

INTRODUCTION

STRATEGY OF LEGAL DEVELOPMENT OF THE RUSSIAN FEDERATION

The Russian Federation shall be a social state whose policy is aimed at creating conditions ensuring a worthy life and a free development of Man.
(item 1 article 7 of the Constitution of the Russian Federation)

The Constitution of the Russian Federation is the strategic foundation of the country's legal development, consolidating the fundamental principles of constitutional partnership between the bodies of state power of the Russian Federation and constituent entities of the Russian Federation, other state bodies and institutes of civil society.

The Council of Federation introduced the «constitutional partnership» formula to political and legal dialogue in its annual reports for 2004 and 2005.

The strategy of legal development is a strategic response system to modern day and future global challenges, which by the Constitution of the Russian Federation is determined by the state's political strategy. The strategy for legal development is the legal embodiment of the country's development policy.

Political will is transformed into a state development strategy by means of legal formulation, when it is embodied in the political and legal acts of the Russian Federation of the highest level, the most important of which are the annual address of the President of the Russian Federation to the Federal Assembly of the Russian Federation and the annual budget message by the President of the Russian Federation.

The principal strategies of legal development and constitutional partnership are enshrined in the Constitution of the Russian Federation.

The bodies of constitutional partnership, defined in the articles of the Constitution of the Russian Federation, are: the President of the Russian Federation, the Council of Federation, the State Duma, the Government of the Russian Federation, legislative (representative) bodies of state power of the constituent entities of the Russian Federation, executive bodies of state power of the constituent entities of the Russian Federation, the courts of the constituent entities of the Russian Federation, the Accounts Chamber of the Russian Federation, and agencies of the Prosecutor General the Russian Federation. These bodies exercise state power in the Russian Federation.

Cooperation between the subjects of the constitutional partnership in the lawmaking process and that of legal enforcement is ensured by a monitoring system of the legislative and legal enforcement practice, aimed at raising state accountability before citizens for the results of legislative and legal enforcement activity.

A constitutional partnership is a demonstration of the legal culture of power. In the process of creating a constitutional partnership, the image of the individual is formed — a citizen of

a new Russia, a new image of the state, society and the country. The bodies of constitutional partnership select the most efficient models of coherent function and cooperation, with consideration for the constitutional requirements of unfettered expression of human and civil rights and freedoms.

The strategy of legal development is formed, realized and perfected with the cooperation of legislative, executive and judicial branches of power, within the frameworks of constitutional partnership. This cooperation may be exercised only under conditions of equality and by means of compromise.

Constitutional partnership, which is particularly significant to the Council of Federation as a chamber of the regions, is implemented within the frameworks of federalism. Implementing this principle, the strategy of the country's legal development promotes a balanced development of the regions, with the federal center assuming the coordinating role.

Power is efficient only when it advances the opportunity to realize a person's potential, provides security guarantees, creates conditions for developing civil society institutes, and preserves the territorial integrity of the country and the sovereignty of the state.

The 2005 Council of Federation report noted the need to improve the efficiency of cooperation between the legal entities of legislative initiative so that a comprehensive review of the quality of legislation could be formed. The President of the Russian Federation and the Government of the Russian Federation, as the principal legal entities of legislative initiative, bear especial responsibility for the quality of lawmaking.

State policy gains legal expression as well as strategic and lasting qualities when embodied at the level of federal law. Constitutional partnership in the legislative process has especial meaning for modern Russia, since current reforms require a qualitative renovation of the nation's legislation. At the same time, the open dynamism of legislative activity comes at the expense of its stability. This prevents citizens from developing trust in authorities, reduces the value of the law as the basic form of regulation of public relations, prevents citizens, the business community and society as a whole from planning their vital life activities for the foreseeable future, makes life unpredictable, and undermines confidence in the future.

