monitors migration activity and intentions to return to Georgia among Meskhetin Turks in places of their compact settlement.

In cooperation with the services and departments concerned, those willing to return to Georgia are given support.

However, Meskhetin Turks are not very active on this issue. On the whole, they have successfully integrated into Russian society and presently reside in many subjects of the Russian Federation, primarily in the South Federal District.

According to opinion polls, not many Meskhetin Turks are willing to move to Georgia. This is explained, first of all, by quite high living standard they have achieved in the Russian Federation, as well as unstable political and economic situation in Georgia.

Moreover, the representatives of Meskhetin Turks note that the above law presupposes only political rehabilitation and does not specify social and economic aspects of repatriation process. The application terms for returning to places of former residence in Georgia are limited.

### **Provision of asylum in the Russian Federation**

As a participant of the 1951 Convention and Protocol relating to the status of refugees, as well as the Convention against Torture and other cruel, inhuman or humiliating treatment and punishment (1984), the Russian Federation has certain obligations under which it provides international protection to all people meeting the refugee criteria. Main obligation is to ensure

that refugees are not sent to the country where their life or freedom is in danger due to racial, confessional, social affiliation, political views or citizenship, as well as to ensure that refugees are not sent back to the country of citizenship or permanent residence in case there is a threat of torture and other cruel, inhuman or humiliating treatment or punishment.

The Russian legislation determines authorities participating in the process of asylum provision, defines the procedure of asylum provision, as well as prescribes the procedures and protective measures to persons seeking asylum in the Russian Federation.

In Russia, this obligation is primarily assigned to the Federal Migration Service. The Federal Migration Service has 3 Centers of temporary stay for persons seeking asylum in the Russian Federation, having in total 180 places.

At present time the Russian Federation ensures that petitions for providing asylum in the Russian Federation at the place of actual residence are accepted immediately or within reasonable terms (for example, with consideration of the time required to find interpreters for those applicants speaking rare languages or to receive permit to visit those applicants held in detention places).

The Russian Federation legislative framework does not envisage any specific mechanism for redistribution among the Russian Federation subjects of the persons declaring their intention to receive asylum.

The Russian Federation provides asylum on its territory to foreign citizens and stateless persons by means of:

1. Provision of political asylum;
2. Refugee recognition;
3. Provision of temporary asylum in the Russian Federation.

Pursuant to Article 63 of the Constitution, The Russian Federation provides political asylum to foreign citizens and stateless persons in compliance with the generally recognized standards of international law.

Provision of political asylum on the territory of the Russian Federation is performed by the President of the Russian Federation Ordinance and governed by the Regulations "On the procedure for the granting of political asylum by the Russian Federation" approved by the President of the Russian Federation Ordinance No. 746 of 21 July 1997. The procedure of



providing political asylum by the Russian Federation is specified by the Administrative rules of the Federal Migration Service on how to fulfill the government function of compliance with the legislation pertaining to provision of political asylum, approved by the Federal Migration Service Order ? 451 of 5 December 2007.

Political asylum is granted to foreign citizens and stateless persons seeking asylum and protection due to persecution or a real threat of persecution in the country of their citizenship or habitual residence for social and political activities and views that do not contradict with generally recognized democratic principles and standards of international law.

Petitions for political asylum are accepted by territorial bodies of the Federal Migration Service. In practice, this procedure is used quite rarely.

Major form of granting protection to foreign citizens in the Russian Federation is refugee status recognition in accordance with the legislation on refugees. The procedure of refugee status recognition is regulated by the Federal law on refugees adopted in 1993. At the present time, the second wording of the law is in force adopted in 1997. In furtherance of the law, about 20 bylaws were adopted. The draft third wording of the law is currently prepared.

The procedure of consideration of the petition for refugee status recognition is specified by the Administrative rules of the Federal Migration Service on how to fulfill the government function of compliance with the legislation on refugees, approved by the Federal Migration Service Order ? 452 of 5 December 2007.

In conformity with the Law, a civilian foreign citizen located outside of the country of citizenship may file a petition for the recognition of refugee status with the Russian Federation representation on the territory of the third state, on the Russian border or on the territory of the Russian Federation.

Petitions for the recognition of refugee status are filed by all persons of majority age, as well as unaccompanied minors. Applicants are provided with a qualified interpreter.

In 2005-2009, petitions for the recognition of refugee status in the Russian Federation were filed by 8279 foreign citizens and stateless persons coming from 40 countries, including Afghanistan (4050 persons accounting for 49% of applicants) and Georgia (2866 persons accounting for 25 % of applicants).

Within the above period 552 persons originating from 17 countries, including Afghanistan (360 persons or 65%) and Georgia (115 persons or 21%)<sup>1</sup>.

As of 1 January 2009, the Federal Migration Service reported 713 persons to be registered as refugees, originating from 22 countries, including Afghanistan (445 persons or 62%) and Georgia (185 persons or 26 %).

All persons filing petitions for the recognition of refugee status undergo obligatory medical certification and dactyloscopic registration. Dactyloscopic data are filed in migration archives of dactyloscopic data of the Ministry of Internal Affairs of the Russian Federation.

At the first stage applicant may receive a refusal to consider his/her petition according to safeguard provisions of the law mainly coinciding with safeguard provisions of the Convention.

For the period of petition consideration, applicant is given a certificate of consideration of the petition for the recognition of refugee status, which serves as applicant's identification document and gives the right to stay in the Russian Federation for the period of petition consideration and possible appeal of refusal to recognize refugee status. National documents of applicant are passed for storage in territorial body of the Federal Migration Service.

Both applicant and minor members of his/her family are recognized as refugees if they meet the criteria set forth for the notion of "refugee" by the Federal Law "On refugees". The notion of refugee contained in the law coincides with that defined by the Convention.

The person recognized as refugee is provide with a refugee certificate which serves as identification document and gives the right to stay in the Russian Federation. Information about minor children of refugees is registered in the certificate of one of the parents.

For exit from the Russian Federation refugees are provided with a refugee's travel document. A refugee having a refugee's travel document does not need a Russian visa for exit and entry.

Refugee status is granted for a period up to 3 years. A refugee must undergo repeated registration every year. In the course of repeated registration a decision is made on prolongation, loss or deprivation of refugee status. The law contains comprehensive reasons for loss or deprivation of refugee status. The decision on loss or deprivation of refugee status may also be

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<sup>1</sup> Appendix 8

appealed. The appealing procedure is the same as the procedure of appealing refusal to recognize refugee status. At every stage applicants may appeal negative decisions on petitions either in the Federal Migration Service or in courts. Complaints with regard to decisions made by territorial bodies of the Federal Migration Service are considered by regular courts within the framework of civil proceedings. Complaint may be considered by courts of 3 instances or in exercise of supervisory power.

For the period of consideration of complaints with regard to decisions on petitions made by territorial bodies of the Federal Migration Service, applicant may not be sent back. Consideration of complaints in courts of all 3 instances may last up to 2 years.

In accordance with the provisions of current wording of the Law "On refugees" and the corresponding decree of the Russian Federation President, foreign citizens who were denied of refugee status in the Russian Federation and may not be sent outside the Russian Federation for reasons of humanism may be provided with temporary asylum. Temporary asylum may be granted to persons who may upon returning to the home country become victims of torture or other inhuman and humiliating treatment. Quite often temporary asylum is granted due to medical recommendations. Temporary asylum is a kind of "humanitarian status" or postponed removal from the country.

In order to receive temporary asylum in the Russian Federation, applicant should submit a relevant application to the territorial body of the Federal Migration Service.

In 2005-2009, applications to grant temporary asylum in the Russian Federation were submitted by 5019 people and stateless persons originating from 36 countries, including Afghanistan (3523 persons or 75% of all applicants) and Georgia (859 persons or 17 % of all applicants).

Over the specified period, temporary asylum was granted to 1658 people from 15 countries, including Afghanistan (1021 persons or 62%) and Georgia (510 persons or 31%)<sup>2</sup>.

According to the Federal Migration Service, as of 1 January 2009, temporary asylum was granted 1613 registered persons originating from 27 countries, including Afghanistan (1027 persons or 64%) and Georgia (485 persons or 30%).

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<sup>2</sup> Appendix 9

Upon submitting their applications applicants are provided with a certificate which gives them the right to stay on the territory of the Russian Federation during the period of application consideration. The consideration term is a maximum of 3 months. Decision on application is made by territorial body of the Federal Migration Service. Negative decision may be appealed according to the standard procedure. Temporary asylum is provided for the term of 1 year and may be annually prolonged for 12 months. In some conditions, a person may lose or be deprived of temporary asylum.

For purposes of consideration of applications for granting temporary asylum and verification of the information provided by applicants, the Federal Migration Service has arranged collection and processing of cross-cultural information about applicants' countries of origin. According to regular procedure, this information is submitted on paper or electronic media to the territorial body of the Federal Migration Service and to the judges considering complaints on the issues of granting temporary asylum. The Federal Migration Service keeps files on 86 countries – potential suppliers of refugees seeking asylum. For purposes of collecting this information the Federal Migration Service uses all available and trustworthy sources, with main of them being the Ministry of External Affairs of the Russian Federation, other executive bodies and the UN Office of the High Commissioner for Refugees.

People seeking asylum in the Russian Federation and granted refugee status or political asylum in the Russian Federation have access to the internal labour market. They are allowed to work without a special permit.

Presently, the Russian Federation does not have such problem as assigning guardians for unaccompanied children seeking asylum in the Russian Federation and ensuring their access to the refugee recognition procedure.

People seeking asylum in the Russian Federation and granted temporary asylum have the right to free emergency medical care.

People recognized as refugees have the right to medical and medicinal care on equal terms with Russian citizens.

The Federal Migration Service, jointly with the Representation of the UN Office of the High Commissioner for Refugees helps foreign citizens and seeking asylum in the Russian Federation to depart to third countries or the country of origin.

There is a whole network of NGOs in the Russian Federation providing legal help to people seeking asylum in Russia. Such help is also offered by numerous lawyers' offices.

Development in the Russian Federation of a legal and social state requires not only to create conditions for free realization of rights and personal freedoms of citizens but also to ensure comprehensive social support for citizens. One of main objectives of the Federal Migration Service is development of the efficient complex system of government support to children of people seeking asylum, refugees and persons granted temporary asylum, which constitute especially vulnerable population group. Government support includes preventive and rehabilitating measures, creation of optimal living conditions of children trapped in a difficult life situation.

The Supreme Court of the Russian Federation has summarized judicial practice for cases of complaints against actions of territorial bodies of the Federal Migration Service made by persons applying for refugee status or recognized as refugees or people having lost refugee status. It has been stated that in cases when in the course of considering a complaint made by persons applying for refugee status or recognized as refugees or people having lost refugee status the court proves that the act of government or other body is inconsistent with the law, the court decision is made in conformity with the law. This provision is envisaged in part 2 of Article 120 of the Constitution of the Russian Federation, according to which in case a court proves inconsistency of any legal act with the law when considering a particular case, it should made decision based on law instead of applying such act. When refusing to apply the act inconsistent with the law, the court may also by means of its ruling (decree) draw attention of the body or official who executed such act to the need to bring it in line with the law, change or cease this unlawful act.

This summary also pointed out that in the course of consideration of petitions of foreign citizens or stateless persons for granting status of refugee in the Russian Federation, territorial migration bodies should analyze not only reasons but also specific circumstances for applicants' exit from the country of citizenship, as well as evaluate their chances of receiving refugee status on the territory of a foreign state. That is why, if a court, which among other things should also find out actual reasons for migration service denial to satisfy petitions, reveals that the migration service did not analyze and take into account the above reasons and circumstances when making

a negative decision on a petition for granting refugee status, shall constitute reason for obligating such body to consider this petition over again.

The Federal Law “On refugees” specifies a unified procedure of refugees’ recognition, equally applied to adults and children. A person is recognized as refugee if he/she is meeting the criteria determined by the Law. The Law also specifies that refugee recognition with regard to persons under 18 years of age not accompanied by parents or guardians is performed with consideration of the child’s interests but upon receipt of information about parents or guardians of such person.

As a rule, it is not possible to determine parents of such children since they are orphans. In view of this, a guardian must be assigned to them according to the procedure specified by the legislation of the Russian Federation in order to represent their interests. Resolution of such issues requires close cooperation between territorial migration services where minor apply to receive refugee status and guardianship and custody bodies.

For such cases there is a number of recommendations prepared for territorial bodies of the Federal Migration Service and aimed at developing a mechanism of interaction with guardianship and custody bodies in the subjects of the Russian Federation in order to ensure conditions for exercising rights of the specified category of citizens seeking asylum.

Considering the special situation faced by such children, acceptance and consideration of their petitions for granting asylum are carried out on a priority basis.

In case the petition consideration is followed by a negative decision, the issue of legal status and further stay of the child on the Russian Federation territory shall be solved by guardianship and custody bodies in cooperation with diplomatic representation of the child's country of citizenship in the Russian Federation, with due consideration of the child's interests.

In case the child is recognized as refugee, a refugee certificate is provided. The place and conditions of his/her further stay of the child in the Russian Federation are also to be determined with participation of guardianship and custody bodies and with due consideration of the child's interests (foster family, boarding school etc.).

As evidenced by the experience of working with such category of foreign under-aged citizens, their location outside of the home country and, as a consequence, homelessness, neglect

and, quite often, offenses against the law, are predetermined by political and socio-economic factors in the country of origin (military actions, low living standard).

It is not always possible to return these children to their native country. Therefore, when making decisions with regard to children seeking asylum, perspectives of their stay in the Russian Federation are also considered.

In accordance with the legislation of the Russian Federation, children of persons recognized as refugees and persons granted temporary asylum are entitled to free education in general education institutions on equal terms with Russian citizens.

Moreover, pursuant to the Federal Law "On refugees", persons recognized as refugee have the right to receive support when bringing their children to government and municipal pre-school institutions and institutions of basic professional and higher professional education.

In accordance with the above law, the Russian Federation has assumed wider obligations with regard to children of refugees as compared to those under the UN Convention of 1951. For example, Article 22 of the Convention sets forth that refugees enjoy equal opportunities only in elementary education, while in other levels of education they are to be provided with a legal status not less favourable than that possessed by legal foreigners.

In accordance with provisions of Article 17 of the Federal Law "On refugees" devoted to authorities of federal executive bodies pertaining to implementation of this law, educational bodies of all levels shall foster receiving of education by refugees and members of their families.

However, the practice shows that educational level of the majority of refugees' children does not correspond with their age. In many cases, they were not able to go to school in their native country up to 15-16 years and after coming to Russia they prefer to help their families instead by working in markets and earning money for living. In addition, lack of the Russian language knowledge among refugees' children is also creating a serious obstacle for their involvement in educational process.

Therefore, the difficulties of ensuring educational process for children from CIS and far-abroad countries entails a significant increase of the percentage of such children who do not speak Russian and are behind in studies due to late start of education.

In order to resolve this problem, schools organize small groups for studying Russian, where such children are successfully prepared for Moscow schools. Apart from the Russian language, they also study Russian culture and traditions.

General education institutions teaching children of refugees and persons granted temporary asylum pay special attention to shaping the ideas of inter-ethnic tolerance and international friendship among young pupils. An important role in this respect is played by additional education.

For example, for purposes of adaptation of children of refugees and forced migrants, the Moscow Office of the Federal Migration Service introduced suggestions into the project “Moscow urban targeted program for development of system of migration control and registration in 2007-2008” concerning arrangement of joint events on family and youth subjects.

Currently, the Federal Migration Service of the Russian Federation, jointly with other ministries and departments concerned and in cooperation with UNHCR is devising a program for returning refugees, including unaccompanied children, to countries of origin. This is connected with the stabilizing domestic policy in a number of countries – main providers of refugees.

A serious problem related to stay in the Russian Federation of children not accompanied by parents or guardians is their reunion with parents or relatives on the territory of foreign countries. Such activities are also performed by the Federal Migration Service of the Russian Federation and territorial bodies in close cooperation with UNHCR and other public organizations.

Active support to children of refugees and persons seeking asylum or granted temporary asylum or recognized as refugees on the territory of the Russian Federation is also provided by Russian and international non-governmental organizations, such as Russian Red Cross, Representation of UNHCR in the Russian Federation, catholic religious organization "Karitas" etc.

The Federal Migration Service of the Russian Federation attaches high importance to arrangement of leisure activities of refugees' children in recreation camps and sanitarium-resort therapy of such children in sanitariums of the Russian Federation.



For purposes of medical and psychological rehabilitation and sanitation of children of refugees and forced migrants, 2 Centers are in place under the Federal Migration Service of the Russian Federation:

Center for medical and psychological rehabilitation and sanitation of children of refugees and forced migrants “Vatutinki-1” (the Moscow Region);

Center for medical and psychological rehabilitation and sanitation of forced migrants “Magri” (the Krasnodar Territory).

The priority line of activity of these centers is arrangement of medical and psychological rehabilitation and sanitation of children of refugees and forced migrants as well as medical treatment of these children. "Magri" has children's and game rooms offering necessary equipment, including sporting and training equipment. There are computer classrooms as well. For purposes of sanitation of children of refugees and forced migrants, specialist use psychodiagnostic techniques, physio procedures, massage and remedial gymnastics.

### **The issues of observance of the labour legislation of the Russian Federation.**

The resolution ? 2 of Plenum of the Supreme Court of the Russian Federation dated 17 March 2004 “On application by the Russian Federation courts of the Labour Code of the Russian Federation” adopted in order to ensure correct application by courts of provisions of the Labour Code of the Russian Federation in force from 1 February 2002. Courts are provided with explanations following their questions arising at resolution of Labour disputes.

In particular, according to item 10 of this Resolution, when considering disputes related to denial of employment, it should be borne in mind that labour is free and anyone has the right to freely use one's abilities to work, choose occupation and profession, as well as the right to equal opportunities when concluding employment agreement without any discrimination, i.e. direct or indirect limitation of rights or without granting direct or indirect privileges when concluding employment agreement , including those based on race, colour, nationality, language and other circumstances not related to business qualities of employees, except for cases specified by federal law (Articles 19, 37 of the Constitution of the Russian Federation, Articles 2, 3, 64 of the Labour Code of the Russian Federation, Article 1 of the ILO Convention

? 111 on discrimination in the sphere of labour and affairs ratified by the Presidium of the Supreme Soviet of the USSR dated 31 January 1961).

At the same time, when considering cases of this category, for purposes of optimal coordination of interests of the employer and the person willing to conclude an employment agreement and taking into account that pursuant to provisions of Article 8, part 1 of Article 34, part 1 and 2 of Article 35 of the Constitution of the Russian Federation and paragraph 2 of part 1 of Article 22 of the Labour Code of the Russian Federation, the employer has the right, for purpose of efficient economic activity and rational management of property, to make necessary decisions related to personnel (recruitment, distribution, dismissal) and that conclusion of an employment agreement with a specific person seeking a job is the right but not the obligation of the employer and considering also that the Labour Code does not contain norms obliging the employer to fill vacancies immediately after they appear, it is required to check whether the employer made any offer with regard to the existing vacant positions (for example, by means of communicating these vacancies to employment services, advertising them in newspaper, on the radio, on the bulletin-board, among graduates in the course of public appearance etc.), whether the employer had any negotiations with this person and why the person was denied of employment.

It is also necessary to remember that denial of employment due to discriminatory reasons is prohibited.

Since the current legislation contains only approximate list of reasons due to which the employer does not have the right to deny applicant of employment, the issue on whether or not discrimination took place, is to be decided by court upon consideration of a particular case.

Furthermore, item 63 of the Resolution states that, in accordance with part 4 of Article 3 and part 9 of Article 394 of the Labour Code of the Russian Federation, the court is entitled to satisfy the requirement of the person who incurred discrimination in labour regarding compensation for moral injury.

In conformity with Article 237 of the Labour Code, compensation for moral injury is provided in monetary form in the amount agreed upon by the employer and employee and in case of dispute the fact of causing moral injury to the employee and the amount of compensation is determined by the court regardless of the property damage subject to compensation.

The amount of compensation for moral injury is determined by the court based on particular circumstances of each case, with consideration of the volume and nature of moral or physical suffering caused to the employee, degree of the employer's guilt, other circumstances deserving attention, as well as the requirements of reasonableness and justice.

### **8. Financial support for ethnic minorities policy**

Even though the norms formalized by the Framework Convention do not envisage budgetary support at all levels to national minorities, the Russian Federation took efforts within the reporting period to develop efficient mechanisms of financial support to ethno-cultural and ethno-social development of ethnic communities inhabiting it.

Particularly, pursuant to the Federal Law № 198-FZ of 24 July 2007 "On federal budget for 2008 and for planning period of 2009-2010", the federal budget allocates 240 mln rubles annually for implementation of national government policy, under a special-purpose budget item "Measures for implementation of national government policy". In 2008 the Ministry of Regional Development of the Russian Federation held 65 events under this budget item in order to facilitate ethno-cultural development of peoples of the Russian Federation.

Moreover, starting from 2007, under Government program for encouraging voluntary return to the Russian Federation of our compatriots living abroad, the federal budget has allocated funds for measures aimed at shaping tolerant attitude to migrants. A number of subjects of the Russian Federation (the Republic of Karelia, The Stavropol Territory etc) initiated adoption of regional targeted programs aimed at prevention of extremism and strengthening of international relations.

Financial support to social and economic development of indigenous minorities of the North until 2008 inclusive was also provided to 26 subjects of the Russian Federation within the frames of the federal targeted program "Economic and social development of indigenous minorities of the North until 2008" (in 2007-2008 financing reached approximately 207 mln. rubles per year). Commensurable financing is provided by regional budgets as well.

Apart from that, the federal targeted program "Socio-economic and ethno-cultural development of Russian Germans" (the name was approved in 2008) was implemented in 2005-

2008 and included implementation of investment projects in the spheres of capital building, development of social infrastructure in areas of compact settlement of Russian Germans and holding ethno-cultural events. In 2008 350 mln.rubles were appropriated from the federal budget for implementation of this program.

Some of the major events arranged in 2008 are the VIII German Youth Forum, All-Russia school of young leaders of Russian Germans, the Forum of meeting centers of Russian Germans, the Second Siberian festival of culture of Russian Germans, various publishing projects, building social infrastructure in areas of compact settlement of Russian Germans etc.

Another mechanism of providing government support to those NGOs enhancing development of civil society institutions is the government grants contest arranged by the Public Chamber of the Russian Federation. The contest objective is to improve NGO's efficiency by means of strengthening their material-technical base and creating support centers for such NGOs in Russian regions. As specified in Clause 3, the total amount of funds allocated by federal budget for NGO grants reached 0,25 bln. rubles in 2006 and 1,5 bln. rubles in 2007 and 2008.

There has been also a benchmark increase in the amount of financing given to ethno-cultural events and projects implemented by the Ministry of Culture of the Russian Federation. In 2005 the federal budget allocated for support of culture and Russian cultural heritage 32,9 mln rubles, in 2006 – 30,4 mln. rubles, in 2007 – 31 mln. rubles, in 2008 – 36,6 mln. rubles.

More specifically, 2 mln rubles out of this amount went to the Republic of Buryatia and 1,3 mln. rubles – to the Republic of Karelia for arranging native cultural events for the ethnoses inhabiting them, 1,3 mln. rubles went to the Arkhangelsk Region for implementing projects aimed at preservation and development of its non-material heritage, while the Jewish Autonomous Region received 0,6 thou rubles for the same purposes.

Besides, within the framework of the federal targeted program "Culture of Russia (2006-2011)", the federal budget annually provides financing for cultural events in the republics inhabited by indigenous minorities for the direction "Control over the state and use of historical and cultural monuments",.

Under the complex project "Cultural heritage of the Russian South as a factor of economic development of Russian regions", the government allocates funds from the federal

budget for preservation and use of cultural heritage in the Republics of Dagestan, Ingushetia, Kabardino-Balkar, North-Ossetia-Alania.

The financial mechanism of ensuring ethno-cultural development at the regional level is represented by the relevant regional targeted programs implemented in the subjects of the Russian Federation over the reporting period.

Pursuant to the Moscow Government Resolution ? 20-PP of 16 January 2007 “On measures for enhancing efficiency of Moscow executive bodies in the sphere of international relations” the medium-term urban targeted program “The Capital of Multinational Russia” is being implemented (2008-2010), with the purpose to facilitate creating an atmosphere of respect towards the human rights and freedoms regardless of social, racial, ethnic and religious affiliation. In 2005-2007, Moscow also implemented regional targeted program “Moscow international” (2005-2007)”.

Subjects of the Northwestern Federal District are implementing the following regional targeted programs: “Program for inter-ethnic and inter-cultural relations, prevention of xenophobia and strengthening of tolerance in Saint-Petersburg for 2006-2010” (Saint-Petersburg), “Economic and social development of indigenous minorities of the North of the Murmansk Region in 2006-2008” and “On regulating migration processes in Murmansk region based on interdepartmental cooperation in 2007-2008” (the Murmansk Region).

The Republic of Karelia is implementing the regional targeted program “Harmonization of national and confessional relations and formation of civil accord in the Republic of Karelia in 2007-2010” and the departmental targeted program “National development and international cooperation of the peoples and national minorities of the Republic of Karelia in 2006-2010”. The Republic of Komi is implementing the republican program “Preservation and development of official languages of the Republic of Komi in 2005-2009”.

A large number of regional target programs is also implemented in the Volga Federal District.

For example, the Perm Territory has completed the targeted program approved by the Law ? 942-185 of 18 August 2003 “On the regional targeted program for development of the Perm region peoples in 2004-2008”. The strategy of the regional (presently – territorial) targeted

program was to maintain social stability of the Perm territory and develop ethnic originality of its peoples”.

The programs currently in place in the Republic of Bashkortostan are “Program for study, revival and development of folklore of Bashkortostan peoples in 2003-2011” and “The state program for preservation, study and development of languages of Bashkortostan peoples in 2006-2010”.

Besides, according to the Bashkortostan Government Resolution ? 382 of 28 December 2007, the State program "The Bashkirs of the Russian Federation" was approved.

The Republic of Mariy El has completed its republican targeted program “Development of ethno-cultural and international relations in the Republic of Mariy El”. The Mariy El Government Resolution ? 68 of 24 March 2008 approved the next republican targeted program “Ethno-cultural development of the Mariy-El Republic” (2009-2013).

The Udmurt Republic is carrying out the republican targeted program for implementation of the Udmurt Republic Law "On official languages of the Udmurt Republic and other languages of the Udmurt Republic in 2005-2013". The program activities are aimed at enhancing and improving the quality of the range of services for satisfying ethno-cultural needs of Udmurtia residents rendered by educational institutions, museums, public libraries, mass media, national and cultural public associations and in the sphere of book publishing.

The Samara Region implemented the regional targeted program “Different but not alien – the world through the culture” (2004 -2008), paying major attention to support of national mass media, preservation and development of ethno-cultural potential of the region, improvement of the system of ethno-cultural education, scientific research in the sphere of harmonization of inter-ethnic relations.

The Orenburg Region is proceeding with its targeted program “Implementation of the regional national policy model of the Orenburg region in 2006-2010”.

The Saratov Region has started implantation of the medium-term regional targeted program “Prevention of terrorism and extremism in the Saratov Region in 2008-2010”, pursuant to the regional law ? 37-ZSO of 27 February 2008. Besides, the regional targeted program “National and cultural development of the Saratov region peoples” is still in progress.

The Stavropol Territory (The South Federal District) is implementing the territorial targeted program “Development of ethnic and ethno-confessional relations in the Stavropol Territory in 2007-2009”. The program is aimed at shaping civil tolerance and ensuring harmonious combination of the federal interests and ethno-cultural needs of the Stavropol Territory residents, as well as at establishing international peace and accord and advancing processes of inter-ethnic integration.

