

legislation fails to even provide a procedure for implementing international organizations' decisions. Thus, all resolutions reached by the councils of the heads of state and governments of the CIS are in essence advisory in nature, and no constructive steps are being envisioned for rectifying this situation in the future.

The legal groundwork for the Russian Federation's external economic activities must also be improved, an issue that is especially relevant to the constituent entities of the Russian Federation. The Federal Law «On Coordination of International and Foreign Economic Relations of the Constituent Entities of the Russian Federation» has never been changed since entering into force, even though, as the regions believe, the application of its regulations in practice leads to certain difficulties.

Of even greater importance are issues on providing the supremacy of the principles and norms of internal law, and their implementation in federal legislation. As is known, the Russian Federation has signed a series of international agreements containing obligations to bring the Russian legal system in line with general European standards. In this context, Russia must develop a specific strategy for improving Russian legislation according to Council of Europe requirements and the particular characteristics of Russia's legal culture. At the same time it should be kept in mind that unlike laws that comprise the legal space of domestic legislation, international agreements that the Russian Federation must ratify are the product of political-legal intergovernmental compromise.

A thought-through implementation of the legal standards of the Council of Europe and other international organizations, including those created in the space of the CIS, in Russian legislation is also required. The lag of entry into force of documents already signed in the name of Russia at times leads to a delay in the implementation of essential reforms, which is especially important amid Russia's integration into global economic relations and its need to adopt decision of near-European standards. Characteristically, these issues were posed by the constituent entities of the Russian Federation in their responses to the 2005 report.

An analysis of the legislative groundwork for foreign policy activity in 2006 leads to the general conclusion that despite the enumerated problems, legislative activity on providing the foreign policy of the Russian Federation reached positive results in its defense of national interests on the international arena.

1.6. Legal groundwork for resolving national problems

The practice of implementing state policy ever more broadly relies on the use of comprehensive approaches to improving and developing legislation. Previous reports of the Council of Federation «On the State of Legislation in the Russian Federation» also underlined the need to implement integrated approaches to creating legislative frameworks on complex national problems resolution. This section examines the current state and potential development of legislation in such integrated areas of state policy as the solution to the problem of poverty, youth policy, policy concerning the North, and maritime policy.

One of the most important national problems is provision for the stable development of the northern territories. The President of the Russian Federation V. V. Putin has repeatedly underscored the special roles played by Russia's North and the Arctic in the country's economy, and their importance to defense. Without doubt, the North's importance will grow in Russia's future. This is not only due to the growing demand for raw material resources, but also by its transit-transportation potential.

The accumulation of unresolved problems in northern regions, their disproportionate economic development and poor social infrastructures, demonstrate how the absence of a clear state «northern» policy or efficient development strategy for the North prevent the full utilization of the northern territories' potential, which had been vested there by nature and many generations of toil by northerners.

The addresses to the Federal Assembly view the challenge of overcoming poverty as a strategic assignment for the coming decade.

The Russian Federation is a social state whose policy is aimed at creating conditions ensuring a worthy life and a free development of Man (article 7 of the Constitution of the Russian Federation). A social state must pursue a social policy aimed at providing its citizens with such important social rights as the right to labor and dignified wages, the right to housing, the right to education, the right to healthcare, the right to social, pension and other security — a policy providing for full-fledged development of the individual and preservation of the people. The development and implementation of a state policy on reducing poverty represents a vital social project for Russian power.

The normative and legal framework for poverty indicator accounting, and anti-poverty measures development, are the federal laws «On the Minimum Subsistence Level of the Russian Federation», «On Social Security», «On the Procedure for Calculating Income, Per Capita Family Income and Income of Single Citizens for Impoverished Status Purposes and Provision of State Social Assistance». The primary poverty indicator used is the proportion of the population with monetary income below the subsistence level. The scale of poverty is characterized by income deficit indicators, in other words, the amount of additional resources required to make up for the income of all citizens to ensure they are above the subsistence level.

Russia is implementing the targeted Federal Program on «Reducing Socioeconomic Development Disparities Between the Regions of the Russian Federation for 2002-2010 and to 2015» (herewith — Program). It consists of two stages. The first stage (2002-2010) plans to reduce by 25 percent the number of constituent entities of the Russian Federation that have below-average socioeconomic indicators. As a result, the proportion of the population that has incomes below the minimum subsistence level should be reduced by 15 percent. In the second stage (until the Program expires in 2015), the inter-regional differences in per capita income must be reduced three-fold, the number of lagging regions cut in half, while the proportion of the population living below the minimum subsistence level must fall by 25 percent.

