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Article



Natalia Sergeevna Rumyantseva

Institute of Service and Entrepreneurship(branch) of DSTU
 PhD, Associate Professor

Yulia Igorevna Prokhorova

Institute of Service and Entrepreneurship(branch) of DSTU
 bachelor

Artur Aleksandrovich Blagorodov

Institute of Service and Entrepreneurship(branch) of DSTU
 postgraduate student,
 Shakhty, Russia

Svetlana Yurievna Korablina

LLC TsPOSN «Ortomoda»
 Ph.D., deputy director

Galina Yurievna Volkova

LLC TsPOSN «Ortomoda»
 Doctor of Economics, Professor,
 Moscow, Russia

ON EFFECTIVE SOLUTIONS TO ENSURE SUSTAINABLE DEVELOPMENT OF TOURISM IN THE AZRF

Abstract: in this article, the authors analyze Russian legislation in the field of development of Arctic territories. The object of the study was the norms aimed at guaranteeing the rights of indigenous peoples and the development of the Arctic. The subject of the study was legal relations concerning indigenous peoples as a key subject in the development of the Arctic territories of the Russian Federation. The purpose of the study was to substantiate the need to increase the role of indigenous peoples of the Arctic zone of the Russian Federation within the framework of the Decree of the President of the Russian Federation of 05.03.2020 M 164. This goal was achieved through the analysis of foreign practice and statistics of Rosstat and the Arctic Development Project Office. The role of federal legislation in establishing guarantees for indigenous peoples was also considered, and the role of by-laws in the development of the northern territories of Russia was outlined. The study found that Russian legislation has created an effective legal apparatus for protecting the identity of indigenous peoples, but their role in the strategic development of the Arctic requires revision. It was established that the indigenous peoples of the North represent the most interested and not subject to relaxation group of the population, contributing to the development of the recreational complex of the Arctic. It was proposed to revise the policy of strategic development of the Arctic by developing interaction between associations of indigenous peoples and local government, subjects of the Russian Federation, as well as state corporations.

Key words: Arctic region, sustainable development, relevance, poverty of indigenous peoples of the North, unemployment, social sustainability, labor market, productivity, Arctic, indigenous peoples of the North, polar law, Arctic development strategy, recreational complex.

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Introduction

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The Arctic is becoming an increasingly promising area for the development of industry, shipping and other industries every year. At the same time, the cold climate, poor infrastructure development and difficult communication with other regions do not create the necessary level of attractiveness for the relaxation of the workforce. However, there are many indigenous peoples in the Arctic who lead a traditional way of life and are capable of becoming a key element in the development of the Arctic. The term (indigenous people) is used both in national acts and in international agreements. Among the international acts regulating the status of indigenous peoples, one can highlight the United Nations Declaration on the Rights of Indigenous Peoples of September 13, 2007 (hereinafter referred to as the UN Declaration on the Rights of Indigenous Peoples). This document does not contain a definition of "indigenous people", but establishes guarantees for the preservation of the original way of life of these peoples. Thus, in accordance with Article I of the UN Declaration on the Rights of Indigenous Peoples, it is established that a representative of an indigenous people, like any other person, is subject to international law concerning human rights. At the same time, the UN Declaration on the Rights of Indigenous Peoples separately highlights the rights of indigenous peoples to association, collective protection of their rights, as well as the right to such domestic legislation that will meet the interests and preservation of the identity of the indigenous people. Based on the analysis of the UN Declaration on the Rights of Indigenous Peoples of the North, one can identify key criteria for the belonging of a particular people to an indigenous people, namely:

- *the presence of a unique culture;
- *residence in the territory of traditional settlement;

- *awareness of oneself as a separate ethnic group.

It should be noted that within the framework of the UN Declaration on the Rights of Indigenous Peoples, attention is often focused on the nature of the traditional way of life. Thus, within the framework of Article 24, one can highlight the reference to the use of traditional means of healing and within the framework of Articles 27 and 34, the recognition of customs and traditional legal institutions of indigenous peoples. Based on these factors, one can trace the spirit of the act, in particular, indigenous

peoples should include those peoples whose culture contains specific legal features and a way of life that does not fully correspond to the prevailing culture of the state, or in some part contradicts it, which leads to its potential disappearance and the need for protection.

Within the framework of national acts, the criteria for classifying a particular people as indigenous are less vague, and specific measures to protect the rights of indigenous peoples are provided. Thus, in the Russian Federation, one can take into account the Federal Law on Guarantees of the Rights of Indigenous Peoples of the Russian Federation >> dated 30.04.1999 N2 82-FZ and the Federal Law <<On the Territories of Traditional Nature Management of Indigenous Peoples of the North, Siberia and the Far East of the Russian Federation >> dated 07.05.2001. N2 49-FZ. Both of these acts are aimed at guaranteeing the rights of indigenous peoples, but the second law directly concerns protection within the framework of land legal relations. Federal Law dated 07.05.2001. N2 49-FZ establishes restrictions on the use of lands of traditional nature management, so the said lands must be used exclusively for the traditional way of life of indigenous peoples (with the exception of cases directly specified in the law). The Federal Law of 30.04.1999. N2 82-FZ does not disclose the term "indigenous people" in general. Within the framework of the law under consideration, the concept "indigenous people of the Russian Federation" is used. This approach can be called justified, since legal protection should first of all be aimed at protecting the identity of such peoples who are already on the verge of extinction. At the same time, this approach does not establish that the protection of the rights of non-indigenous peoples should not be carried out. The legislation of the Russian Federation is the guarantor of the protection of the culture of all peoples living on the territory of Russia, however, the Federal Law of 30.04.1999. ff9 82-FZ is an additional guarantee for indigenous peoples, including for indigenous peoples of the North (IPN).