The Tyumen Region, (the Ural Federal District) has completed the regional targeted program "Major lines of activity for implementation of the state policy in the spheres of national, government-confessional, social and political relations in the Tyumen Region in 2006-2008". Various district targeted programs are also in progress, such as "Social and economic development of indigenous minorities of the North in Khanty Mansiysk Autonomous District-Yugra in 2008-2012", “Culture, language and traditional life style of indigenous minorities of the North in Yamalo-Nenets Autonomous District in 2008-2011”.

The Irkutsk Region (The Siberian Federal District), in accordance with the Irkutsk Administration ? 102-ra of 31 March 2008, regional action plan was approved to arrange in the Irkutsk Region the Second International Decade of the World’s Indigenous Minorities for 2008-2010.

The regional plan includes actions aimed at protection of rights of indigenous minorities, facilitation of their employment, improvement of living conditions and financial state, preservation of the existing cultural heritage and traditional culture promotion, social support, protection of traditional life style, as well as logistical activities in the sphere of healthcare and education of indigenous minorities.

Other subjects of the Siberian Federal District implemented the following programs: the medium-term regional targeted program “Social and economic development of peoples and nationalities of the Kemerovo Region in 2008-2010”, regional targeted program “Social and economic development of indigenous minorities of the North in the Sakha Republic (Yakutia) in 2006-2008”, the interdepartmental targeted program “On developing languages of the Republic of Khakassia in 2008-2010”.

The subjects of the Far Eastern Federal District implemented the following programs: federal targeted program “Economic and social development of indigenous minorities of the

North until 2008”, regional targeted program “Major lines of development of indigenous minorities residing in the Khabarovsk Territory in 2006-2008”, regional targeted program "Support of non-governmental nonprofit associations and the youth in the Amur Region in 2006-2008", a set of measures under “Major lines of social and economic development of indigenous minorities of the North in the Amur Region in 2004-2013”, regional targeted program “Development of reindeer breeding in the Magadan Region in in 2006-2010”, regional targeted program “Social and economic development of indigenous minorities of the North in the Sakhalin Region in 2007-2011”.

According to the Sakha Republic (Yakutia) Government Resolution ? 515 of 17 December 2007, the republic is taking actions for the implementation of the approved “Concept of sustainable development of the arctic uluses and areas of compact settlement of indigenous minorities of the North in the Sakha (Yakutia) Republic until 2020”.

In total, for purposes of implementation of targeted programs in the sphere of international relations, the subjects of the Russian Federation allocated 262,92 and 530,59mln.rubles in 2007 and 2008 respectively.



### Comments

#### **on recommendations of the Committee of Ministers of the Council of Europe following the consideration of the Russian Federation report on implementation of the Framework Convention for the Protection of National Minorities under the second monitoring cycle**

*“To adopt comprehensive legislative framework on prevention of discrimination, that would ensure vast opportunities in the sphere of legal protection and efficient mechanisms of human rights protection, with a view to further strengthening the anti-discrimination provisions of the current legislation”.*

*“To ensure that the current legislation governing activities of public associations and nonprofit organizations is implemented on the basis of non-discrimination and does not create unjustified limitations in lawful activities of individuals belonging to national minorities ”.*

As specified above, the Russian Federation has established an integral system of normative legal acts designed to secure the rights of national minorities.

The key elements of this legal system are represented by the international obligations of the Russian Federation, the Constitution of the Russian Federation, federal laws providing for preservation of culture of national minorities, support of minority languages and press, counteraction of incitement of racial and religious hatred and extremist activities.

It is important to note that the Framework Convention for the Protection of Rights of national minorities constitutes a part of the legal system of the Russian Federation and, pursuant to Article 15 of the Constitution of the Russian Federation, shall have direct force. Russian courts are entitled to directly apply the Convention provisions.

As specified by the Constitutional Court of the Russian Federation in its definition of 87-O of 3 July 1997 of the part 4 of Article 15 of the Constitution of the Russian Federation, in case

it is revealed that some norm is inconsistent or at variance with the generally recognized principles and standards of international law or the international treaties to which the Russian Federation is a party, then the rules of corresponding international acts are to be applied while considering specific cases.

The resolution ? 5 of Plenum of the Supreme Court of the Russian Federation of 10 January 2003, specified that the international treaties to which the Russian Federation is a party, along with the generally recognized principles and standards of international law are components of the Russian Federation legal system.

In conformity with part 3 of Article 5 of the Federal law “On international treaties to which the Russian Federation is a party”, the provisions of officially published international treaties of the Russian Federation not requiring adoption of domestic acts in order to be applied, shall have direct force in the Russian Federation.

The Russian legislation contains an additional definition of discrimination as a criminally punishable act, provided in Article 136 of the Criminal Code of the Russian Federation. In accordance with this article, discrimination shall be understood as violation of rights, freedoms and legitimate interests of man and citizen on the grounds of sex, race, nationality, language, origin, property and official status, place of residence, attitude towards religion, views, affiliation to any public associations or groups. The specified crime infringes constitutional rights of Russian Citizens envisaged by Article 19 of the Constitution of the Russian Federation, under which all citizens are equal before the law and court. In practice, such violation of rights may be expressed in giving preference to people of specific nationality in the process of employment, dismissal or admitting to educational institutions and in other cases.

In contrast to the past, when suchlike crimes were often considered as malicious disorderly conduct, at present they are classified as hate crimes. Since 2007, relevant additional qualifying features were introduced into the Criminal Code of the Russian Federation for a number of formal crime components, according to which discrimination component in a crime shall be viewed as a serious aggravating circumstance.

Thus, the applicable legislation of the Russian Federation governing counteraction of discrimination and protection of national minorities, on the whole complies with the

requirements of the generally recognized principles and standards of international law and the international treaties to which the Russian Federation is a party.

In accordance with the Constitution of the Russian Federation, the policy for counteraction of discrimination and protection of rights of national minorities falls under the jurisdiction of federal authorities. At the same time, the issues of implementation of this policy are resolved jointly with executive bodies of the subjects of the Russian Federation. In view of this, the federal legislation is supplemented by a significant number of regional laws implementing the guarantees set forth at the federal level.

Apart for the legislative base, there is a long list of the Russian government acts relating to practical aspects of implementation of policy for counteraction of discrimination and protection of rights of national minorities. In particular, there are certain measures take at the federal level in order to fight ethnic and religious extremism, to prevent international conflicts, to facilitate social and economic integration of migrants and their studying of the Russian language, history and culture of peoples of the Russian Federation.

*“More decisively investigate and prosecute the crimes on the grounds of racial, ethnic or religious hatred, as well as enhance activities aimed at raising the population awareness of the danger associated with incitement of hatred and the importance of respectful attitude towards diversity”.*

The Russian Federation pays close attention to step up the struggle against crimes on the grounds of racial, ethnic or religious hatred and enmity.

The Criminal Code of the Russian Federation provides the liability for such crimes as discrimination, i.e. violation of rights and freedoms of man and citizen, including that on the grounds of race, language, attitude towards religion (Article 136), incitement of hatred or enmity, abasement of human dignity, particularly on the grounds of race, nationality, language, origins, attitude to religion (Article 282); arrangement of an extremist community, i.e. organized group of individuals for arrangement and commitment of extremist crimes (crimes motivated by political, ideological, racial, national and religious hatred or enmity or by hatred or enmity with regard to some social group) envisaged by the corresponding articles of the Special section of the Criminal Code and by item “f” of part 1 of Article 63 (Article 282.2); genocide, i.e actions

aimed at full or partial elimination of national, ethnic, racial or religious group by means of killing its members, infliction of heavy harm to their health, forced prevention of procreation, forced transfer of children, forced migration or other ways of creating living conditions aimed at physical elimination of members belonging to this group (Article 357).

According to the judicial statistical data for 2004-2008, one person per year was imposed a suspended imprisonment or other measures of suspended sentence for violation of equality of rights and freedoms of man and citizen (part 1 of Article 136 of the Criminal Code of the Russian Federation) in 2004, 2005, 2006 and 2007; one person in 2005 and two persons in 2007 were convicted and imposed different measures of punishment for the above crime committed through a misuse of an official position (part 2 of the above Article of the Criminal Code of the Russian Federation) and classified as an additional crime committed along with more serious crimes.

For incitement of hatred or enmity, as well as for abasement of human dignity (Article 282 of the Criminal Code of the Russian Federation), 11 persons were convicted in 2004 (2 of them –along with other more serious crimes); in 2005 – 40 persons (9 of them – along with other more serious crimes), in 2006 – 54 persons (14 of them – along with other more serious crimes), in 2007 – 64 persons (11 of them – along with other more serious crimes), in 2008 – 120 persons (21 of them – along with other more serious crimes).

The following punishments were imposed on the persons convicted according to the above article: in 2004, imprisonment for a specific period of time - 1 convicted person, suspended imprisonment - 5 convicted persons, fine – 2 convicted persons; in 2005, imprisonment for a specific period of time - 8 convicted persons, suspended imprisonment – 19 convicted persons, corrective labour – 1 convicted person, fine – 2 convicted persons, other suspended sentence - 1 convicted person; in 2007, imprisonment for a specific period of time - 10 convicted persons, suspended imprisonment – 29 convicted persons, corrective labour – 2 convicted persons, deprivation of right to hold specified offices or to be engaged in some activity – 1 convicted person, fine – 6 convicted persons; in 2008, imprisonment for a specific period of time - 46 convicted persons, suspended imprisonment – 35 convicted persons, corrective labour – 2 convicted persons, fine – 8 convicted persons, other suspended sentence - 1 convicted person.

For arrangement of an extremist community and participation in this community (Article 282.1 of the Criminal Code of the Russian Federation) 3 persons were convicted in 2005 (along with other more serious crimes), in 2006 – 7 persons (along with other more serious crimes), in 2007 – 3 persons, in 2008 – 22 persons (20 of them - along with other more serious crimes). The following punishments were imposed on the persons convicted according to the above article: in 2007, imprisonment for a specific period of time – for all convicted persons; in 2008 - imprisonment for a specific period of time - 1 convicted person, suspended imprisonment –1 convicted person.

For arrangement of activity of an extremist organization and participation in this organization (Article 282.1 of the Criminal Code of the Russian Federation), 18 persons were convicted in 2005 (5 of them – along with other more serious crimes), in 2006- 15 persons (6 of them – along with other more serious crimes), in 2008 23 persons (8 of them – along with other more serious crimes). The following punishments were imposed on the persons convicted according to the above article: in 2005, imprisonment for a specific period of time - 2 convicted person, suspended imprisonment - 9 convicted persons, fine – 2 convicted persons; in 2006 , imprisonment for a specific period of time - 7 convicted person, fine – 2 convicted persons; in 2007, imprisonment for a specific period of time - 2 convicted person, suspended imprisonment - 3 convicted persons, in 2008, imprisonment for a specific period of time - 6 convicted person, suspended imprisonment - 8 convicted persons, compulsory works – 1 convicted person.

Apart from the above, in accordance with item “f” of part 1 of Article 63 of the Code of the Russian Federation, committing of a crime motivated by political, racial, national or religious hatred or enmity or by hatred or enmity with regard to a particular social group shall be considered one of the aggravating circumstances when imposing punishment to a person convicted of this crime. At the present time the above item is applied in the wording of the Federal law ? 211-FZ of 24 July 2007 which enables courts to consider this circumstances alone as aggravating when imposing punishment, in contrast to the legislative framework previously in force.

The specified motives of crime are formalized as constituent elements of the offense envisaged by articles of the Special section of the Criminal Code of the Russian Federation: murder (item “m” of part 2 of Article 105); intentional infliction of grave injury, injury of average gravity and light injury to health (item “f” of part 2 of Article 11, item “f” of part 2 of Article 112 and part “b” of part 2 of Article 115 respectively); battery (item “b” of part 2 of Article 116); systematic beating (item “i” of part 2 of Article 117); threat of murder or infliction of grave injury to health (part 2 of Article 119); Involvement of a minor in the commission of a crime (part 4 of Article 150); hooliganism (item “b” of part 1 of Article 213); vandalism (part 2 of Article 214), as well as outrages upon the bodies of the deceased or desecration of burial places (item “b” of part 2 of Article 244).

It should be borne in mind that the opinion expressed by experts of the Consultative Committee for the Framework Convention for the protection of national minorities with regard to “the preferred practices found among some authorized officials to accuse of hooligan actions thus concealing racial or nationalistic motives of respective crimes” are not based on the norms envisaged by the Criminal Code of the Russian Federation, since Article 213 (part 1) of the Code defines criminally punished hooliganism solely as such gross of the public order which expresses patent contempt for society, committed with the use of arms or objects used as arms, motivated by either political, racial, national or religious hatred or enmity or hatred and enmity with regard to some social group. In order to ensure correct and unified application of the legislative framework on criminal punishment for hooliganism and other crimes committed by hooligan motives, the Plenum of the Supreme Court of the Russian Federation adopted resolution ? 45 dated 15 November 2007 “On judicial practice on criminal cases related to hooliganism and other crimes committed by hooligan motives” giving relevant clarifications to Russian courts.

Furthermore, the Federal Law ? 211-FZ of 24 July 2007 enacted on 12 August 2007, introduced into the Criminal Code of the Russian Federation part 2 of Article 119 and part 2 of Article 215, specifying liability for threat of murder or infliction of grave injury to health motivated by racial, national or religious hatred or enmity or hatred or enmity with regard to some social group; as well as liability for vandalism, i.e. defacement of buildings and other structures, the infliction of damage to property in public transport or in other public places

committed by a group of persons, including that motivated by political, ideological, racial, national or religious hatred or enmity or hatred or enmity with regard to some social group.

In 2008, 13 persons were convicted according to part 2 of Article 119 of the Criminal Code of the Russian Federation, out of which 3 persons were punished by imprisonment, 6 – by suspended imprisonment, 3 were discharged from liability due to reconciliation with the victims and 1 person was imposed forced medical measures due to committing the crime in a condition of irresponsibility or absence of guilt; 103 persons were convicted according to part 2 of Article 214 of the Criminal Code of the Russian Federation (13 of them – along with other more serious crimes), out of which 6 were punished by imprisonment, 67 – by suspended imprisonment, 2 - by corrective labour, 9 – by a fine, 5 – by compulsory works and 1 person was discharged from liability (not associated with deprivation of liberty).

In summary, judicial practice in the Russian Federation takes into account and applies current legislative norms in the sphere of counteraction of crimes related to hatred or enmity, extremism and discrimination. Moreover, this practice is being constantly perfected, which can be proved by the dynamics of courts decisions made in such cases.

*“To ensure decisive and non-discriminatory investigation of human rights violations in Chechnya in order to provide effective protection of national minorities”.*

One of the basic principles of counter-terrorist measures taken in Chechnya is reasonable use of weapons predetermined by the extreme necessity to prevent criminal activities committed by participants of armed groups pursuant to the Federal Law ? 35-FZ dated 6 March 2006 “On counteraction of terrorism” and other legislative acts of the Russian Federation.

In the course of the counter-terrorist operation special attention was given to investigation and court consideration of crimes committed by military men against local population.

Military courts annually consider a large number of suchlike cases. For example, in 2004-2008 such cases were considered by garrison military courts of Astrakhan, Vladikavkaz, Groznensk, Volgograd, Makhachkala, Nalchik, Pyatigorsk and Rostov-on-Don.

In 2004 courts considered cases of 26 military men, in 2005 – 28, in 2006 – 12, in 2007 – 13 and in 2008 – 14 military men.

In total, following consideration of all cases related to crimes committed by military men against local citizens, within the reporting period military courts found 75 military men (including 14 officers) guilty in committing crimes against property (theft, plundering, robbery, destruction of or damage to the property, misappropriation of a vehicle or technical equipment with no intention to misappropriate) as well as violent crimes (murder, manslaughter, intentional infliction of grave injury to health, battery, violation of driving rules or vehicle operation procedure, violation of handling rules for weapons and objects constituting an increased risk to the people around etc) and were imposed different measures of punishment.

Besides, 1 person was convicted in 2005, 4 persons – in 2007 and 1 person in 2008 for committing of crimes in public office related to military officers' orders and instructions to commit unlawful actions and crimes against local population of the Chechen Republic.

The following punishments were imposed on the convicted persons for committing the above crimes: in 2004, 4 persons were sentenced with imprisonment for up to 5 years, 1 person – with imprisonment for up to 10 years, 2 persons – with imprisonment for over 10 years, 2 persons – with a transfer to disciplinary military units, 6 persons – with suspended imprisonment, 1 person – with corrective labour, 4 persons – with a fine; in 2005, 9 persons were sentenced with imprisonment for up to 5 years, 14 persons – with imprisonment for up to 10 years, 3 persons – with a transfer to disciplinary military units, 6 people – with suspended imprisonment, 1 person – with a fine; in 2006, 4 persons were sentenced with imprisonment for up to 5 years, 3 persons – with imprisonment for up to 10 years, 2 people – with imprisonment for over 10 years , 2 persons – with suspended imprisonment; in 2007, 3 persons were sentenced with imprisonment for up to 10 years, 5 people – with imprisonment for over 10 years , 1 person – with suspended imprisonment; in 2008, 1 person were sentenced with imprisonment for up to 5 years, 2 persons – with suspended imprisonment.

Furthermore, in order to ensure effective protection of national minorities and implementation of the state national policy in the Chechen Republic, the Chechen Republic Ministry for national policy, press and information was established in 2005. In January 2008 it was transformed into the Chechen Republic Ministry for external affairs, national policy, press and information.



The Ministry's target in the sphere of national policy is to create legal and socio-economic foundations for national development and inter-ethnic cooperation in the Chechen Republic.

The Ministry has the following objectives:

To consolidate efforts of government bodies, local self-government bodies, political, national, youth, public, religious associations and organizations in order to achieve international peace and accord in the Chechen Republic;

To counteract incitement of international dissention and enmity;

To facilitate preservation of the traditional environment and life style of national minorities residing in the Chechen Republic.

The Ministry holds public promotional events advocating tolerance and friendship between peoples, for example the International movie festival "Noah's ark". On 17 October 2008 there was a ceremonial opening of the Islamic center which comprises the Ahmad Kadyrov's Mosque "The heart of Chechnya" and the Russian Khunta-Kadzhi Kishiev Islamic University. Round tables, conferences, exhibitions, festivals, seminars, discussion clubs and other socio-political and ethno-cultural events are arranged on an annual basis. These events prove the benchmark improvement of socio-political and socio-economic situation in Chechnya.

In April 2007, the Chechen President Order ? 110 approved the Concept of the Chechen Republic state national policy which constitutes a system of views, principles and priorities applied by the Chechen government bodies in the sphere of national (ethnic) relations.

The priorities set forth by the Concept are maintenance of the Russian Federation unity, harmonization of international relations, provision of extensive development of languages and cultures of the Chechen Republic.

For purposes of coordinating ethnic interests and developing common principle approaches to implementation of the state national policy, the Chechen Peoples' Assembly is gathered on a regular basis in the Chechen Republic (established in May 2003). Last scheduled Assembly meeting took place on 31 October 2006 in the city of Grozny. The Assembly was participated by more than 300 delegates – representatives of the Chechen Republic peoples as well as national and cultural organizations. The Assembly's objective was to restore and

strengthen national and international relations between the peoples residing on the territory of Chechnya, regardless of their confessional affiliation.

The Assembly's agenda included the most sensitive issues of the region development, such as observance of human rights, counteraction of extremism, crime, kidnapping, revival of socio-economic sphere and fight against unemployment. The Assembly also adopted an address to members of illegal armed groups appealing to come back to peaceful development of the region.

*To step up efforts in order to ensure effective participation of persons belonging to ethnic minorities in the elected and consultative bodies both at the federal level and in the subject of the Russian Federation”.*

Section 3 provided above contains comprehensive information proving that the Russian Federation pays careful attention to this issue, also within the frames of interdepartmental and consultative structures.

Thus, as of end of 2008, only 18 subjects of the Russian Federation out of 83 did not have in place consultative bodies for international and inter-confessional relations, mainly due to their mono-ethnic population.

Besides, considering extremely low number of people belonging to indigenous minorities that deprives them of the opportunity to be elected to representative bodies according to regular procedure, the rights of minorities are secured by the Federal Law ? 21-FZ of 7 February 2003 “On temporary measures for ensuring representation of indigenous minorities of the Russian Federation in legislative (representative) bodies of the Russian Federation subjects”.

In the course of implementation of the above Law, a part of subjects of the Russian Federation introduced norms of guaranteed representation of indigenous minorities in regional elected bodies. For example, in conformity with the Charter of the Khanty-Mansiysk Autonomous District, one of the Depute Governors of the District is a representative of indigenous minorities of the North, the government has a special structural subdivision addressing issues of indigenous minorities and comprises of their representatives. Similar measures have been also taken in the Yamalo-Nenets Autonomous District, the Nenets Autonomous District and other northern subjects of the Russian Federation.

The Government of the Russian Federation plans to coherently address the issues relating to cooperation between government bodies and civil society institutions in the sphere of international relations, within the current legislative framework and in compliance with the requirements set forth by Article 15 of the Framework Convention for the Protection of national Minorities.

*“To ensure that proper attention is paid to the interests and concerns of persons belonging to national minorities when consolidating the subjects of the Russian Federation or introducing administrative and territorial changes both within specific subjects and between them”.*

Over the recent years, the Russian Federation has been implementing the policy aimed at equalizing the levels of socio-economic development of the subjects of the Russian Federation and reducing imbalances between their budgetary financing, which is devised to facilitate harmonious ethnic and cultural development of all regions. Any policy, including ethno-cultural one, requires, in the first place, financial and economic support. That is why one of the most important objectives related to consolidation of the regions of the Russian Federation is the optimization of regional management, infrastructure and resources and creation of conditions for more efficient socio-economic and cultural development of all peoples inhabiting these regions.

The process of extension of the subjects of the Russian Federation was initiated due to the peculiarities of spatial development of the Russian Federation.

In conformity with Article 11 of the Federal Law ? 6-FKZ dated 17 December 2001 "On the procedure of accepting into the Russian Federation and creating a new subject in the structural composition of the Russian Federation" , the issue of establishing a new subject within the Russian Federation is to be put to referendums of the subjects of the Russian Federation concerned, upon relevant consultations with the President of the Russian Federation.

A referendum presupposes mutual accommodation of interests of all concerned parties and citizen categories. One of the main aspects of such work is open and democratic discussion of the consolidation perspectives with civil society representatives, including public associations of national minorities and indigenous minorities of the North.

We believe that the precedents of extension of the subjects of the Russian Federation (inclusion of national autonomous districts into larger constituent entities) occurred in 2005-2008 did not affect the position of national minorities in the new administrative and territorial entities, since the guarantees to secure the rights and protect the freedoms of national minorities are specified in corresponding federal constitutional laws (respective Russian abbreviation - FKZ) governing creation of new subjects within the Russian Federation.

More precisely, these legal norms are determined by item 4 of Article 5 of the Federal Constitutional Law ? 6-FKZ dated 14 October 2005 “On creation of a new subject of the Russian Federation within the Russian Federation as a result of consolidation of the Krasnoyarsk Territory, the Taimyr (Dolgano-Nenets) Autonomous District and the Evenk Autonomous District”; by Article 15 of the Constitutional Law ? 2-FKZ dated 12 July 2006 “On creation of a new subject of the Russian Federation within the Russian Federation as a result of consolidation of the Kamchatka Region and the Koryak Autonomous District”; by Article 13 of the Federal Constitutional Law N6-FKZ dated 30 December 2006 “On creation of a new subject of the Russian Federation within the Russian Federation as a result of consolidation of the Irkutsk Region and the Ust-Ordynsky Buryat Autonomous District”; by Article 14 of the Federal Constitutional Law ? 5-FKZ dated 21 July 2007 “On creation of a new subject of the Russian Federation within the Russian Federation as a result of consolidation of the Chita Region and the Aginsk Autonomous District”.

Pursuant to the above articles of federal constitutional laws, the government bodies of the Russian Federation those of the subjects of the Russian Federation shall provide support to indigenous minorities in preservation of their national originality, development of national cultures and languages, also by means of granting government powers to municipal entities in the sphere of protection of the traditional living environment and life style of the indigenous minorities inhabiting the territories of these municipal entities.

Besides, in the Krasnoyarsk Territory currently comprising the Taimyr (Dolgano-Nenets) and the Evenk Autonomous Districts, the Agency for affairs of the Russian North and support of indigenous minorities of the Krasnoyarsk Territory is in place for purposes of ensuring ethno-cultural and socio-economic development of indigenous minorities of the North.

It should be also mentioned that within consolidated administrative and territorial entities the territories of former national districts are given special status. In accordance with federal constitutional laws, a part of deputies of the subjects' representative bodies is elected in multi-member electoral districts created on the territory of administrative-territorial entities with a special status. This is a form of guaranteed representation of national minorities in the legislative bodies of the consolidated subject of the Russian Federation.

*“To ensure that the initiatives for protection of the Russian language do not create undue obstacles with regard to the use of national minorities’ languages”.*

The issues related to functioning of native languages in the Russian Federation are regulated by the Russian Federation Law № 1807-1 of 25 October 1991 "On languages of the Russian Federation peoples". Article 2 of this law specifies government guarantees of the equality of languages in the Russian Federation and item 4 of the above article states that “the equality of languages in the Russian Federation is protected by law”. No one is entitled to set limitations or privileges when using one or another language, except for cases specified by the legislation of the Russian Federation”.

In view of this, the measures timed for 2007 - the Year of Russian language in the Russian Federation - were aimed not only at enhancement of socio-cultural, informative and communicative roles of the Russian language but also at facilitation of inter-ethnic interaction and bilingualism since they were participated by both Russians and representatives of other peoples of the Russian Federation.

Apart for that, one should take into account that the Russian language fulfils such common function as means of international communication and development of international dialogue, which is especially relevant considering the poly-ethnic makeup of the Russian society.

It is necessary to add that, according to All-Russia population census hold in 2002, there are 239 languages currently in use on the territory of the Russian Federation.

In total, the educational system of the Russian Federation uses languages of 80 nationalities in the process of education, either as languages of tuition or languages of study (33 languages are used as languages of tuition, 47 – as languages of study).

At the same time, in a number of republics of the Russian Federation (Bashkortostan, Tatarstan, Sakha-Yakutia) the number of academic hours for study of the official language exceeds the number of hours for study of the Russian language. In some subjects of the Russian Federation are implementing targeted programs and sub-programs aimed at development of national languages (republics of Bashkortostan, Karelia, Komi, Mariy El, Tatarstan, Chuvashia).

*“To further enhance the opportunities to receive the state education in the language of national minority and step up the efforts aimed at ensuring equal access to education for persons belonging to national minorities”.*

The state education in the Russian Federation in the languages of national minorities is received in compliance with the current legislation, the Concept of national educational policy of the Russian Federation, within the frames of the Federal targeted program for education development in 2006-2010 and other mechanisms , which allows to involve a significant part of national minorities in the system of education in the native language.

Adoption of the Russian Federation Law “On education” in 1992 stimulated development of education in national languages. In particular, the number of languages functioning in educational institutions (both as languages of tuition and study) has increased from 55 to 80 since 1989.

Institutions of general education of the Russian Federation apply 33 languages as languages of tuition for humanitarian disciplines, including such languages of national minorities as Azerbaijani, Armenian, Georgian, Kazakh, Estonian. Out of this number, all 33 languages are used as languages of tuition in elementary education, 17 – in basic general education and 14 – in general secondary education. In high school, languages of tuition include Altai, Bashkir, Buryat, Mari, Tatar, Udmurt, Chuvash, Evenki, Yukaghir, Yakut languages. Additionally, some schools teach all humanitarian subjects in Armenian, Georgian, Kazakh and Estonian languages.

