



## GOVERNMENT PROGRAMS AS A MEANS OF ENSURING THE SUSTAINABLE DEVELOPMENT OF THE RUSSIAN STATE

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The article examines the concept and essence of government programs from the perspective of their importance for the development of the state, taking into account the realities of the Russian state and society. This topic is relevant due to the need to support various sectors and spheres of society and the state with the resources of the budgetary system, the availability of a wide range of socially significant issues that can best be addressed through the tools of government programs and targeted budget planning. The authors set out the tasks of analyzing the properties of the legal regime of state programs from the perspective of their relationship with the key characteristics of the state and substantiating the understanding of state programs as a legal means of ensuring the sustainable development of the state.

**Purpose.** The author of the article aims to highlight the properties of state programs that allow them to be classified as special (institutional) legal means of ensuring the sustainable development of the Russian state.

The methodological basis of the article consists of general scientific (dialectics, analysis and synthesis, abstraction and concretization) and private scientific research methods (formal legal, comparative legal, concrete sociological, technical-legal, systemic-structural, historical-legal, logical, etc.).

**Content.** The role of state programs for the realization of the functions of the state, public administration, and the budgetary method of running a state economy is shown. State programs and the activities they imply (managerial, financial, and others) are considered to be a necessary legal means of ensuring the organization of the state in modern conditions, which belongs to the category of political and legal territorial entities that implement public interests in the context of multidisciplinary legal regulation.

**Conclusions.** The role of state programs as an essential means of ensuring the sustainable development of the Russian state is explained by the fact that program-targeted planning takes into account the state's policy towards key areas of the state and society, the systematic impact of planning on social relations, taking into account the needs of the population and the realities of the state, and the expanded potential for using public finances. State programs allow for the updated needs of interaction between state and public institutions, as well as between the state and civil society, to be taken into account in regulatory and financial planning activities.

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### 1. Statement of the problem, its relevance and categorical analysis.

The theme of ways and means of state development is the subject of attention of scholars – representatives of the theory of state and law, sectoral legal sciences, political scientists, philosophers and historians, economists, as well as specialists in practice. The authors approach this topic from the perspective of considering the problems of state stability and effectiveness [1, pp. 3-28], the inadmissibility of a weak state in domestic affairs and on the international stage, the formulation of criteria for understanding a failed state and, conversely, for classifying a state as strong from a legal and political perspective [2], and the goal-setting approach that underlies the development of a state based on the clarity of its goals and objectives [3, p. 21]. The reasons for paying close attention to this topic are objective: the complexity of international relations, which increases the need for external and internal security measures for the state and its population, as well as the need to update approaches to state activities and the state economy, and the political, legal, financial, and economic realities that dictate the modification of social relations.

On April 1, 1996, the President of the Russian Federation issued Decree No. 440 "On the Concept of the Russian Federation's Transition to Sustainable Development"<sup>1</sup> ("The Concept"). The Concept outlines a number of ideological principles, including the use of "program documents" as a guide for the sustainable development of the Russian state as a whole and specific sectors, as well as the interconnectedness of the ideological principles of the Concept, modifications to legislation, economic and other decisions, programs, and forecasts for socio-economic development. The sustainability of a state's development is linked to the socio-economic development of society, increasing the rate of economic growth, a favorable environmental situation, and taking into account the interests of the population. The concept insists on expanding the use of Russia's rich scientific, technical, cultural, and natural potential. It does not deny the importance of international documents for the development of the

Russian state, which are in line with its interests and functions and are prioritized in a specific period, which is significant in the current situation. From the perspective of our topic, we can state that the "Concept for the Transition of the Russian Federation to Sustainable Development" contains provisions that express the official position regarding the significance of state programs and the financial, planning, organizational, and legal measures they imply for the development of Russia. "Public administration of the transition to sustainable development involves the development of a system of program and forecast documents that reflect the modification of key areas of public relations in the medium and long term.

"Development" means a natural change in objects, their qualities, and states<sup>2</sup>. In contrast, "stagnation" is the absence of growth (or slow growth), the absence of a necessary modification, which is a negative phenomenon because it does not take into account the trends that are developing in society and the state, as well as in the international arena. Stagnation is used to assess the state of a country's economy [4, pp. 2-5], but it is reasonable to assume that countries with stagnant economies and financial systems also lack the necessary level of development, which affects their domestic and international relations.