Moving directly to the consideration of the definition ("indigenous small-numbered people"), it can be noted that most of the criteria that we considered when analyzing the UN Declaration on the Rights of Indigenous Peoples were also reflected in Russian legislation. Thus, indigenous small-numbered peoples must also lead a traditional way of life, have an original habitat and perceive themselves as a separate ethnic group, but at the same time, the said environment must be located within Russia, and the

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total number of such people must be less than 50 thousand people.

Within the framework of Articles 5 and 7 of the Federal Law of 30.04.1999 .N2 82-FZ it is established that federal authorities and local governments create such conditions for the existence of indigenous peoples that will protect their original habitat, ensure the preservation of their original culture and increase the socio-economic level of well-being of indigenous peoples. These goals can be achieved primarily through the use of by-laws, including strategies and experiments. Among the current by-laws concerning the protection of the rights of indigenous peoples of the north of Russia, the following can be distinguished, namely:

- Order of the Government of the Russian Federation of April 15, 2021 No. 2 996-r approving a unified action plan for the implementation of the Fundamentals of the State Policy of the Russian Federation in the Arctic for the period up to 2035 and the Strategy for the Development of the Arctic Zone of the Russian Federation and Ensuring National Security for the Period up to 2035.

- Decree of the President of the Russian Federation of 05.03.2020. N2 164 Fundamentals of the state policy of the Russian Federation in the Arctic for the period up to 2035",

- Decree of the President of the Russian Federation dated 26.10.2020 g. N2 645 "On the Strategy for the Development of the Arctic Zone of the Russian Federation and Ensuring National Security for the Period up to 2035.

The Order of the Government of the Russian Federation of April 15, 2018. N2 996-r is an act that establishes a list of programs, strategies and other similar documents that should be developed for the development of the Arctic territories. This by-law primarily forms a system of by-laws and allows for a unified policy in the development of the northern territories. The Decree of the President of the Russian Federation of March 5, 2020. N2 164 establishes the general principles on the basis of which the development of the Russian Arctic should be carried out through state intervention. Article 7 of the decree in question establishes that the key problems of the Arctic are population decline and low level of infrastructure development. Both of these problems are interconnected, since the lack of the opportunity to quickly leave for another, more developed region forces a resident of the Arctic zone of the Russian Federation to change their place of residence in favor of a more suitable southern region. To resolve these problems, a special strategy for the development of the Arctic has been prepared - Decree of the President of the Russian Federation dated October 26, 2020 N2 645. This document establishes a specific list of measures, due to which by 2035 conditions will be created that lead to a significant increase in the attractiveness of the Russian Arctic as a permanent

place of residence. At the same time, within the framework of this act, the term ("indigenous people" is used only 3 times. This fact indicates an underestimation of indigenous peoples in the development of the Arctic and their potential for sustainable development of the Arctic regions, providing them with an unprecedented level of economic activity. From the standpoint of the concept of sustainable development, the intensification of production activities in the Arctic region actualizes the issues of achieving long-term environmental and social sustainability for local communities. Despite the fact that the Arctic countries, especially the countries of Northern Europe, occupy leading positions in the world in achieving their sustainable development, additional attention is needed to coordinate efforts to achieve them at all levels of administrative and territorial governance. The relevance of our study is due to the need to overcome the challenges and threats to the sustainable development of the Arctic territories of Russia. The methodological basis of the study was a systems approach, methods of structural-historical and comparative-geographical analysis. It is substantiated that social risks in achieving sustainable development of the Arctic region are limited access of the population to educational services; social tension in the labor markets caused by professional and qualification imbalances in labor supply and demand and problems of youth employment; child poverty and poverty of the indigenous population. The scientific novelty of the study consists in substantiating the social risks that pose a threat to the sustainable development of the Arctic region. The prospects for further research are due to the need to solve urgent socio-economic and managerial problems related to the sustainable development of the Arctic Zone of the Russian Federation. The article analyzes the tourism infrastructure in the Arctic Zone of the Russian Federation as a restraining factor for the formation of the competitiveness of domestic Arctic tourism on the world stage. It is concluded that, despite the attractiveness of natural resources, transportation costs do not allow tourists with an average income to visit the Arctic, and for elite tourists, service is insufficiently developed. Potential opportunities for the development of tourism infrastructure in the Russian Arctic in accordance with regional characteristics are noted. In 2015, the international community adopted the 2035 Agenda, based on the trinity of social, economic and environmental sustainability – the ultimate long-term goals for realizing human rights. The Sustainable Development Goals (SDGs) outlined by the Agenda united the efforts of countries in a wide range of *economic* (economic growth, industrialization, innovation and infrastructure, sustainable cities, responsible consumption and production), *environmental* (combating climate change, preserving marine and

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terrestrial ecosystems, clean energy) and *social* (eradication of poverty and hunger, good health and well-being, quality education, reducing inequality) functional areas. The most important element for the success of sustainable development on a global scale is the localization of the SDGs, i.e. the interaction and coordination of efforts to achieve them at all levels of administrative and territorial governance, since the opportunities and challenges of sustainable development vary significantly not only across countries, but also within them.