Besides, 47 more languages are studied in Russian schools. For these languages, “native language” as a school subject is taught at all school levels (1-11 grades).

In recent years, a number of the subjects of the Russian Federation have significantly increased their networks of general education institutions that hold tuition in native languages. In the Republic of Sakha (Yakutia) schools with tuition in native language account for more

than 40 % of all educational institutions; in the Republic of Bashkortostan – 45 %; in the Republic of Tatarstan - 60%, in the Republic of Tyva – 80%. Accordingly, there has been an increase in the number of children studying their native language. For example, in Tatarstan, the share of children receiving education in their native language has increased from 12% in 1991 up to 50% in 2006, in Bashkortostan – up to 40% in 2001.

Government authorities also attach high significance to development of education in the languages of indigenous minorities of the Russian Federation. About 13 mln. rubles is allocated annually at the federal level under the Federal targeted program for publishing books and study guides in the languages of indigenous minorities of the North.

Therefore, there is a positive shift in teaching of the languages of indigenous minorities of the North. In 1993/1994 school year there were 224 schools (total number of pupils - 13818) where children could study 19 languages of the indigenous minorities of the North, as compared to 423 schools (33790 pupils) teaching 21 minority language in 2000/2001. Currently, schools of 22 subjects of the Russian Federation teach 22 languages of indigenous minorities of the North.

There are methodological packages developed and published in the subjects of the Russian Federation for purposes of general education institutions. Over the last decade, the subjects of the Russian Federation, with the support from federal and regional executive bodies in the sphere of education, have published over 1500 items of books and study guides on national languages and literature, history and culture, national (ethnic) traditions, decorative and applied art.

The refusal of federal executive bodies to use in Russia so called “language nest” technique applied in Finland can also serve as an example of efforts taken to ensure equal access to education for persons belonging to national minorities.

The above technique is aimed at learning by the Finno-Ugric minorities of their native languages. However, its mechanism creates closed language environment within the frames of pre-school institutions where children plunge into native language from the early childhood. In multinational environment of Russia this would significantly reduce their socialization opportunities and, accordingly, would entail violation of the principle of equal opportunities of

education, further employment etc. and is considered as segregation of children on ethnic grounds.

*“To further facilitate even better access to mass media of persons belonging to national minorities”.*

The information provided in Section 6 hereof proves that the Russian Federation has on the whole created vast opportunities ensuring access of national minorities to mass media. Based on results of media contests, the governments provides support to a number of ethnic mass media in implementation of socially relevant projects aimed at counteraction of terrorism, extremism, nationalism, racial and religious intolerance, as well as development of international and inter-confessional communication and facilitation of ethno-cultural development.

*“To step up efforts aimed at improvement of social and economic position of persons belonging to especially vulnerable social groups, including persons belonging to dispersed national minorities, especially indigenous minorities and Gypsies”*

Such measures as allocation of funds since 2008 under a separate special-purpose item of the federal budget “Measures for implementation of the state national policy”; adoption by the Russian Government of the federal targeted program “Socio-economic and ethno-cultural development of Russian Germans in 2008-2012”; implementation of the federal targeted program “Economic and social development of indigenous minorities of the North up to 2008”; provision of government subsidies from the federal budget to the subjects of the Russian Federation for support of economic and social development of indigenous minorities of the Russian North, Siberia and the Far East (under the special –purpose budget item "Support of economic and social development of indigenous minorities of the Russian North, Siberia and the Far East") enabled creating necessary conditions for providing financial support to socio-economic and ethno-cultural development of the peoples of the Russian Federation, including indigenous peoples and national minorities.

For example, the framework of the federal targeted program “Economic and social development of indigenous minorities of the North up to 2008” completed in 2008, included capital development in areas of compact settlement of indigenous minorities of the North and building of social infrastructure objects. Based on this program, regional targeted programs were



also devised and implemented, e.g., in the republics of Buryatia and Sakha (Yakutia), in Kamchatka, Krasnoyarsk and Khabarovsk territories, in Amur, Magadan, Murmansk, Sakhalin regions, in Nenets, Khanty-Mansiysk, Chukotka and Yamalo-Nenets autonomous districts.

Necessary efforts on providing financial support to national minorities will be also taken within the framework of the federal targeted program “Socio-economic and ethno-cultural development of Russian Germans in 2008-2012”. Under this program, the government will proceed with its activities related to holding different ethnic and cultural events and providing subsidies to the subjects of the Russian Federation in order to co-finance measures for social economic development of Russian Germans (residential building, engineering- and social infrastructure development).

Implementation of measures aimed at socio-economic and ethno-cultural development of national minorities, including Gypsies, will be further continued within the frame of measures for implementation of the state national policy.

For example, in 2009, within the frame of implementation of the state national policy, the Ministry of Regional Development of the Russian Federation hold a number of events aimed at supporting ethno-cultural development of the Gypsy ethnic community in order to facilitate its successful integration into the Russian society (the III All-Russia Congress, the International Festival "Gypsies under the Russian sun"). The total amount of funds appropriated by the federal budget for these events reached 2,5 mln. rubles.

*“Take steps in order to ensure the balance between the financing provided to cultural activities and the needs of the national minorities concerned. To determine funds to be allocated in order to facilitate more active participation of national minorities in the decision-making process, also by means of raising efficiency of national and cultural autonomies.”*

In the Russian Federation, financial support of activities of national and cultural autonomies is carries out in accordance with the Federal Law ? 11-FZ dated 9 February 2009 "On introducing changes into Article 16 of the Federal Law "On national and cultural autonomy", pursuant to which federal executive bodies may provide financial support to federal national and cultural autonomies (NCA) at the expense of the federal budget; executive bodies of the subjects of the Russian Federation may provide such support to regional and local NCA at

the expense of regional budgets; local self-governing bodies may provide financial support to local NCA at the expense of local budgets.

The functioning efficiency of national and cultural autonomies as well as other national public associations may be raised through their participation in the events aimed at implementation of the state national policy and in the government grant contests for non-profit organizations arranged by the Public Chamber of the Russian Federation.

It should be pointed out that public associations, particularly, federal national and cultural autonomies, directly participate in arrangement of events aimed at implementation of the state national policy and held with the support from the Ministry of Regional Development of the Russian Federation. Moreover, the programs and financing of such events are defined with due consideration of opinions expressed by national public associations themselves (federal national and cultural autonomies).

*“To proceed with the measures for providing legal status to the persons belonging to national minorities and not having such status and ensure that the provisions on procedure of issuing Russian citizenship verifying documents to such persons are fulfilled on a non-discriminatory basis”.*

The Russian Federation legislation in the sphere of providing foreign citizens and stateless persons with a legal status (temporary residence permit, permanent residence permit, citizenship) does not contain provisions associating provision of legal status with nationality or country of origin of applicant. Affiliation to any nation may not constitute a reason for denial of the respective documents. Breach of this provision is prosecuted in conformity with the current legislation which is specified in detail in Section 1 of this report.

## **CONCLUSIONS**

As a multinational and multiconfessional state, the Russian Federation traditionally pays close attention to the protection of rights and ethnic cultural development of national minorities,

also in the context of implementation of the Framework Convention for the Protection of National Minorities.

The Russian government policy in this sphere is based on the integral system of normative legal acts designed to guarantee the rights of national minorities, which has been consistently developed over the reporting period for purposes of continuous improvement of position of national minorities.

The core elements of the Russian Federation legal system are represented by its international obligations, the Constitution of the Russian Federation and federal laws providing for preservation of culture of national minorities, support of national minority language and press, counteraction of racial and religious hatred and extremist activities.

It is important to note that the Convention for the Protection of National Minorities has direct legal force. The foundation for the Russian Federation compliance with the standards set forth in the Convention is formed by means of implementation of the effective state national policy aimed at both preservation and multiplication of ethnic and cultural diversity and fostering civil accord within the Russian society.

In accordance with the current legislation, government bodies of the Russian Federation, in cooperation with non-governmental organizations, provide comprehensive support to ethnic and cultural development of national minorities including support to minorities' mass media, ethnically oriented education, arrangement of ethnic and cultural events etc.

The Russian Federation acknowledges the important role of civil society institutions in the issues pertaining to implementation of the state national policy and strivers in every possible way to develop cooperation between government bodies and non-governmental organizations. In particular, this report has been prepared in close cooperation with Russian national and cultural autonomies, human rights' and national public associations.

Report preparation was done with active participation of federal government bodies (the Ministry of Education and Science of the Russian Federation, the Ministry of Culture and Mass Communications of the Russian Federation, the Ministry of Foreign Affairs of the Russian Federation, the Ministry of Justice of the Russian Federation, the Ministry of Communications and Mass communications of the Russian Federation, the Ministry of Sport, Tourism and Youth

Policy of the Russian Federation, the Federal Migration Service), the Supreme Court of the Russian Federation, the Office of the Prosecutor General of the Russian Federation.

At the same time, in the context of implementation of the Framework Convention for the Protection of National Minorities, the issues relating to counteraction of ethnic extremism, hate crimes and prevention of inter-ethnic conflicts still remain relevant. The government bodies of the Russian Federation are planning to give priority to such issues in their activities.

While acknowledging that there is still a long way to go, the Russian Federation is ready to facilitate to the utmost of its ability the establishment of inter-ethnic accord and agreement on its territory and respect for culture and rights of all national minorities inhabiting it.

## **APPENDICES**

Appendix 1. Normative legal acts in the sphere of protection of national minorities' rights

Appendix 2. Information on national public associations registered and operating in subjects of Russian Federation as of 1 January 2008

Appendix 3. Information on national public associations registered and operating in subjects of Russian Federation as of 1 January 2009

Appendix 4. Information on consultative bodies on international relations operating in subjects of Russian Federation as of 31 December 2008

Appendix 5. Volume of programs in national languages of VGTRK regional branches, broadcasted on “Russian Television” and “Radio of Russia” in 2009

Appendix 6. Statistical data characterizing functioning of native languages, excluding Russian, in the system of general education.

Appendix 7. The Concept of the state national policy of the Chechen Republic

Appendix 8. Statistics of results for consideration of petitions for recognition of refugee status in the Russian Federation in 2005-2008

Appendix 9. Statistics of results of consideration of petitions for granting political asylum in the Russian Federation in 2005-2008

**Appendix 1**

**GOVERNMENT OF THE RUSSIAN FEDERATION**

**RESOLUTION**

**of 10 March 2009 ? 217**

**ON ADOPTION OF RULES FOR DISTRIBUTION AND ALLOCATION  
OF GOVERNMENT SUBSIDIES FROM THE FEDERAL BUDGET TO  
SUBJECTS OF THE RUSSIAN FEDERATION FOR SUPPORT OF  
ECONOMIC AND SOCIAL DEVELOPMENT OF INDIGENOUS  
MINORITIES OF THE NORTH, SIBERIA AND THE FAR EAST OF  
THE RUSSIAN FEDERATION**

(in wording of the Russian Government Resolutions ? 648 of 8 August 2009 and  
? 798 of 3 October 2009)

The Government of the Russian Federation orders:

To approve the attached Rules for distribution and allocation of government subsidies from the federal budget to subjects of the Russian Federation for support of economic and social development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation.

Chairman of the Government  
of the Russian Federation  
V.Putin

Approved by  
the Resolution of the Government  
of the Russian Federation  
? 217 of 10 March 2009

**RULES FOR DISTRIBUTION AND ALLOCATION OF GOVERNMENT  
SUBSIDIES FROM THE FEDERAL BUDGET TO SUBJECTS OF THE  
RUSSIAN FEDERATION FOR SUPPORT OF ECONOMIC AND**

## **SOCIAL DEVELOPMENT OF INDIGENOUS MINORITIES OF THE NORTH, SIBERIA AND THE FAR EAST OF THE RUSSIAN FEDERATION**

(in wording of the Russian Government Resolutions ? 648 of 0.08.2009  
and ? 798 of 03.10.2009)

1. These Rules determine the procedure of distribution and allocation of government subsidies from the federal budget to subjects of the Russian Federation for support of economic and social development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation (hereinafter – subsidies and indigenous minorities respectively)

2. Subsidies are granted for co-financing of measures for economic and social development of indigenous minorities (hereinafter - measures) aimed at:

a) Creating conditions for sustainable development of traditional sector of economy of indigenous minorities in places of their traditional residence and economic activities;

b) Development of education, culture and medical care of indigenous minorities, including arrangement of ethnic and cultural events;

c) Development and modernization of infrastructure in places traditional residence and economic activities of indigenous minorities.

3. Subsidies are granted to budgets of those subjects of the Russian Federation resided by indigenous minorities leading traditional life style and performing traditional economic activities and included in the list of places of traditional residence and economic activities of indigenous minorities of the Russian Federation approved by the Russian Government Order ? 631-r of 8 May 2009 (hereinafter – subjects of the Russian Federation).

(item 3 in wording of the Russian Government Resolution ? 648 of 8 August 2009)

4. Subsidies are granted to subjects of the Russian Federation subject to availability in their budgets of budgetary allocations for implementations of measures with consideration of the determined level of co-financing from the federal budget.

5. The amount of subsidy to the budget of a subject of the Russian Federation is determined according to the following formula:

$$C = C_o \times (Nim \times IBE / CFC) / \text{SUM} (Nim \times IBE / CFC),$$

where:

C - the amount of subsidy granted to the budget of a subject of the Russian Federation;

C<sub>o</sub> – total volume of subsidies allocated from the federal budget to budgets of subjects of the Russian Federation;

Nim - the size of indigenous minorities population residing on the territory of a subject of the Russian Federation according to the Federal State Statistics Service;

IBE – index of budgetary expenditures of the “i” subject of the Russian Federation applied for calculating the distribution of subsidies for leveling out fiscal capacity of subjects of the Russian Federation for the next fiscal year, defined according to the methodology of distributing subsidies for leveling out fiscal capacity of subjects of the Russian Federation approved by the Russian Government Resolution No. 670 of 22 November 2004;

CFC – the level of calculated fiscal capacity of the “i” subject of the Russian Federation after distributing subsidies for leveling out fiscal capacity of subjects of the Russian Federation for the respective fiscal year, determined in accordance with the above methodology.

The amount of subsidy to a subject of the Russian Federation should not exceed 10% of the total amount of subsidies. The funds remained after distributions of subsidies with consideration of the above limitation are distributed between subjects of the Russian Federation.

The specified limitation with regard to the amount of subsidy is not applied in the course of re-distribution of subsidies in cases envisaged by items 8, 12 and 18 of these Rules.

Distribution of subsidies among subjects of the Russian Federation is approved by the Ministry of Regional Development of the Russian Federation within the limits of budgetary allocations to be given to the Ministry for these purposes under federal law on the federal budget for the next fiscal year and planning period.

6. The level of federal budget co-financing of budgetary commitment of a subject of the Russian Federation at the expense of subsidies is determined according to the following formula:

$$L = 0,5 / CFC,$$

where:



L is the level of federal budget co-financing of budgetary commitment of a subject of the Russian Federation;

0,5 – the average level of federal budget co-financing of budgetary commitments of subjects of the Russian Federation at the expense of subsidies.

The level of co-financing of budgetary commitment of a subject of the Russian Federation may not exceed 40% for the subjects of the Russian Federation where the level of calculated fiscal capacity exceeds the average Russian level of calculated fiscal capacity by 20%.

7. Supreme executive body of a subject of the Russian Federation shall annually, before 15 February, submit an application for subsidy to the Ministry of Regional Development within the amount of funds budgeted for this subject for the current fiscal year in conformity with item 5 of the Rules.

The application form and submitting procedure are determined by the Ministry of Regional Development.

8. In case a subject of the Russian Federation did not submit an application for subsidy during the current fiscal year, the funds budgeted for this subject for the current fiscal year are distributed among the subjects of the Russian Federation which applied for subsidies and satisfied the requirements of subsidy provision. The subject of the Russian Federation that did apply for subsidy in the current fiscal year retains the right to receive such subsidy in the next fiscal year.

9. For purposes of control over efficient use of subsidies by subjects of the Russian Federation, the following indicators are used for measuring efficiency of subsidy use:

The share of population participating in cultural and leisure events arranged by government (municipal) cultural organizations in places of traditional residence and economic activities of indigenous minorities;

Infant mortality ratio in places of traditional residence and economic activities of indigenous minorities;

The number of registered people suffering from active tuberculosis in places of traditional residence and economic activities of indigenous minorities;

Population's income level in places of traditional residence and economic activities of indigenous minorities.

Assessment of efficiency of subsidy use is performed annually by the Ministry of Regional Development of the Russian Federation based on reports of executives bodies of subjects of the Russian Federation on achieving target indicators for efficient use of subsidy determined by agreement concluded between the supreme executive body of a subject of the Russian Federation and the Ministry of Regional Development of the Russian Federation (hereinafter - agreement), submitted not later than 20 February of the fiscal year.

Subsidies are granted to the subject of the Russian Federation under the agreement containing the following provisions:

- Information on the size of the subsidy granted to the budget of a subject of the Russian Federation;

- A list of measures for which purposes the subsidy is granted;

- c) Information on the size of the volume of funds budgeted by a subject of

- the Russian Federation for implementation of these measures;

- d) Targeted indicators for efficient use of subsidy determined with consideration of the level of social and economic development of a subject of the Russian Federation;

- e) The procedure of exercising control over fulfillment of obligations arising out of agreement;

- f) Terms and procedure of submitting a report on budgetary expenditures of a subject of the Russian Federation financed at the expense of a subsidy;

- g) Liability of the parties for breach of agreement terms.

If needed, the agreement contains provisions regulating the peculiarities of subsidy provision.

If the amount of funds planned in a consolidated budget of a subject of the Russian Federation for co-financing of measures does not allow to ensure the level of federal co-financing set for this subject of the Russian Federation, then the amount of subsidy to the budget of the subject is subject to reduction for purposes of ensuring the relevant level of co-

financing, while the released funds are re-distributed between other subjects of the Russian Federation entitled to receive subsidies in accordance with these Rules.

13. Subsidies are provided to the Ministry of Regional Development of the Russian Federation in accordance with the consolidated budgetary list of the federal budget within the limits of budgetary commitments approved according to the established procedure.

14. Transfer of subsidies from the federal budget to budgets of subjects of the Russian Federation is carried out according to the established procedure to accounts of territorial bodies of the Federal Treasury of the Russian Federation opened for accounting received funds and distributing them between the budgets of the budgetary system of the Russian Federation, to be further transferred to budgets of subjects of the Russian Federation.

15. In case there is a need to use the subsidy remainder not used during the current fiscal year, this remainder, in accordance with the decision of the Ministry of Regional Development of the Russian Federation, may be used by a subject of the Russian Federation in the next fiscal year for the same purposes and according to the procedure established by the Russian Federation legislation regulating budgetary expenditures of a subject of the Russian Federation financed by subsidies.

In case the unused subsidy remainder is not transferred to the federal budget revenues, the specified funds are to be collected for purposes of the federal budget revenues according to the procedure set forth by the Ministry of Finance Resolution ? 798 of 10 March 2009.

16. Provision of subsidies to budgets of subjects of the Russian Federation is performed quarterly, based on report submitted by executive bodies of subjects of the Russian Federation to the Ministry of Regional Development of the Russian Federation, reflecting compliance with the terms of subsidy provision and indicating of the amount of funds allocated from the consolidated budget of a subject of the Russian Federation within the framework of implemented measures.

17. In case of non-compliance of a subject of the Russian Federation with the rules of subsidy provision, the Ministry of Finance of the Russian Federation suspends subsidy transfer according to its established procedure.

18. If a subject of the Russian Federation does not achieve the agreed target indicators for efficient use of subsidy, the amount of subsidy to a subject of the Russian Federation for the

next fiscal year is subject to reduction. The released funds are re-distributed between other subjects of the Russian Federation which have the right to receive subsidies and have achieved target indicators.

The amount of subsidy planned for the budget of a subject of the Russian Federation for the next fiscal year is reduced by 10% for each unachieved target indicator for efficient use of subsidy.

19. In case of misuse the subsidy is collected for purposes of federal budget revenues according to the procedure established by the budget legislation of the Russian Federation.

20. Control over proper use of subsidies is exercised by the Ministry of Regional Development of the Russian Federation and the Federal Service for Financial and Budget Supervision.

## **THE GOVERNMENT OF THE RUSSIAN FEDERATION**

### **DECREE**

**of 4 February 2009 ? 132-r**

1. To approve the attached Concept of sustainable development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation.

2. For the Ministry of Regional Development of the Russian Federation in cooperation with the federal bodies concerned - to develop and introduce to the Government within 3 months a draft action plan on implementation of the Concept approved by this decree in 2009-2011.

Chairman of the Government  
of the Russian Federation  
V.PUTIN

Approved by  
the Decree of the Government  
of the Russian Federation  
? 132-r of 4 February 2009

**CONCEPT OF SUSTAINABLE DEVELOPMENT OF INDIGENOUS  
MINORITIES OF THE NORTH, SIBERIA AND THE FAR EAST OF  
THE RUSSIAN FEDERATION**

**1.INTRODUCTION**

The Russian Federation is one of the largest multinational states in the world populated by over 160 peoples; each of them possesses unique material and spiritual culture. Over the centuries, the overwhelming majority of the peoples have been forming their ethnoses on the territory of Russia which allows considering them as indigenous peoples having played a historical role in the establishment of the Russian state.

Among the peoples inhabiting the Russian Federation, a special place is occupied by indigenous minorities of the North, Siberia and the Far East (hereinafter - the Northern indigenous minorities), whose rights are secured by the Constitution of the Russian Federation and the legislation of the Russian Federation in accordance with the generally recognized

principles and standards of international law and the international agreements to which the Russian Federation is a party.

Over the centuries, the Russian Federation has provided support to the unique socio-economic and ethno-cultural development of the Northern indigenous minorities.

Unfavourable natural and climatic conditions, vulnerability of traditional lifestyle and small size of each Northern ethnos predetermined the need to devise a special state policy with regard to their sustainable development, envisaging systematic measures for preservation of original culture, traditional life style and environment of these minorities.

The Concept of sustainable development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation (hereinafter – Concept) represents a system of modern views, principles and priorities concerning activities of federal government bodies, government bodies of subjects of the Russian Federation (hereinafter – government bodies) and local self-government bodies in the sphere of ensuring sustainable development of the Northern indigenous minorities.

Sustainable development of the Northern indigenous minorities presupposes strengthening their social and economic potential, preserving their traditional environment, life style and cultural values based on targeted government support and mobilization of minorities' internal resources for the benefits of current and future generations.

The Concept is aimed at consolidating efforts of government and self-government bodies and civil society institutions, including associations of the Northern indigenous minorities, in order to resolve issues pertaining to sustainable development of these peoples.

## **II. Modern state of the Northern indigenous minorities**

At the present time, there are 40 peoples compactly populating 28 subjects of the Russian Federation. According to All-Russia census of 2002, the Northern indigenous minorities (including newly registered Kamchadal, Telengit, Tubalar, Chelkan and Chulym ethnic minorities) totaled 244 thousand people, with fluctuations in size from 41 thousand to 240 persons (Ents).

On the whole, demographic processes among the Northern indigenous minorities show positive dynamics. The number of Oroks (Ulta) has increased 2,5 times, the number of Nenets, Selkups, Khantys, Yukagirs, Negidalts, Tofalars, Itelemens, Kets etc has also significantly increased (by 20-70%). The size of some peoples has decreased, which can be explained by both overall negative demographic dynamics in Russia and the fact that some original ethnic groups declared themselves as independent peoples in the census.

The end of XX- beginning of XXI centuries saw an increase of ethnic identity among the Northern indigenous minorities. They created a lot of public unions, educational centers, associations and professional unions (of reindeer breeders, sea hunters etc) supported by the government. In many areas of traditional residence of the Northern indigenous minorities communities were restored as a traditional form of arrangement of joint activities, distribution of products and mutual help. Some representatives of Northern indigenous minorities became public leaders and successful businessmen – heads of communities and enterprises. In a number of areas of traditional residence and economic activities communal family lands were created – territories of traditional use of environmental resources and economic activity of regional and local significance, reserved to representatives of Northern indigenous minorities and their communities.

About 65 % of all citizens belonging to the Northern indigenous minorities are living in rural areas. In many national villages and settlements, communities of Northern indigenous minorities represent the only economic entities fulfilling a number of social functions. In accordance with the legislation of the Russian Federation, communities enjoy a range of benefits and simplified taxation system as nonprofit organizations.

The Russian Federation has on the whole created a legal base for protection of rights and traditional lifestyle of Northern indigenous minorities, being a party to international agreements in this sphere. Measures of government support (in form of benefits, subsidies, quotas for use of biological resources) are also formalized by law. Benefits for representatives of the Northern indigenous minorities living on the territories of traditional residence and economic activities are envisaged by the Tax Code of the Russian Federation, the Forest Code of the Russian Federation, the Water Code of the Russian Federation and the Land Code of the Russian Federation.

Creation of financial instruments of government support to socio-economic development of the Northern indigenous minorities represents a significant achievement. Over the last 15 years Russia has implemented 3 federal targeted programs as well as numerous regional targeted programs and subprograms for socio-economic development of the Northern indigenous minorities, designed to create conditions for the sustainable development at the expense of the federal budget, budgets of subjects of the Russian Federation and extrabudgetary sources. The federal budget has allocated subsidies to budgets of subjects of the Russian Federation for support to the Northern reindeer breeding and livestock breeding industries.

In many executive bodies of subjects of the Russian Federation special structural subdivisions for affairs of Northern indigenous minorities were created to coordinate the respective regional targeted programs as well as issues of socio-economic development of these minorities. Government statistical bodies collect and analyze data on economic and social indicators in areas of residence of the Northern indigenous minorities.

In places of traditional residence and economic activities of Northern indigenous minorities there are daytime general schools and boarding schools in place in order to reach children of reindeer breeders, fishers and hunters. In areas of nomadism of reindeer breeders of nomadic schools appeared where children may be given elementary education with consideration of traditional life style of the Northern indigenous minorities.

Under government order, publishing houses issue educational and methodological literature for study of languages of Northern indigenous minorities. For several decades, the A.I. Gertsen Institute of Northern Peoples under the A.I. Gertsen State Pedagogical University has been successfully operating as a unique ethnolinguistic educational and research center.

The Russian Federation that traditionally pays attention to the issues of sustainable development of the Northern indigenous minorities, actively participated in the International Decade of the World's Indigenous Peoples declared by the UN General Assembly in December 1994 and became the first UN member to create National Organizing Committee for arrangement and conducting in the Russian Federation of the Second International Decade of the World's Indigenous Peoples. The country is also implementing a Set of priority measures for arranging and conducting in the Russian Federation of the Second International Decade of the World's Indigenous Peoples, including those aimed at improving the legislative framework for



protection of rights of Northern indigenous minorities, devising effective economic mechanisms to secure their traditional life style and use of environmental resources, as well as measures for development of medical services and education in areas of their residence. A number of measures are aimed at researching, preserving and promoting the cultural heritage, and development of traditional culture of the Northern Indigenous Minorities, facilitating their participation in the activities of international organizations.

In recent years, within the framework of developing government-private partnership, there has been a trend among large industrial companies, including those from fuel and energy sector, to conclude agreements with government bodies of subjects of the Russian Federation, local self-government bodies, communities of the Northern indigenous minorities, national associations of district and settlement level, national households – owners of communal family lands, which allowed to establish extrabudgetary funds for credit support to enterprises of the Northern indigenous minorities.