Almost all of the federal executive power's initiatives are supported and implemented by the federal lawmaker; however, as demonstrated by the annual analysis of the state of legislation in the Russian Federation, the array of legislative problems is building up from year to year, which confirms that legislative work is being hurried. At the same time, many proposals from the legal entities of legislative initiative, due to shortcomings in the mechanisms of cooperation between the bodies of constitutional partnership, remain unfulfilled.

The constitutional partnership formula is able to determine a place in the legislative process for all legal entities of legislative initiative. In confirmation of this, the appendix to the report presents an edition of the conception of the program for legislative activity in the Russian Federation aimed at improving the efficiency, clarity, and transparency of the legislative process, developing a mechanism for resolving conflicts in the field of legislative activity, and guaranteeing the stabilization of legislation without hurting the implementation of an objective need to improve it by changing the legal development strategy.

Legislation of a high quality is possible in a system of cohesive, long-term planning of legislative activity, and through an addition to lawmaking of a wide range of expert appraisals: from economic to humanitarian ones.

Of no less importance is a constitutional partnership in legal enforcement activity. Misalignment and weak coordination between the bodies of power in the process of implementing laws, and the untimely or unqualified lawmaking on bylaws and regulations, cause substantial harm to state policy. Political speculation is equally inadmissible in this process, as is interdepartmental competition, and formalism in the execution of adopted laws. Constitutional partnership in the process of legal enforcement must be embodied in the form of proactive cooperation between the bodies of state power in the area of legal monitoring. Only consolidated

and responsible legislative monitoring by the bodies of constitutional partnership can create an authentic system of analysis of the state of legislation and its application, a system that must become an essential part of lawmaking, implemented at all levels in order to improve the legislation of the Russian Federation.

A program of lawmaking activity of the Russian Federation may be able to unite the bodies of the constitutional partnership in their legislative and legal enforcement efforts.

The institute of constitutional partnership in modern Russia is only being conceived. A staged reconstruction is underway of the entire system of administration, inherited by Russia from the Soviet Union. For this reason, the modern system of constitutional partnership is inherent to certain disparities. Full implementation of the principle of independent legislative, executive and judicial branches of power is being restrained by certain objective factors, characteristic of a transition period. The institutes of civil society and local self-government are still in their developmental stages, a new system of delineation of authority and responsibility between the levels of power is still being formed and tested. The judicial and law enforcement systems are being reformed. All of this is gradually changing the image of modern power, drawing it near the optimal — constitutional — model, in which each branch of government is independent, while in unison they develop and implement a coordinated state policy.

Modern Russian authorities are simultaneously accomplishing two of the most complicated tasks: creating political stability in the intermediate perspective, while preserving an invariably rapid pace of long-term reforms. In view of this, it is premature to speak of qualitative changes to the system of constitutional partnership in the near term. It appears that the bodies of constitutional partnership should switch to intermediate planning of their lawmaking activity, creating an instrument that unites the program of socioeconomic development of the Russian Federation in the medium term, the intermediate three-year budget of the Russian Federation, the program of socioeconomic development of the constituent entities of the Russian Federation, and the results of monitoring of current legislation and its enforcement.

The 2006 Address of the President to the Federal Assembly is, in essence, a comprehensive document that touches on the most vital aspects of the life of the Russian state, and which identifies the key elements of the strategy of legal development for the country.

The 2006 Address to the Federal Assembly is of a socially oriented nature. It identifies the key priorities of state policy as: the economy, demography, public health service, national security, and international activity.

Among the economic tasks set forth in the Address to the Federal Assembly for 2006, the following were given especial prominence: innovative development of high technologies in industry, the energy sector, science and education; modernization of the energy sector and the rapid introduction of energy-saving technologies; updating of antimonopoly legislation; creation of new and elevation of the efficiency of current state and private investment mechanisms; provision for the unobstructed emergence of Russia on international markets, etc.