Main part

Arctic region today occupies a special place in global politics. The long-term interests of circumpolar countries in the Arctic region are associated with the world's largest mineral reserves. Traditional nature management of the indigenous population and the development of Arctic shipping play an important role in the economic development of such countries. The Arctic territories of circumpolar countries are characterized by the predominant development of resource -extracting industries; poor development of transport and logistics infrastructure; high vulnerability of the living environment; the need to preserve the authentic way of life of the indigenous population; limited human potential for self-development, produced by the economic specifics of the Arctic territories. Undoubtedly, the strategic importance of the Arctic territories determines the implementation of Arctic policy by circumpolar countries, the basis of which should be sustainable development. There are numerous studies of sustainable development of the Arctic region. Individual aspects of such studies include, namely:

- *analytical review of strategic documents of foreign northern countries on Arctic policy issues;

- *study of decision-making methodologies and development of management tools for Arctic territories;

- *search for effective directions of state policy to create conditions for sustainable socio-economic development of the Arctic territories;

- *research into the economic sustainability of the Arctic region includes issues of rational use of natural resources, including in terms of exploration and exploitation of natural resources and the efficient use of the industrial potential of coastal territories during the development of offshore deposits;

- * Arctic development issues infrastructure, including issues of development of transport infrastructure and its digitalization;

- *issues of diversification of Arctic economies, including the development of tourism and agriculture.

A wide range of works is devoted to the issues of environmental sustainability in the Arctic. These include studies of the impact of the changing regional climate on Arctic ecosystems and local communities, and issues of environmental safety management in the

Arctic, solid waste management, etc. In contrast, studies of social sustainability of the Arctic region are rare; among them are a study of the contribution of local youth to the social sustainability of Arctic cities, an analysis of problems associated with the uninterrupted delivery of goods within the northern delivery, issues of transition to expanded reproduction of human capital, as well as a study of the problems of assessing social sustainability and determining the ways to achieve it in the regions of the Russian Arctic. By the Arctic region we mean Iceland, the Arctic territories of Norway, Sweden, Finland, Denmark, Canada, the USA, as well as regions of Russia, the territories of which are completely classified as the Arctic zone. The methodological basis of the study was a systems approach, methods of structural-historical and comparative-geographical analysis. The scientific novelty of the study consists in substantiating the social risks that pose a threat to the sustainable development of the Arctic Zone of the Russian Federation. Prospects for further research are related to solving urgent socio-economic and management problems related to sustainable development of the Arctic Zone of the Russian Federation facing Russia, business and society. Today, the concept of sustainable development is an internationally recognized vector of social development, providing for a harmonious solution to a whole range of problems in the interests of the current and future generations living in the Arctic Zone of the Russian Federation. According to previously conducted studies on the development of the Arctic, relatively high support is demonstrated by the countries of Northern Europe, the least by the USA and the Russian Federation. Such conclusions were made based on the calculation of the SDG Index for 2024 by indicators grouped:

- *by *economic* (GDP growth, logistics efficiency index, R&D expenditures, government expenditures on education and healthcare, etc.);

- *by *environmental factors* (the share of renewable energy sources in the total volume of primary energy supplies, the volume of solid municipal waste per capita, industrial emissions, the ocean health index, etc.);

- * by *social* (proportion of population living below the poverty line of \$1.90 a day, literacy rate, health coverage, life expectancy, unemployment rate, proportion of youth without work/education, university rankings, etc.) functional areas.

According to research, the efforts of circumpolar Arctic countries to achieve their successful development in the social functional area are moderate in the areas of combating poverty (Finland, Denmark, Sweden, Norway, Iceland and Russia), ensuring quality education (Finland, Canada, Russia), and reducing inequality (Denmark, Norway, Iceland). The main problems in achieving social sustainability in such countries remain:

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*high level of poverty among elderly citizens (Finland, Sweden, Canada, USA);

*significant regional differences in life expectancy (Finland, Norway, Canada) and gaps in health status assessments across decile population groups (Finland, Sweden, Iceland);

*high proportion of households in which housing costs account for more than 40% of their disposable income (Finland, Denmark, Sweden, Norway, Iceland, USA);

*limited access to the Internet for low-income groups (Denmark, Sweden, Norway, Canada, USA).

The Arctic territories of the Arctic countries play a critical role in achieving successful development, as they are of strategic importance for ensuring their long-term sustainable development. The Arctic zone of Finland includes Northern Ostrobothnia, Kainuu and Lapland, with a population of 10.1% of the country's population. Green economy projects with an emphasis on bio-economy and wind energy are currently being implemented in the Finnish sector of the Arctic region; the leading sectors of the Arctic economy are tourism, mining and wood processing industries. Finland has large deposits of chromite, cobalt, copper, iron, lead, nickel, zinc and limestone. The country is a leading producer of talc in Europe. The mining industry of Finland includes the extraction and processing of metallic and industrial minerals, as well as steel production. The country's current Arctic policy strategy is aimed at achieving successful development, defining four priorities for activities in the Arctic, namely:

*climate change;

*promoting the well-being and rights of indigenous peoples;

*welfare economics;

*infrastructure and logistics.

The main directions of Arctic policy in achieving social sustainability are, namely:

*ensuring equal access to education and digital services;

*expanding the possibilities of distance learning;

*employment and entrepreneurship.