At the same time, despite the measures taken, the position of the Northern indigenous minorities in recent decades has been complicated due to inadaptability of their traditional life style to modern economic conditions. Low competitiveness of traditional economic activities is predetermined by low volumes of production, high transportation costs, absence of modern enterprises and techniques for complex processing of raw materials and biological resources.

Critical state of traditional economic activities has resulted in aggravating of social problems. The living standard of a significant part of citizens belonging to the Northern indigenous minorities residing in rural areas or leading nomadic life is below the Russian average, while the unemployment rate in the Northern regions populated by the Northern national minorities, is 1,5-2 times exceeds the Russian average.

Intense industrial exploration of the environmental resources of the Russian Northern territories has also significantly reduced the possibilities for the Northern indigenous minorities to lead their traditional economic activities. Many reindeer pastures and hunting areas have been withdrawn from the traditional economic turnover. Some rivers and water reservoirs previously used for fishing have lost their commercial importance due to environmental problems.

There is also a need to improve the legislative control over creation of territories of traditional use of environmental resources which may become an efficient tool for preservation

and development of traditional life style and economic activities of the Northern indigenous minorities.

It is also necessary to make changes to the land legislation to introduce fixed-term free use by the Northern indigenous minorities of land plots for purposes of traditional use of environmental resources; to the Federal Law “On general principles of arranging local self-government in the Russian Federation” – to establish authorities of local self-government bodies in the sphere of protection of traditional living environment and life style of the Northern indigenous minorities; to the legislation governing fishing and hunting activities – to ensure priority access of the Northern indigenous minorities to fishing and hunting areas, water biological resources and hunted animals.

Violation of traditional life style in 1990s has entailed a number of diseases and pathologies among the Northern indigenous minorities. Infant (1,8 times) and child mortality rates, as well as catching diseases and alcoholism rates among these minorities are much higher than the Russian average.

### **III. Principles of sustainable development of the Northern indigenous minorities**

Principles of sustainable development of the Northern indigenous minorities are as follows:

Guarantee of rights of the Northern indigenous minorities in accordance with the Constitution of the Russian Federation and the generally recognized principles and norms of international law and the international treaties to which the Russian Federation is a party;

Complex solution of tasks of socio-economic and ethno-cultural development of the Northern indigenous minorities;

Coordination of activities of government bodies and local self-government bodies in the course of resolving issues related to socio-economic and ethno-cultural development of the Northern indigenous minorities;

Ensuring effective participation of the Northern indigenous minorities in the process of achieving their sustainable development;

Acknowledgment of land and other environmental resources (including biological) and environmental well-being as the basis for traditional life style and economic activities of the Northern indigenous minorities;

Rational use of land and other environmental resources in places of traditional residence and traditional economic activities;

Recognition of the Northern indigenous minorities' right to priority access to fishing and hunting areas and biological resources in places of traditional residence and traditional economic activities;

The need for participation of representatives and association of the Northern indigenous minorities in the process of making decisions on the issues affecting their rights and interests in the course of exploration of environmental resources in places of traditional residence and traditional economic activities;

The need for evaluation of cultural, environmental and social consequences of the projects and activities offered for implementation in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

Compensation of damage caused to the traditional living environment, traditional life style and health of the Northern indigenous minorities.

#### **IV Purpose, objectives and main directions of the Concept**

The purpose of the Concept is to create in the Russian Federation the conditions for sustainable development of the Northern indigenous minorities by means of strengthening their socio-economic potential in the course of preserving the traditional living environment, traditional life style and cultural values of these minorities.

To achieve this purpose we need to achieve a number of objectives.

The first objective is to preserve the traditional living environment and traditional use of environmental resources required for securing and development of the traditional life style of the Northern indigenous minorities.

Achievement of this objective requires:

Establishment of legal order for protection of territories for traditional use of environmental resources while ensuring the access of Northern indigenous minorities to control over these territories;

Ensuring of the priority access of the Northern indigenous minorities to fishing and hunting areas and biological resources in places of their traditional residence and traditional economic activities;

Provision of land plots to the Northern indigenous minorities in conformity with the legislation of the Russian Federation for purposes of performing traditional economic activities in places of their traditional residence and economic activities;

Development and implementation of methodology for calculation of damage caused by economic entities to the traditional living environment of the Northern indigenous minorities;

Facilitation of adjustment of the Northern indigenous minorities to environmental, economic and social consequences of climate change and other stress-causing factors;

Determining the procedure and techniques of ethnological assessment in places of their traditional residence and economic activities of the Northern indigenous minorities;

Mapping and assessment of environmental resources on the territory of traditional residence and economic activities of the Northern indigenous minorities;

Monitoring of traditional living environment and ecological situation in places of traditional residence and economic activities of the Northern indigenous minorities.

The second objective is to develop and modernize traditional economic activities of the Northern indigenous minorities

Achievement of this objective requires:

- Improvement of practices related to implementation of benefits under the legislation of the Russian Federation

- Expansion of transport and logistic services and fostering establishment of product markets for traditional economic activities of the Northern indigenous minorities;

- Support of small and medium enterprises of the Northern indigenous minorities aimed at raising efficiency of traditional economic activities, including development of system for financial support, crediting and leasing;

- Development of a network of trade stations;

- Simplifying of the procedure for obtaining hunting licenses by the Northern indigenous minorities for purposes of hunting in places of their traditional residence and economic activities;

- Protection and rational use of pastures, as well as completion of land and cadastral works for development of the Northern reindeer breeding industry;

- Building of processing plants in places of traditional residence and economic activities of the Northern indigenous minorities for primary and advanced processing of reindeer and other products, also by utilizing modern technology;

- Government support to development of reindeer breeding industry and selection activities aimed at improving the reindeer pedigree;

- Arrangement of environmental protection measures, including fire safety measures, with the assistance of the Northern indigenous minorities;

- Improving the procedure for provision of hunting and fishing areas to the Northern indigenous minorities;

- Development of ethnic and eco-tourism with participation of the Northern indigenous minorities in places of their traditional residence and economic activities;

- Development of traditional arts and crafts, including jewelry making, and their promotion to the internal and external market.

The third objective is improvement of raising living standards of the Northern indigenous minorities up to the Russian average level.

Achievement of this objective requires:

- Increasing the volumes of residential building (including traditional housing forms), ensuring the availability and improved quality of social services in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Enhancing the quality and availability of transportation services;

- Providing qualitative communication services, including mobile communications and the Internet;

- Implementing the program for optimization of local power system, including building of power-supply sources for purposes of qualitative power supply in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Encouraging creation of new work places in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Building social objects and industrial infrastructure in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Development and implementation of a system of life quality indicators with regard to the Northern indigenous minorities in order to ensure their compliance with the Russian average;

- The fourth objective is to create conditions for fostering demographic indicators among the Northern indigenous minorities, also by means of decreasing child mortality and increasing life duration up to the Russian average.

Achievement of this objective requires:

- Implementation of programs for strengthening health of the Northern indigenous minorities;

- Implementation of measures for reducing maternity and infant mortality rates and strengthening reproductive health of the Northern indigenous minorities;

- Arrangement of regular preventive measures for early detection of health problems and socially relevant diseases among the Northern indigenous minorities;

- Strengthening the material and technical base of medical institutions and medical and preventive treatment institutions, including medical and obstetric stations, in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Development of mobile forms of medical care and increasing availability of emergency medical treatment in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Establishment of a network of consultative telemedicine centers on the basis of district and regional hospitals in order to obtain initial information about patients' medical condition;

- Implementation of measures aimed at reducing the quantity of consumed alcohol and regulating its sales and consumption in places of traditional residence and traditional economic activities of the Northern indigenous minorities; implementation of prevention programs in educational institutions aimed at non-admission of alcohol and tobacco consumption among children and teenagers;

- Support and development of physical culture and sport among the Northern indigenous minorities;

- Development of indicators to assess health condition of the Northern indigenous minorities and the sanitation-and-epidemiological situation in places of their traditional residence and traditional economic activities; monitoring of compliance of these indicators with the Russian average.

The fifth objective is to facilitate access of the Northern indigenous minorities to educational services, with consideration of their ethnic and cultural peculiarities. Achievement of this objective requires:

- Development of a network of nomadic and other specific school models in places of traditional residence and traditional economic activities of the Northern indigenous minorities;

- Support to small kindergartens and schools;

Providing educational institutions with modern equipment bringing educational process to high level;

- Implementation of modern distance-education technology;

- Enhancing the level and quality of professional education of pedagogical personnel in national schools and other educational institutions;

- Arrangement of training and re-training of personnel for professions related to traditional economic activities;

- Learning the native language, culture and basic principles of traditional economic activities;

- Development and publishing of educational and methodological multimedia textbooks and electronic guides to native language and national culture of the Northern indigenous minorities.

The sixth objective is to facilitate development of communities and other forms of self-government among the Northern indigenous minorities.

Achievement of this objective requires:

- Involvement of the Northern indigenous minorities' representatives in arrangement of public ecological and ethnological assessments in the course of devising federal and regional

government programs for exploration of environmental resources and environmental protection in places of their traditional residence and traditional economic activities;

- Providing consultations to the Northern indigenous minorities prior to implementing industrial development projects in places of their traditional residence and traditional economic activities;

- Development of government-private partnership between representatives of the Northern indigenous minorities, government bodies, local self-government bodies and industrial companies;

- Encouraging the Northern indigenous minorities to participate in protection of flora and fauna in places of their traditional residence and traditional economic activities, in accordance with the legislation of the Russian Federation;

- Supporting development of territorial public self-government and communal forms of self-government of the Northern indigenous minorities.

The seventh task is to preserve cultural heritage of the Northern indigenous minorities.

Achievement of this objective requires:

- Creating the data base of cultural heritage objects;
- Publishing folklore, fiction and other literature in national languages;
- Support of traditional arts and crafts;
- Support in creation of multifunctional ethno-cultural and cultural-educational centers of the Northern indigenous minorities and modernization of cultural institutions;
- Popularization of cultural heritage of the Northern indigenous minorities in mass media.

## **V Mechanisms of the Concept implementation**

The Concept is implemented by means of:

- Improving the legislation of the Russian Federation in the sphere of protection of rights, traditional life style and living environment of the Northern indigenous minorities, with consideration of the Concept's purpose and objectives, as well as generally recognized principles and standards of international law and international treaties to which the Russian Federation is a party;



- Implementation of federal, regional, departmental programs and action plans aimed at socio-economic and ethno-cultural development of the Northern indigenous minorities;
- Consideration of targets and objectives of sustainable development of the Northern indigenous minorities when forming federal and regional budgets and attracting budgetary funds for these purposes;
- Information support of measures aimed at implementation of the government policy in the sphere of sustainable development of the Northern indigenous minorities both within the country and abroad;
- Interaction between the government bodies, public organizations and associations of the Northern indigenous minorities;
- Establishment of the system of government statistical monitoring over the state of the Northern indigenous minorities in compliance with the international recommendations on protection of rights of indigenous peoples;
- Conducting scientific research on socio-economic development of the Northern indigenous minorities.

## **VI Major stages of the Concept and expected results**

Implementation of the Concept is scheduled for 2009-2025 in 3 stages.

At the first stage (2009-2011), a set of priority measures will be implemented, aimed at improvement of the normative-legal framework on protection of rights of the Northern indigenous minorities, including that related to adjustment of the terminology used in normative legal acts regulating guarantees of rights and traditional use of environmental resources, better separation of jurisdictions and authorities of government and local self-government bodies, ensuring priority access of national minorities to fishing and hunting areas, water biological resources and hunted animals, fixed-term free use by the Northern indigenous minorities of land plots for purposes of traditional use of environmental resources, approval of the list of places of traditional residence and traditional economic activities, as well as the types of traditional economic activities of the Northern indigenous minorities, development and approval of the

methodology for calculating damage caused by economic entities to traditional living environment of the Northern indigenous minorities.

Some changes are to be introduced into the Federal Law "On the territories of traditional use of environmental resources by indigenous minorities of the North, Siberia and the Far East of the Russian Federation" with a view to ensure creation in places of traditional residence and traditional economic activities of the Northern indigenous minorities the federal model territories of traditional environmental use.

There will also be support to economic and social development of the Northern indigenous minorities by means of providing subsidies from the federal budget to budgets of subjects of the Russian Federation. The government support is planned to include establishment of new nomadic schools, trade stations, objects of social and industrial infrastructure in places of minorities' traditional residence and traditional economic activities, development of innovative forms of distant education, mobile forms of emergency medical treatment and telemedicine, rendering cultural and communication services.

Increasing the amount of subsidies from the federal budget to budgets of subjects of the Russian Federation for support of reindeer breeding and livestock breeding while reducing the fee for the use of a forest land unit for purposes of reindeer breeding will allow to turn this industry into one of the major elements contributing to growth of living standard and well-being in places of traditional residence and traditional economic activities of the Northern indigenous minorities. At the same time, the government is planning to implement measures on letting out musk oxen populations in places of traditional residence and traditional economic activities in order to increase the resource of hunted animals, raise employment level among locals and ensure food supply security of the Far Northern regions.

The government will also implement support measures for preservation of traditional culture of the Northern indigenous minorities.

A set of priority measures on arranging and conducting in the Russian Federation of the Second International Decade of the World's Indigenous Peoples.

A system of government statistical monitoring and analysis of the Northern indigenous minorities will be deployed in accordance with modern informational needs and international recommendations in the sphere of protection of rights of indigenous peoples.

Following the All-Russia census of 2010, dynamics of demographic indicators and living standard indicators for the Northern indigenous minorities will be analyzed.

Preservation and development of the traditional life style of the Northern indigenous minorities is one of the priority tasks in the course of implementation of the strategy of socio-economic development of the Far East and the Baykal region up to 2025 as well as the strategy of socio-economic development of Siberia up to 2020.

Implementation of the first stage measures will result in creation of normative legal and economic conditions for development of traditional use of environmental resources, improvement of living standards and demographic situation among the Northern indigenous minorities, development of systems for information and methodological support.

The second stage (2012-2015) will be devoted to implementing measures on creating conditions for sustainable development of the Northern indigenous minorities.

According to our expectations, implementation of the second stage measures will result in significant changes of living standard of the Northern indigenous minorities, as well as changes in their employment in traditional economic activities. The places of traditional residence and traditional economic activities will be less dependent on supplies of fuel and oil products due to the use of local (including alternative) energy sources. The Northern indigenous minorities will have guaranteed access to medical services (including mobile medical care and telemedicine), the Internet network and mobile communications.

The government is planning to create necessary conditions for employment of the Northern indigenous minorities in their traditional economic activities, eco-tourism, arrangement of reforestation, land measuring and conservation work, monitoring of environment state in the places of traditional residence and traditional economic activities. Government efforts in training of national specialists for working in state-financed organizations will allow increasing the number of Northern minorities' representatives among rural doctors and teachers.

Following the implementation of projects for model territories of traditional use of environmental resources, creation of a network of federal territories of traditional use of environmental resources will start.

In 2015 the results of the Second International Decade of the World's Indigenous Peoples in the Russian Federation will be summarized.

Implementation of the first stage measures will supposedly result in positive demographic trends among the majority of the Northern minorities, including increase of the average life expectancy; 1,3 times increase of the cumulative birth rate as compared to 2007 and 1,5 times decrease of the infant mortality rate as compared to 2007.

The third stage (2016-20125) will result in creating conditions for sustainable development of the Northern minorities, including efficient mechanisms for preservation of their traditional living environment and life style; modernization of the traditional economic activities and the whole social sphere (including the systems of education, health care and culture) in places of traditional residence and traditional economic activities.

It is expected that upon implementation of the third stage measures in 2025 the living standard of the Northern indigenous minorities will reach the Russian average and the infant mortality rate will be at least 2 times less as compared to 2007.

**THE GOVERNMENT OF THE RUSSIAN FEDERATION**

**DECREE**

**? 536-r of 17 April 2006**

To approve the attached list of the indigenous minorities of the North, Siberia? and the Far East of the Russian Federation.

The Chairman of the Government  
of the Russian Federation  
M. Fradkov

Approved by Decree  
of the Government of the Russian Federation  
? 536-P of 17 April 2006

**THE LIST  
OF INDIGENOUS MINORITIES OF THE NORTH, SIBERIA  
AND THE FAR EAST OF THE RUSSIAN FEDERATION**

The Aleutians	The Nganasans
The Alutors	The Negidals
The Veps	The Nents
The Dolgans	The Nivkhi
The Itelmens	The Orocks (Ulta)
The Kamchadals	The Orochi
The Kereks	The Saami
The Kets	The Selkups
The Koryaks	The Soyots
The Kumandins	The Taz
The Mansi	The Telengits
The Nanais	The Teleuts

The Tofalars  
The Tubalars  
The Tuvins-Todjins  
The Udegets  
The Ulchi  
The Khanty  
The Chelkans  
The Chuvans  
The Chukchi  
The Chulyms  
The Shors  
The Evenks  
The Evens  
The Ents  
The Eskimo  
The Yukagirs

**THE GOVERNMENT OF THE RUSSIAN FEDERATION****DECREE****? 631-r of 8 MAY 2009**

In conformity with part 2 of Article 5 of the Federal Law “On guarantees of rights of the indigenous minorities of the Russian Federation” to approve the following lists attached hereto:

The list of places of traditional residence and traditional economic activities of the indigenous minorities of the Russian Federation

The list of types of traditional economic activities of the indigenous minorities of the Russian Federation

Chairman of the Government  
of the Russian Federation  
V.PUTIN

Approved  
By the Resolution of the Government  
of the Russian Federation  
? 631-R of 8 May 2009

**THE LIST OF PLACES OF TRADITIONAL RESIDENCE AND  
TRADITIONAL ECONOMIC ACTIVITIES OF THE INDIGENOUS  
MINORITIES OF THE RUSSIAN FEDERATION**

The Republic of Altai

The Kosh-Agach municipal district

The Maiminsk municipal district (the rural settlements of Kyzyl-Ozekskoye and Biryulinskoye)

The Turochaksky municipal district

The Ulagansky municipal district

The Choisky municipal district

The Republic of Buryatia

The Barguzinsky municipal district (the rural settlements of Barguzinskoye, Suvinskoye, Yubileynoye)

The Bauntovsky Evenki municipal district

The Zakamensky municipal district (ulus Myla of Mulinskoye rural settlement)

The Kurumkansky municipal district (the Evenki rural settlements of Dyren, Yulukhan, the rural settlement of Kurumkan)

The Muysky municipal district (the rural settlement of Muyskaya rural administration)

The Okinsky municipal district

The Severo-Baykalsky municipal district



### The Republic of Komi

The Vorkuta urban district

The Inta urban district (except for the city of Inta)

The Usinsk urban district (except for the city of Usinsk)

The Izhemsky municipal district

The Ust-Cilemsky municipal district

### The Republic of Karelia

The Prionejsky municipal district (the Vepsian rural settlements of Shokshinskoye, Sheltozerskoye, Ryboretskoye)

### The Republic of Sakha (Yakutia)

The Abyisky municipal district (ulus) (the village of Kibergene of Maiyarskoye national rural settlement (naslega))

The Aldansky municipal district (ulus) (the villages of Hatystyr and Ugayan of the rural settlement of Belletskoye (naslega), the village of Kutana and Ugayan of the rural settlement of Anaminskoye (naslega))

The Allaikhovsky municipal district (ulus) (the village of Olenegorsk of the rural settlement of Yukagirskoye (naslega), the village of Nychalakh and Ugayan of the rural settlement of Byjangyrskoye (naslega), the village of Chkalov of the rural settlement of Berelekhskoye (naslega), the village of Russkoye of the rural settlement of Ustye Russko-Ustjinskoye (naslega), the village of Yotung of the rural settlement of Yotungskoye (naslega))

The Anabarsky municipal district (ulus) (the village of Saskylakh of the rural settlement of Saskylakhskoye (naslega), the village of Yuryung-Khaya of the rural settlement of Yuryung-Khayiskoye (naslega))

The Bulunsky municipal district (ulus) (the village of Bykovsky, the village of Kyusyur of the rural settlement of Bulunskoye (naslega), the village of Namy of the rural settlement of Borogonskoye (naslega), the village of Nayba of the rural settlement of Khara-Ulakhskoye (naslega), the village of Taymylyr of the rural settlement of Tyumetinskoye (naslega), the village of Siktyakh of the rural settlement of Siktyakhskoye (naslega), the village of Ust-Olenek of the rural settlement of Ystynnakhskoye (naslega))

The Verkhnekolymsky municipal district (ulus) (the village of Nelemnoye of the rural settlement of Nelemnskoye (naslega), the village of Utaya and Verkhnekolymsk of the rural settlement of Verkhnekolymskoye (naslega), the village of Usun-Kyuel of the rural settlement of Arylakhskoye (naslega))

The Zhigansky municipal district (ulus) (the villages of Zhigansk and Kystatyam of the rural settlement of Lenskoye (naslega), the village of Bakhynay of the rural settlement of Lindinskoye (naslega), the village of Bestyakh of the rural settlement of Bestyakhskoye (naslega))

The Kobyajsky municipal district (ulus) (the village of Sebyan-Kyuel of the rural settlement of Lamynkhinskoye (naslega), the village of Segyan-Kyuel of the rural settlement of Kirovskoye (naslega))

The Mirninsky municipal district (ulus) (the village of Syuldyukyar of the rural settlement of Sadynskoye (naslega))

The Momsky municipal district (ulus) (the village of Sasyr of the national rural settlement of Ulakhan-Chistayskoye (naslega), the village of Kulun-Yelbyut of the national rural settlement of Chybagakhskoye (naslega), the village of Chumpu-Kytyl of the national rural settlement of Tebyulekhskoye (naslega), the village of Buor-Sysy of the national rural settlement of Indigirskoye (naslega), the village of Khonuu of the national rural settlement of Momskoye (naslega), the village of Sobolokh of the rural settlement of Sobolokhskoye (naslega))

The Neryugrinsky municipal district (ulus) (the village of Iengra of the rural settlement of Iengrinskoye (naslega))

The Nizhekolymsky municipal district (ulus) (the village of Andryshkino of the rural settlement of Olerinskoye (naslega), the village of Kolymskoye of the rural settlement of Khalarchinskoye (naslega), the village of Pokhodok of the rural settlement of Pokhodokskoye (naslega))

The Olekminsky municipal district (ulus) (the villages of Tokko and Uolbut of the national rural settlement of Arkhanskoye (naslega), the village of Tyanya of the national rural settlement of Tyanskoye (naslega), the village of Kudu- Kyuel of the national rural settlement of Kindigirskoye (naslega), the village of Byas- Kyuel of the national rural settlement of Charinskoye (naslega))

The Oymyakonsky municipal district (ulus) (the village of Tomtor II of the rural settlement of Borogonskoye (naslega), (the village of Orto-Balagan of the rural settlement of Sordonnokhskoye (naslega), the village of Uchugey of the rural settlement of Uchugeyskoye (naslega))

The Oleneksky municipal district (ulus) (the village of Olenek of the national rural settlement of Olenekskoye (naslega), the village of Kharyjalakh of the national rural settlement of Kirbeyskoye (naslega), the village of Zhilinda of the national rural settlement of Zhilindinskoye (naslega), the village of Eyik of the national rural settlement of Shologonskoye (naslega))

The Srednekolymsky municipal district (ulus) (the villages of Berezovka and Urodan of the national (nomadic) rural settlement of Berezovskoye (naslega))

The Tomponsky municipal district (ulus) (the village of Topolinoye of the rural settlement of Tomponskoye (naslega))

The Ust-Maysky municipal district (ulus) (the village of Kyuptysy of the national rural settlement of Kyupskoye (naslega), the village of Ezhantsy of the national rural settlement of Ezhanskoye (naslega), the village of Petropavlovsk and Troitsk of the national rural settlement of Petropavlovskoye (naslega), the village of Tumul of the national rural settlement of Kyupskoye (naslega))

The Ust-Yansky municipal district (ulus) (the village of Haiyr of the national rural settlement of Omoloyskoye (naslega), the village of Tumat of the national rural settlement of Tumatskoye (naslega), the village of Sajylyk of the national rural settlement

of Sillyannyakhskoye (naslega), the village of Kazachye of the national rural settlement of Kazachinskoye (naslega), the village of Ust-Yansk of the national rural settlement of Ust-Yannskoye (naslega), the village of Yukagir of the national (nomadic) rural settlement of Yukagirskoye (naslega), the village of Uyandi of the national rural settlement of Uyandinskoye (naslega))

The Eveno-Butantaysky municipal district (ulus) (the village of Batagay-Alyta of the rural settlement of Tyugesirskoye (naslega), the village of Kustur of the rural settlement of Nizhebytantayskoye (naslega), the village of Dyargalakh of the rural settlement of Verkhebytantayskoye (naslega))

The Verkhoyansky municipal district (ulus) (the village of Ulakhan-Kyuel of the rural settlement of Tabalakhskoye (naslega))

#### The Republic of Tyva

The Mongun-Tayginsky municipal district (kuzhuun) (the rural settlements (sumons) of Mogen-Burensky and Toolaylyg)

The Tere-Kholsky municipal district (kuzhuun) (the rural settlements (sumons) of Shynaansky, Kargynsky, Balyktygsky and Emi)

The Todzhinsky municipal district (kuzhuun) (the rural settlements (sumons) of Azassky, Iysky, Systyg-Khemsy and Chazylarsky)

The Erzinsky municipal district (kuzhuun) (the rural settlement (sumon) of Bay-Dagsky)

#### The Republic of Khakassia

The Askizsky municipal district (the rural settlements of Biskamzhinsky possovet and Balyksinsky selsoviet)

The Tastypsky municipal district (the rural settlements of Anchulsky and Matursky selsoviets)

### The Atai Territory

The Byisky urban district (the settlement of Nagorny)

The Krasnogorsky municipal district

The Soltonsky municipal district

### The Zabaykalye Territory

The Kalarsky municipal district (the village of Kyust-Kemda of the rural settlement of Charskoye, the village of Chapo-Ologo of the rural settlement of Chapo-Ologskoye, , the village of Nelyatyof of the rural settlement of Kuandinskoye, , the village of Sredny Kalar of the intersettlement territories of the municipal district)

The Tungiro-Olekminsky municipal district (the village of Tupik of the rural settlement of Tupikskoye, the village of Zarechnoye of the rural settlement of Zarechenskoye, the villages of Moklakan, Srednya Olekma, Gulya of the intersettlement territories of the municipal district)

The Tungo-Kochensky municipal district (the village of Verkh-Usugli of the rural settlement of Verkh-Usuglinskoye, the village of Tungo-Kochen of the rural settlement of Tungo-Kochenskoye, the village of Ust-Karenga of the rural settlement of Ust-Karenginskoye, the villages of Zelenoye Ozero, Yumurchen, Krasny Yar of the intersettlement territories of the municipal district)

### The Krasnoyarsk Territory

The Yeniseysky district (the rural settlement of Symsky selsoviet)

The Severo-Yeniseysky municipal district

The Taymyrsky Dolgano-Nenetsky municipal district

The Tarukhansky municipal district

The Tyukhtetsky municipal district (the rural settlement of Chindatsky selsoviet)

The Evenkiysky municipal district

### The Kamchatka Territory

The Vilyuchinsky urban district  
The urban district of Palana settlement  
The Petropavlovsk-Kamchatsky urban district  
The Aleutsky municipal district  
The Bystrinsky municipal district  
The Elizovsky municipal district  
The Karaginsky municipal district  
The Milkovsky municipal district  
The Olyutorsky municipal district  
The Penzhinsky municipal district  
The Tigilsky municipal district  
The Sobolevsky municipal district  
The Ust-Bolsheretsky municipal district  
The Ust-Kamchatsky municipal district