According to Russian Federation legislation, the constituent entities of the Russian Federation adopt their own laws and normative legal acts on issues of targeted social assistance. But amid all the various types of targeted social assistance organizations operating in the constituent entities of the Russian Federation, their one common approach rests in finding indicators that confirm real need, and in implementing a stage-by-stage shift to targeted provision of social assistance. The latter is accompanied by a gradual elimination of the other various types of social benefits and payments meant for specific segments of the population.

Factors restraining the introduction of targeted social assistance include: absence of a clear delineation between the jurisdictions and authorities of the federal bodies of state power, bodies of state power of the constituent entities of the Russian Federation, and bodies of local self-government concerning social support provision and targeted social assistance financing; the incomplete modernization of the system of multiple social benefits, which are focused on citizen categories and fail to take regional need factors into account, in part because they are based on federal normative legal acts.

The main normative act in charge of developing this strategy is the «Housing» Federal targeted program for 2002-2010, which includes the program on the «Reform and Modernization of the Housing and Utilities Sector of the Russian Federation». The frameworks of ongoing modernizations to the system of measures on state support in the housing and utilities sphere for 2006-2008 propose to: create a system of citizen social accounts that would receive all types of state assistance payments for housing and utilities services (grants and subsidies); review the subsidy categories for their subsequent replacement with targeted types of state assistance.

The legal and organizational foundations for the provision of state social assistance to poor families and poor single citizens are established in the federal laws «On the Minimum

Subsistence Level of the Russian Federation» and «On State Social Security», with the later being changed on November 25, 2006 by a new federal law.

The state policy in fighting poverty is aimed at altering the situation in which a working citizen is unable to provide a dignified standard of living both for self and family, and at creating an efficient system of social assistance for vulnerable segments of the population — the elderly, disabled, families with heavy welfare burdens, families finding themselves in emergency situations, refugees and others. However, one of the main barriers to resolving these problems is a lack of financing. For this reason, especial meaning is assigned to state measures providing working segments of the population with independent means for overcoming poverty, population employment assistance, development of social, psychological and intellectual assistance for the unemployed, and the reduction in economically unjustifiable wage disparities.

Assistance for the working poor may not be the same across all sectors of the economy. This is linked to the state's varied levels of influence on these sectors, as well as on the state's very limited financial means. Under these conditions, it is very possible to permit the introduction of a double standard for state and private sector minimum wages, which on the one hand will help account for the state's financial ability to raise budget sector wages, and on the other — provide improved «transparency» in private sector incomes and labor relations.

By 2007, poverty spread to more than a quarter of Russia's population, even though the Russian Federation uses unacceptably low quality of life thresholds (in comparison to European countries) in appraising its subsistence level. The model of the 2007 budget's social bloc reflects the ongoing process of tapering reproduction levels: the population size is falling and, as a consequence, so is the number of students, doctors and teachers; the quality of life for most Russians remains low; there is a growing stratification and even polarization of citizens according to income levels and living habits.

Legal, economic and sociological studies testify that poverty will not be reduced on account of economic growth alone. Political will is required to meet a vital challenge — develop and implement a new socioeconomic policy and establish new distributive relations that will halt discrimination against the poor in terms of their access to social resources — jobs, income, and social transfers.

Monitoring of social federal laws shows that only a positive standard of living dynamics can testify to the efficiency of state policy in fighting poverty, while any reforms must be backed by adequate measures of social assistance that preserve the achieved levels of social assistance to all vulnerable categories of citizens.

The list of comprehensive national problems requiring legislative provision also includes youth policy issues. Their immediacy is based on the need to implement the Strategy of the country's state youth policy, as well as the consolidation of the legal status of organizations dealing with youth affairs amid the ongoing delineation of jurisdictions between federal and regional bodies of power and local self-government. How successfully a youth policy is implemented for the large part depends on the development of its legislative framework.

In 2006, legislative changes in the area of the state's youth policy first of all concerned improvements in the delineation of authority between the bodies of power in their children's and youth work. The December 31, 2005 federal law «On Making Changes to Individual Legislative Acts of the Russian Federation in Connection with Improvements in the Delineation of Authority» made the bodies of state power of the constituent entities responsible, effective January 1, 2006, for carrying out regional and municipal programs and work with children and the youth, implemented at the expense of their own material resources and financial means. The adopted changes created a legal framework for work with children being conducted directly at the place of residence.