Denmark's window in the Arctic region is Greenland, which "allows" the country to be classified as an Arctic state. Greenland's population is 56.4 thousand people. The country has significant reserves of zinc, lead, iron ore, gold, platinum, uranium, rare earth metals and coal. Greenland's main economic sectors are fishing, construction and tourism; current activity in the mining industry is concentrated in the field of geological exploration. Denmark's autonomous Arctic region is the Faroe Islands, whose population is 53.6 thousand people, and whose main economic sector is fishing. Today, Greenland and the Faroe Islands independently determine their domestic policies and are in dialogue with Denmark to determine the framework for their sustainable development.

The Swedish sector of the Arctic region includes Västerbotten and Norrbotten, with a population of 5.2% of the country's total. Sweden has no oil and gas resources of its own, but Swedish industry plays an important role in the sectors serving the energy sector, such as the icebreaker fleet, shipping, and consulting services. Today, Sweden produces about 93% of the iron ore mined in Europe and is a leading producer of non-ferrous metals. In addition to metal mines, there is also large-scale industrial mining of minerals. The leading industries in Sweden's Arctic areas are wood processing and pulp and paper, mining, tourism, construction, transport and storage, energy, and fisheries, and bioenergy is growing. Sweden's current Arctic policy emphasizes the need for sustainable economic development through the empowerment of local communities as equal partners in decision-making processes at the national and regional levels. Among the main areas of implementation of the Swedish Arctic policy in achieving social sustainability are the development of digital infrastructure in order to improve access to high-quality health and social services in sparsely populated areas and the activation of youth policy based on expanding its opportunities for access to education, employment, housing, health, safety, culture and leisure.

Tromsø and Finnmark counties accounts for 35% of Norway's mainland land area and 9% of the country's population. Norway has vast reserves of oil, nickel, natural gas, iron ore, coal and titanium. The country is the world's fifth largest producer of natural gas and the second largest exporter of it. The leading industries in Norway's Arctic economy are fisheries and aquaculture, tourism, construction and trade; growing industries include renewable energy, oil and gas and mineral extraction. The results of their successful development determine the overall direction of Norway's current Arctic policy. The goal of Norway's Arctic policy in the context of achieving social sustainability is to promote job creation by encouraging cooperation between the business community and the higher education sector.

Iceland is the only country that lies entirely within the Arctic region, with a population of 356,000. The country's main economic sectors are fisheries, tourism and the aluminium industry. Iceland's Arctic objectives were set out in the Parliamentary Resolution on Iceland's Arctic Policy, submitted in 2011. The country is committed to implementing the 2035 Agenda for Sustainable Development: sustainable development is integrated into public policies on social, economic and environmental issues. Priority objectives include increasing resource efficiency and reducing the negative impact of cities on the environment.

The Canadian sector of the Arctic region includes the entire province of Yukon, the Northwest Territories and Nunavut. The Arctic territories

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account for 0.4% of Canada's total population. The main economic activities of the Canadian sector of the Arctic region are mining (diamonds, gold, silver, lead, zinc), the public sector and the service sector. The development of the Arctic territories is one of the key priorities of Canada's strategic planning, the legal basis of which today is the Fundamentals of State Policy in the North and the Arctic. The goals and objectives of the implementation of Canada's Arctic policy are aligned with the goals of the 2035 Agenda for Sustainable Development. In the area of achieving social sustainability, they include ensuring the resilience of the indigenous population by addressing the problems of poverty and homelessness and expanding opportunities for them to receive lifelong education.

The American sector of the Arctic region is Alaska, whose population share in the total population of the country is 0.2%. The state has historically not played an important role in the foreign and domestic policy of the United States: despite the fact that Alaska, due to its oil reserves, is an important resource for ensuring American energy security, only in the last two decades has the territory of the state actualized its importance in the economic and military agenda of Washington. The Arctic Strategy 2024 defines the current prospects for the economic development of the American sector of the Arctic region. The goals of implementing such a Strategy are, namely:

- *investments in infrastructure;
- *increasing access to public services, including health care, education, energy, housing, water and sanitation;
- *development of new economic sectors (renewable energy, extraction of essential minerals, tourism and knowledge economy).

The Russian sector of the Arctic region includes the Murmansk region, the Nenets, Yamalo-Nenets and Chukotka autonomous districts. The leading places in the economy of the Russian sector of the Arctic region are occupied by the oil and gas complex, namely: the extraction and processing of minerals. Accelerated socio-economic development of the Arctic territories is the main vector of the modern Arctic policy of Russia. The directions of implementation of such policy are, namely:

- *social and economic development of the Russian Arctic and development of its infrastructure;
- *development of science and technology;
- *environmental protection and ensuring environmental safety;
- *ensuring protection of the population and territories from natural and man-made emergencies.

Measures to address the challenges of socio-economic development of the Russian sector of the Arctic region were enshrined in the Strategy for the Development of the Arctic Zone of the Russian Federation and National Security for the Period up to 2035. For 2024, in contrast to the Arctic strategies of

the above-mentioned countries, the expected results of the implementation of such a policy are given. Social risks that pose threats to the sustainable development of the Arctic region have shown that social goals in national documents are declarative in nature (the Arctic strategies lack specific objectives, measures, deadlines and indicators for achieving such goals), preference is given to economic activity. This statement is confirmed by the results of the analysis of the social development of the Arctic territories in the context of achieving their sustainable development, namely: ensuring high-quality education and life-long learning opportunities. Education makes a significant contribution to the well-being of local communities, the level, availability and quality of which affect the economic potential of the entire society, the social status of a person, the quality and standard of his life. Today, the main threat to providing high-quality education in local communities of the Arctic region is limited access to educational services.