The 2006 Address to the Federal Assembly devoted especial attention to the implementation of the priority national projects. The President of the Russian Federation turned the attention of the Government of the Russian Federation, regional authorities and local self-state bodies to the need for a systemic approach to the modernization of such sectors as education and the public health service, creation of a market for affordable housing, provision for broader access to mortgage loans, implementation of technological programs and innovation projects. As a whole, these measures should guarantee the improvement of the quality of services, first of all in public health and education, as well as to sizably increase the wages of all categories of workers.

In addition, the Address also names other priority task of state policy. These, most importantly, include overcoming the demographic crisis by lowering the death rate, raising the

birthrate and reinforcing the current migration policy. The 2006 Address to the Federal Assembly proposed comprehensive measures for supporting young families and a program for stimulating the birthrate, envisioning a new method of promoting the birthrate by earmarking financial assistance to mothers in the amounts of 250,000 rubles.

Within the frameworks of the migration policy, it was proposed to further encourage the return of compatriots from abroad. To accomplish this task, measures had to be developed aimed at improving the legal regulation of migration issues and provision of Russian citizenship, simplifying the migration procedures associated with employment of foreign nationals on the territory of the Russian Federation; a new administrative-legal mechanism had to be created to account for foreign nationals and persons without citizenship so as to improve the efficiency of managing the migration processes and curtailing illegal migration.

The plan for fighting corruption noted that implementation of the most vital economic tasks was impossible without stronger criminal-legal protection of entrepreneurial activity entities from abuse by officials of the state administrations, as well as law enforcement and other bodies.

The goal of raising the prestige of state service was examined in view of a sequential continuation of past reforms in this sphere. It is essential to continue the creation of a regulatory framework for state service, to introduce a new mechanism for improving its efficiency and the level of material compensation for state service employees, and to raise the interest of highly qualified specialists in joining the state civil service.

Particular attention was devoted to the task of forming an efficient and timely response to security threats. To accomplish this, it is essential: to expand the area of cooperation between Russia and the CIS states, including within the Organization of the Collective Security Agreement, to create regional force groups within the framework a system of collective security, to determine the method of achieving the goal of averting and repulsing potential acts of aggression, to establish reasonable control over the earmarked use of military goods.

In the plan for conducting an effective foreign policy, the President of the Russian Federation drew attention to the need to cooperate with one of Russia's largest partners — the European Union, with which it is essential to create conditions for closer development of economic, humanitarian and scientific ties, and to simplify the visa regimes between the Russian Federation and the European Union.

The strategic goals of the budget message of the President of the Russian Federation to the Federal Assembly, «On Budget Policy for 2007», were identified as follows.

To provide for a balanced budget system for Russia for the long term, first of all in the part on implementing obligations of the state in the area of pension and other forms of social assistance.

To continue the policy of accumulating additional budget revenues into the Stabilization Fund. At the same time, Stabilization Fund resources exceeding the base volume will be spent only as a substitute to outside sources of budget deficit financing and (or) for the early repayment of the state's foreign debt. In 2006-2007, the resources reserved in the Stabilization Fund for the mitigation of negative consequences from a fall in oil prices (the reserve part), and the resources accumulated above this volume («the future generations fund»), will be clearly separated, while the size of the reserve part will be set as a percentage of gross domestic product.

The task of raising the role of intermediate financial planning is becoming a priority, with an assignment in the Budget Code of the Russian Federation of statutes confirming that the established procedures and timeframes for developing and approving future financial plans must be firmly followed, while the accounts of the outcome of budget provision utilization must be taken into consideration while forming and examining new draft budgets. The intermediate (2008-2010) model of the federal budget is set for implementation in 2007.

With the financial reserves available to the country arises the goal of accelerating the reorganization and increasing the capitalization of specialized state investment institutes aimed at supporting the export of goods and the import of technologies, and the long-term financing of

major investment projects. At the same time, in order to increase private investment, especial attention will be devoted to the development of such economic instruments as the Investment Fund, venture funds, as well as industrial production, technology development, and tourism and recreation special economic zones, concession agreements, and technology parks.