Youth policy progress was made in 2006 on preventing pernicious habits and promoting healthy lifestyles. The October 25, 2006 federal law «On Making Changes of article 1 of the Federal Law «On Narcotic and Psychotropic Substances»» consolidated on a legislative level

the concepts of «drug abuse prevention» and «anti-narcotics advocacy». Thanks to the changes introduced by members of the Council of Federation, measures on developing physical culture and sports were included in the concepts of «drug abuse prevention» and «anti-narcotics advocacy».

The prevention of smoking was addressed with the draft federal law «On Making Changes and Additions to the Federal Law «On Tobacco Smoking Control»». The draft law envisions bolstering health organizations with offices on treating nicotine addiction: among adolescents — at the expense of regional budgets, for the adult population — on a compensation basis.

The general state of affairs in the area of the state's youth policy is being very negatively affected by the absence, at the federal level, of a normative legislative act identifying the goals and main directions of the state's youth policy and measures for their implementation in accordance with modern tendencies of Russia's public and political life. Youth policy standards are essential — legal, organizational and economic ones, along with universal criteria for appraising the efficiency of work with youth — which are the same for the whole country. The importance of such standards and criteria as the unifying national-level starting points for strategic youth initiatives is both clear and supported by almost all regions and public youth associations.

The Ministry of Health and Science of the Russian Federation has developed a draft Strategy on state youth policy of the Russian Federation. Its priorities are identified as: involving youth in social practice, development of social activity among youth and integration of young people who find themselves in difficult life circumstances into the fabric of society. The Government of the Russian Federation confirmed the Strategy's instructions on December 28, 2006.

An important direction for youth policy involves work on forming active civil principles among the younger generations, instilling social initiative and feelings of patriotism and pride in one's country. One of the promising ways of attracting younger generations to the country's public and political life and raising young leaders is through a parliamentary youth movement. A key role in its development is played by both federal and regional legislative bodies of power. Youth parliamentary involvement will only be a socially and organizationally effective instrument for youth participation in public and state life when its legal status is reflected in legislations of the country and the constituent entities of the Russian Federation. The development of youth parliamentary involvement in the Russian Federation must be based on an effective regulatory legal framework that can give this process serious direction and turn youth parliamentary involvement into a state affair.

The development of legislative frameworks for a state maritime policy for the country has turned into a fairly serious issue at this time. This problem may not be examined apart from the implementation of the Maritime Doctrine of the Russian Federation Through 2020 (herewith — maritime doctrine), which determines the mechanisms for supporting Russia's state interests in the area of developing and utilizing the world's ocean resources.

A December 19, 2006 meeting of the Maritime panel within the Government of the Russian Federation adopted a decision to develop a Strategy for development of the Russian Federation's maritime activity through 2020, as well as for the longer-term perspective. It is clear that the maritime policy priorities identified in this strategy must be determined by the development of legislation in this field. Currently, maritime policy is being implemented through various fields of activity: marine transport, sea and river shipping, sea industrial fishery, sea mineral and energy resource development, and naval activity. The development of these directions was also addressed in 2006 by federal legislation.

The main mass of normative regulatory issues concerning inland waterways focuses on the area of departmental lawmaking and needs to be replaced due to the wide-scale introduction of new managing mechanisms and market-based management.

Russia lacks a systemic approach to achieving the vital goal of improved domestic sea transport competitiveness. None of the conceptual documents are able to determine what type of

fleet the state needs. The fleet under the Russian flag is continuing to shrink and age quickly, and its competitiveness is diminishing. The enforcement of the Federal Law «On the Safety of Canal Structures» led to a series of questions concerning financing for safety provisions of navigable canal structures. Responsibilities have not been delineated between the owner (the state) and the operating organizations, whose capacity to support the safety level of canal structures is determined by the amount of allocated budget funds. The issue of energy and other industries compensating for the expense of canal structure upkeep has not been legislatively resolved.

Federal legislation lacks regulations on persons and bodies responsible for establishing rules for small-river and canal navigation, supporting their navigation conditions, or conducting canal dredging works and control over navigation rule compliance.

One of the most important components of sea and river shipping involves the development of the state's port structure. However, the legal status of ports has not been determined to this day. The absence of a legislative framework for specialized ports also negatively affects the system for providing safety for small-craft navigation.

