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On some aspects of the State policy on development of the Far East

The analysis the main trends and problems creation of the State policy in the Far East of Russia is given in this article. Laws, statistics and opinion of some of the leading scientists, statesman, public men of the country presentation are in this article. In the macro-region it isn't possible to solve the main problem creating geopolitical threat so far – outflow of the population. The guarding factor is that among the territorial subjects of the federation at this process there are the regions holding a close border position with the adjacent foreign countries. Along with it, a considerable part as a part of decreasing population is constituted by the working-age persons having high professional training. Low, in comparison with the average Russian, social security of the population are the basic reason of such provision. Measures undertaken from the middle of the 90th didn't lead to essential shifts in a positive side of these processes. Acceptance of the new approaches and measures directed to the solution of this task is necessary. The removal of tariff restrictions in the energy industry and on transport, preparation and adoption of the special Federal law "About Development of the Far East" can become those of measures, according to the author.

Keywords: *the Far East, social and economic development, tariff in the energy industry and on transport, outflow of the population, the Pacific Rim, public policy, globalization, national security.*

О некоторых аспектах государственной политики по развитию Дальнего Востока

В статье рассматриваются основные направления и проблемы формирующейся государственной политики на Дальнем Востоке России. Приводятся нормативные акты, статистические данные, точки зрения некоторых ведущих учёных, государственных деятелей страны. В макрорегионе до настоящего времени не удаётся решить главную проблему, создающую геополитическую угрозу, – отток населения. Настораживающим фактором является то, что среди субъектов Федерации в этом процессе присутствуют регионы, занимающие близкое приграничное положение с сопредельными странами дальнего зарубежья. Наряду с этим значительную часть в составе убывающего населения составляют лица трудоспособного возраста, имеющие высокую профессиональную подготовку. Основной причиной такого положения

является низкая, по сравнению со среднероссийской, социальная обеспеченность населения. Предпринимаемые с середины 90-х гг. меры не привели к существенным сдвигам в положительную сторону этот процесс. Необходимо принятие новых подходов и мер, направленных на решение этой задачи. Таковыми, по мнению автора, могут стать меры, направленные на снятие тарифных ограничений в энергетике и на транспорте, разработка и принятие специального Федерального закона «О развитии Дальнего Востока».

Ключевые слова: *Дальний Восток, социально-экономическое развитие, энергетические и транспортные тарифы, отток населения, Азиатско-Тихоокеанский регион, государственная политика, глобализация, национальная безопасность.*

State policy concerning the Far East of Russia is determined, first of all, by the geopolitical factors creating the threat to the national security of the country in the Pacific Rim (further – PR): loss of the population, on the one hand, and the need in the short term its active "inclusion" in the globalization process determined in expedited manner by the accruing tendency of shift of the world economic activity to this region, on the other hand.

From the Strategy of social and economic development of the Far East and the Baikal region until 2025: "In the Far East and in the Baikal region only the special strategy of complex social and economic development of this territory focused on the accelerated growth (on innovative basis) the economic potential of this part of the country, can render real counteraction to the potential threat to the national security on realization of the interests of Russia in the Pacific Rim and also fixing of the population by formation of the comfortable habitat and optimization of the system of resettlement". [1]

For achievement of this purpose at different levels of the government different decisions were developed and made. Among them:

The decree of the President of the Russian Federation of May 7, 2012 No 596 "About the long-term state economic policy" item 2, section D) [2];

The resolution of the Government of the Russian Federation from 4/15/2014 of No 308 "About the approval of the state program of the Russian Federation "Social and economic development of the Far East and the Baikal region" [3];

The list of orders of the President of the Russian Federation following the results of meeting with the chairman of the Audit Chamber of the Russian Federation T.A. Golikova 9/16/2014 in Novo-Ogaryovo [4].

The message of the President of the Russian Federation to the Federal Assembly of Russia of December 3, 2015 [5].

The other regulations on realization of the strategic objectives of development of the Far East, including on the local and regional levels therefore it was succeeded to reduce the outflow of population in comparison with the initial stage of the 90th are developed and adopted. However the cardinal change of negative tendency to reach didn't work well yet.

The analysis of dynamics of population confirms the continuing its reduction. For the beginning of 2017 in the Far-Eastern federal district 6182,6 thousand persons are registered. Reduction of a number of inhabitants for the last seven years, from the date of the last population census, made 110,7 thousand persons. Negative indicators remain practically in the all territorial subjects of the federation of the district except for the Sakha (Yakutia) Republic where along with the national peculiarities determined by the increased settled life the extensive system of measures for support and fixing of the population works. The situation didn't change and for the last period.