### The Primorie Territory

The Krasnoarmeysky municipal district  
The Lazovsky municipal district  
The Olginsky municipal district  
The Pozharsky municipal district  
The Terneysky municipal district

### The Khabarovsk Territory

The urban district of Khabarovsk  
The urban district of Komsomolsk-on-Amur

The Amursky municipal district  
 The Bikinsky municipal district  
 The Ayano-Maysky municipal district  
 The Vaninsky municipal district  
 The Verkhnebureinsky municipal district  
 The Vyazemsky municipal district  
 The Komsomolsky municipal district  
 The Lazo municipal district  
 The Nanaysky municipal district  
 The Nikolaevsky municipal district  
 The Okhotsky municipal district  
 The Polina Osipenko municipal district  
 The Sovetsko-Gavansky municipal district  
 The Solnechny municipal district  
 The Tuguro-Chumikansky municipal district  
 The Ulchsky municipal district  
 The Khabarovsky municipal district

#### The Amur Region

The Zeysky municipal district (the rural settlement of Bomnasky selsoviet)  
 The Mazanovsky municipal district (the rural settlement of Maysky selsoviet)  
 The Selemzhinsky municipal district (the rural settlement of Ivanovsky selsoviet)  
 The Tyndyisky municipal district (the rural settlements of Nyukzhinsky,  
 Pervomaysky and Ust- Nyukzhinsky selsoviets)

#### The Vologda Region

The Babaevsky municipal district (the national Vepsian rural settlement of Kuyskoye, the rural settlement of Pyazhozerskoye)

The Vytegorsky municipal district (the rural settlement of Oshtinskoye)

### The Irkutsk Region

The Kazachinsko-Lensky municipal district (the rural settlements of Kazachinskoye, Magistralninskoye and the intersettlement territories of the municipal district)

The Katangsky municipal district

The Kachugsky municipal district (the rural settlement of Vershino-Tuturskoye)

The Kirensky municipal district (the rural settlements of Alekeseevskoye, Kirenskoye and Petropavlovskoye)

The Mamsko-Chuysky municipal district (the rural settlements of Gorno-Chuyskoye, Lugovskoye, Mamskoye and Sogdiogdonskoye)

The Nizheudinsky municipal district (the rural settlements of Verkhgutaraskoye, Nerkhinskoye and Tofalarskoye)

The Ust-Kutsky municipal district (the rural settlement of Rucheiskoye and the intersettlement territories of the municipal district)

The Bodaybinsky municipal district (the rural settlement of Zhuinskoye)

### The Kemerovo Region

The Belovsky urban district (the village of Zarechnoye)

The Belovsky municipal district (the village of Novobachaty of the rural settlement of Novobachatskoye, village of Bekovo, Chelukhoevo, village of Verkhovskaya of the rural settlement Bekovskoye)

The Gurievsky municipal district (the village of Shanda of the rural settlement Razdolnoye)

The Mezhdurechensky urban district (the villages of Iliinka, Luzhba, Orton, Sliven, Studeny Ples, Teba, Trekhrechie, Uchas)

The Novokuznetsky urban district



The Novokuznetsky municipal district (the village of Staroabashevo of the rural settlement Atamanovskoye, the village of Berezovaya Griva, the village of Bezrukovo of the rural settlement of Bezrukovskoye, the village of the Verkh-Kinerki of the rural settlement Kostenkovskoye, the villages of Kuzedeevo, Ust-Tala, Shartonka of the rural settlement Kuzedeevskoye, the village Taylep of the rural settlement of Kurtukovskoye, the village of Krasny Kaltan of the rural settlement of Orlovskoye, the village of Sary-Chumyshskoye, the villages of Kruglenkoye, Sidorovo of the rural settlement of Sidorovskoye, the village Uchul of the rural settlement of Sosnovskoye)

The Toshtogolsky municipal district (the village of Tenesh of the Kazsky urban settlement, the villages of Tarlashka, Turla, Ust-Urush of the Spassky urban settlement, the villages of Blizhny Kezek, Verkhny Anzas, Dalny Kezek, Za-Mrassu, Parushka, Sredny Chiley, Sueta, Ust-Anzas, Chazy-Buk of the Sheregeshsky urban settlement, the villages Amzas, Bazancha, Kalary, Karagol, Kondoma, Tsentralny, the junction at the 538th km of the rural settlement of Kalarskoye, the villages of Altamash, Gabovsk, Chushla of the rural settlement Kourinskoye, the villages of Bolshoy Labysh, Verkhny Taymet, Verkh-Kochura, Kamzas, Karbalyk, Klyuchevoy, Maly Labysh, Mrassu, Sayzak, Sokushta, Chulesh of the rural settlement of Kyzyl-Shorskoye, the villages of Verkhnyaya Alexandrovka, Ust-Azas (Shortayga), Belka, Verkhniye Kichi, Nizhniye Kichi, Sredniye Kichi, Ust-Pyzas, Srednyaya Purla, Kantus, Kolkhozny Karchit, Novy, Verkhny Nymzas, Nizhny Nymzas, Parlagol, Saraset, Senzas, Taska, Uzungol, Elbeza, Anzas, Chilisu-Anzas, Verkhny Alzak, Nishny Alzak of the rural settlement of Ust-Kabyrzinskoye).

The Myskovsky urban district (the villages of Chuvashka, Toz, Kazas, Borodino, Kolchezas, Chuazas, Ust-Mras)

### The Leningrad Region

The Podporozhsky municipal district (the urban settlement of Voznesenskoye, the rural settlement of Vinnitskoye)

The Boksitogorsky municipal district (the rural settlement of Radogoshchinskoye)

The Lodeynopolsky municipal district (the rural settlement of Alekhovshchinskoye)

The Tykhvinsky municipal district (the rural settlement of Pashozerskoye)

#### The Murmansk Region

The Kovdorsky urban district

The Kolsky municipal district

The Lovozersky municipal district

The Tersky municipal district

#### The Magadan Region

The Olsky municipal district

The Omsukchansky municipal district (the urban settlement of the village of Omsukchan, the village of Merenga of the intersettlement territory of the municipal district)

The Severo-Evensky municipal district

The Srednekansky municipal district (the urban settlement of the village of Seymchan, the rural settlement of the village of Kolymskoye)

The Tenkinsky municipal district (the village of Orotuk of the intersettlement territory of the municipal district)

The Khasynsky municipal district (the the urban settlement of the village of Palatka)

#### The Sakhalin Region

The Alexandrovsk-Sakhalinsky urban district

The Nogliksky urban district

The Okhinsky urban district

The Poronaysky urban district

The Smirnykhovsky urban district (the village of Buyukly)

The Tymovsky urban district

The Yuzhno-Sakhalinsk urban district

#### The Sverdlovsk Region

The Ivdelsky urban district

#### The Tomsk Region

The Strezhevoy urban district

The Alexandrovsky municipal district

The Verkhnetsky municipal district

The Kargasoksky municipal district

The Kolpashevsky municipal district

The Molchanovsky municipal district

The Parabelsky municipal district

The Teguldetsky municipal district

#### The Tyumen Region

The Uvatsky municipal district

#### The Nenets Autonomous District

The Zapolyarny municipal district (except for the urban settlement of the Iskateley workers' settlement)

#### The Khanty-Mansiysk Autonomous District – Yugra

The Beloyarsky municipal district (the urban settlement of Beloyarsky, the rural settlements of Berkhnekazymsky, Kazym, Lykhma, Polnovat, sorum, Sosnovka, the intersettlement territory of the municipal district)

The Berezovsky municipal district (urban settlements of Berezovo, Igrim, the rural settlements of Saranpaul, Pripolyarny, Svetly, Khulimsunt, the intersettlement territory of the municipal district)

The Kondinsky municipal district (the urban settlements of Kondiskoye, Mortka, the rural settlements of Leushi, Mulymia, Shugur, Bolchary, Polovinka, intersettlement territory of the municipal district)

The Neftejugansky municipal district (the rural settlement of Sadym, Cheuskino, Lempino, intersettlement territory of the municipal district)

The Nizhnevartovsky municipal district (the urban settlement of Novoagansk, the rural settlements of Agan, Lariak, Vakhovsk, intersettlement territory of the municipal district)

The Oktyabrsky municipal district (the urban settlement of Oktyabrskoye, the rural settlements of Maly Atlym, Pergrebnoye, Sherkaly, intersettlement territory of the municipal district)

The Sovetsky municipal district (village of Timkapaul of the the urban settlement of Taezhny)

The Surgutsky municipal district (the urban settlement of Lyantor, the rural settlements of Solnechny, Russkinskaya, Sytomino, Nizhnesortymsky, Ugut, Ult-Yagun, intersettlement territory of the municipal district)

The Khanty-Mansiysky municipal district (the rural settlements of Vykatnoy, Gornopravdinsk, Kedrovyy, Krasnoleninsky, Kyshik, Lugovoy, Seliyarovo, Siberian, Sogom, Tsingaly, Shapsha, village of Nyalinskoye and village of Pyriakh of the the rural settlement of Nyalinskoye, intersettlement territory of the municipal district)

#### The Chukotka Autonomous District

The Anadyr urban district

The Central municipal district  
The Bilibinsky municipal district  
The Vostochny municipal district  
The Providensky municipal district  
The Chaunsky municipal district  
The Chukotka municipal district

#### Yamalo-Nenets Autonomous District

The Salekhard urban district  
The Krasnoselsky municipal district  
The Nadymsky municipal district  
The Priuralsky municipal district  
The Purovsky municipal district  
The Tazovsky municipal district  
The Shuryshkarsky municipal district  
The Yamalsky municipal district

Approved  
by the Russian Government Decree  
? 631-r of 8 May 2009

**THE LIST OF TYPES OF TRADITIONAL ECONOMIC ACTIVITIES OF  
THE INDIGENOUS NATIONAL MINORITIES OF THE RUSSIAN  
FEDERATION**

1. Animal breeding, including nomadic (reindeer breeding, horse breeding, yak breeding, sheep breeding)
2. Processing of animal breeding products, including gathering, stocking and stuffing of leather, hair, ossified horns, hooves, unossified antlers, bones, blood-vascular glands, meat, viscera
3. Dog breeding (rearing of deer –chasing, husky sled- and hunting dogs)
4. Animal rearing, processing and realization of animal breeding products
5. Beekeeping and wild-hive beekeeping
6. Fishery (including sea fishery) and realization of water biological resources
7. Commercial hunting, processing and realization of hunting products
8. Farming (market gardening), plant growing and processing of officinal plants
9. Stock-piling of timber and non-wood forest resources for personal needs
10. Gathering (stock-piling, processing and realization of food forest resources, picking officinal plants)
11. Extraction and processing of common natural resources for personal needs
12. Arts and crafts (smith craft, iron-making, making of utensils, boats, dog-sledges and other traditional transportation means, musical instruments, birch bark ware, stuffed animals and birds , other materials, wicker work made from grass and other plants, bone carving, wood carving, sewing of national clothes and other types of arts and crafts related to processing of fur, leather, bone and other materials)
13. Building of traditional national housing and other buildings required to perform traditional economic activities

**THE GOVERNMENT OF THE RUSSIAN FEDERATION****DECREE****1245-r of 28 August 2009**

1. To approve enclosed Action plan aimed at implementation of Sustainable development strategies for indigenous minorities of the North, Siberia and the Far East of the Russian Federation approved by the Decree of the Government of the Russian Federation of 4 February 2009 (? 132-r) for the period of 2009 through 2011 (hereinafter referred to as Action plan).

2. Federal executive bodies responsible for implementation of the Action plan shall annually, before 20 March report on progress in implementation of the Action plan to the Government of the Russian Federation.

3. Executive bodies of the subjects of the Russian Federation are recommended developing measures aimed at facilitation of sustainable development of indigenous minorities of the North, Siberia and the Far East of the Russian Federation.

4. Financial support to implementation of the Action plan shall be provided within the scope of budgetary allocations to federal executive bodies provided by the federal budget for the current fiscal year.

Chairman of the Government  
of the Russian Federation  
V. PUTIN

Approved by  
the Decree of the Government  
of the Russian Federation  
1245-r of 28 August 2009

**THE ACTION PLAN AIMED AT IMPLEMENTATION OF SUSTAINABLE  
DEVELOPMENT STRATEGIES FOR INDIGENOUS MINORITIES OF THE  
NORTH, SIBERIA AND THE FAR EAST OF THE RUSSIAN FEDERATION FOR  
THE PERIOD OF 2009 THROUGH 2011**

	<b>Action item</b>	<b>Due date</b>	<b>Actors</b>
I. Improvement of normative and legal framework			
1	Development of a draft normative act on remedying of damage caused to primordial living environment of indigenous minorities of the North, Siberia and the Far East of the Russian Federation by economic activities	Q4 2009	The Ministry of Regional Development of the Russian Federation The Ministry of Natural Resources of the Russian Federation The Ministry of Agriculture of the Russian Federation
2	Development of a draft federal law on amendment of certain laws of the Russian Federation so far as it relates to provision of priority access of indigenous minorities of the North, Siberia and the Far East of the Russian Federation, their communities and other associations to hunting areas and game animals in the places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q2 2010	The Ministry of Regional Development of the Russian Federation The Ministry of Agriculture of the Russian Federation



3	Development of suggestions on amendment of the Forest Code of the Russian Federation, the Land Code of the Russian Federation, the Water Code of the Russian Federation, so far as it relates to provision of priority access of indigenous minorities of the North, Siberia and the Far East of the Russian Federation to renewable natural resources	Q4 2010	<p>The Ministry of Agriculture of the Russian Federation</p> <p>The Ministry of Natural Resources of the Russian Federation</p> <p>The Ministry of Regional Development of the Russian Federation</p> <p>The Ministry of Economic Development and Trade of the Russian Federation</p> <p>The Federal Fishery Agency of the Russian Federation</p>
4	Development of a draft federal law on amendment of certain laws of the Russian Federation so far as it relates to standardization of terminology applied to indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q2 2010	The Ministry of Regional Development of the Russian Federation
5	Development of suggestions on amendment of Federal Law “Fishing and the Conservation of Aquatic Biological Resources” so far as it relates to provision of priority access of indigenous minorities of the North, Siberia and The Far East of the Russian Federation to fishing areas in the places of their traditional residence and traditional economic activities	Q2 2010	<p>The Federal Fishery Agency of the Russian Federation</p> <p>The Ministry of Regional Development of the Russian Federation</p>

6	Development of suggestions on amendment of certain laws of the Russian Federation so far as it relates to engagement of indigenous minorities of the North, Siberia and the Far East of the Russian Federation in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q3 2010	The Ministry of Agriculture of the Russian Federation The Federal Fishery Agency of the Russian Federation The Ministry of Regional Development of the Russian Federation
7	Development of a draft normative act regulating land management in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q1 2011	The Ministry of Agriculture of the Russian Federation
II. Protection of primordial living environment and traditional use of environmental resources of indigenous minorities of the North, Siberia and the Far East of the Russian Federation			
8	Establishing model territories of federal significance with traditional use of environmental resources	2009-2011	The Ministry of Regional Development of the Russian Federation relevant federal executive bodies
III. Development and modernization of traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation			
9	Development of a system of trade stations in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2011	The Ministry of Industry and Trade of the Russian Federation The Ministry of Agriculture of the

			Russian Federation The Ministry of Regional Development of the Russian Federation
10	Improvement of government support measures for development of deer breeding industry in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2011	The Ministry of Agriculture of the Russian Federation
11	Development of processing system for products of deer breeding, fishing, hunting and other traditional economic activities, and system of sales in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2011	The Ministry of Agriculture of the Russian Federation The Ministry of Industry and Trade of the Russian Federation
12	Implementation of fire safety measures in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation with the assistance of those indigenous minorities	2009-2011	The Ministry of the Russian Federation for Civil Defense, Emergency Situations and the Rectification of the Consequences of Natural Disasters (EMERCOM)
IV. Improvement of living standards of indigenous minorities of the North, Siberia and the Far East the Russian Federation			
13	Development of suggestions on improvement of quality and availability of telecom services, including mobile telecommunications, Internet and coin telephone service in places of traditional residence and traditional economic activities of	Q2 2010	The Ministry of Telecom and Mass Communications of the Russian Federation

	indigenous minorities of the North, Siberia and the Far East of the Russian Federation		
14	Development of suggestions on improvement of quality and availability of transportation service in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q2 2010	The Ministry of Transport of the Russian Federation
15	Development of suggestions on implementation of local energy optimization schemes so far as it relates to construction of low-capacity power-supply sources securing high-quality energy supply in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q2 2010	The Ministry of Energy of the Russian Federation
16	Development and implementation of living standard rating system for indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q1 2010	The Ministry of Regional Development of the Russian Federation The Ministry of Public Health and Social Development of the Russian Federation The Ministry of Economic Development of the Russian Federation The Federal State Statistics Service (Rosstat)
17	Development of suggestions on amendment of the	2011	The Ministry of

	national program of statistical activities so far as it relates to rating of living standards of indigenous minorities of the North, Siberia and the Far East of the Russian Federation		Economic Development of the Russian Federation The Federal State Statistics Service (Rosstat) The Ministry of Regional Development of the Russian Federation
18	Development of suggestions on comprehensive social building in residential areas located in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation applying efficient technologies for quick construction of low-rise ready-to-operate buildings with the use of energy-efficient and eco-friendly thermostructural blocks	Q1 2010	The Ministry of Regional Development of the Russian Federation
V. Creating conditions for improvement of vital rates of indigenous minorities of the North, Siberia and the Far East of the Russian Federation			
19	Implementation of measures on promotion of healthy lifestyle, including on capital reduction of alcohol and tobacco consumption in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2010	The Ministry of Public Health and Social Development of the Russian Federation The Ministry for Sport, Tourism and Youth Policy of the Russian Federation
20	Development of supplementary measures for supporting and promotion of physical education and national sports of indigenous minorities of the North,	Q1 2010	The Ministry for Sport, Tourism and Youth Policy of the Russian

	Siberia and the Far East of the Russian Federation		Federation
VI. Provision of access to high-quality education to indigenous minorities of the North, Siberia and Far East of the Russian Federation			
21	Supplying educational institutions in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation with modern equipment	2010-2011	The Ministry of Education and Science of the Russian Federation
22	Improving quality of professional training of teaching staff working in educational institutions in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation with modern equipment	2009-2011	The Ministry of Education and Science of the Russian Federation
23	Organization of training and retraining on professions related to traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2011	The Ministry of Education and Science of the Russian Federation
24	Facilitation of studying of native language, national culture and fundamentals of traditional economics activities in educational institutions by indigenous minorities of the North, Siberia and The Far East of the Russian Federation	2009-2011	The Ministry of Education and Science of the Russian Federation
25	Development and publishing of multimedia educational manuals for studying of native languages and national culture of indigenous minorities of the North, Siberia and The Far East of the Russian Federation	2009-2011	The Ministry of Education and Science of the Russian Federation The Ministry of Culture of the Russian Federation

			The Ministry of Telecom and Mass Communications of the Russian Federation
VII. Development of communities and other forms of self-administration of indigenous minorities of the North, Siberia and the Far East of the Russian Federation			
26	Development of forms of social and private-public partnership between indigenous minorities of the North, Siberia and the Far East of the Russian Federation, government authorities, local authorities and companies	2009-2011	The Ministry of Regional Development of the Russian Federation relevant federal executive bodies
27	Development and implementation of advanced training schemes for staff of local authorities in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2010-2011	The Ministry of Regional Development of the Russian Federation
VIII. Preservation of cultural heritage of indigenous minorities of the North, Siberia and the Far East of the Russian Federation			
28	Creation of a database of cultural heritage objects attributed to indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2011	The Ministry of Culture of the Russian Federation
29	Assistance to promotion of cultural heritage of indigenous minorities of the North, Siberia and the Far East of the Russian Federation in mass media	2009-2011	The Ministry of Culture of the Russian Federation The Ministry of Regional Development of the Russian Federation The Ministry of

			Telecom and Mass Communications of the Russian Federation
30	Assistance to ethno-cultural measures conducted with the participation of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2009-2011	The Ministry of Regional Development of the Russian Federation The Ministry of Culture of the Russian Federation



**THE GOVERNMENT OF THE RUSSIAN FEDERATION**  
**DECREE**

**1639-r of 19 November 2007**

(as amended by the Decree of the Government of the Russian Federation  
? 895-r of 23 June 2008)

In view of the Second International Decade Of World's Indigenous Peoples proclaimed by the General Assembly of the UN

1. To approve enclosed Set of high priority measures to arrange and hold the Second International Decade of World's Indigenous Peoples on the territory of the Russian Federation (hereinafter referred to as Set of measures).

2. The National Organizing Committee on arrangement and holding of the Second International Decade of World's Indigenous Peoples on the territory of the Russian Federation shall, if necessary, amend and adjust the Set of measures, secure coordination and control over its execution and annually, in February, submit information on progress to the Government of the Russian Federation.

3. Executive bodies of the subjects of the Russian Federation are recommended rendering assistance to the Committee (provided by par. 2 herein) in the settlement of issues related to execution of the Set of measures, as well as considering an opportunity to develop and adopt regional action plans for holding of the Second International Decade of World's Indigenous Peoples on the territory of the Russian Federation.

4. Federal executive bodies responsible for execution of the Set of measures shall submit suggestions on its financing in line with spheres of execution to the Ministry of Regional Development of the Russian Federation before 1 November of the year prior to the one under consideration.

5. Financing of the Set of measures shall be conducted annually within the scope of funds assigned to the Ministry of Regional Development of the Russian Federation in Federal Budgets 2008, 2009 and 2010 in the special-purpose cost item "Events and

measures in the sphere of international relations”, sub-section “Other national issues”, section “National issues”, functional classification of budgetary expenses of the Russian Federation, in the amount of 80 million rubles.

Chairman of the Government  
of the Russian Federation  
V. ZUBKOV

Approved by  
the Decree of the Government  
of the Russian Federation  
1639-r of 19 November 2007

**SET OF HIGH PRIORITY MEASURES TO ARRANGE AND HOLD THE  
SECOND INTERNATIONAL DECADE OF WORLD’S INDIGENOUS PEOPLES  
ON THE TERRITORY OF THE RUSSIAN FEDERATION**

**(as amended by the Decree of the Government of the Russian Federation**

**? 895-p of 23 June 2008)**

?	Action item	Due date	Actors
	IX. Improvement of the regulatory and legal framework on protection of rights of indigenous minorities  (as amended by the Decree of the Government of the Russian Federation ? 895-r of 23 June 2008)		
	ConsultantPlus: Nota bene:  Possible printing error in the official text of the document: Federal Law “Securing the rights of indigenous minorities of the Russian Federation” of 30 April 1999 bears ? 82-FZ rather than ? 80-FZ		
1	Development of suggestions on amendment of the Federal Law ? 80-FZ “Securing the rights of	Q4 2008	The Ministry of Regional Development of the

	indigenous minorities of the Russian Federation” of 30 April 1999, so far as it relates to vesting the Government of the Russian Federation with authority to approve the list of territories (areas) of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation		Russian Federation
2	Development of a draft act on approval of the list of territories (areas) of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q4 2008	The Ministry of Regional Development of the Russian Federation The Ministry of Natural Resources of the Russian Federation The Ministry of Agriculture of the Russian Federation The Ministry of Economic Development and Trade of the Russian Federation
3	Development of suggestions on amendment of federal laws so far as it relates to setting up government control and management in the sphere of establishment and functioning of territories with traditional use of environmental resources	Q4 2008	The Ministry of Regional Development of the Russian Federation
4	Development of a draft act on approval of the list of traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q4 2008	The Ministry of Regional Development of the Russian Federation The Ministry of Natural Resources of the Russian

			<p>Federation</p> <p>The Ministry of Agriculture of the Russian Federation</p> <p>The Ministry of Economic Development and Trade of the Russian Federation</p>
5	Development of a draft normative act on remedying of damage caused to primordial living environment of indigenous minorities of the North, Siberia and the Far East of the Russian Federation by economic activities of commercial entities and individuals	Q1 2009	<p>The Ministry of Regional Development of the Russian Federation</p> <p>The Ministry of Natural Resources of the Russian Federation</p> <p>The Ministry of Agriculture of the Russian Federation</p>
6	Analysis of the regulatory and legal framework on protection of rights of indigenous minorities of the North, Siberia and the Far East of the Russian Federation, and development of suggestions on improvement of the laws of the Russian Federation, including standardization of terminology	Q3 2008	<p>The Ministry of Regional Development of the Russian Federation</p>
X. Development of effective economic mechanisms supporting traditional lifestyle of indigenous minorities			
8	Development of suggestions on organization of the network of regional informational and legal centers and educational centers rendering consultation and educational services to communities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q2 2008	<p>The Ministry of Regional Development of the Russian Federation</p> <p>The Ministry of Culture of the Russian Federation</p>

9	Research activities related to development of rating systems for evaluation of quality of life and social standing of indigenous minorities of the North, Siberia and the Far East of the Russian Federation, and welfare of their communities	Q4 2008	The Ministry of Regional Development of the Russian Federation
10	Research activities related to development of strategies for cooperation of indigenous minorities of the North, Siberia and the Far East of the Russian Federation with organizations and enterprises operating in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q3 2009	The Ministry of Regional Development of the Russian Federation The Ministry of Agriculture of the Russian Federation
11	Research activities related to formulation of sustainable development strategies for indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q3 2009	The Ministry of Regional Development of the Russian Federation
12	Formulation of suggestions on development of self-contained power systems (wind turbines, mini hydropower plants) in places of traditional residence and traditional economic activities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q3 2009	The Ministry of Industry and Energy of the Russian Federation The Ministry of Regional Development of the Russian Federation The Ministry of Economic Development of the Russian Federation
13	Research activities related to economic and ethno-cultural evaluation of environmental resources in places of traditional residence and traditional economic activities of indigenous minorities of the	Q4 2010	The Ministry of Regional Development of the Russian Federation The Ministry of Natural