The Russian Federation has no coordinating body for the various agencies in the area of safe seafaring and environmental protection from vessel pollution. Current land legislation contains contradictory provisions concerning land transport, which prevents land users on inland waterways from clearly registering their legal ownership over the occupied land properties. The term «canal structure» has also not been legally defined, which results in significant difficulties in determining borders between land properties attached to canal structures.

The operation of shipbuilding and ship repair enterprises requires economic, legal, organizational, technical and technological support from the state. In this connection, it is essential to draft a law «On Making Changes and Additions to Individual Legislative Acts of the Russian Federation in the Part Concerning the Creation of Normative-Legal Conditions for Shipbuilding Industry Development».

Another vital direction of national maritime policy concerns the development and preservation of world ocean resources. The development of Russia's fishery industry is running up against serious legislative provision problems. The legislative base in the industrial fishery field is limited and incomplete. December 20, 2004 saw the adoption of the law «On Fishery and Preservation of Aquatic Biological Resources». But in order for it to work, some 40 federal laws and bylaw normative legal acts need to be adopted. In December 2006, changes were made to both this law and the Land Code of the Russian Federation. Still under development are draft federal laws on coastal fishing, preservation of sturgeon varieties of fish, the rational utilization of their reserves and state regulation over the turnover of its production, and on the preservation and turnover of the total biomass of fish in bodies of water.

It is essential to initiate the development of intergovernmental normative legal acts aimed at preventing the illegal turnover of aquatic biological resources and the preservation of fish stock, including intergovernmental agreements on the mutual exchange of information on the sale of biological resources in foreign ports, and presentation of other data helping track illegal operations involving the turnover of fish and other types of biological aquatic resources.

In 2007, work will continue both on the individual directions of the national maritime policy and the overall maritime strategy of the Russian Federation. The maritime strategy of the Russian Federation should guarantee Russia's return to the status of a great maritime power. It will be directed at creating in the intermediate perspective of a modern, battle-worthy Naval Fleet of the Russian Federation, and competitive Russian commercial, fishery and river fleets. In order to create an integrated legislative framework for state administration of maritime activity, it is essential to conduct a codification of maritime legislation, create an improved, progressive, systemically interrelated and technically qualified legal act on state management of maritime activity — the Maritime Activity Administration Code of the Russian Federation.

One of the most important national problems involves provision for the stable development of the northern territories. The national importance of this issue is determined by the North's

key role in economic development, implementation of geopolitical interests and provision of the country's national security. At the same time, the accumulation of unresolved problems of the northern regions (disproportionate economic development, undeveloped social infrastructure) serves as direct evidence of how the absence of a clear state «northern» policy, and strategy for development of the North, prevent the full implementation of the northern territories' potential, endowed on them by nature and the labor of many generations of our people.

The northern territories have a heterogeneous socioeconomic makeup. The territories, having enormous mineral resource wealth and an industrial complex for their production and refinement, are among the regions with developed economies and social infrastructures whose standard of living are several times higher than the Russian average. At the same time, significant portions of the northern regions also receive a large amount of state donations and are in a depressed state. The Arctic zone also has special environmental-climatic conditions and geopolitical status. Its development needs a special approach: it is essential to provide a special legal regime for regulating its economy, social, ecological, environmental protection and other types of activities.

The improvement and development of the efficient use of the northern territories' economic potential holds defining value for achieving the goal of stable development of Russia. The following directions must determine the resolution of these issues.

First of all, this involves the territories' comprehensive socioeconomic development on the basis of an accelerated transition from the policy of developing northern resources to a policy of balanced industrial sector development, which consists of support for operating and creation of new territorial manufacturing complexes, including during the development of new natural resource production regions. As practice shows, this is the most efficient model for economic organization in Northern conditions.

Second, this involves improved efficiency in the use of natural resources, and the restoration of a system of natural resource reserve replacement. This is a vital issue and a matter of priority, including in the sense of creating its legislative framework.

Third, this involves the implementation of the latest achievements in scientific and technical research. There is no doubt that the Northern economy, in view of its limited labor resources and transportation constraints, needs to be one of the most science-driven and advanced in terms of high technology. Territorial clusters represent a promising organizational form of know-how activity development, under Northern conditions. In this connection, work must be accelerated on creating a legislative and normative-legal base that regulates issues on these clusters' creation and operation.

Fourth, this involves the accelerated development of infrastructure sectors — transportations, communications and information. Their underdevelopment is one of the most critical factors restraining Northern development.

Fifth, this involves small business development. For many northern regions, this represents the only opportunity for social and economic advancement, and the solution to the unemployment problem.