The task of improving the efficiency of budget spending needs to still be resolved. Budget expenditures at all levels must be oriented toward a net result, which, in turn, must be achieved in the most efficient way possible. In 2007, a policy will be proposed for broadening the independence and responsibility of the main budget fund overseers, first of all by means of developing and introducing technologies for appraising the quality of financial management at the departmental level, developing internal audits, and strengthening financial discipline.

The relevance of the task of improving management of state property remains in place, including the urgent legislative settlement of the question of reducing the purchasing price of land properties under objects in state ownership, as well as of simplifying the procedure for privatizing unitary enterprises. At the same time, privatization must in the first order promote structural changes in the corresponding sectors of the economy, which create expectations of positive economic, social and budgetary effects. Also still relevant is the task of overseeing the observance of legislatively assigned dates for setting adjustable tariffs on company services in the housing and public utilities sector, as well as on the natural monopolies — before the draft budgets are submitted to legislative bodies.

Since the modern state structure presumes that the executive power is the main source of legislative initiatives, then the next in order of significance in determining the strategy of Russia's legal development is the Consolidated Report of the Government of the Russian Federation on the results and main directions of activity of the Government of the Russian Federation for 2006-2007 (herewith — Consolidated Report of the Government of the Russian Federation). According to this report, Government activity was directed at implementing the following goals:

- raising the level of the quality of life of the population, including raising the level of material wealth, raising the level of health and security of living conditions for the population, raising the level of satisfaction in the population's social and spiritual requirements and development of these, securing the productive employment of the population and dignified working conditions, raising the level of satisfaction in education services, guaranteeing citizens' rights and freedoms;

- raising the level of national security, including the deterrence of military and military-political threats to Russia's security and interests, providing for Russia's political and economic interests in times of peace, securing the readiness to conduct operations involving the armed forces in times of peace, reducing the risks and potential losses from terrorist threats, reducing the risks and potential losses from natural and technological disasters, reducing the risks from geopolitical threats;

- providing for rapid economic growth rates, including the development of free and competitive markets, securing macroeconomic stability, guaranteeing property rights and the defense of contracts, creating conditions for accelerated economic growth in lagging and depressed regions, raising the competitiveness of the Russian economy, raising the competitiveness of Russian enterprises;

- creating conditions for socioeconomic growth in the long-term perspective, including the development of scientific potential, the potential of infrastructure, creation and development of labor resource potential, of the potential of natural and subsoil resources, the potential of government management, cultural and spiritual potential, the acceleration of social and cultural modernization, and development of the potential of international contacts.

The Consolidated Report of the Government of the Russian Federation at present plays a methodological role — it unites information about the main directions of the Government of the Russian Federation's activities, and in the future, as a document adopted by the Government of

the Russian Federation as an action strategy, may be transformed into a system for monitoring the plans and accounts of specific federal ministries, federal services, and federal agencies.

All of these measures, combine with the delineation of power between levels of authority, reform of inter-budgetary relations, and removal of non-financed state obligations, have led to the development of a projected federal budget in the intermediate perspective (2006-2008) and the foundation of the first in modern Russia history intermediate federal budget for 2008-2010.

The level of budgetary expenditures steadily grows from year to year, spread across federal and departmental programs, each guaranteeing the achievement of specific goals earmarked in the budget plan.

Activities of the Government of the Russian Federation is described systemically and in full, permitting the evaluation of how efficiently each direction's goals are achieved, for all current and planned work within the structure of bodies of the executive power, by their activity types and directions.

Implementation of the priority national projects is oriented on the legal strategic position set in article 7 of the Constitution of the Russian Federation on the social state, «whose policy is aimed at creating conditions ensuring a worthy life and a free development of Man». A special Council was created for implementing the projects, headed personally by the President of the Russian Federation, which confirms the importance of their implementation for the country.