Thus, development is a necessary property for the state as a political and legal entity, ensuring the state's organizing and progressive influence on society. The development of the state does not refer to the modification of the state's functions, but rather to the improvement of its activities and the forms of society's life, their optimization in light of the strengthening of socio-economic principles in the context of the realities of the Russian state, and the enhancement of legal and organizational measures to ensure national and economic security and stability. It is hardly possible to allow for a radical

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<sup>2</sup> Ushakov, D.N. The Great Explanatory Dictionary of the Russian Language. Modern Edition. Moscow, 2009, p. 649; Philosophical Encyclopedic Dictionary, edited by E.F. Gubsky, G.V. Korableva, and V.A. Lutchenko. Moscow, 2006, p. 382.

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<sup>1</sup> Federal Law Gazette. 1996. No. 15. Article 1572.

restructuring of the functions of the state, both at the theoretical and legal level, as well as at the applied level, which focuses on the sectoral regulation of financial, administrative, and other relations that are within the state's purview. As such, the functions of the state are a more or less stable concept, established in terms of their types [5, pp. 3-19; 6, pp. 5-60; 7, pp. 4-25]. In legal science, there are formulated, in a way, universal functions of the state – directions of its activity, implemented regardless of the policy and typology of the state. Distinguished, in various variants of terminological designation, socio-economic, sociocultural, fiscal, law-enforcement, environmental functions of the state, functions of defense, cooperation with other states.

Changes in the state's typology, as well as various external and internal factors and phenomena that influence the state's environment, lead to changes in the state's priorities for fulfilling its functions, goals, and objectives, which are considered to be promising and particularly desirable to achieve. These changes are reflected in official projects, concepts, and strategies that outline the state's development paths. These changes are accompanied by the legalization and formalization of the state's interests and will, which are essential aspects of state power.

The quality of "development" must inevitably be present in the political and legal status and interests of the state, and is expressed in its functions and institutions of sectoral legal regulation. In turn, "stability" as a term implies "equilibrium under the influence of external forces," "load," and "solid stability." A stable process or state of affairs in any area is one that remains constant over a long period of time, without changing for the better or for the worse<sup>3</sup>. The above-mentioned terminology in its combined form – "sustainable development of the state" – implies a state functioning based on continuous modification of approaches to regulating social relations in response to the realities of society and the state, as well as changes in the domestic and international environment. In today's context, states are influenced by internal and external factors that

lead to a fundamental shift in the priorities of their functions and objectives, policies, problems, and even their borders. For objective reasons, in the current reality, sustainable development of the state is essential to ensure its stable existence and protect its domestic and foreign interests.

## **2. Characteristics of the state and legal means that ensure the sustainable development of the state: a theoretical and legal approach and its impact on the concept of state programs in the field of financial law.**

Referring to fundamental works in the field of state and law theory, we can formulate the following characteristics of the state, which are comparable to the legal means that play a designated role. Firstly, the state is organized as a political, legal, and territorial entity that implements public interests through diverse legal regulations (financial, defense, territorial, etc.). Secondly, there is a regulatory framework for regulating social relations that is evolving and modified in response to current realities. Thirdly, the availability of management capabilities in relation to areas of state activity and public life that are comparable in dynamics to key sectors and areas of public relations. Fourth, the financial and legal tools that serve the needs of the state and society [8, pp. 71-79; 9, pp. 431-462; 10, pp. 43-169]. Each of the state's characteristics relies on legal means to actualize the state's status. Legal means are understood as "legal instruments" that allow for the establishment and implementation of the rights and obligations of the state and other authorized entities, as well as the realization of legal relations [11, p. 5]. Various elements of the "legal superstructure" perform the role of legal means: legal norms; legal regime; rights and obligations; legal liability; legal relations, etc. [12, p. 153, 256; 13, p. 105]. Special legal means are distinguished, corresponding to the institutional formations of branches of law, serving certain interests of the state and society (financial, administrative, and others) [14, p. 13; 15, p. 32].