Alaska faces significant challenges in providing effective education—a teacher shortage (more than 60% of teachers are hired from out of state) and high teacher turnover (nearly one in four teachers quits each year), resulting in low student achievement and a declining workforce in the long term. The reasons for this include low housing affordability and amenities (running water and sewer systems), limited transportation accessibility to remote communities, low living conditions (limited retail, cultural, and recreational options), and Alaska's cultural diversity (given its large Native population). The situation is compounded by the poor quality of education provided by the University of Alaska Anchorage (UAA): in 2019, the institution lost its accreditation for failing to meet the College of Educational Preparation (CAEP) standards, making students who graduated ineligible to teach in Alaska schools. The same situation is typical for Canada's Arctic province of Nunavut.

In Norway, every tenth schoolchild drops out before or during the last year of upper secondary school. In Finnmark, every fifth boy and every sixth girl drop out of upper secondary school. In Nordland, 16.3% of boys and 12.4% of girls do not complete the upper secondary education, in Tromsø — 15.4% and 10.6%, respectively. This situation aggravates the problems of youth unemployment: in 2024, the unemployment rate among young people without a complete upper secondary education was almost 2 times higher than the unemployment rate among young people with a higher level of education. *Promoting full and productive employment* and achieving sustainable development in the Arctic region is impossible without ensuring full and productive employment. An analysis of the social development of Arctic local communities in the Arctic Zone of the Russian Federation shows that social risks that pose threats to sustainable development are

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professional and qualification imbalances in the Arctic labor markets and youth unemployment. Today (2024), the Arctic zone of Norway has the lowest unemployment rate: in Nordland - 2.3%, Tromsø and Finnmark - 2.4% (for comparison, in Oslo county it is 4.6%; the national average is 2.4%). The level of social tension in the labor market of Nordland and Tromsø and Finnmark is 0.6 people per 1 vacancy (in Oslo - 1.3). Despite such a favorable unemployment situation, the problem of imbalance between corporate needs and supply of qualified labor remains particularly relevant for the Arctic territories of Norway. Thus, Nordland has the highest proportion of companies with serious hiring problems among other regions of Norway. The greatest labor shortage here is observed in the health care and social services; among the industries experiencing an acute labor shortage are construction, fisheries, tourism and catering. The shortage of skilled labor is a critical issue for Finland's Arctic region of Kainuu. Today, Kainuu's population is insufficient to meet labor force needs: against the backdrop of a declining population due to high mortality and low birth rates, the region faces the problem of youth outflow due to a narrow range of opportunities for vocational training. The greatest demand in the Kainuu labor market is for information and communication technology specialists, as well as skilled personnel in the healthcare and social services sectors. Alaska will also face a crisis in the near future due to a shortage of labor resources necessary for the state's enterprises and industries. Negative demographic trends in the state include a decrease in the working-age population and a high share of young people in the migration loss of the population. A similar situation has developed in the Russian sector of the Arctic region, where the unemployment rate among graduates who have received secondary vocational and higher education is high. For example, in the Chukotka Autonomous Okrug The employment rate among university graduates is 69.2%, compared to the Russian average of 83.7%; the unemployment rate is 13.5% (7.1%). Employers in the district have a significant need for highly qualified specialists (in science and technology, education, and healthcare), as well as skilled workers in industry, construction, and transport. Young people have an unfavorable position in the labor market of the Russian Arctic regions. One of the reasons for this situation is the low level of employment in the first job related to the acquired profession or specialty. One example is the Nenets Autonomous Okrug, where the employment rate of graduates in their specialty is less than 60%, including 58% of those with secondary vocational education in programs for training mid-level specialists and 55.2% in programs for training skilled workers and employees.

The problems of employment of the indigenous small population are relevant for the Arctic region, the sphere of labor demand for which is unskilled jobs in

peripheral sectors of the economy and seasonal jobs. One of the reasons for this situation is the limited opportunities for obtaining an education due to the remoteness of the places of activity of the indigenous population from educational institutions. For example, in the Arctic territories of Canada, the unemployment rate among the indigenous population is 1.5 times higher than the general unemployment rate.

Unemployment issues have a negative impact on the well-being of the population: poverty issues remain relevant for the Arctic region. Poverty produces a decrease in the standard and quality of life due to limited access to services and consumption and causes social isolation. As a result, socially vulnerable groups of the population of the Arctic territories of circumpolar countries face higher poverty rates (indigenous small populations, people with disabilities, single parents). Social risks that pose threats to the sustainable development of the Arctic region are child poverty and poverty of the indigenous small populations.

Alaska has a poverty rate of 10.1 percent (10.8 percent for working-age women and 8.4 percent for men); a senior poverty rate of 8.5 percent; and a Native American poverty rate of 22.9 percent. The state's child poverty rate is 12.6 percent, with many families experiencing food insecurity (9.5 percent of households are food insecure, with 20 percent of the region's children in such households).

Nunavut has the highest child poverty rate in Canada at 31.2% (the national average is 18.6%). The reasons for this situation are complex and varied: high cost of living, limited employment opportunities (Nunavut's economy is small and isolated), lack of affordable housing, and limited access to education and training. Poverty in Nunavut disproportionately affects Indigenous communities: the Inuit poverty rate here is 62% (non-Indigenous people – 29%).