The national priorities were formed in 2005 by the Russian President, and tied to the solution of problems that concern Russians most: Health, Education, Affordable and Comfortable Housing — for Russian Citizens, Development of Agribusiness.

The goal of all national projects is to improve Russian citizens' quality of life. They are orientated on spheres that directly concern every person, determining the quality of life and comfort and creating «human capital» — an educated and healthy people. The state of these areas for the large part decides the social health of society, the demographic well-being of the country, its competitiveness in the global economy.

All of the national projects are joined by an important mega-project — demography. Another vital national project task is the practical development of modern technologies for the efficient use of budget resources in the main directions of the country's development. National projects are that polygon on which the state must learn how to efficiently spend money. This is impossible to achieve without qualitatively new and efficient feedback between the state and society.

An important task is to concentrate control over the resolution of strategic issues in the hands of the President and lawmakers, and to gradually take this control away from bureaucrats. Such an advancement of controlling functions, creating a mechanism for the de-bureaucratization of state administration, is not a direct goal of the national projects, but acts as an important condition of their implementation.

One of the most important goals of national project implementation is the formation of an efficient mechanism for legislative support of this process at federal and regional levels. The development of precise mechanisms of cooperation along the line «center — regions», including on issues of legislative and regulatory support for the implementation of national projects, is very important. After all, the financing provided by some regional budgets is often many times greater than the financing provided by the federal center.

In 2006, legislators proposed new approaches to rationalizing the national projects' financing volumes, and to molding their mechanisms and procedures, in order to improve methods of parliamentary control over their implementation, and for the efficient control over their legal enforcement in the regions. For the near-term, a series of pilot regions were selected for national project implementation (for example, for low-rise building construction), so that their successful experience could be spread to other regions. The testing of mechanisms for national project implementation opens new opportunities for raising the involvement of regional lawmakers in this direction.

The Council of Legislators is meant to become an important link in this mechanism. It is viewed as an institute that allows for the coordination of national and regional issues, as a structure that quickly responds to the correction of priorities, the goals and tasks of federal and regional legislators. The Council plays an immense role as a coordinator, an instrument for achieving greater cohesion in the work of all levels of power.

Worthy of attention is the idea of creating groundwork law for the regions, in parallel with the adoption of federal laws. Justified criticism has been voiced about the number of laws filled with an unjustifiably large number of grandfather provisions, to the detriment of direct action standards.

The national projects indicate a turn away from a strategy of survival to a strategy of integrated development for the whole country and specific regions. This strategic turn must be reflected in the content of both federal and regional legislation, in all areas of activity.

For any federal state, especially one such as the Russian Federation, one of the most substantial indicators is the regional policy dynamic, reflecting the state of the federal relations, especially in socioeconomic measurements. The Council of Federation, through constant monitoring, has been studying the evolution of regional policy for the past four years, presenting the results of this work in annual reports «On the State of Legislation in the Russian Federation».

If one analyzes the content of the annual addresses by the President to the Federal Assembly for 2002-2007, it becomes evident that the undertaken transformations on strengthening the state, raising the efficiency of administration and the delineation of power, have allowed for the setting of long-term goals for regional development. The territories require federal budget fund investments to develop their infrastructure facilities, allowing them to more efficiently employ their geographical, natural and environmental, industrial and other resources for raising the rates of economic growth.

In the course of the main directions of budget policy, determined in the Budget message for 2007, a confidence is growing that many of the proposals from the bodies of state power in the constituent entities of the Russian Federation, which the Federal Council consequently defends, will be implemented. First of all, this concerns the substantial renewal of federal and regional economic policies of Russia.

A common thread runs through the addresses by the President of the Russian Federation to the Federal Assembly concerning the principle of continuity of state policy. This fully concerns federal and regional level policies. The state policy of the Russian Federation, the mechanisms for its development and implementation, must have firmly expressed federal, interregional and regional components, which integrate the issues of planning the socioeconomic development of the Russian Federation with the future plans of socioeconomic development in the constituent entities of the Russian Federation.