The classification of legal means as narrowly sectoral does not diminish their significance for the implementation of social relations. Special legal means are not excluded from the legal status of the

<sup>3</sup> Explanatory Dictionary of Dmitriev. URL: <https://dic.academic.ru/dic.nsf/dmitriev/5644/устойчивый> (accessed on 25.12.2025).

state and its interests. Sustainable development of the state should be ensured by the use of both general and special legal means. The budget, the state's budgetary structure, its revenues and expenditures, and state programs should be considered special legal means for the formation and implementation of financial and related sectoral legal relations, allowing the state to use its finances in a planned and effective manner. In the study of financial and legal tools that serve the needs of the state and society, state programs occupy a special place, being compared with the financial activities of the state, the budgetary method of managing the state economy, and the values of the state [16, pp. 5-150; 17, pp. 278-289; 18, pp. 39-53; 19, pp. 28-31].

The organization of the state as a political, legal, and territorial entity that implements public interests is based on the use of various legal means that are comparable to the legal status of the state, including state programs that are covered by the conceptual and categorical apparatus of financial law. State programs, which are "programs of the state" developed and implemented by authorized bodies and institutions, as well as other organizations, serve as a crucial means of ensuring the development of the state. The state uses the legal means of state programs to influence the organization of public and private entities, both at the national and territorial levels, so that the political and legal decisions underlying state programs have a positive and stimulating effect on the relevant sectors and areas. At the same time, both public and private interests must be taken into account. The latter express the interests of the population, individuals, and citizens directly, linking state programs to the needs of respecting and protecting the rights and freedoms of individuals and citizens. Public interests are diverse, including national security and defense, economic security, socio-economic stability, financial interests, defense, territorial interests, and more. As a result, the public relations affected by state programs are diverse in terms of their types and functions.

In support of the arguments formulated, we note that a "program" is a "content and detailed plan of upcoming activities and works," a "plan of action," a "description of the content and goals of activities," and

a "plan or procedure for carrying out something."<sup>4</sup> The concept of "program" in combination with the category of "state" implies that the corresponding plans are related to the organizational, legal, and financial-legal support of the state's interests, objectives, and functions in various sectors and areas of public relations. The concept of a program is comparable to planning, which is "the process of developing a detailed action plan to achieve specific goals or tasks" and "the optimal allocation of resources to achieve the set goals"<sup>5</sup>. From the analysis of the concepts of "program" and "planning" from the perspective of their explanation by explanatory dictionaries, it follows that it is expedient to apply the implied documents, actions, and measures to various forms of activity of participants in social relations, and above all, to the state, its organization as a political, legal, and territorial entity, and all other entities that fall within its sphere of interest. Therefore, state programs imply an effective potential for the development of the state and sustainable development. "Sustainable" means stable and consistent over time.

State programs and the activities they imply (managerial, financial, and others) are a necessary legal means of ensuring the organization of the state as a political, legal, and territorial entity that implements public interests in the context of multidisciplinary legal regulation. State programs are related to the essence of the concepts and categories of legal theory: the legal status of the state, state sovereignty, the functions and objectives of the state, government bodies, public administration, and others. It is advisable to base measures that meet the legal status and interests of the state in various sectors and areas of state activity and public life on state programs that ensure transparency and effectiveness in influencing public relations and the behavior of their participants.

It is important to follow a simple truth: any activities can be carried out if there is a financial, material, and legal basis. If we are talking about activities carried out by the state, there must be financial and budgetary support (budgetary

<sup>4</sup> Ushakov, D.N. Op. cit. pp. 610-611.

<sup>5</sup> Ibid., p. 522.

resources). Therefore, the legal means of state programs in the context of state development are not purely theoretical or legal; they have specific financial and legal characteristics, which allows us to conclude that the concept of state programs has financial and legal foundations. State programs belong to the conceptual and categorical apparatus of financial law [16, pp. 5-150; 19, pp. 28-31; 20, pp. 22-25]. State programs, taking into account the needs of society and the state, allow for the planning of legitimate diversion of budget resources to activities, introducing elements of diversification into the mechanisms of using the budget fund to support various areas of public relations. This meets the state's characteristic of having financial and legal tools that serve the needs of the state and society.

State programs are considered as an element of the state's budgetary structure and the budgetary method of managing the state economy [17, pp. 278-289]. In relation to the budget, they serve as a form of implementing program-targeted budget planning in the state's financial activities. Program-targeted planning is a method of influencing various sectors of society and areas of state activity by authorized government bodies, which involves the use of state resources to support and stimulate their activities. If a specific sector requires dynamic development, the tools provided by state programs are highly effective.