	North, Siberia and the Far East of the Russian Federation		Resources of the Russian Federation
14	Rendering of consultation services in the sphere of traditional economic activities and tourism for communities of indigenous minorities in cooperation of the Association of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	All through the period	The Ministry of Regional Development of the Russian Federation The Ministry of Industry and Energy of the Russian Federation Federal Tourism Agency
14.1	Survey on establishment of territories with traditional use of environmental resources practiced by indigenous minorities of the North, Siberia and the Far East of the Russian Federation	Q4 2008	The Ministry of Regional Development of the Russian Federation
(par. 14.1 introduced by the Decree of the Government of the Russian Federation ? 895-p of 23 June 2008			
XI. Administrative and technical measures in the sphere of public health service of indigenous minorities			
15	Development of a set of measures to prevent drug and alcohol abuse on the part of indigenous minorities of the North, Siberia and the Far East of the Russian Federation, including suggestions on establishment of rehabilitation centers	Q3 2008	The Ministry of Public Health and Social Development of the Russian Federation
16	Development of a set of measures to establish the network of telehealth units as a part of local hospitals and polyclinics getting consultations from clinical centers	Q4 2009	The Ministry of Public Health and Social Development of the Russian Federation
17	Monitoring of medical and demographic environment, as well as sanitation and epidemiological environment in the areas of compact	All through the	The Ministry of Public Health and Social Development of the

	settlement of indigenous minorities of the Russian Federation, in association with relevant executive bodies	period	Russian Federation
XII. Administrative and technical measures in the sphere of education of indigenous minorities			
18	Development of a draft document listing forms of attendance of educational institutions by children living nomadic life, as a version of full-time, part-time and extramural education	Q4 2008	The Ministry of Education and Science of the Russian Federation
19	Development of suggestions, in cooperation with public authorities of the subjects of the Russian Federation, on expansion in number of students – representatives of indigenous minorities of the North, Siberia and the Far East of the Russian Federation – enrolled to universities, institutes and professional colleges on the account of budgetary funds (contract-based system of training and recipient-specific support of students from single-parent and low-income families from among the above-mentioned minorities)	Q4 2008	The Ministry of Education and Science of the Russian Federation
20	Annual monitoring of educational institutions implementing educational schemes with regional ethno-cultural (nationally-regional) components with a view to functioning of native languages used by indigenous minorities of the Russian Federation	2008-2010, annually	The Ministry of Education and Science of the Russian Federation
XIII. Preservation and promotion of cultural heritage and development of traditional culture of indigenous minorities			
21	Measures preserving folklore of indigenous minorities of the Russian Federation, protecting rights and interests of folklorists, as well as development of suggestions on establishment of state	Q2 2009	The Ministry of Culture of the Russian Federation The Ministry of Education and Science of the Russian

	grants and scholarships for those who preserve traditional culture, knowledge and folklore		Federation The Federal Supervision Agency for Information Technologies and Communications
22	Development of a unified classification and cataloguing system for cultural heritage of indigenous minorities of the Russian Federation	Q3 2009	The Federal Agency for Culture and Cinematography
23	Research activities related to ethno-cultural heritage of indigenous minorities of the Russian Federation (current condition and preservation methods)	Q4 2009	The Ministry of Regional Development of the Russian Federation
24	Measures on assistance to indigenous minorities of the Russian Federation in functioning of web-portals, establishment and developments of an electronic library of Finno-Ugric peoples included in the unified list of indigenous minorities of the Russian Federation	Q3 2010	The Federal Agency for Culture and Cinematography The Ministry of Regional Development of the Russian Federation
25	Implementation of socially-significant projects and campaigns in periodicals on lifestyle, culture and art of indigenous minorities of the Russian Federation	All through the period	The Federal Agency for Press and Mass Communications
26	Execution of television, radio and online projects on lifestyle, culture and art of indigenous minorities of the Russian Federation	All through the period	The Federal Agency for Press and Mass Communications
27	Assistance to production of documentaries about indigenous minorities of the Russian Federation	All through the period	The Federal Agency for Culture and Cinematography
27.1	Creation and publishing of dictionaries (including	Q4 2008	The Ministry of Regional



	electronic dictionaries) of native languages used by indigenous minorities of the North (Nenec-Russian, Russian-Nenec, Selkup-Russian, Russian-Selkup)		Development of the Russian Federation
(par. 27.1 introduced by the Decree of the Government of the Russian Federation ? 895-r of 23 June 2008			
XIV. International cooperation			
28	Holding of the Fifth World Congress of Finno-Ugric Peoples in cooperation with relevant executive bodies of federal subjects of the Russian Federation (the city of Khanty-Mansiysk)	Q2 2008	The Ministry of Regional Development of the Russian Federation
29	Expanding the role of experts and representatives of indigenous minorities of the North, Siberia and the Far East of the Russian Federation in international events and measures on execution of the Convention on biological diversity	2008-2010, annually	The Ministry of Foreign Affairs of the Russian Federation The Ministry of Regional Development of the Russian Federation The Ministry of Natural Resources of the Russian Federation The Ministry of Agriculture of the Russian Federation
30	Expanding the role of experts and representatives of indigenous minorities of the North, Siberia and the Far East of the Russian Federation in events and measures being a part of functioning of the Arctic Council	All through the period	The Ministry of Foreign Affairs of the Russian Federation The Ministry of Regional Development of the Russian Federation
XV. National and regional events and measures			
31	Holding of the national conference "Health of	Q2 2009	The Ministry of Public

	indigenous minorities of the North, Siberia and the Far East of the Russian Federation and promotion of health lifestyle” (Moscow)		Health and Social Development of the Russian Federation
32	Holding of the Sixth Conference of the Association of indigenous minorities of the North, Siberia and the Far East of the Russian Federation (Moscow) in cooperation with executive bodies of the subjects of the Russian Federation where communities of indigenous minorities of the North, Siberia and the Far East of the Russian Federation are located	Q2 2009	The Ministry of Regional Development of the Russian Federation
(par. 32 introduced by the Decree of the Government of the Russian Federation ? 895-p of 23 June 2008			
33	Holding of the national conference “Securing of constitutional rights held by indigenous minorities of the North, Siberia and the Far East of the Russian Federation” (the city of Khabarovsk) in cooperation with executive bodies of the subjects of the Russian Federation located at the territory of the Far-Eastern Administrative District	Q4 2009	The Ministry of Regional Development of the Russian Federation
34	Holding of the national scientific conference “Endangered native languages in the Russian system of education” in cooperation with relevant executive bodies of the subjects of the Russian Federation	Q4 2009	The Federal Agency for Education
35	Holding of the international conference dedicated to the Second International Decade of World’s Indigenous Peoples (Moscow)	Q4 2009	The Ministry of Regional Development of the Russian Federation
36	Holding of the review-competition between ethno-cultural centers of indigenous minorities of the North, Siberia and the Far East of the Russian Federation” in cooperation with executive bodies of the subjects of	Q4 2009	The Federal Agency for Culture and Cinematography

	the Russian Federation located at the territory of the Far-Eastern Administrative District		
37	Holding of annual trade fairs showcasing tourism opportunities of territories indigenous minorities of the North, Siberia and the Far East of the Russian Federation traditionally live at, as well as traditional craftwork	2008-2010, annually	The Federal Agency for Tourism Ministry of Regional Development of the Russian Federation
38	Holding of annual festive events dedicated to the International Day of the World's Indigenous Peoples	2008-2010, annually	The Ministry of Regional Development of the Russian Federation
39	Holding of the national art festival “Severnoye siyaniye (“Northern Lights”) celebrating traditional artwork of indigenous minorities of the North, Siberia and the Far East of the Russian Federation	2008-2010	The Federal Agency for Culture and Cinematography The Ministry of Regional Development of the Russian Federation
40	Organization and holding of international, national and regional sport events celebrating traditional sports practiced by representatives of indigenous minorities of the Russian Federation	2008-2010, annually	The Federal Agency for Physical Culture, Sports and Tourism
41	Holding of the International Festival of Countries within the Polar Region	Q3 2008	The Ministry of Regional Development of the Russian Federation
(par. 41 introduced by the Decree of the Government of the Russian Federation ? 895-r of 23 June 2008			
42	Holding of the First International Far-Eastern Festival celebrating traditional artwork and craftwork of indigenous minorities of the North, Siberia and Far	Q3 2008	The Ministry of Regional Development of the Russian Federation

	East of the Russian Federation “The live thread of times”		
(par. 42 introduced by the Decree of the Government of the Russian Federation ? 895-r of 23 June 23 <sup>rd</sup> 2008			
43	Holding of the Interregional Veps Culture Festival “The tree of life”	Q3 2008	The Ministry of Regional Development of the Russian Federation
(par. 43 introduced by the Decree of the Government of the Russian Federation ? 895-r of 23 June 2008			
44	Holding of the International Trade Show “Northern Civilization 2008”	Q2 2008	The Ministry of Regional Development of the Russian Federation
(par. 44 introduced by the Decree of the Government of the Russian Federation ? 895-r of 23 June 2008			

**THE GOVERNMENT OF THE RUSSIAN FEDERATION****DECREE****1661-r of 21 November 2007**

1. To approve enclosed Framework of the Federal Targeted Program “Economic and Social Development of Indigenous Minorities of the North, Siberia and the Far East of the Russian Federation up to 2015”.

2. To establish the Ministry of Regional Development of the Russian Federation as a contracting authority with a view to the Federal Targeted Program “Economic and Social Development of Indigenous Minorities of the North, Siberia and Far East of the Russian Federation up to 2015” (hereinafter referred to as Program).

3. To determine that the maximum (estimated) amount of financing of the Program for the period of 2009 through 2015 on the account of the federal budget funds shall be 4,500 million rubles measured in rubles of the relevant year.

4. The Ministry of Regional Development of the Russian Federation shall develop a draft Program and submit it in due order to the Government of the Russian Federation.

Chairman of the Government  
of the Russian Federation  
V. ZUBKOV

Approved by  
the Decree of the Government  
of the Russian Federation  
1661-r of 21 November 2007

**FRAMEWORK OF THE FEDERAL TARGETED PROGRAM  
“ECONOMIC AND SOCIAL DEVELOPMENT OF INDIGENOUS MINORITIES  
OF THE NORTH, SIBERIA AND THE FAR EAST OF THE RUSSIAN  
FEDERATION UP TO 2015”**

**I. Statement of compliance of the issue under consideration and objectives of  
the Program with priority tasks of social and economic development of the  
Russian Federation**

This Framework grounds on provisions of the Constitution of the Russian Federation on protection of rights of indigenous minorities, Federal Laws “Securing the rights of indigenous minorities of the Russian Federation”, “Territories of traditional use of environmental resources by indigenous minorities of the North, Siberia and the Far East of the Russian Federation”, “General principles of organization of communities formed by indigenous minorities of the North, Siberia and the Far East of the Russian Federation”.

Objectives and tasks of this Framework comply with the principles underlying the Framework of state national policy of the Russian Federation, and define the order and methods applied for rendering of governmental support to social and economic development of minorities of the North, Siberia and the Far East of the Russian Federation (hereinafter referred to as Indigenous minorities).

Indigenous minorities, each counting less than 50 thousand people, reside in the lands of traditional residence of their ancestors, hold on to traditional lifestyle, economic activities and crafts, and perceive themselves as independent ethnoses with the sense of national identity.

At present, 40 indigenous minorities counting approximately 270 thousand people live at the territory of the Russian Federation.

Governmental support is necessary to find a comprehensive solution of problems related to development of social, economic, ethno-cultural and spiritual potential of those indigenous minorities.

Measures being the part of the Federal Targeted Program “Economic and Social Development of Indigenous Minorities of the North, Siberia and the Far East of the Russian Federation up to 2015” (hereinafter referred to as Program) are aimed at improving financial standing, cultural and spiritual development of indigenous minorities

## **II. Statement of reasons for the issue to be settled by a targeted program method**

Current Federal Targeted Program “Economic and Social Development of Indigenous Minorities of the North, Siberia and the Far East of the Russian Federation up to 2008” approved by the Decree of the Government of the Russian Federation ? 564 dated on 27 July 2001, embraces the whole set of measures aimed at establishment of a production basis. The key results arising from execution of measures provided by the said Program within the period of 2002 through 2006 are the following:

There have been purchased and installed equipment for the purpose of establishment of processing facilities, namely 5 sets of cooling equipment, 10 sets of equipment designed for processing of products of traditional crafts and works, equipment and outfit for hunting and fishing, mini-bakeries – in the Altai Republic, the Republic of Tyva, the Kemerovo Region, the Murmansk Region, the Tomsk Region, the Magadan Region, the Nenets Autonomous District and the Khanty-Mansiysk Autonomous District. There have been built 7 deer farms and slaughter/processing units in the Irkutsk region, the Sakha (Yakutia) Republic and other regions, fish processing factories in the Koryak Autonomous District.

There have been created 16 power supply units in the Republic of Tyva, the Tyumen Region, the Chita Region and the Kemerovo Region, in the Koryak Autonomous District and the Yamalo-Nenets Autonomous District, namely there have been purchased

12 power supply stations and diesel generators, 3 local units. There have been launched 37 kilometers of power supply line. There have been organized 3 trading stations with sets of consumer services. Ethno-cultural center for indigenous minorities of the North – Home of People of the North – has been created in the Sakha (Yakutia) Republic.

There have been built and brought into service 12682.1 square meters of accommodation facilities, there have been constructed 17 schools and boarding schools for 4109 pupils in the Irkutsk region, the Amur Region, the Magadan Region, the Sakha (Yakutia) Republic, the Republic of Khakassia, in the Khabarovsk territory and the Chukotka Autonomous District.

Issues related to restoring of natural-resources potential and a system regulating its use, economic development of places of traditional residence of indigenous minorities, employment and social development combined with traditional lifestyle constitute the whole set of interrelated tasks that can be fulfilled only on the basis of principles of a targeted-program method that will provide an opportunity to:

- validate the priority of measures specified by the Program, as well as the necessary amount of financing;
- take into account multi-factor nature and interrelation of issues and define the best ways to settle them comprehensively;
- suggest effective mechanisms for execution of the Program;
- secure the methodical uniformity of approaches and strategies and on this ground – concentration and optimum use of budgetary funds and attracted funds.

The idea of the Program has been evoked by the necessity to settle the wider range of issues related to social, economic, ethno-cultural and spiritual development of indigenous minorities that live not only in the North, but also in Siberia and the Far East of the Russian Federation.

### **III. Characteristics and forecasts of further development of the current problematic situation in the sphere under consideration if a targeted program method is not used**



Development of the economic basis for traditional sustainment of indigenous people is one of the most urgent problems. Development of production in the lands of the North, Siberia and the Far East of the Russian Federation resulted in alienation of considerable land lots for the purpose of building of production sites, in terrain disturbance, establishment of anthropogenic barriers on the way of seasonal migrations of animals, disturbance of natural watercourse, destruction of places for fish spawning and fattening, etc. Industrial development of territories disrupted the ecological balances in the areas of residence of indigenous minorities. The environment has been fatally damaged by emissions and waste products of oil and gas industry. The situation is worsened by the fact that all the researches and studies focused on condition of natural and land resources have been stopped. For example, in the majority of regions deer farming that was once one of the most profitable sectors of economic activity has become loss-making. The nuclear stock of deer herds has been practically annihilated. As compared to 1990 the population of deer dropped down twice. Sea hunting and fishing is also in crisis.

The amount of fish caught at the territories where indigenous minorities traditionally live has also declined nearly twice, that is partially associated with violation of fishing regulations, but is mainly caused by the unavailability of the sales market for fish and fish products. At present, there are no fish processing facilities in the areas of industrial-scale fishing. Still, the experience of foreign countries, as well as certain projects executed on the territory of Russia, prove that this sector of traditional economic activities may become highly profitable provided that there is modern hi-tech equipment and a proper state support system.

The amount of hunted fur-bearing animals is also decreasing due to the exhaustion of land resources and organizational deficiencies (deterioration of economic conditions, lack of financial motivation demonstrated by hunters and other factors). Crisis of indoor (cage) fur farming is associated with the shortage of and high rise in prices for fodder, as well as the drop of world prices for products of fur farming industry.

The urgency of social problems of indigenous minorities is especially obvious in rural areas. In the last decade the level of employment of indigenous minorities declined

dramatically that resulted in deterioration of living standards. Real personal income of families of deer breeders and hunters is at least thrice as low as the income of other groups, for example, people working in the industrial sector or in the building and construction sector.

Current network of educational institutions of general education does not cover all the educational needs of indigenous minorities. Only 90 percent of indigenous minorities have primary and incomplete secondary education.

It is necessary to execute projects and schemes on further development of the social services sector, including the system of education.

Nearly all day schools of general education located at the territories where those indigenous minorities live are in disrepair and need serious fixing that result in reduction of the number of these educational institutions. Schools are in need of professional staff, of educational and methodic literature and materials, home reading manuals, especially those in languages of indigenous minorities, are poorly equipped with modern hi-tech means of education. Studying of native languages is a major problem as only 50 percent of pupils study their native languages at school.

In certain regions there are no vocational schools specially established for training of professionals for traditional economic activities and industries.

Destruction of the national culture, traditions, customs and other essential elements of cultural and spiritual development of indigenous minorities is still in progress. Approximately 30 percent of clubs and 13.5 percent of libraries are in need of major repair works, 2.6 percent of libraries are in disrepair.

The health status of the population in the lands indigenous minorities traditionally live at keeps deteriorating gradually. Only 8.5 percent of indigenous minorities reach full retirement age. At the same time the number of hospitals, outpatient clinics and fieldsher/mid-wife stations is going down, there are not enough maternity and child welfare centers. The most part of medical institutions are in need of major repair works, medications and modern hi-tech medical equipment.

Social and housing conditions indigenous minorities live in are also growing worse. Available housing stock in villages where indigenous minorities traditionally live

is mostly decrepit and as a rule has no water-supply, sewage and utility facilities. State of available housing stock, insufficient speed of its repairing and building of new accommodation facilities in the lands indigenous minorities traditionally live at do not give a chance to speak of considerable improvement of living standards of indigenous minorities.

The fact that problems of indigenous minorities grow more and more urgent hints on the necessity to reform and adjust mechanisms of governmental support to ever-changing economic environment, to define new strategies and priorities for settlement of those problems.

In the current environment, prospects of efficient development of traditional economic activities, first of all, rely on effective technologies and space-saving operation lines that have been developed as the result of world and national practice and may be introduced into traditional spheres of economic activities conducted by indigenous minorities. Secondly, there is a wide range of off-road vehicles and means of telecommunication that may be used in production processes and may improve efficiency of those processes. Thirdly, ecological cleanness and good nutritive qualities of natural products delivered by traditional industries of indigenous minorities grow more and more popular and highly appreciated. Provided the government renders its support in technical equipping of those production facilities and creates necessary mechanisms for supporting of those traditional industries, the sales market will definitely expand.

Development of education, original culture and medical services on the basis of technical innovations and information technologies, taking into account modern know-how and technical solutions, may be considered fairly reasonable direction the Program should follow and will have a significant budgetary effect, as well as will provide an opportunity to improve the quality of educational and medical services.

Improvement of housing conditions and modernization of the housing and public utility sector, and the power supply sector are key aspects the government should focus on securing favorable living conditions for indigenous minorities and those aspects may be successfully brought into effect with the use of modern building and construction

technologies, effective materials, autonomous heat and power supply sources, and engineering infrastructure.

Comprehensive improvement of legislation that regulates social, environment-oriented and economic relations is expedient due to the fact that indigenous minorities have serious troubles in adjusting to a new social and economic environment; lose their original culture, ethnical traditions and native language. Biological resources necessary for those indigenous minorities to live have reduced dramatically. Issues related to social and economic spheres grow more and more urgent. In the current environment there should be introduced a new system of laws and statutory acts that will guarantee legal protection of life-sustaining activities practiced by indigenous minorities.

#### **IV. Possible solutions, evaluation of advantages and potential risks arising from implementation of different solutions**

The only reasonable solution to the problem under consideration is an application of a targeted program method.

Key features of the Program are conditioned by the current system of settlement and lifestyle of indigenous minorities that is the most natural and reasonable form and basis for traditional economic activities, nomadic and semi-nomadic way of life and labour activities. In contrast to the USSR practice when the problem was solved by making indigenous minorities more resident and settled, this Framework relies on the opposite idea – bringing means of civilization, advanced technologies and equipment to traditional areas of inhabitation and economic activities of indigenous minorities with the purpose of creation of favorable environment for stable development of basic economic sectors and good conditions for living and development of people.

Within the scope of legal framework regulating social and economic development of indigenous people one may formulate a few more solutions, here belongs departmental/sectorial, departmental/target and autonomous/territorial and investment/commercial solutions.

Each of the above is characterized by a wide range of potential risks accompanying its execution due to a narrow (departmental, territorial/autonomous or commercial) approach. The level of risks (political, administrative, financial and economic, organizational and management, production and technological, and environmental) and their probability may jeopardize successful settlement of the problem as a whole.

From the point of view of management one may consider two principal solutions – centralized solution executed in the context of a unified coordinating authority and a unified action plan, or decentralized solution providing for a wide range of effective but loosely related measures.

Decentralized solution is characterized by a great number of actors, absence of a unified structure and a mechanism coordinating actions of all the actors. The key risk arising from execution of the decentralized solution is that the integrity of judgment with a view to an issue and a set of measures may be lost, it may be impossible to promptly accumulate financial resources at several priority directions of growth, radically settle issues related to improvement of educational procedures, and improve the quality of medical services. Distribution of key measures between a wide range of national ministries and agencies will definitely result in decline of operational efficiency and inability to respond to current issues arising from dramatic transformation of lifestyle, traditional economic activities and original culture of indigenous minorities.

This Framework rests upon the principles of centralized management regulating execution of the Program, as well as upon compliance with regional programs executed by federal subjects of the Russian Federation in this sphere.

This solution is susceptible to risks and the key of those are the following:

- Potential excess of expenditures necessary for execution of measures provided by the Program over estimated expenditures specified in this Framework;
- Broken funding from the national budget, budgets of federal subjects of the Russian Federation and local budgets, violation of financing schedule;
- Non-fulfillment or delay in fulfillment of obligations by the fault of suppliers and contractors engaged in implementation of measures of the Program.

The key risk of centralized management arises from unnecessary intermediaries, bureaucratization and overorganization. In this case mobilization of resources provided by the government and other actors may not have an estimated useful effect, and all the measures of the Program executed with one objective in mind will not result in the settlement of issues.

It is possible to minimize those risks at the stage of development of the Program by means of clarifying and proper validation of necessary expenditures, improvement of control over appropriation and spending through regular monitoring of measures, use of approved criteria for engagement of contractors and suppliers.

#### **V. The approximate terms and phases of the special-purpose program method of the of the issue resolving.**

The Program is intended to be a two-phase one:

I phase – 2009 – 2010

II phase – 2011 – 2015

The first phase, organizational and restorative as it is, is the first-order measures-oriented and implies as follows:

Development of the traditional industries material resources, building of the fishing areas and deer farms, establishment of the processing industries;

Development of the mechanisms to support the traditional types of the economic activities on the basis of the experience of the regions of Russia and foreign countries;

Accessibility of the primary, secondary and high-quality professional education which can be achieved through building of the schools and preschool institutions, including kindergartens, residence schools and specialized educational institutions;

Restoration of the clinic medical examination practice in the territory of the indigenous minorities' traditional residence;

Arrangement for completing and bringing into operation of the unfinished objects of the capital building and production capacities;

Development of the normative-and-legal base to protect the standards/interests of living of the indigenous minorities, provide for the organization of the competitive selection and implementation of the efficient high paying projects encouraging the investment and innovating activities within the territory of the indigenous minorities traditional residence;

The second phase is intended to last for a period from 2011 through 2015 and implies:

Efforts to update the types of the traditional activities of the indigenous minorities and first of all introduction of the modern equipment\machines and technologies into the traditional branches of the economics and development of the advanced processing industries;

Building and reconstruction of the objects of the infrastructure, including improvement of the territory of the indigenous minorities residence and their economic activities;

Development of the non-traditional sources of energy and heat supplies and the autonomous effluent treatment systems;

Environment renovating including development of the resource base of the traditional branches and reindeer breeding, building of the fish breeding factories;

The second phase marks the completion of the transition to the indigenous minorities' sustainable economic and social development (strengthening of the local self-government, employment and self-employment, system of traditional life support and other) and implies the completion of the implementation of the projects on the development of the economic structure of the place of their residence subject to the social services sector accelerated development (education, healthcare, culture).

**VI. the Proposals concerning the Program goals and objectives, target codes and values allowing to evaluate by year the progress rate of the Program implementation.**

The program is aimed at securing the sustainable social-and-economic development of the territories of the indigenous minorities residence, considerable

improvement of their standards of living and the overall system of life support on the basis of the environmental management, technological streamlining of the traditional industries, social sphere, culture, living conditions, professional training and retraining programs carried out for the human resources from among the indigenous minorities and governmental support as well.

The Program objectives are as follows:

Providing technological facilities for carrying out the traditional types of economic activities and setting up the new industries;

Establishment of the procurement, material support and production distribution system, promoting of the factorial terms of trade and commodity exchange development including other forms of the rural cooperation;

Implementation of the complex of measures to grant the state support to the reindeer-breeding and fishing industries and other traditional economic activities aimed at successfully motivating the employees to improve their financial status through reaching the high qualitative production values with respect to a certain branch;

Improvement of the quality of education and professional training in the traditional types of economic activities;

Contributing to the unique and ethnic culture of the indigenous minorities, their language revival, development of the energetic, financial, information-and-communication infrastructure within the territory of the indigenous minorities traditional residence;

Promotion of the sanitary and epidemiological welfare of the indigenous minorities, establishment of the medical services system on the basis of the update technologies, updating of the housing and public utilities;

Upgrading of the principles and mechanism of the local self-government, relevant to the traditional way of the indigenous minorities' use of the environmental resources and their way of life integrated into the all-level system of the state authority and government.



The Program objectives are formulated according to the specific areas. Target codes and efficiency values of the Program implementation progress and are specified in the Appendix 1.

## **VII. Proposals concerning the volumes and sources of the Program financing**

Total volume of the assets allocated for the Program financing accounts for 9844000 thousand rubles including the federal budget funds – 450000 thousand Rubles, funds of the subjects of the Russian Federation budgets – 4975000 thousand rubles and non-budget sources as well – 369000 thousand Rubles.

As far as the structure of costs is concerned the “Capital Investments” expenses prevail and account for 96,1 per cent, research and development expenses - 0.1 per cent and other operational expenses – 3,8 per cent.

Pursuant to the regulations of the Budget Code of the Russian Federation the federal budget funds stipulated by the Program are intended for the Program campaigns implementation in the form of subsidies granted to the budgets of the Russian Federation which provides for the mandatory financing of the projects using the funds of such budgets in the amounts stipulated in the Program.

The Program implementation provides for the attraction of the investments out of the extra-budgetary sources for the purpose of implementation of the projects with potentially high profit margin and short payback period (from 1 year to 3.5 years at average) and for the investors’ participation in the implementation of the high-yielding long-term investment projects implemented on the basis of the project financing which is the projects repaid out of future income and without any state guarantees.

Volumes and sources of the Program financing are specified in the Appendix 2.

## **VIII. Preliminary estimation of the expected efficiency of the proposed solution of the problem**

In the course of implementation of the Program the required conditions are to be created in order to provide for the sustainable development of the territories of the indigenous minorities' residence and their economic activities and those promotive of overcoming the contradictions between the traditional husbandry branches and development of the northern territories and preserving of the natural environment.

The implementation of the Program by the end of 2015 in the places of the indigenous minorities' traditional residence and their economic activities is supposed to result in construction of the dwelling houses of total space 19.5 thousand square meters, general education and preschool institutions to accommodate 10 thousand persons, medical and polyclinic institutions with the bed fund of 430 beds and capacity of 300 visits per shift, 19 culture institutions for 1000 employees, 30 traditional processing industries, 21 trade stations, laying of 130 km of electric power transmission lines. Also 40 units of the wireless telephone communication system, 100 cross-country vehicles, 90 energetic power and heating plants are to be provided for the indigenous minorities inhabiting the remote, hard-to-reach territories. The other issues are also expected to be resolved.

The results of the Program implementation are supposed to assist:

overcome the slump in employment among the indigenous minorities improving the standards of their living;

create the prerequisites to lessen the dependence on the northern food supplies and consumer goods;

improvement of the standards of living, renewal of the main life support systems

spiritual and ethnic-cultural revival of the indigenous minorities

The results of the Program implementation promise to be instrumental not only in the development of the indigenous minorities and the territories of their traditional residence but also of northern regions of Russia.

## **IX. Proposals concerning the participation of the federal executive bodies responsible for making and implementation of the Program**

Arranging and monitoring the Program campaigns is the responsibility of the Ministry of the Regional Development of the Russian Federation.

The respective federal executive bodies shall be involved in the Program making and implementation within their authorities, specified in the Decree of the Government of the Russian Federation of 26 June 1995 ? 594 “On Implementation of the Federal Law “On the products supply for the Federal State Needs”.