The 2005 report formulated the main policy principles the state must follow to provide stable northern territories development. It presents an analysis of the current situation, and of the problems facing legislative regulation of the northern regions' economic development.

No notable changes in legislation were observed over the year. At the same time, a number of decisions were adopted in this span aimed at accelerating the northern territories' socioeconomic development along several specific directions.

Thus, in order to stimulate oil production on already developed deposits along with the development of new ones, a July 27, 2006 federal law lowered the differentiated tax rates on mineral resource extraction in case oil is also extracted in the closing stages of the site's development, along with a zero rate on new site developments located in the Eastern Siberian oil and gas province (within the boundaries of the Republic of Sakha (Yakutia), the Irkutsk oblast and Krasnoyarsk kray).

A Government of the Russian Federation resolution No. 419 of July 7, 2006 confirmed the new edition of the targeted Federal program on the «Economic and Social Development of the Far East and Trans-Baikal Region for 1996-2005 and through 2010», which envision a considerable investment boom in the economies and social spheres of the Northern and Far Eastern territories, with the help of the targeted program; in 2007, the program is due to receive an almost 70-percent increase in financing compared to 2006.

A Government of the Russian Federation resolution No. 478 of August 9, 2006 confirmed the targeted Federal program on the «Socioeconomic Development of Kuril Islands (Sakhalin oblast) for 2007-2015». Nearly 10 times as much financing was allocated for its financing than for a similar program that functioned until 2005.

A positive factor in the development of traditional sectors of Northern economies is marked by the decision to allocate 250 million rubles in 2007 subsidies for support of reindeer farming and drove breeding of horses. However, these resources are clearly insufficient to resolve all the accumulated problems in these traditional activities of the indigenous peoples of Russia's North.

In the energy sphere, the Government of the Russian Federation has attempted to resolve the most acute problem of energy provision for territories that are not part of the united energy system of Russia. The draft federal budget for 2007 allocated 15 billion rubles to end the practice of inter-regional cross-subsidizing of electric power supplies. However, this problem was not resolved in the budget's final edition, and the opportunities and conditions on using financial resources for this goal will be determined by the Government of the Russian Federation.

Monitoring of investment support allocation for the regions shows that most of the proposals, including those developed by Council of Federation committees and aimed at improving budgetary provision for the constituent entities of the Russian Federation, ended up not being used. The distribution of financial assistance to the regions for 2007 showed the inefficiency of the norm, adopted three years ago, in article 131 of the Budget Code of the Russian Federation, which sets the size of Federal Fund financial support for the constituent entities of the Russian Federation for the coming year based only on the forecasted level of inflation. Over all three year's of this provision's operations in the high-allocation regions of the Russian Federation, the level to which the forecasted budget spending «reaches» goes down. The Government of the Russian Federation's changes to how Federal Fund finances are distributed among the constituent entities of the Russian Federation have already led to smaller allocations to a number of high-allocation northern regions that need help stabilizing their budgets. Out of the 20 northern regions that receive allocations, 15 of them have less than 70 percent of the planned budgets accounted for, and 10 of them — less than 65 percent.

The 2005 report for the most part analyzed legislation that regulates the northern territories' economic development. At the same time, special legislation regulating social sphere issues is no less important to the North.

Social protection for the populations of the northern regions of the Russian Federation is provided according to the following categories: citizens who work and live in the North, pensioners, citizens who relocate from Northern regions to other regions of the Russian Federation, and indigenous minority peoples of the North.

The provision of guarantees and compensations for citizens who work and live in regions of the Extreme North and equivalent areas is regulated by the Russian Federation laws «On State Guarantees and Compensations for People Who Work and Live in Territories of the Extreme North and Equivalent Areas» and «On Employment of the Russian Federation», as well as the Labor Code of the Russian Federation.

The currently operational system of guarantees and compensations was established by the well-known federal law No. 122, which introduced significant changes and additions to the legislative acts mentioned above. These changes severely hurt the legal status of northerners, distorting the goal of the guarantees and compensations provided to them. These were identified by the law as expense compensations associated with working and living in extreme

environmental-climatic conditions of the North. Such compensation must be presented to all citizens working in the North, and in equal amounts, since everyone is equally exposed to the effects of unfavorable environmental-climatic conditions.

The new procedure for providing guarantees and compensations is meant to be differentiated according to place of employment: separately for staff of organizations financed by federal budgets, budgets of the constituent entities of the Russian Federation, local budgets, or from the finances of organization that are not part of the state budget sphere. As a result, a situation emerges in which citizens who work under identical conditions receive different types and amounts of guarantees and compensations, which contradicts the goals of their provision and negatively affects the social stability of the northern regions.