The effect of federal decisions on the country's regions is multifaceted. The problem of «regional consequences of non-regional (industrial) decisions» is one of the most complex in regional theory and practice, and not only in Russia. In order to, first of all, lower the social risks of federal reforms, the regions must become an essential focus of all of the conceptual, strategic and program documents and decisions adopted at the federal level.

A whole range of fundamental problems must still be resolved. First of all, it is essential to once and for all determine the goals of economic assistance to the regions — whether it will be intended only for the most problematic regions, or whether financing will be invested in the so-called «centers of growth». Most likely, this will raise questions about the expedience of raising the role of investment assistance to the regions, about the need to coordinate regional policy with other elements of the state's economic policy, about employing industrial and social policies of federal power to resolve problems in the less developed economic regions.

The regions have developed different approaches to developing and implementing their own socioeconomic policies. In certain regions, the most important document in this area is the

address made by the most senior official in that constituent entity of the Russian Federation, which is then implemented in the socioeconomic development program and in other legislative acts. In other regions, the authorities limit themselves only to a socioeconomic development program. Thus, the constituent entities of the Russian Federation independently determine the mechanisms used to devise and implement their own socioeconomic policies.

All the same, the time has come to quickly design and adopt a federal law «On the Organization of Drafting and Implementing a State Regional Policy of the Russian Federation», which must provide for a correlation between the country's regional priorities and the conceptions, strategies and development programs being designed at the regional level. The law must obligate federal and regional bodies of state power to have a corresponding array of strategic and program documents in the area of regional planning. The presence at the federal level of a regional development strategy approved by the Government of the Russian Federation, and corresponding programs for its implementation, would be able to affect the quality of strategic planning and programming at the regional level. At the same time, such a strategy must correspond to already existing programs and strategic documents: the address of the President of the Russian Federation, federal laws, fundamental decrees of the President of the Russian Federation, resolutions of the Government of the Russian Federation, and federal programs, including departmental ones.

A general legal problem restraining the creation of a legislative framework for Russia's regional policy is the underdeveloped state of its conceptual mechanism, and the absence of a legitimate definition of many of its most important concepts. The Council of Federation has on numerous occasions raised this problem in its reports on the state of legislation in the Russian Federation. Its resolution is possible by creating a federal law on regulatory legal acts of the Russian Federation, which is presently being refined in the Council of Federation.

Lawmaking that is conducted under a single set of rules, and has transparent and open legal enforcement accompanied by efficient monitoring, will help create a basis for the design of a conceptual mechanism in all areas of society's activities, including in the area of design and implementation of a state regional policy.

The process of integrated regional planning must incorporate results from monitoring of the territorial aspects of individual constituent entities' activities and planning. The state, while taking the interests of companies into account in its regional planning, has the right to expect the same from businesses. By being in possession of information about the prospects of enterprise development, the state is able to improve its cooperation with the business community and raise the level of business's social responsibility, considering the interests of individual constituent entities in regional planning.

A key task of improved inter-budgetary relations rests in guaranteeing transparency of the territorial part of the whole federal budget, which will permit federal bodies of power to optimize their financial flows, and for the bodies of executive power in the constituent entities of the Russian Federation to take into account the entire volume of finances in their territory. Improved inter-budgetary relations are aimed at guaranteeing equal access by the country's entire population, and by all of constituent entities of the Russian Federation, to budget resources, which guarantee the implementation of citizens' constitutional rights. To support the real sector of the economy, new financial institutes may need to be created at the federal level, within whose frameworks favorable loans could be issued for investment projects in priority regions.

A considerable reserve of Russia's economic growth on the whole rests in an improved quality of inter-regional cooperation. Real macro-regions are starting to develop in Russia — groups of constituent entities of the Russian Federation that are united by a joint system of common interests and projects and that exist as a single socioeconomic mechanism. The best examples of such practice must be supported, and their development across the broader territory of the country encouraged. Support for macro-regional projects and the stimulation of macro-region development should become a priority of both federal and regional investment policies.