A paradoxical situation with poverty has developed in the Russian sector of the Arctic region. With a population of only 0.94% of Russia's population, the share of the GRP produced here in the total product of the country is 4.6%, the average GRP per capita exceeds the national average by 5 times. Despite this, more than 8% of the population of the Arctic regions lives below the poverty line; for almost 20% of households, the share of expenses on purchasing food exceeds 50%; about 80% of low-income households are families with children under 16 years of age. According to the authors' estimates, the level of child poverty in the Yamalo-Nenets Autonomous Okrug is 12.7%, in the Nenets Autonomous Okrug - 17.5%, in the Chukotka Autonomous Okrug - 19%, in the Murmansk Region - 21%. The factors of this situation are an unfavorable demographic burden, low-paid employment and unemployment.

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In circumpolar debates, social issues related to children are often lost, while child poverty is a phenomenon whose existence is shameful for the state. Poverty has a negative impact on the prospects for sustainable development of the Arctic region, since it reproduces the phenomenon of child poverty: as the number of children increases, the standard of living decreases by 30% among complete families with two children, and by 50% among complete families with three or more children. Child poverty limits the prospects for achieving sustainable development in the Arctic region, since it is accompanied by an exacerbation of long-term negative trends - declining health and educational levels, increasing unemployment, increasing crime and social tension in Arctic local communities.

Indigenous peoples of the North are the most vulnerable category of the population to the negative impact of the Arctic climate, along with this, industrial land seizure and restrictions on the use of bioresources increase risks to health and life and threaten the very existence of national cultures. Conflicts with resource-extracting companies (development of mineral deposits affecting an important area of life of the indigenous population - lands, pastures, biological resources) remain relevant. The traditional economy is stagnating, and anthropogenic impact on ecosystems reduces the ability to conduct traditional activities, while the level of education and cultural characteristics of the indigenous population limit their ability to socialize outside the traditional environment. The Arctic territory of Russia has great potential for the development of tourism. The unique historical, architectural, cultural and natural heritage opens up wide opportunities for this, every year more and more tourists come to the Arctic. It is obvious that Norway, Iceland, the USA (Alaska), Finland annually receive significantly more tourists than Russia, although the area of the Arctic territories of these countries is significantly smaller. For this, new infrastructure facilities are being built, a full-fledged tourist and recreational complex is being formed. Russia can and should develop tourism in the Far North along with foreign countries. According to the "Strategy for the Development of the Arctic Zone of the Russian Federation and Ensuring National Security until 2035", tourism is one of the priority areas for implementing this strategy. The Decree of the President of the Russian Federation "On National Goals and Strategic Objectives for the Development of the Russian Federation until 2024" established the need to increase the volume of exports of services in non-raw materials sectors of the economy, which include tourism. Russia already offers a unique, competitive tourism product, however, the growth potential of the industry remains not fully realized.

At present, Russia has the opportunity to develop tourism in the Arctic Zone of the Russian Federation based on the previously created

infrastructure. To do this, it is necessary to change the direction of development of the Arctic territories with a focus on tourism, namely:

- preservation and improvement for tourism purposes of the transport and engineering infrastructure of cities and towns formed in previous periods;
- solving the problems of single-industry towns by introducing new types of activities and job vacancies (tourism);
- development of new ecologically oriented routes taking into account the natural resources of the Arctic for the development of tourism;
- protection and promotion of the culture of local indigenous peoples.

The main focus of this study is on the analysis of the tourism potential of the Russian Arctic in order to identify unresolved issues. The research material is the scientific basis for the proposal to form an architectural and spatial environment for tourism in the Russian Arctic. Let us consider the regional features of the development of Arctic tourism in Russia.

The area of the Arctic territory belonging to Russia is 3 million square kilometers (2.2 million square kilometers of which is land), which is 18% of the country's territory. The development of such a large territory should be carried out systematically. The natural and economic conditions of the regions of the Russian Arctic for the development of tourism are extremely diverse, and the distance of the region from the central part of the country is also important. In order to determine which tourist centers, depending on the capabilities of specific regions, are advisable to form, what measures to implement in order to improve the organization of the tourist environment in the Russian Arctic, it is proposed to identify several tourist regions that territorially and functionally unite places of recreation and tourism, places of settlement of the permanent population, transport communications, and territories of the natural landscape. In each of the identified tourist regions, the following were analyzed:

- first-level elements (basic elements), the so-called "territory advantages": the natural and historical-cultural wealth of the region, tourist sites that are already visited or are promising for inclusion in tourist routes. This category includes spaces and objects that can potentially attract tourists to the region;
- elements of the second level, i.e. infrastructure that contributes to the development of tourism potential (basic elements): transport infrastructure (railways, airports, highways), food and hotel systems, entertainment and entertainment sector, retail trade system, excursion service system.

1. *The Kola tourist region* is the most developed for tourism among the Arctic regions of

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Russia. In 2023, the region was visited by 451 thousand tourists. This is largely due to the fact that Murmansk is the largest city in the world beyond the Arctic Circle, connected with the most populated areas in central Russia and other countries of the world by regular air service and a network of railways. Cruises to the North Pole, the Franz Josef Land and Novaya Zemlya archipelagos depart from the port of Murmansk. In addition, the region includes the large ski resort of Kirovsk. The region is favorable for the development of active and quiet, mainly natural, types of tourism, which is facilitated by a diverse landscape (the Khibiny Mountains, the Barents Sea coast, rivers and forests), and a relatively mild climate allows you to relax here all year round. Service and hotel industry are gradually developing, but the supply does not yet fully meet the demand for the number of quality services.