At the same time the guarding factor is that among the territorial subjects of the federation at this process there are also the southern regions holding the border position with the adjacent foreign countries: the Primorsk territory, the Khabarovsk territory, the Jewish autonomous region, the Amur region (tab. 1).

Table 1

Dynamics of change of a number on the territorial subjects of the federation of the Far East (one thousand people)

Territory	2010 (year of a census)	2016 (for 01.01.2016)	2017 (for 01.01.2017)	Change of a number of 2017 by 2010	Change of a number of 2017 to 2016
The Far-Eastern federal district	6293,1	6195,0	6182,4	- 110,7	- 12,6
The Sakha (Yakutia) Republic	958,5	959,7	962,8	+ 4,3	+ 3,1
The Kamchatka territory	322,0	316,1	314,7	- 7,3	- 1,4
The Primorsk territory	1956,5	1929,0	1923,1	- 33,4	- 5,9
The Khabarovsk territory	1343,9	1334,6	1333,3	- 10,6	- 1,3
The Amur region	830,1	805,7	801,7	- 28,4	- 4,0
The Magadan region	157,0	146,3	145,5	- 11,5	- 0,8
The Sakhalin region	498,0	487,3	487,3	- 10,7	0
The Jewish autonomous region	176,6	166,1	164,2	- 12,4	- 1,9
The Chukotka autonomous region	50,5	50,2	49,8	- 0,7	- 0,4

Source: Population of territorial subjects of the Russian Federation (Wikipedia) of [http://ru.wikipedia.org/wiki/ Population...](http://ru.wikipedia.org/wiki/Population...) (address on November 24, 2017)

The considerable share in reduction of the population is still occupied by the migration outflow of the population to the other regions of the country and abroad. So, in 2015 it exceeded the total figure of reduction of the population almost by 1,5 times, having concerned one and all territorial subjects of the federation of the Far East (tab. 2.).

Table 2

Migration decline in population on the Far-Eastern regions in 2015

Regions	Migration balance (one thousand people)
The Far-Eastern federal district	- 23,662
The Sakha (Yakutia) Republic	-5,387
The Kamchatka territory	- 1,314
The Primorsk territory	- 2,791
The Khabarovsk territory	- 4,927
The Amur region	- 3,615
The Magadan region	- 1,731
The Sakhalin region	- 1,294
The Jewish autonomous region	- 2,014
The Chukotka autonomous region	- 0,589

Source: Rosstat. Russian newspaper of March 11, 2016 www.rg.ru

In the last two years the situation improved a little, however remains disturbing because up to 90% in the lump of reduction of the population the migration decrease still borrows. [6]

The other negative tendency is also that migration in the Far East aggravates the risks in respect of loss of the population of the economically active age, highly qualified personnel – persons with the higher and secondary professional education. In a migration decrease it is noted that every fifth (21,5%) in 2002 and more than every fourth (26,7%) – in 2013 had higher education. In a stream left out of borders of the Far East in 2013 there were 77,4% of persons at the working-age and 13,5% of persons are aged younger the able-bodied, those who in the long term have to replace the work resources leaving the national economy. [7]

The demographic situation in the Far East began to develop as a result of crisis processes in the economy and decrease in the standard of living of the population, transformation of the social and economic environment, low level and quality of development of the social sphere, changes of priorities in the valuable orientations.

The living level in the Far East still lags behind from the average Russian and, for example, in the ratio costs of the fixed set of goods and services are made from the average Russian 79%, and on the some territorial subjects of the federation, for example in the Kamchatka territory, makes 58%. The cost of set of food in December, 2015 on average in the Far East reached 5254,6 rub that makes

146% to the average Russian. The size of a living wage established in compliance with the Federal Law "About the Living Wage in the Russian Federation" as of March 3, 2016 on average in the Far East was 14619 rub at 9673 rub in general across the Russian Federation. At the same time the highest rate is established in the Kamchatka territory – 18427 rub, and the most minimum in the Jewish autonomous region – 12228 rub [8]

The increased level of the salary for the account of the northern extra charges and the regional coefficients not always solves this problem, for example, "... in the Khabarovsk territory, the nominal salary, despite the Far East and the extra charges, is less than compensation in Moscow and the Moscow region, respectively, in 1,7 and 1,1 times, and in real terms in 1,5 and 1,2 times". [9]

Along with it, there is a considerable differentiation in compensation of the different categories of citizens. For example, employees and workers of the budgetary institutions and the state companies receive the compensation payments from the federal budget, and the private enterprises and firms in which it is engaged at the Far East by the expert evaluates up to 70% of citizens, not always have an opportunity to pay them because of the high cost of performed works and services. On the predesigns of FANU "Vostokgosplan" of the Ministry for development of the Russian Far East this sum in a year reaches 40 billion rubles. [10]

High tariffs for the energy resources, in particular remain the main expensive articles in the prime cost of the made production and services in the Far East still – the electric power, finally considerably exceeding average Russian including for the population (tab. 3).