The dynamics of regional policy development in Russia dictate new needs for legal and organizational regulation in this area. The Council of Federation, which expresses the interests of Russia's regions and embodies the regional character of Russian statehood, is taking an active part in creating and implementing state policy in the constituent entities of the Russian Federation aimed at their efficient socioeconomic development. This first thing that needs to be accomplished along this path is to provide a constructive dialogue between the bodies of state power in the constituent entities of the Russian Federation and the Government of the Russian Federation. And it is the Council of Federation, as the chamber of the regions, which could traditionally assume the role of the platform for such dialogue, and to unite efforts in the task of perfecting regional policy.

Also seeing considerable development is the work done by bodies of state power in the constituent entities of the Russian Federation on the regulatory formalization of state policy in the constituent entities of the Russian Federation on account of the annual address by the President of the Russian Federation to the Federal Assembly of the Russian Federation. The regions are adopting various models for agreeing the priority directions of state policy with the long-term programs and plans operating in each particular constituent entity of the Russian Federation.

In 2006, bodies of state power in the constituent entities of the Russian Federation demonstrated that they were ready to marshal their work in accordance with the strategic directions of Russian development. Work in the regions was carried out in consideration of general federal policies. On June 4, 2006, a session of the Council of Legislators of the Council of Federation held a discussion of the Address to the Federal Assembly for 2006. Between June and October 2006, various types of discussions about the Address to the Federal Assembly for 2006 were staged in all of the federal districts. These events resulted in the adoption by many of the constituent entities of the Russian Federation of specific acts on implementing the Address to the Federal Assembly for 2006.

From year to year, the work of the constituent entities of the Russian Federation in implementing the address of the President of the Russian Federation to the Federal Assembly is becoming more systemic and orderly. At the same time, three years of monitoring of the implementation of addresses and legislative provisions for the priority directions of state policy have shown that the sought-after results in this line of work have yet to be fully accomplished. Results for 2006 have shown that the task of raising the efficiency and effectiveness of the work of the executive bodies of state power has still not been achieved. The efficiency of resource exploitation at both federal and regional levels remains quite low.

Lawmaking remains inefficient. Legislation is being implemented without proper preparation. Spending estimates offered in forecasts, especially in regard to financial expenditures for completion of certain measures provided for in legislation, are as a rule substantially understated. As a consequence, the executive power continues to work inefficiently and behave in an uncompetitive manner.

In this connection, the basic principles of how regional bodies of state power work should be changed; in other words, it is essential to switch to an effective model of performance. The essence of this model is expressed in the recognition of the doubtless priority of the interests of consumers of budget services, in perfecting mechanisms for adopting administrative decisions, and raising the level responsibility held by state bodies for the implementation of adopted decisions. The success of state policy is directly linked to how it is implemented at the local level. The quality of life of each specific person depends on how effective and transparent the work of regional powers is. For this reason, an effective solution to issues of strategic regional legal development in the Russian Federation plays a decisive role.

The basis for the functional conduct of economic and social policy of the state at the local level is the clear delineation of authority between the bodies of power at all levels. The outcome of these reforms must be the creation of a legislatively secured universal mechanism for how

responsibilities are met by the bodies of state power in the constituent entities of the Russian Federation, and a functioning system of criteria for evaluating the work for bodies of state power and their representatives, both at the regional and local levels. First of all, this concerns the efficient management of financial, material and human resources.

Relevant areas in which regional legislation must be improved are: public health, education, social policy, housing and utilities infrastructure, residential development, economic growth and personal income, and the quality of the budgetary and administrative procedures themselves. The instrument that consolidates the bodies of constitutional partnership in this line of work could and must be the program for legislative work of the Russian Federation.