2. *Arkhangelsk tourist region.* There are about 10,000 monuments of architecture, nature, archeology, history and culture here, therefore the main place among the types of tourism here is occupied by educational tourist routes.

3. *The Yamalo-Nenets tourist region* has been developing very dynamically in recent years, largely due to its rich hydrocarbon deposits. The funds received from the extraction of minerals are invested, among other things, in the development of a comfortable tourist environment in the region. The largest tourist center and starting point for trips around the region is the city of Salekhard. In addition to visiting natural attractions, the routes include an introduction to the culture of indigenous peoples.

4. *Taimyr tourist region.* The north of Krasnoyarsk Krai is known as one of the most man-made regions of the Arctic. However, today the Norilsk Nickel enterprise is financing the construction of a multifunctional tourist complex "Zatundra", which will make visiting the hard-to-reach region more convenient and comfortable.

5. *North Yakut tourist region.* Currently the least developed and least visited part of the Russian Arctic. The development of the tourist environment today is mainly carried out in the central part, and not in the north of the Sakha Republic. However, the natural potential and culture of the indigenous peoples have the potential to attract tourists in the future.

6. *The Chukotka tourist region* has a unique animal world. On the Wrangel and Herald Islands there is a nature reserve where you can see polar bears, white geese, herds of reindeer, walrus rookeries in a pristine environment. To attract tourists, the region holds an annual festival "Bering Strait", which includes sports and business programs.

Based on the analysis of existing tourist routes, a classification of tourist accommodation facilities was carried out. It was revealed that the existing tourist infrastructure in the Arctic Zone of the Russian

Federation has, predominantly, a medium and minimum class of service. These are campsites, traditional housing, wooden guest houses, tourist bases, hotels of 2 - 3 * level. The category of the most comfortable accommodation includes glampings. But they are mainly typical frame-tent structures, while high tourist service must correspond to the uniqueness of the architecture associated with the natural context.

The Arctic territory of Russia has great potential for tourism development. The unique historical, architectural, cultural and natural heritage opens up wide opportunities for this, and more and more tourists come to the Arctic every year. Figure 1 shows the dynamics of the number of tourists and the volume of tourist services in the Arctic territories for 2019-2023. It is obvious that Norway, Iceland, the USA (Alaska), Finland annually receive significantly more tourists than Russia, although the area of the Arctic territories of these countries is significantly smaller. For this purpose, new infrastructure facilities are being built, a full-fledged tourism and recreational complex is being formed. Russia can and should develop tourism in the Far North along with foreign countries.

According to the "Strategy for the Development of the Arctic Zone of the Russian Federation and Ensuring National Security until 2035", tourism is one of the priority areas for implementing this strategy. The Decree of the President of the Russian Federation "On National Goals and Strategic Objectives for the Development of the Russian Federation until 2024" established the need to increase the volume of exports of services in non-raw materials sectors of the economy, which include tourism. Russia already offers a unique, competitive tourism product; however, the growth potential of the industry remains under-utilized. Currently, Russia has the opportunity to develop tourism in the Arctic Zone of the Russian Federation based on the previously created infrastructure. This requires a change in the direction of development of the Arctic territories with a focus on tourism, namely:

- preservation and improvement for tourism purposes of the transport and engineering infrastructure of cities and towns formed in previous periods;
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The main focus of this study is on the analysis of the tourism potential of the Russian Arctic in order to identify unresolved issues. The research material is the scientific basis for the proposal to form an

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architectural and spatial environment for tourism in the Russian Arctic. Let us consider the regional features of the development of Arctic tourism in Russia.

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Based on the analysis of existing tourist routes, a classification of tourist accommodation facilities was carried out.

It has been revealed that the existing tourist infrastructure in the Arctic Zone of the Russian Federation has mainly a medium and minimum class of service. These are campsites, traditional housing, wooden guest houses, tourist bases, hotels of level 2 - 3 *. Glampings belong to the category of the most comfortable accommodation. But they are mainly typical frame-tent structures, while high tourist service should correspond to the uniqueness of architecture associated with the natural context. Canada, within the framework of its Arctic and northern policy, refused to perceive indigenous peoples as the main subject of the Arctic development. A clear transition to the reorientation of Canada can be noted at the moment, so the Canadian government is aware that the discriminatory legislation in force in past eras in relation to the indigenous peoples of the north of the country did not allow for the proper development of the Arctic, so changes and strengthening of the influence of indigenous peoples are necessary. Canada's Arctic

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Strategy aims to enhance engagement between regional Indigenous associations and development corporations, chambers of commerce and other organizations that promote regional development.

Within the Russian Federation, the study of the Arctic Development Project Office "Socio-psychological factors of migration in the regions of the Arctic Zone of the Russian Federation" should also be taken into account. In accordance with the above, it should be noted that 59 percent of respondents do not plan to leave the Arctic zone of the Russian Federation, and this position is most often found among those born in the Arctic. This is primarily due to love for the small homeland and acclimatization to the Arctic climate. Among indigenous peoples, these reasons are more clearly traced in connection with a special attitude to the territory of residence and traditions directly related to Arctic conditions. Thus, it is the indigenous peoples who represent a group of the population that, firstly, is least susceptible to relocation to other regions and, secondly, is interested in the development of the northern regions.