A major problem in pension provision for northerners concerns them being able to keep the size of the pension they receive in the North once they relocate to other regions. In order to resolve this problem, the Council of Federation submitted a draft federal law to the State Duma «On Making Changes to Federal Law «On Labor Pensions of the Russian Federation» and the Federal Law «On Raising the Amount of the Basic Section of the Labor Pension for Individuals Living in the Regions of the Extreme North and Equivalent Areas»», which provides that pensioners from the north keep their regional coefficient awarded to pensions, regardless of which region they relocate to. Another pension provision problem concerns the failure to include periods of between-rotation vacations, for people who work on a rotational system in the Extreme North and equivalent areas, into these people's working records, which is a requirement for the early appointment of retirement benefit labor pensions.

Issues concerning the resettlement of citizens from the Extreme North and equivalent areas are regulated by the federal law «On Housing Subsidies for Citizens Leaving the Regions of the Extreme North and Equivalent Areas». Monitoring of this law's enforcement identified a number of significant shortcomings. Particularly, the constituent entities of the Russian Federation exercise limited authority in dealing with issues as housing subsidy provision, and the systemically disproportionate distribution of these means to various categories of eligible citizens. As a result, issues such as proper compensation for travel and relocation expenses to citizens who are unable to work and therefore leave the North, have not been efficiently resolved.

The northern constituent entities of the Russian Federation have submitted a raft of draft laws to the State Duma aimed at improving the norms in this federal law. However, until now, none of the necessary changes have been made to this legislation. If the finances provided annually in the federal budget for housing subsidies remain the same, it will take about 200 years to relocate citizens who are unable to work from the Northern regions. In order to speed up the pace of resolving this problem, it is obvious that additional measures are required.

The current legal framework protecting indigenous peoples' rights does not fully ensure the regulation of such issues as preservation of these peoples' culture, language and traditional trades. Many of the norms in these laws are declarative in character and not backed by corresponding mechanisms for their implementation, including the adoption of essential normative legal acts of the Government of the Russian Federation. Meanwhile, some norms are formulated in such a way that they specifically keep these peoples from exercising their rights. It is essential to determine a procedure and conditions for conducting an ethnological expert analysis of types of economic activities that could have a negative impact on how indigenous peoples lead their traditional ways of life.

To efficiently protect indigenous minorities of the North in a legislative manner, it is essential to: confirm a procedure for creating federal status territories with traditional environmental management; provide priority natural resource access essential to indigenous peoples of the North so they could lead their traditional ways of life; provide peoples who lead traditional ways of life with free long-term access to land plots on their native territories; develop and adopt normative legal acts regulating relations between the indigenous minority peoples and

economic entities that perform business activities on the territories of traditional environmental management; adopt federal laws regulating reindeer farming and sealing.

Thus, existing regulations in the sphere of the northern regions' socioeconomic development need significant adjustments in many areas, since in many ways these decide the efficiency of state policy pursued in the North. It is these issues that are most frequently addressed in appeals from citizens living in the northern regions to the Council of Federation and other federal bodies of power. Most of the draft laws submitted to the State Duma in 2006 by legislators from the northern regions addressed these issues. However, almost none of them have been supported by the Government of the Russian Federation, or the State Duma majority.

In order to achieve the goal of stable development of the country's northern territory, it is important to improve the efficiency of utilizing and developing the northern regions' economic potential. To achieve this, it is essential to ensure a transition from a policy focused on the development of northern resources to a policy of the territories' comprehensive socioeconomic growth, developing transportation, communications, and information, improving the efficiency of natural resource utilization and preservation, and introducing high-end technologies amid a deficit of labor resources. Accordingly, work must be speeded up on creating legislative and normative-legal frameworks for regulating these processes. It is further necessary to examine the issue of returning a part of the northern concessions and guarantees, which were repealed in connection with the 2004 federal law No. 122, to raise the level of northerners' pension coverage, and to create required legislative and other mechanisms focused on the preservation and growth of minority indigenous peoples of the North amid developing market economics conditions.

On the whole, an analysis of the legal provision of ethnic problems shows that it is essential to improve integral legal controls. Nevertheless, as monitoring of the legal space and legal enforcement practice showed, the efficient enforcement of such legislation directly depends on the degree of development of their conceptual foundations and strategy for addressing each comprehensive national problem.