Table 3

The established tariffs on average in the tension levels for other consumers in the regions of the Far East

Regions	The established tariffs (rub/kWh)
The Far-Eastern federal district	3,19
The Sakha (Yakutia) Republic	4,97
The Kamchatka territory	6,33
The Primorsk territory	3,98
The Khabarovsk territory	4,04
The Amur region	3,34
The Magadan region	3,36
The Sakhalin region	4,80
The Jewish autonomous region	5,87
The Chukotka autonomous region	3,82
The Far-Eastern federal district	9,20

Source: Territorial authority of the Federal State Statistics Service in the Khabarovsk territory. The newspaper of the government of the Khabarovsk territory "The Pacific star" No. 47(27578) of March 18, 2016 <http://toz.khv.ru>

For the purpose of elimination of current situation the President of the Russian Federation V.V. Putin in the Message to the Federal Assembly of the Russian Federation gave on December 3, 2015 an assignment to the Government of the Russian Federation "... to accelerate the decision on alignment of energy tariffs for those Far-Eastern regions in which they are significantly higher the average Russian ...". [11]. As a result of December 28, 2016 the Federal law No 508 "Was adopted about introduction of amendments to the Federal law "About the Power Industry" in which alignment of energy tariffs for industrial consumers of the Far East with the average Russian is provided within three years. For achievement of it the mechanism of compensations and mutual settlements of the generating capacities as a result of which in the Far East tariffs will go down on the average for 30% due to their increase in the central Russia, in the Urals and in Siberia for 1,8% has to be created. At the same time it is considered that reduction of energy tariffs for the industrial consumers will allow lower the expenses, so the price of the made production, to increase its competitiveness and finally positively to affect the social conditions of accommodation of the Far-Easterners.

Meanwhile in the document there are no questions of reduction of tariffs on transport for small and average business, the main share in which is occupied by the services sector and trade, and the most important, the mechanism of reduction of tariffs for the end user – the population.

To change the negative tendency in demography on June 20, 2017 the Government of the Russian Federation approved "The concept of population policy of the Far East until 2025", which in connection with the general and formalistic approach of the region by scientific community and the population was subjected to the critical analysis.

At the meeting on December 29, 2016 in Gorki the Plenipotentiary of the Russian President in the Far East Yu.P. Trutnev reported that as a result of the taken measures in the expired year 1,2 thousand jobs were created, and in 2017 – 2018 19 thousand more will be created. [12]

In total in 2025 in relation to 2015 in the Far East it is planned to create about 100 thousand jobs. However there is a question: if the today's tendency in demography and migration to the other regions remains whether they will be occupied also by whom?

As the concrete mechanism of achievement of the strategic objectives and tasks and also fixing of the population and improvement of demographic situation by the Government of the Russian Federation the State program "Social and economic development of the Far East and the Baikal region" was approved. Meanwhile, as it was noted in the conclusion about execution of the federal budget for 2015 in the State Duma of the Russian Federation, performance of its actions didn't reach also a half, at assignment of 95,4%. Annual failure to follow actions of the program caused that the Ministry of Finance of the Russian Federation suggested reduce financing of the program by 17 billion rubles a year, having sent them to the other regions of Russia. As a result for three years the amounts of financing of the program were reduced by 51 billion rubles.

According to some scientists, one of the reasons of current situation is that "... The Government of the Russian Federation still badly manages to overcome the disagreements and contradictions arising at the level of regional, municipal administrations and the federal departments, ... because the emphasis is placed on bureaucratic regulation of the arisen administrative institutes often duplicating each other such as the Ministry for development of the Russian Far East, the Corporation of development of the Far East, the Fund of development of the Far East, the Agency on development of the human capital, administration of TASED, etc." [13].

Thus, it should be noted that in the Far East in the conditions of adoption of various, often not coordinated administrative solutions of different level of the power, there is a difficult situation both in the economic, and in social spheres. According to the author, it is connected first of all with the fact that for the macro-region its geopolitical role and value isn't determined so far. If in the Soviet period it solved the two-uniform problem: strengthening of borders at the eastern boundaries of the country and providing the country with the resources including strategic appointment, in the modern conditions its geopolitical role isn't determined in this connection there is not clear also a general purpose of development. It turned out to be consequence of the fact that "... the federal center actually agreed to the withdrawal of economic processes of the Far East of the all – Russian control mode". [13]

It is possible to solve this problem and it is necessary by the means of development and adoption of the special federal law on the Far East of Russia in which its geopolitical role for the country has to be designated and fixed. It also has to play the coordinating function for all in the subsequent to the documents of the state level developed and already adopted by the managing director.

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