It should also be noted that over the past decade, the role of domestic tourism has increased significantly in the Russian Federation. The total number of tourists in the domestic tourist flow in 2023 increased by more than 15%. At the same time, the original culture of the indigenous peoples of the north of Russia is one of the key elements of the recreational complex of the Arctic region. In connection with these factors, in our opinion, it is necessary to additionally develop a by-law aimed at involving indigenous peoples in the development of Arctic territories. The basis of the act should be the involvement of indigenous peoples in the recreational activities of the northern regions of the Russian Federation.

Thus, the by-law should basically oblige the committees for tourism development of the subjects of the Russian Federation to develop joint recreational programs with associations of small indigenous peoples. The by-law itself should not establish specific requirements for the programs, since, first of all, it should be of a declarative nature. The following objectives of the by-law in question should be included in its preamble. This act sets the following objectives, namely:

- involvement of Arctic indigenous peoples of the North in the development of the tourism sector of the Russian Federation;
- raising awareness among the population of the Russian Federation about the unique culture of the indigenous peoples of the North;
- development of the Arctic region as a whole."

At the same time, it is necessary to specify the terms for the implementation of the program similar to those established by the Decree of the President of the Russian Federation of 26.10.2020 No. 645, and also to rely on the authorities of the constituent entities

of the Russian Federation. Thus, the constituent entities of the Russian Federation directly interact with associations of indigenous peoples of the North, report on the infrastructure capabilities of the region, and also properly assess the financial capabilities of the region and the potential benefits from the introduction of certain recreational programs.

However, providing only the obligation to develop a recreational program will not become the necessary incentive for the development of the recreational sector. The refusal of broad autonomy within the framework of the act is also unacceptable, since centralized regulation is not able to properly ensure the implementation of the set goals, which has been confirmed by the Canadian experience. In this regard, federal funding should be introduced for the most effective programs. The effectiveness of a particular program should be determined by holding a special competition similar in essence to the "Competition of video clips of the regions of Russia, held within the framework of the International Exhibition of Tourism and Hospitality Industry. Thus, on its basis, a potential consumer of recreational services will be able to learn about the availability of certain programs, and federal authorities will be able to evaluate their quality.

Conclusion

Thus, indigenous peoples are one of the key elements in the development of the Arctic region. The Russian Federation, in the context of developing a strategy for the development of the Arctic, should not only ensure the protection of the rights of indigenous peoples, but also focus on the development of the country's regions through the interaction of their associations and local governments, constituent entities of the Russian Federation, and state corporations. This need is primarily due to the interest of the indigenous peoples of the Arctic in the development of the region and the presence of their distinctive culture, which is an integral part of the Arctic recreational complex. At the same time, a by-law should be developed aimed at involving indigenous peoples in the development of the Arctic recreational sector. This act should be declarative in nature in order to grant autonomy to the authorities of the constituent entities of the Russian Federation in the sphere of developing recreational programs. However, additional incentives should be established for recreational programs that have proven their effectiveness. The effectiveness of programs should be determined through special competitions similar to those held within the framework of the International Exhibition of Tourism and Hospitality Industry, incl. Competition of video clips of regions of Russia 2024».The main factors restraining the development of tourism in the Russian Arctic are the insufficient quality of service infrastructure and tourist environment and poor transport accessibility.

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Transport costs do not allow tourists with an average income to visit the Arctic, and for elite tourists, service is not sufficiently developed. It is necessary not only to create a modern comfortable hotel infrastructure for accommodation, but also to form tourist centers, including a set of facilities offering comprehensive services for the provision of types of tourism developed in the region.

Modern complexes for accommodation and organization of leisure for tourists are not united into a certain system. The Russian Arctic is huge and difficult to access. Uniting complexes into a single network in accordance with tourist routes can attract more tourists than a separate object. It is necessary to optimize and develop the existing settlement system (support city - base city - shift camps) with the organization of a system of tourist and recreational complexes on their basis. With the development of high-quality infrastructure, the Russian Arctic has sufficient natural and historical-cultural potential to increase tourist flows.

An analysis of social risks of achieving sustainable development of the Arctic region has shown that de facto the Arctic strategies of circumpolar countries emphasize economic goals of Arctic territory development, while social goals are subordinated to them — the human factor is considered as a tool for accelerated development of Arctic territories. Circumpolar countries fail to achieve social sustainability relevant for Arctic territories: the current stage of Arctic territory development is accompanied by a huge volume of investments, however, the exploitation of Arctic resources gives practically nothing in return to Arctic

local communities. Social risks of achieving sustainable development of the Arctic region include limited access of local communities to educational services, social tension in labor markets caused by professional and qualification imbalances in labor supply and demand, limited employment opportunities for indigenous people and youth, as well as child poverty and poverty of indigenous minorities. The main factors holding back tourism development in the Russian Arctic are the insufficient quality of service infrastructure and the tourist environment, and poor transport accessibility. Transport costs prevent tourists with an average income from visiting the Arctic, and for elite tourists, service provision is insufficiently developed. It is necessary not only to create a modern, comfortable hotel infrastructure for accommodation, but also to form tourist centers that include a set of facilities offering comprehensive services for the types of tourism developed in the region.

Modern complexes for accommodation and organization of leisure for tourists are not united into a certain system. The Russian Arctic is huge and difficult to access. Uniting complexes into a single network in accordance with tourist routes can attract more tourists than a separate object. It is necessary to optimize and develop the existing settlement system (support city - base city - shift camps) with the organization of a system of tourist and recreational complexes on their basis. With the development of high-quality infrastructure, the Russian Arctic has sufficient natural and historical-cultural potential to increase tourist flows and their development is justified.

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