#### **X. Proposal concerning the state customers and the Program developers**

The developer of the Program is the Ministry of the Regional Development of the Russian Federation.

The functions of the state customer are devolved on the Ministry of the Regional Development of the Russian Federation that cooperates with the government bodies of the subjects of the Russian Federation and representative bodies of the public associations of the indigenous minorities to successfully implement the Program campaigns.

#### **XI. Proposals concerning the main streams of financing, terms and phases of the Program implementation.**

The capital investments account for the major portion in the structure of costs – 96.1%

The Program makes provision for the funds needed for the research and development works in the amount of 0.1% of the total volume of the Program funding which equals to 10220 thousand rubles.

The item “Other Needs” in the amount of 3.8% of the total volume of the Program funding provides for the funding of the arrangements aimed at supplying the indigenous minorities with the modern equipment necessary for the medical and educational institutions, energetic power and heating plants in order to secure the decent living conditions and cross-country vehicles, manufacturing equipment for the production areas

and also the ethnic-cultural arrangements (holding the exhibitions, festivals, children's holidays).

The program is supposed to be realized during the period from 2009 through 2015 (I phase – 2009-2010, II phase – 2011-2015).

## **XII. Proposals concerning the mechanisms of the Program campaigns arranging.**

The terms of the Program campaigns arrangement are to be coordinated with the executives and arranged so as to have various economic and social effect. The Program purports to be associated with the programs of the social-economic development of the subjects of the Russian Federation inhabited by the indigenous minorities.

Below are the main targets of the Program campaigns arrangement.

Developing of the economic basis and conditions for the sustainable advancement of the traditional husbandry branches economy based on the improvement of the technological process.

The campaigns are aimed at revival of the traditional life support of the indigenous minorities, arrangement of the conditions necessary to restore and preserve the natural environment needed for carrying out the traditional life activities by the indigenous minorities which also includes:

Building of the complex deer slaughterhouses, intermediate bases for the reindeer-breeders', hunters' and fishermen's groups;

Development of the deer breeding farms, efficient use of the deer pastures, fence type of grazing;

Purchasing and granting by the subjects of the Russian Federation the specialized automobile cross-country vehicles, hunting and fishing equipment and inventory including minibake-house inventory for use to the communities of the indigenous minorities to carry out the traditional economic activities;

Development of the animal breeding, restoration of the fur bearing animals population and building of the new animal breeding animals;

Development of the traditional husbandry products manufacturing base implies:

Building of the processing houses, packing plants and marketing factories for the goods manufactured by the traditional industries, bake houses, refrigerators, purchasing of the refrigerating and freezing plants, setting up different industries;

Organization of the sewing shops and art goods production workshops.

Provision is also made for the ethnic small business development in respect of the services, tourism, rural cooperation revival, establishment of the trade stations in the places of the indigenous minorities' traditional residence and economic activities including revival of the food and consumer products procurement, purchasing, delivery and trading system, trading and public service of the nomadic reindeer breeders, seminomadic reindeer breeders and fishers in the places of their manufacturing activities.

Development of the traditional economic activities constitutes the foundation of the ethnic spiritual culture, language and traditions, national consciousness and also revival and development of the indigenous minorities' traditional lifestyle as the mode of existence based on the historical experience of their ancestors in the sphere of the use of the environmental resources, social organization and living, on the cultural identity, customs and religious beliefs.

The campaigns imply the establishment of the trade stations network in the places of the indigenous minorities' traditional residence in order to ensure the reindeer breeding products packing, storage and marketing. Measures to develop and rationally distribute the trade stations structural subdivisions (from network of bases, packing and trading-procurement stations to base trade stations), provide them with the equipment and specialized automobile cross-country vehicles are to be envisaged.

When designing the package of measures the role of the state in regulating the relationships between the indigenous minorities and the industrial companies-users of the subsurface resources in the places of the indigenous minorities' traditional residence and economic activities. Besides that the measures of the state support out of the federal budget resources and those of the budgets of the subjects of the Russian Federation are defined.

## Development of the sphere of education, culture and medical services based on the technological innovations and information technologies

The campaigns are aimed at improving the indigenous minorities' quality of living on the basis of the sphere of education and culture development, improvement of the medical services.

The package of measures to reconstruct and build the clubs, children's music schools and libraries, preserve, revive and develop the ethnic culture and arts, national artistic trades, native language through establishing the culture centers, local history museums, and traditional ethnic-cultural centers of the indigenous minorities.

The ethno cultural campaigns (arrangement of different festivals, children's holidays and exhibitions), aimed at preservation and cultural heritage outreach program, development of the indigenous minorities' traditional culture are focused on preserving and developing of the indigenous minorities' local folk traditions and introduce the indigenous minorities' traditions, customs and culture, assist develop interest towards the ethnic culture, cultivate the younger generation's feeling of respect to the everlasting cultural values. The traditional northern contests contribute to the physical education and organization of the entertainment venues for the younger generation.

In the places of the indigenous minorities' traditional residence the medical services are assumed to be improved through establishment of the effective system of the medical and sanitary and epidemiological servicing the indigenous minorities, organization of the reindeer breeding farms, providing them and the remote areas with equipment and medications, providing the medical institutions with the update technological equipment and medications.

With the aim of raising the level of the education professional training and guaranteeing the employment of the indigenous minorities the building and reconstruction of the schools and preschool institutions including the kindergartens and residential schools is devised. The campaigns envisage the purchase of the academic literature and training equipment.

Specific support towards the indigenous minorities of the subjects of the Russian Federation in the sphere of the living conditions improvement, updating of the housing services and power engineering

The campaigns are aimed at provision of the guaranteed uninterrupted heat and power supplies to the traditional places of the indigenous minorities' residence.

According to the applicable housing legislation package of measures is devised to support the subjects of the Russian Federation in their efforts to provide the housing facilities for the municipal entities in order to meet the needs of the indigenous minorities and update the public utilities services. The objects of the social infrastructure will be provided with the hot-water supply. Construction of the small-size bake-houses, objects of the public and trading services is projected I the places of the trading stations location and the indigenous minorities' traditional residence.

Reorientation of the power supply system of the areas of the indigenous minorities' residence at the fuel-and-power resources from the local sources is envisaged. Besides that the laying of the electric power lines, purchase of the small-size electric power lines and diesel power plants for the trading stations', reindeer breeding and fishing teams' needs is projected. Besides that, the measures to acquire the navigation aids and communications means, to add the off-road equipment units, show-going vehicles, specialized automobile cross-country vehicles are devised.

If the above measures are implemented the role of the indigenous minorities in the economic and social processes taking place in the territories of their traditional residence will become more important.

### **XIII. Proposals concerning the possible modes of the Program implementation management**

The Program implementation mechanism comprises:

Strategic planning and predicting;

Using of the legal leverage of impact upon the economic and social development of the indigenous minorities (complex of the regulatory acts at the federal and regional

levels) promotive of the Program tasks fulfillment and regulating the relationships at all level of the executive branches of government;

Development of the organizational structure of the Program implementation management (all levels management personnel, its functions and coherence in their actions).

The Program campaigns are realized by virtue of the contracts on co-financing of the objects and building sites under the Program entered into by the state Program customer and the government authorities of the subjects of the Russian Federation in compliance with the regulations set by the laws of the Russian Federation.

The federal budget funds for the purpose of building and reconstruction of the objects publicly owned by the subjects of the Russian Federation or those municipally owned are provided in the form of co-financing within the funds allocated by the Program for the implementation of the specific activities holding provided there are the project documentation approved within the established period of time. In this case the government authorities of the subjects of the Russian Federation are liable for the untimely completion of the said objects building (reconstruction).

As for the building sites and objects publicly owned by the subjects of the Russian Federation or municipally owned the respective specifications of the building sites and objects under the Program, the investment projects financing schedules, the resolutions made by the owners)( future owners) of the said objects concerning the begin date of their building (reconstruction) are necessarily attached to the co-financing contracts.

The government authorities of the subjects of the Russian Federation enter into the agreements (contracts) with the private investors on co-financing of the investment projects under the Program.

The said agreements (contracts) stipulate the terms of the Program campaigns financing and are made for the whole period of the Program implementation.

The building sites and objects under the Program publicly owned by the subjects of the Russian Federation or municipally owned re required to be included in the respective regional programs that are approved and realized by the government executive bodies of the subjects of the Russian Federation.



The government authorities of the subjects of the Russian Federation pursuant to the laws of the Russian Federation issue calls for tenders for performance of works, purchasing goods and services for the state needs and award the contractor's agreements (government contracts) concerning the funding of the objects according to the results of the call for tenders.

Listed below are the events when the financing out of the federal budget resources allocated to the budget of a subject of the Russian Federation is suspended in case of the failure of the government authorities of the subjects of the Russian Federation to fulfill their obligations:

Improper use by the government authorities of the subjects of the Russian Federation of the allocated budgetary funds;

Failure of the government authorities of the subjects of the Russian Federation to duly submit the reports, specified by the co-financing contracts, on the Program campaigns implementation;

Violation of the terms of the Program campaigns financing schedule attached as the appendix to the contract on the building sites and objects financing (as well as decreasing of the financing of the Program campaigns out of the budgets of the subjects of the Russian Federation and non-budgetary resources).

In the above-mentioned cases of the suspension of the Program campaigns federal budget financing for the next year the state customer of the Program will not become obliged to increase financing of the said campaigns during the successive periods.

## Appendix 1

To the Concept of the Federal Targeted Program  
 “Economic and social development of indigenous minorities  
 of the North, Siberia and the Far East  
 of the Russian Federation up to 2015”

		Measurement units	2008 (basic data)	1 <sup>st</sup> stage 2009-2010		2 <sup>nd</sup> stage 2011-2015				
				2009	2010	2011	2012	2013	2014	2015
1	The share of employed in small businesses in the total number of employed indigenous minorities	Per cent	7	7.5	8	8.5	9	9.5	10	11
2	Introduction of trade stations as a form of trade and commodity exchange and other forms of supply- and sales- rural cooperative in laces of traditional residence of indigenous minorities	Stations	-	1	6	3	4	2	5	-
3	Commissioning of medical institutions (hospitals, feldsher's and obstetrical stations)	Bed	51	20	110	90	70	30	10	100
		Visits	140	20	50	120	80	-	13	17
4	The share of minorities	Per cent	90	91.5	93	94	95	96	97	98

	with primary education in the total number of indigenous minorities									
5	Commissioning of pre-school education institutions	Students	976	1000	2000	900	2100	1700	1500	800
6	Commissioning of cultural objects	Units	1	-	4	3	7	4	1	-
7	The share of residential building equipped with hot running water in the total amount of residential building	Per cent	40	42	45	48	50	52.5	54	60
8	The share of residential building equipped with running water in the total amount of residential building	Per cent	60	62	65	68	70	72.5	74	80
9	Commissioning of housing and utilities objects	Units	1	2	6	2	5	5	3	2
10	Commissioning of residential building in cities and urban settlements and in rural area	Sq.m	2688.1	2000	2500	3200	1000	900	500	9400
11	Commissioning of objects of traditional	Units		2	8	3	4	4	4	5

	industries, reindeer and fishery bases and traditional processing industries									
12	Building of power lines	km		10	40	-	35	15	-	30
13	Purchasing of equipment for wireless telephone connection for remote areas	Units		20	5	-	-	-	-	15
14	Purchasing of landrovrers, snowmobiles and other motor vehicles of cross-country capacity	Units		5	5	20	30	10	15	15
15	Purchasing of energy and power stations for purposes of settlements, residential buildings and industrial processes	Units		3	7	35	25	5	5	10

## Appendix 2

To the Concept of the Federal Targeted Program  
“Economic and social development of indigenous minorities  
of the North, Siberia and the Far East  
of the Russian Federation up to 2015”

**VOLUMES AND SOURCES OF FINANCING  
OF THE FEDERAL TARGETED PROGRAM  
“ECONOMIC AND SOCIAL DEVELOPMENT OF INDIGENOUS MINORITIES  
OF THE NORTH, SIBERIA AND THE FAR EAST  
OF THE RUSSIAN FEDERATION UP TO 2015”**

**(thousand of Rubles, in prices of relevant years)**

**THE GOVERNMENT OF THE RUSSIAN FEDERATION**

**RESOLUTION**

? 760 of 13 October 2008

**ON INTRODUCING CHANGES INTO THE UNIFIED LIST OF INDIGENOUS  
MINORITIES OF THE RUSSIAN FEDERATION**

	2009-2015	Including						
		2009	2010	2011	2012	2013	2014	2015
<b>Total</b>	<b>9844000</b>	<b>2047960</b>	<b>1864160</b>	<b>1559910</b>	<b>1427360</b>	<b>1283760</b>	<b>1069740</b>	<b>591110</b>
<b>Including:</b>								
<b>Federal budget</b>	<b>4500000</b>	<b>863460</b>	<b>861660</b>	<b>646460</b>	<b>630860</b>	<b>644660</b>	<b>552740</b>	<b>300160</b>
<b>Budget of subjects of Russian Federation</b>	<b>4975000</b>	<b>1082500</b>	<b>942500</b>	<b>876450</b>	<b>747400</b>	<b>601100</b>	<b>472000</b>	<b>253050</b>
<b>non-budgetary source</b>	<b>369000</b>	<b>102000</b>	<b>60000</b>	<b>37000</b>	<b>49100</b>	<b>38000</b>	<b>45000</b>	<b>37900</b>
<b>Capital investment</b>								
<b>Total</b>	<b>9457200</b>	<b>1979000</b>	<b>1798200</b>	<b>1507450</b>	<b>1375500</b>	<b>1233300</b>	<b>1013700</b>	<b>550050</b>
<b>Including:</b>								
<b>Federal budget</b>	<b>4212200</b>	<b>811000</b>	<b>811200</b>	<b>607000</b>	<b>591600</b>	<b>607200</b>	<b>511700</b>	<b>272500</b>
<b>Budget of subjects of Russian Federation</b>	<b>4900000</b>	<b>1070000</b>	<b>930000</b>	<b>866450</b>	<b>737400</b>	<b>591100</b>	<b>462000</b>	<b>243050</b>
<b>non-budgetary source</b>	<b>345000</b>	<b>98000</b>	<b>57000</b>	<b>34000</b>	<b>46500</b>	<b>35000</b>	<b>40000</b>	<b>34500</b>
<b>NIOKR</b>								
<b>Total</b>	<b>10220</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>
<b>Including Federal Budget</b>	<b>10220</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>	<b>1460</b>
<b>Other needs</b>								
<b>Total</b>	<b>376580</b>	<b>67500</b>	<b>64500</b>	<b>51000</b>	<b>50400</b>	<b>49000</b>	<b>54580</b>	<b>39600</b>
<b>Including:</b>								
<b>Federal budget</b>	<b>277580</b>	<b>51000</b>	<b>49000</b>	<b>38000</b>	<b>37800</b>	<b>36000</b>	<b>39580</b>	<b>26200</b>
<b>Budget of subjects of Russian Federation</b>	<b>75000</b>	<b>12500</b>	<b>12500</b>	<b>10000</b>	<b>10000</b>	<b>10000</b>	<b>10000</b>	<b>10000</b>
<b>non-budgetary source</b>	<b>24000</b>	<b>4000</b>	<b>3000</b>	<b>3000</b>	<b>2600</b>	<b>3000</b>	<b>5000</b>	<b>3400</b>

The Government of the Russian Federation orders:

To approve the proposed changes to be introduced into the Unified List of Indigenous Minorities of the Russian Federation approved by the Russian Government Resolution ? 255 of 24 March 2000 (Collected Legislation of the Russian Federation, 2000, N14, art. 1493).

Chairman of the Government  
of the Russian Federation  
V.PUTIN

Approved by  
the Resolution of the Government  
of the Russian Federation  
? 760 of 13 October 2008

## **CHANGES TO BE INTRODUCED INTO THE UNIFIED LIST OF INDIGENOUS MINORITIES OF THE RUSSIAN FEDERATION**

1. In the position concerning the Aleut people the words “districts of the Kamchatka Region, the Koryak autonomous District” are to be replaced with the words “the Kamchatka Territory”.

2. In the position concerning the Alutor people, the words “the Koryak autonomous District” are to be replaced with the words “the Kamchatka Territory”.

3. After the position concerning the Veps people, to introduce the following position:

“The Vod people the Leningrad Region”.

4. In the position concerning the Dolgan people, the words “the Taymyr (Dolgano-Nenets) Autonomous District, districts of the Krasnoyarsk Territory” are to be replaced with the words “the Krasnoyarsk Territory”.

5. In the position concerning the Itelmen people, the words “the Koryak Autonomous District, districts of the Kamchatka Region” are to be replaced with the words “the Kamchatka Territory”.

6. In the position concerning the Kamchadal people, the words “the Koryak Autonomous District, districts of the Kamchatka Region” are to be replaced with the words “the Kamchatka Territory”.

7. In the position concerning the Koryak people, the words “the Koryak Autonomous District, districts of the Kamchatka Region” are to be replaced with the words “the Kamchatka Territory”.

8. In the position concerning the Nganasan people, the words “the Taymyr (Dolgano-Nenets) Autonomous District, districts of the Krasnoyarsk Territory” are to be replaced with the words “the Krasnoyarsk Territory”.

9. In the position concerning the Nenets people, the words “the Taymyr (Dolgano-Nenets) Autonomous District” are to be replaced with the words “the Krasnoyarsk Territory”.

10. In the position concerning the Chukchi people, the words “the Koryak Autonomous District” are to be replaced with the words “the Kamchatka Territory”.

11. In the position concerning the Evenk people, the words “the Evenk Autonomous District, districts of the Krasnoyarsk Territory” are to be replaced with the words “the Krasnoyarsk Territory”.

12. In the position concerning the Even people, the words “the Koryak Autonomous District, districts of the Kamchatka Region” are to be replaced with the words “the Kamchatka Territory”.



13. In the position concerning the Ents people, the words “the Taymyr (Dolgano-Nenets) Autonomous District” are to be replaced with the words “the Krasnoyarsk Territory”.

14. In the position concerning the Eskimo people, the words “the Koryak Autonomous District” are to be replaced with the words “the Kamchatka Territory”.

**Receivers of the government support in the sphere of electronic mass media  
of the Federal Agency for Press and Mass Communications in 2007-2008 in the  
category of “International Relations and National Cultures**

?	Name of project/organization	Project Description
<b>2007</b>		
1	A series of TV reels “We live in Russia” by JSC “Aeroplan”	A series of animated informational and educational reels about Russian regions and peoples. 20 reels with a duration of 1 minute each The broadcasting channel - “The First Channel”,
2	Television documentary “The favourite song of Hadji-Murad” by Federal State Unitary Enterprise VGTRK GTRK “Culture”	A film about how historian Hussein Zagibov strives to preserve house-museum of Lev Tolstoy in the Cossack village of Starogladkovskaya (the Chechen Republic) and by doing so preserves the oasis of Russian culture and deep Russian traditions. 1 film Duration – 39 minutes The broadcasting channel - “Culture”
3	Television Program “The Dagestan phenomenon” by Municipal Unitary Enterprise Television Studio “Kaspiy”, Kaspiysk city	The program makes us familiar with wonderful phenomena of linguistic and cultural life of Dagestan which is a home for about 2 million of people – representatives of 33 ethnoses speaking different languages. Each ethnos possesses its unique customs, traditions

		and culture. The peoples of Dagestan live in peace and give an example to many peoples of the Russian Federation 5 programs
4	Television program “Goden Heritage” by Federal State Unitary Enterprise VGTRK GTRK “Bashkortostan”, Ufa city	The program is devoted to Bashkir folklore songs. It is a research of verbal poetry and music works, as well as historical facts and personalities due to which some songs were created. 26 programs with duration of 30 minutes each. Broadcasted 2 times a month The broadcasting channel- GTRK “Bashkortostan”, Baskir satellite TV
5	Radio Program “Peoples of Russia” by Federal State Unitary Enterprise VGTRK GTRK “Radio of Russia”	Informational and educational program about ethnic diversity of the Russian Federation population aimed at strengthening of inter-ethnic cooperation. 12 programs with a duration of 14 minutes each. 18 programs with a duration of 25 minutes each. The broadcasting channel- “Radio of Russia”
<b>2008</b>		
6	Radio Program “Peoples of Russia” by Federal State Unitary Enterprise VGTRK GTRK “Radio of Russia”	Informational and educational program about ethnic diversity of the Russian Federation population aimed at strengthening of inter-ethnic cooperation. 24 programs with duration of 14 minutes each. 36 programs with duration of 25 minutes each. The broadcasting channel- “Radio of Russia”
7	A series of television documentaries “The Humanity of Others...” by JSC	A series of ethno-graphic documentaries about how indigenous national minorities of Russia get back to

	<p>“The Krasnoyarsk Television Company “Afontovo”, Krasnoyarsk city</p>	<p>their origins and traditions. 3 films with a duration of 52 minutes The broadcasting channels- “Afontovo”, Krasnoyarsk city, “Irkutsk TV”, “TV Kolyma Plus”, “Arkhangelsk City TV “Gubernia”, Khabarovsk city</p>
8	<p>A series of television documentaries “Provincial Museums of Russia” by ANO “Studio “Positiv Film”</p>	<p>A series of documentaries presenting provincial towns and museums not only as places for storage of historical and cultural values but also as centers of human communities. A special emphasis is laid on museums promoting national culture. 6 films with a duration of 26 minutes each The broadcasting channel – “Culture”</p>
9	<p>A series of television documentaries ”Geographic Video Encyclopedia” by non-profit organization “The Fund for ethnographic research”</p>	<p>A series of educational documentaries devoted to modern ethnography and social and physical geography of different Russian regions. The audience will obtain an idea of ethnographic diversity of our country, the multi-layer character of its cultures, will have an insight into the Russian geography, history and culture. 1.Karelia 2.North Ossetia-Alania 2 films with duration of 26 minutes each. The broadcasting channels- “Shkolnik TV”, TRK “Bashkortostan”</p>
10	<p>A series of television documentaries “Faces of Russia” by JSC “Information Agency “Rosbalt Saint Petersburg”, Saint Petersburg</p>	<p>A series of documentaries describing each people of Russia, its culture, life style, traditions and national peculiarities. The project purpose is to catch the originality of each people and show its distinguishing</p>

		<p>features.</p> <p>15 films with duration of 13 minutes each.</p> <p>The broadcasting channel - “The Russian Information Channel”</p>
11	A series of television reels “We live in Russia” by JSC “Aeroplan”	<p>A series of clay animation informational and educational reels about Russian regions and peoples.</p> <p>15 reels with duration of 1 minute each.</p> <p>The broadcasting channel - “The First Channel”</p>
12	Television program “I am a citizen of the Russian Federation” by OJSC “TV Center”	<p>What does it mean “to be Russian” or “to be Armenian”? What does it mean “to be Jewish”?</p> <p>Why to be proud of one’s nationality? Why to keep grandma’s letters? Why to call oneself German knowing only a few German words?</p> <p>Why to be proud of being Russian?</p> <p>8 programs with a duration of 39 minutes each.</p> <p>The broadcasting channel – “TV Center”</p>
13	A series of TV documentaries “By ancestors custom” by LLC “Region Film Company”, Voronezh city	<p>A series of cultural and educational programs about national holidays and customs.</p> <p>6 films with a duration of 26 minutes each.</p> <p>The broadcasting channels - “TAKT”, Kursk city, “REN TV Voronezh”, GTRK “Kursk”, GTRK “Orel”, GTRK “Belgorod”, GTRK “Tambov”</p>
14	Television program “To live together” by OJSC “Public Television and Radio Company “Nalchik”	<p>The project is aimed at shaping of tolerant consciousness and prevention of extremism. it reveals the most painful problems of peaceful co-habitation and prevention of international conflicts in a multinational North-Caucasian republic.</p> <p>12 programs with duration of 25 minutes each.</p> <p>Broadcasted twice a month.</p>

		<p>The broadcasting channel - “NTV Nalchik”</p>
<p>15</p>	<p>A series of video films “In a United Family” by Federal State Unitary Enterprise VGTRK GTRK “Kalmykia”, Elista city</p>	<p>The project is devoted to the 400 hundredth anniversary of the voluntary joining of the Kalmyk people the Russian Federation, tells about major events that predetermined the Kalmyk people development within a certain time span, about people who left their mark in the history of Kalmykia, who made their contribution to the history of the Russian culture and the world’s civilization.</p> <p>4 films with duration of 30 minutes each.</p> <p>The broadcasting channels – GTRK “Kalmykia”, TV channel “Khamdan”.</p>

**Appendix 7****The Government of the Chechen Republic****The Ministry of the Chechen Republic for National Policy, Press and  
Information****Concept of the State National Policy of the Chechen Republic****City of Grozny – 2007****DECREE****OF THE PRESIDENT OF THE CHECHEN REPUBLIC****the city of Grozny****09 April 2007****? 110****On the Framework of the state national policy of the Chechen Republic**

In order to thoroughly consider and accommodate all the interests of peoples of the Chechen Republic and in order to secure cooperation between republican authorities, municipal and regional administrations, as well as civil society institutions on harmonization of cross-national relations in the Chechen Republic, following the Article 70 of the Constitution of the Chechen Republic

**I DO RESOLVE:**

1. To approve enclosed Framework of the state national policy of the Chechen Republic.

2. Executive bodies of the Chechen Republic, municipal and regional administrations shall develop programs on settlement of particular issues in the sphere of national relations and cross-national cooperation in the context of their operation, observing the Framework of the state national policy of the Chechen Republic and submit the above-mentioned programs to the Ministry of the Chechen Republic for National Policy, Press and Information before 1 July 2007.

3. The Ministry of the Chechen Republic for National Policy, Press and Information shall develop and pass for my consideration the republican Program of national development and cross-national cooperation in the Chechen Republic before 1 September.

4. Working on a draft republican budget for 2008 and following years, the Government of the Chechen Republic shall make provisions for expenditures associated with implementation of the Program of national development and cross-national cooperation in the Chechen Republic.

5. The Chairman of the Government of the Chechen Republic shall be vested with authority and power to supervise execution of this Decree.

6. This Decree shall become effective in 10 days upon its official issuance.

President of the Chechen Republic

R.A. Kadyrov

**Parliament of the Chechen Republic**  
**People's Assembly**

**364014, Chechen Republic, city of Grozny, Vostochnaya Street 48, tel./fax: 8(8712) 33 26 95**

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DECREE

On the Draft Concept of the State National Policy of the Chechen Republic

The People's Assembly of the Parliament of the Chechen Republic has resolved:

1. To approve the draft Concept of the State National Policy of the Chechen Republic moved by the Regulations, Ethics, International and External Relations Committee and devised by the team of scientists under the supervision of the Ministry of the Chechen Republic for National Policy, Press and Information.
  
2. This Decree shall become effective from the date of its adoption.

The Chairman of the People's Assembly  
of the Parliament of the Chechen Republic

D.B. Abdurakhmanov

City of Grozny

6 April 2006

? 60-??



**Parliament of the Chechen Republic  
Council of the Republic**

**364014, Chechen Republic, city of Grozny, Garazhnaya Street 10,  
tel./fax: 8(8712) 22-27-73, 22-27-87**

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**DECREE**

**On the Concept of the State National Policy of the Chechen Republic**

The Council of the Republic of the Parliament of the Chechen Republic has resolved:

1. To approve the Concept of the State National Policy of the Chechen Republic.
2. This Decree shall become effective from the date of its adoption.

The Chairman of the Council of the Republic  
of the Parliament of the Chechen Republic

V.Zh. Mantsaev

City of Grozny

12 October 2006

? 170-1??

## INTRODUCTION

The Concept of the State national policy of the Chechen Republic (hereinafter – the Concept) represents a system of views, principles and priorities utilized by the Chechen republic government bodies in the sphere of international relations.

The Concept is based on the fact that the Chechen Republic (the Nokhchiyn Republic) is an integral part of the Russian Federation. The Concept takes into consideration the historical and cultural peculiarities, problems of revival and development of major spheres of life activity of the multinational people of the Chechen Republic, as well as modern ethno-political situation in the Republic.

Based on the fact that the national policy is a part of the government policy of the Chechen Republic, the Concept is promoting unity and integrity of the Russian Federation, preservation of the territory and integrity of the Chechen Republic, coordination of both federal interests and the interests of the Chechen people and other ethnic groups residing in the Chechen Republic, harmonization of international relations, wide development of the languages and cultures of the multinational people of the Chechen Republic, integration of the Chechen society into the Russian socio-cultural space.

Main provisions of the Concept are based on the Constitution of the Russian Federation, federal laws, orders of the President of the Russian Federation, annual addresses of the President of the Russian Federation to the Federal Assembly, decisions of the Russian Government, the Concept of the state national policy of the Russian Federation, the project of the Concept of the government national policy of the Russian Federation on the Northern Caucasus, the Constitution of the Chechen Republic, orders of the President of the Chechen Republic and other normative legal acts.

The Concept also takes into account the recommendations of scientific conferences, including the All-Russia Conference on implementation of the state national policy of the Russian Federation (18.04.2003), scientists specializing in the Caucasus, political and religious figures.

## **1. HISTORICAL AND CULTURAL PECULIARITIES OF THE CHECHEN ETHNOS**

Historical and cultural peculiarities of the Chechen ethnos – a titular ethnos of the Chechen Republic – have been shaped in the course of the centuries-old economic, political, cultural and inter-ethnic contacts with Russians and other peoples. The history and culture of the Chechen people (original name - Nokhchiy) form the part of the Caucasian and Russian civilization. The Chechen Republic (the Nokhchiyn Republic) has been formed as an integral part of the Russian Federation having internal government and cultural self-identification.

The Chechen ethnos has a complicated centuries-old history, historically determined area of settlement, language, ancient and original culture. The Chechen history is the history of creation and creativity, multilateral salutary connections and mutually beneficial cooperation with other peoples.

The cultural achievements of the Chechen ethnos are characterized by creation of the unique material and spiritual values: the tower complex, the heroic epos “Illi”, rich folklore, ethnographic, literary and historical heritage, moral and patriotic code, original art. The Chechen achievements have not only national meaning but also the meaning common to all mankind. The lasting value for the Chechen ethnos is represented by the national language forming the core of the Chechen culture. The preservation and development of the Chechen language is the top priority task for the present and future.

The Chechen ethnos gave the world the pleiad of the eminent figures of art, literature and science continuously contributing to the Russian and world’s culture. The interaction between the Chechen people with other peoples has facilitated creation of a unique institution of “kunachestvo” (kunak means friend). This traditional institution of friendship and cooperation fostering strengthening of social and cultural connections between peoples still retains its potential.

The Chechen people, closely interacting with representatives of other cultures - Caucasian and Russian - has brought its ethno-cultural peculiarities through the centuries.

These include language, customs, traditions, rituals, social order and moral and spiritual values.

Hospitality, respect for elder, honesty, friendliness, and loyalty to the historical homeland, tolerance, and internationalism - these are the key identifying characteristics of the Chechen ethnos. An important place in the Chechen ethnic culture is occupied by the Sunni Islam represented by Sufism. Back in the period of the Caucasian War, the Gazavat ideology calling mountaineers to fight tsarism till final victory was gradually replaced by the new worldview based on principles of reasonable non-resistance to the evil and brotherhood between people. Expansion of this new alternative movement opposed to Gazavat is connected with the religious and philosophical teaching called Sufism. Its distinguishing feature is powerful humanistic moral and peaceful potential alien to religious radicalism and extremism.

The Chechen history is accompanied by the many-centuries old fight for economic, political, cultural and national survival. During wars with the conquerors encroaching their territories, the Chechen people have not once almost physically disappeared. At the same time, when defending their land from the external aggressors, the Chechen have never trespassed foreign territories.

The Russian-Chechen relationships have not been formed easily; they have age-old and contradictory history. At the tsarist times, these relations were to a large extent determined by but not limited to the imperial policy of conquest and colonization and the reactive resistance of people since they had a big potential for cooperation and involvement of the Chechen people to the advanced economic forms and education.

During the Civil War the overwhelming majority of Chechen supported the Bolsheviks promising freedom to the oppressed peoples, Grozny workers and the Red Army in their fight against Denikin followers and local White Cossacks. However, this did not save them from the mass repressions in the 20s-30s of the XX century.

In the Soviet times, the Chechen peoples, along with other peoples, were involved in intense economic, political and cultural development, in the salutary process of wide international communication and cooperation. Great success was achieved in elimination of illiteracy, creation of national intelligentsia and cultural development.

During the Great Patriotic War, the Chechen made an undoubted contribution to the victory of the Soviet people over the fascist Germany both in the rear and in the front. Nevertheless, due to ridiculous accusation in mass cooperation with Germans (the republic was not occupied) the Chechen people, like some other people, suffered deportation followed by liquidation of their statehood and deprivation of constitutional rights and freedoms on the grounds of ethnic affiliation, which extremely negatively affected the inter-ethnic relations.

In harsh conditions of deportation, the Chechen people still greatly facilitated economic and social development in areas of their settlement in Kazakhstan and Central Asia.

After 13 years of Stalin-Beria exile, the Chechen were returned to the historical homeland and the restoration of their national statehood started. At this stage, the Chechen, jointly with other peoples, achieved significant results in development of economy, education, science, health care and culture. At the same time, they faced pressing problems, such as non-return of former housing, prohibition to settle in former places of residence, discrimination in employment issues on the grounds of nationality, as well as mass unemployment. Due to the impossibility of employment, many Chechen had to migrate outside of the Republic in search of seasonal jobs, which resulted in alienation from education and distorted mentality.

An important political and legal event for the Chechen people is the Nationwide Referendum for Adoption of the Chechen Republic Constitution which took place on 23 March 2003, determined the process of political and legal stabilization of society and created foundations for establishment of legitimate power. The new stage of socio-cultural development of the Chechen Republic and the Chechen people is associated with the urgent need to establish and strengthen peace, stability, national and cross-national accord, decisive counteraction of radicalism and extremism, restoration and reconstruction of economy and social sphere. Despite the extreme conditions, the Chechen people is oriented towards the better future and is committed to strive for peace and public consent together with other peoples. Success in this direction largely depends

on support from the federal center and subjects of the Russian Federation, as well as on mobilization resources of the multinational Chechen people.

## **2. ETHNO-POLITICAL SITUATION IN THE CHECHEN REPUBLIC**

Modern ethno-political situation in the Chechen republic is determined by numerous inter-related and interacting factors, where the leading role is played by the past and present of the Chechen people and its national self-consciousness.

The crash of basic values and priorities of the state and society and paralysis of the federal authorities triggered by the USSR collapse and following transformations plunged millions of people into economic, political and ideological chaos and stroke a heavy blow to international relations. Centrifugal separatist processes in Russia triggered by these events received the most dangerous development in the Chechen Republic. Due to a set of circumstances and the whole complex of republican and federal factors, both objective and subjective, at the end of the XXth century the Chechen People was forcefully removed from the economic, political, legal and information fields of Russia. This ethnos fell the victim of large-scale military actions that claimed thousands of lives, almost fully destroyed the economy and social infrastructure of the republic, deprived hundreds of thousands peoples of their homes and property and forced many of them to move to other Russian regions, as well as FSU and beyond.

One of the negative implications of the armed conflict and the preceding processes connected with the separatist policy, was the sudden violation of the historical national composition of the republic and the loss of its full-blooded multi-ethnicity.

In 1989, the Checheno-Ingush Autonomous Soviet Socialist Republic was populated by 734 thousand of Chechen, 163,8 thousand of Ingush, 294 thousand of Russians, over 60 thousand of Russian-speaking peoples (Armenians, Ukrainians, Kumyks, Nogai, Avars etc). However, according to the census of 2002, the total population of the Chechen Republic is 1 million 103.7 thousand people, where Chechen account for 1 million 31.6 thousand, Russians – 40,6 thousand, Russian-speaking peoples – 31,4 thousand.

This proves the relevancy of the thorough national policy in the Chechen Republic, due consideration of interests and needs of socio-cultural development of all ethnic communities, including national minorities.

A serious problem here is created by the mass unemployment, especially among the youth, and the related threat of its negative influence on the socio-political, including ethno-political, situation in Chechnya.

Unjustified encroachments upon the territory and integrity of the Chechen Republic from different destructive forces represent another dangerous destabilizing factor.

We should also take into account the danger coming from extremists impeding social and political activity of the Chechen population, and separatists willing to separate the Chechen Republic from the Russian Federation.

Destructive factors generating frustration in the Chechen society include anti-Chechen propaganda and slander delivered by some central and regional mass media, some politicians, scientists, writers and journalists. In doing so, they widely utilize perversion of history, deformation of modern realities and of basic characteristics of the Chechen People.

As a result, the Chechen people are equated to terrorists and subjected to unjustified discrimination on national grounds in the Russian regions, which makes it easier for separatists and extremists to recruit people, especially young ones, from those slandered, insulted and humiliated.

The state of ethno-political situation, the need to ensure its stability and improvement are considered the key factors determining principles, goals and objectives of the Chechen Republic national policy.

### **3. PRINCIPLES OF THE STATE NATIONAL POLICY**

Historical and cultural peculiarities of the Chechen ethnos, specifics of ethno-political situation, the need to ensure its stability and further improvement and socio-

cultural development of the Chechen Republic require the state national policy to be based on the following principles:

1. Commitment to the principle of integrity of the Russian Federation
2. Preservation of the territory and integrity of the Chechen Republic
3. Facilitation of improvement of federative relations on the basis of harmonious combination of the interests of the Chechen Republic and the general interests of the Russian Federation
4. Equality and protection of constitutional rights and freedoms of men and citizen regardless of race, nationality, language, confession, affiliation to any social groups and public associations
5. Formation of tolerant self-consciousness and behavior of the population, respect for customs, traditions, language, culture and religions of all people
6. Prohibition of activities, propaganda or agitation aimed at undermining of republican security, incitement of racial, national, religious, social dislike, hatred and enmity
7. Preservation and development of languages and cultures of the Chechen and all ethnic groups, unbiased presentation of their history
8. Revival of customs and traditions fostering harmonious relations between citizens and communities
9. Provision of national and cross-national peace and consent
10. Facilitation of revival of full-blooded multi-ethnicity of the Chechen Republic
11. Development of communications with other subjects of the Russian Federation
12. Support to the Chechen people living outside of the Chechen Republic in preservation and development of their native language, traditions and culture
13. Protection of rights of the Chechen and people of other nationalities coming from Chechnya, living outside of the Chechen Republic
14. Counteraction to expansion of "chechenofobia" in the Russian society
15. Counteraction of foreign attempts to use the "Chechen issue" against Russia



## **4. MAIN GOALS AND OBJECTIVES OF THE STATE NATIONAL POLICY**

Based on the historical and cultural peculiarities of the Chechen ethnos, the current ethno-political situation in the Chechen Republic, the above principles reflecting both federal and republican level of international relations, the Concept presupposes implementation of the following measures:

- Ensuring at the level of Federation subject – the Chechen Republic – the integrity of the Russian state, its national security, as well as constitutional rights and freedoms of man and citizen of the Russian Federation on the territory of the Chechen Republic, with due consideration of their ethno-cultural needs;

- Determination and implementation of main lines of government bodies activity on reconstruction of federal and regional relations in the Chechen Republic, restoration of socio-economic conditions for national and cultural development and unity of Chechnya peoples;

- Preservation of the territory and integrity of the Chechen Republic, ensuring of its comprehensive development as a full-fledged subject of the Russian Federation.

For purposes of implementation of the state national policy of the Chechen Republic, it deem it necessary to fulfill the below objectives arising out of the main goals of the Concept.

### **4.1. IN POLITICAL AND GOVERNMENT-LEGAL SPHERES**

#### **4.1.1. IMPROVEMENT OF FEDERAL AND NATIONAL RELATIONS**

The priority objectives in these areas include:

- 1) Achievement and strengthening of peace and political stability in the Chechen Republic, provision of its restoration and strengthening in the political and legal field of the Russian Federation;

- 2) Development based on the Constitutions of the Russian Federation and the Chechen Republic of normative and legal base for regulation and improvement of federal

and cross-national relations, securing of national interests of the Chechen people and other ethnic communities residing in the Chechen Republic;

3) Implementation of special measures, jointly with the federal government bodies, aimed at counteraction of the Chechen discrimination on national grounds, securing of their constitutional rights in all regions of the Russian Federation;

4) Comprehensive consideration of ethno-cultural peculiarities of the Chechen ethnos and other ethnic groups in the course of development of local self-government;

5) Elaboration and adoption of the law on the Chechen language;

6) Development and implementation of laws against religious and political extremism;

7) Improvement of Interaction between federal and republican government bodies, political, national, public, religious organizations and citizens for counteraction of international terrorism;

8) Decisive counteraction of all forms of nationalism, ethno-centrism, encroachment upon the territory and integrity of the Russian Federation and the Chechen Republic;

9) Improvement of work of law-enforcement bodies, prosecutor's office and courts of the republic and of their interaction with the federal structures;

10) Development of legislative acts aimed at strengthening the legal base, legality, law and order in the Chechen Republic;

11) Support of public human rights organizations;

12) Informational and ideological support of legal measures implemented in the Republic.

#### **4.1.2. PROBLEMS OF FORCED MIGRANTS AND REVIVAL OF MULTI-ETHNICITY**

In the areas of settlement of the forced migrants from the Chechen Republic the migrants are often derogated from their constitutional rights.

The overwhelming majority of the Russian-speaking citizens forced to leave Chechnya is Russians – its indigenous inhabitants. The revival of multi-ethnicity and returning, first of all, the Russian population is very important for restoration of the republic and its successful integration into the Russian ethno-political and cultural space.

The revival of multi-ethnicity is a complicated problem associated with the solution of a whole range of social and economic objectives for ensuring attractiveness of the Chechnya living environment. In view of this, we need to apply a well-thought and responsible approach excluding voluntarism and political speculations.

The problems of forced migrants from Chechnya and revival of its multi-ethnicity set forth the following basic objectives:

- 1) Implementation of comprehensive measure jointly with the federal government bodies aimed at solution of problems of forced migrants from the Chechen Republic, protection of their constitutional rights and legitimate interests;
- 2) Arrangement of a goal-oriented work for returning forced migrants to Chechnya;
- 3) Economic, political, legal and ideological support of the forced migrants' return;
- 4) Provision of security of the returning migrants and of conditions for their integration into economic, political, social and spiritual spheres of the republic;
- 5) Regular coverage of the forced migrants' returning process in printed and electronic mass media, describing topical issues of the Russian and Russian-speaking population, as well as coverage of the measures taken by the republic authorities in order to resolve these issues and ensure international accord.

#### **4.1.3. GOVERNMENT PROTECTION OF NATIONAL MINORITIES**

For purposes of preservation and development of ethnic, cultural, religious and linguistic originality of national minorities, we need to fulfill the following objectives:

- 1) Creation of conditions for preservation and development of cultures, languages and traditions and satisfaction of confessional needs of national minorities;

- 2) Encouraging of involvement of national minorities in the process of restoration of economic and social spheres of Chechnya;
- 3) Support of integration of national minorities in the political and social life of the republic;
- 4) Facilitation of establishment of local self-government in places of compact settlement of national minorities;
- 5) Facilitation of establishment of national and cultural centers and public organizations of national minorities in accordance with the constitutions and legislation of the Russian Federation and the Chechen Republic;
- 6) Establishment of Ethnic Council under the President of the Chechen Republic.

#### **4.1.4. IMPLEMENTATION OF THE LAW ON REPRESSED PEOPLES IN THE CHECHEN REPUBLIC**

The Chechen Republic has not so far implemented the RSFSR law “On rehabilitation of victims of political repressions”, the Russian Federation Law “On rehabilitation of victims of political repressions”, orders of the President of the Russian Federation and resolutions of the Russian Government envisaging socio-economic and cultural revival and development of the previously repressed peoples and citizens. In view of this, the government bodies and the public need to fulfill the following objectives:

- 1) Adoption of measures for ensuring of absolute and full implementation of the above laws with regard to Chechnya population;
- 2) Arrangement of scientific research and publishing of scientific literature on the problem of deportation and its consequences for the Chechen people;
- 3) Objective and professional coverage of the problem of Chechen deportation in mass media;
- 4) Adoption of measures for memorizing the victims of Stalin repressions.

#### 4.2. In economic sphere

The priority objectives in economic sphere, which solution affects multunatii=oanl people of the republic, include:

- 1) Establishment of a special economic zone in the Chechen Republic;
- 2) Rebuilding of economically promising enterprises;
- 3) Transfer to the republic of the enterprises and institutions unreasonably passed to the government;
- 4) Development of modern banking and crediting system;
- 5) Restoration of oil-processing with consideration of modern technologies;
- 6) Creation of the required number of workplaces;
- 7) Enhancement of the level of socio-economic development of the Chechen Republic up to the level of developed Russian regions;
- 8) Creation of conditions for wide development of small and medium businesses;
- 9) Creation of science-absorbing industry, manpower training in the respective professions;
- 10) Development of agriculture based on new agro-technical methods and training of qualified professionals;
- 11) Development of the processing industry in agro-industrial complex;
- 12) Restoration of meat and milk animal breeding and poultry breeding;
- 13) Development of wine-growing and production of spirits;
- 14) Establishment of light and food industry systems;
- 15) Development of building industry;
- 16) Restoration and development of communication systems;
- 17) Development of traditional economic sectors in the mountain zone of Chechnya;
- 18) Development of modern rural infrastructure;
- 19) Attraction of investments in restoration of economic and social spheres of the Republic ;
- 20) Involvement of the Russian regions in restoration of the republic economy;
- 21) Ensuring receipt by the population of the due share of the All-Russia property privatized in the early 1990s.

### **4.3. IN THE SOCIAL SPHERE**

#### **4.3.1. EDUCATION, SCIENCE AND MANPOWER TRAINING**

- 1) Increasing the level of educational quality in schools, technical schools, institutions of higher education up to modern requirements ;
- 2) Implementation of government measures for re-training of professionals in different spheres;
- 3) Goal-oriented and wide training of the perspective youth for civil service;
- 4) Adoption of measures for ensuring government protectionist policy in the course of training of medical professionals both within the republic and in large educational and scientific centers of the country;
- 5) Sending the young people to study in the country's leading educational institutions, including law-enforcement and military institutions;
- 6) Manpower training for the most promising directions of the republic activity;
- 7) Goal-oriented training of professionals for the priority directions of science;
- 8) Implementation of measures for encouraging scientific and scientific-pedagogical activities;
- 9) Ensuring of the republic integration in the unified scientific and educational space of the Russian Federation;

#### **4.3.2. HEALTH CARE**

- 1) Building of the modern health care system, equipping hospitals with new diagnostic and treatment facilities;
- 2) Development of Sanitarium-treatment and prophylactic institutions in the foothill and mountain zones of the republic;
- 3) Establishment in the republic of a wide network of medical-psychological and psychosocial rehabilitation centers.

### **4.3.3. CULTURE**

- 1) Development of language and culture of the Chechen peoples, as well as languages and cultures of other ethnic groups inhabiting Chechnya;
- 2) Elaboration and adoption of the law on the Chechen language;
- 3) Material and professional support to rural amateur talent groups;
- 4) Re-building and building of libraries, acquisition of books, publishing and re-publishing of socially relevant literature;
- 5) Development of cultural cooperation with republics of the North Caucasus and other regions of the Russian Federation;
- 6) Development of tourist industry;
- 7) Revival of traditional national arts and crafts;
- 8) Training of professional creative teams of different genres (music, dancing, theatre);
- 9) Renovation and protection of ancient cultural; complexes.

### **4.3.4. PHYSICAL CULTURE AND SPORT**

- 1) Development of infrastructure (sports facilities, sport centers and bases) for physical culture and sports activities;
- 2) Strengthening of sports-educational and material-technical base of educational institutions;
- 3) Development of professional sport;
- 4) Conducting of regional, All-Russia and international sports competitions and mass health and fitness events;

### **4.3.5. ECOLOGY**

- 1) Acknowledging the Chechen Republic as the ecological disaster zone;
- 2) Implementation of environmental measures;
- 3) Development of public environmental control in the republic;

4) Improvement of the environmental training in educational institutions, formation of environmental culture of the population;

#### **4.3.6. INFORMATION ACTIVITY**

1) Development of modern information industry responding to the socio-political and socio-cultural needs of the republic;

2) Improvement of manpower training for work in the sphere of mass media;

3) Systematic and timely counteraction through the mass media of chechenofobia, incitement of inter-ethnic enmity and hatred in the Russian society;

4) Mass media coverage of the positive experience in international relations, economic and cultural revival of the republic;

5) Purposeful use of the mass media for objective coverage of history, culture and traditions of the Chechen people and revelation of the humanist and tolerant nature of its social and spiritual-moral values;

6) Development of the process of the information complex integration into the All-Russia information space;

7) Computerization and wide application of modern technology (including the Internet) when fighting against the forces impeding the republic stabilization process.

#### **4.4. IN THE CULTURAL SPHERE**

1) Educating the population, especially the younger generation, in the spirit of principles of unity and integrity of the Russian Federation;

2) Shaping among the population the tolerant consciousness and non-admission of any forms of violence;

3) Cultivation of ideas of international peace, consent, friendship, common interests and historical fates of the Russian peoples, Russian patriotism;

4) Expansion of knowledge on history and culture of the Chechen ethnos and other ethnoses residing in the Chechen Republic, on the history of military, economic and



socio-cultural cooperation of the Chechen and other peoples, on the historical and cultural connections of the Russian peoples;

5) Preservation, development and cultivation of customs and traditions contributing to strengthening of international trust and consent and peaceful resolution of inter-ethnic problems and conflicts;

6) Shaping among the population, especially the young people, the respect for history, language and spiritual experience of other peoples;

7) Scientific research and study of the history and spiritual experience of the Chechen ethnos;

8) Studying the foundations of traditional Islam in schools and higher education institutions of the republic;

9) Propaganda of moral and humanistic potential of traditional confessions;

10) Counteraction of ideology and practice of various forms of religious radicalism and extremism;

11) Improvement of the system of training experts in traditional Islam;

12) Support of peace-making activities of religious figures and organizations.

#### **4.5. IN THE SPHERE OF EXTERNAL RELATIONS**

1) Determination and systematization of priority tasks in the sphere of the republic external economic activity;

2) Development of recommendations in cooperation with representatives of other subjects of the Russian Federation for improvement of international relations in the Southern Federal District;

3) Conducting of regional and inter-regional scientific and practical conferences with a view to strengthening economic, political and cultural cooperation;

4) Development of cultural connections with other subjects of the Russian Federation, FSU and beyond.

## **5. MECHANISMS OF IMPLEMENTATION OF THE CONCEPT OF STATE NATIONAL POLICY**

Mechanisms of implementation of this Concept presuppose development of the republican Program for national development and international cooperation in the Chechen Republic comprising the following programs:

1. Russia is our common home
2. Information and propagandistic support of the state national policy of the Chechen Republic;
3. National and cultural development of the Chechen people
4. Development of the Chechen language
5. Protection of the Chechen material and spiritual culture
6. Publishing and reproduction of works of the creative and scientific intelligentsia of Chechnya
7. Development of the folk art
8. Employment problems of the Chechen citizens and solutions of these problems
9. Mountain village
10. Small businesses
11. The children of Chechnya
12. The population health
13. Young talents
14. Manpower training and re-training
15. The youth of the Chechen Republic
16. The place and role of women in modern Chechen society
17. Political and legal protection of national minorities;
18. Shaping of tolerance and counteraction of different forms of radicalism and extremism
19. Revival of multi-ethnicity in the Chechen Republic
20. Russians in the Chechen Republic
21. Cossacks in the Chechen Republic

22. The Kumyk language and culture in the Chechen Republic
23. The Nogai language and culture in the Chechen Republic
24. The House of Friendship of the Chechen peoples
25. Cultural cooperation of the North Caucasian peoples
26. The ways of forming civil society in the Chechen Republic
27. Public organization “The Assembly of Peoples of the Chechen Republic”
28. Inter-ethnic and socio-economic development of peoples of the Southern Federal District. International cooperation
29. The Chechen people abroad: peculiarities of adaptation processes
30. The “Strategic Research” Center
31. Monitoring of inter-ethnic relations on the Northern Caucasus
32. Public and government counteraction of different forms of violence
33. Our Neighbors - our Brothers
34. The Caucasus – common home of free peoples
35. National and government building in the Chechen Republic

## CONCLUSION

This Concept characterizes historical and cultural peculiarities of the Chechen ethnos, reflects on ethno-political processes, describes principles, major goals and objectives, as well as complex measures and mechanisms aimed at improvement of inter-ethnic and intra-ethnic relations in the Chechen Republic in conformity with the applicable legislation and the Concept of state national policy of the Russian Federation.

Practical implementation of the Concept presupposes not only due consideration of the interests of the multinational people of Chechnya but also development of democratic institutions, formation of civil society, strengthening of brotherhood and good-neighborly relations with peoples of the Northern Caucasus and the whole Russia.

Successful implementation of the Concept in the Chechen Republic will allow to considerably release socio-economic and inter-ethnic tension and the conflict level of the Northern Caucasus.

The leaders of both the Russian Federation and the Chechen Republic are responsible for compliance with the assumed obligations on improvement and development of federal and inter-ethnic relations and democratic institutions designed to ensure peace and stability, consent, prosperity and free development of peoples of the common state.

In the course of social and economic development, improvement of federal and national relations in the Chechen republic relevant changes may be introduced into this Concept.

## Appendix 8

**Statistical information about results of consideration of petitions for refugee status  
in the Russian Federation in 2005-2008.**

<b>index</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2005- 2008</b>
<b>Persons who filed petitions</b>	<b>960</b>	<b>1170</b>	<b>2173</b>	<b>3967</b>	<b>8270</b>
<b>Persons recognized as refugees</b>	<b>21</b>	<b>41</b>	<b>140</b>	<b>350</b>	<b>552</b>
<b>Share of persons recognized as refugees in the total amount of applied persons, %</b>	<b>2.2</b>	<b>3.5</b>	<b>6.4</b>	<b>8.8</b>	<b>6.7</b>
<b>The number of registered refugees as of the end of the reporting period</b>	<b>464</b>	<b>405</b>	<b>475</b>	<b>713</b>	

## Appendix 9

**Statistical information about results of consideration of applications for temporary  
asylum in the Russian Federation in 2005-2008.**

<b>Index</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2005- 2008</b>
<b>Persons who submitted applications</b>	<b>890</b>	<b>1104</b>	<b>1196</b>	<b>1829</b>	<b>5019</b>
<b>Persons granted a temporary asylum</b>	<b>184</b>	<b>275</b>	<b>402</b>	<b>797</b>	<b>1658</b>
<b>Share of persons granted a temporary asylum in the total amount of applied persons, %</b>	<b>20.7</b>	<b>24.9</b>	<b>33.6</b>	<b>43.6</b>	<b>33.0</b>
<b>The number of registered persons granted a temporary asylum as of the end of the reporting period</b>	<b>1061</b>	<b>1020</b>	<b>1180</b>	<b>1613</b>	