However, state programs should not be perceived as an exclusively financial and legal category. The arguments presented above confirm the appropriateness of including this category in the conceptual and categorical apparatus and the theory of state and law. "State programs" as a category should take its rightful place among the categories that express the characteristics of the state, such as the properties of state power, the permitted forms of its activity (political, economic, financial, legal, and others), and the objects of state administration.

Thus, the organization and development of the state as a political, legal, and territorial entity are impossible without legal means of a financial and legal nature. State programs, being financial and planning acts, involve the systematic allocation of budget resources for the development of key areas of state activity and public life. At the same time, the method

of financial planning in the toolkit of state programs is broader than the program-targeted method of budget planning: state programs involve financial planning not only in relation to the use of the budget fund, i.e. public finances, but also in relation to private finances – in cases where the program involves the attraction of financial and material resources of economic entities based on private ownership. The possibilities of using private finances to finance the implementation of state programs are increasingly expanding.

### **3. State programs as a result of the formation of the ideology of priorities for the development of specific areas of society and the state.**

The mobility of legal matter from the perspective of the legal regime and the scope of state programs indicates their involvement in the dynamic development of the state and its key areas. The development of key areas of state activity and public life through the use of legal means of state programs is carried out both at the federal level and at the level of constituent entities of the Russian Federation (municipalities). The involvement of territorial institutions of power in the application of state program tools in itself means its expansion at the state level as a whole and the strengthening of the state's development dynamics. The modification of legislation in the field of state programs and the expansion of their functionality follow the modification of the state structure. An example of this is the inclusion of new constituent entities of the Russian Federation in the Russian Federation, followed by the development of state programs aimed at providing them with financial and organizational-legal support from the federal budget ("Socio-Economic Development of the Republic of Crimea and Sevastopol,"<sup>6</sup> etc.). This approach of individual support for territories allows the state to develop. It strives for sustainable development, minimizing the impact of external circumstances (the special military operation and sanctions against

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<sup>6</sup> See: Decree of the Government of the Russian Federation No. 63 dated January 30, 2019, "On Approval of the State Program of the Russian Federation 'Socio-Economic Development of the Republic of Crimea and the City of Sevastopol'" // СЗ РФ. 2019. No. 6. Art. 526.

Russia, which complicate economic and international legal relations). It is true that "the activity of a whole is the sum of the activities of its parts" [21, p. 81].

Thus, state programs are the result of the formation of an ideology of priorities for the development of specific areas of society and the state, as well as legal policies that are observed at the territorial levels. There are areas whose sustainable development and functioning are difficult without state support (organizational, legal, and financial) due to the reluctance of private entities to allocate sufficient resources for socially significant activities for the population on a national scale (Social Support for Citizens<sup>7</sup>, Development of Healthcare<sup>8</sup>). This means that for certain areas of public life and areas of state activity, sustainable development is ensured by the dynamics of the state's managerial capabilities. As Professor S.O. Shokhin rightly points out, state programs (such as targeted programs) are one of the most important ways to transition to an innovative and socially oriented type of economic development in the country [22]. This characteristic of state programs enhances their managerial significance for society.

State programs allow for the management of specific areas of public relations. As an integral part of the state, public administration has a cross-sectoral significance as a legal category (including administrative and financial law) [23, pp. 12-20; 24, pp. 37-42; 25, p. 9]. By virtue of this, the nature of state programs can also be seen to have an intersectoral character: their involvement in the properties of state power, "opened" by the theory of state and law, and the nature of institutional legal entities within specific branches of law. State programs can be endowed with managerial properties because they imply activities that are planned and implemented using the tools of state power to have a targeted effect on social

<sup>7</sup> Decree of the Government of the Russian Federation No. 296 dated April 15, 2014 (as amended on November 30, 2024) "On Approval of the State Program of the Russian Federation 'Social Support for Citizens'. Collection of Legislation of Russia. 2014. No. 17. Art. 2059.

<sup>8</sup> Decree of the Government of the Russian Federation No. 1640 dated December 26, 2017 (as amended on December 27, 2024) "On Approval of the State Program of the Russian Federation 'Healthcare Development'". Collection of Legislation of Russia. 2018. No. 1. Part 2. Article 373.

relations.

Management and related planning are recognized as mandatory features of state power, and the status of the state is viewed from the perspective of understanding planning as a way to centrally resolve issues that are significant for the state and society [26, p. 16; 27, p. 4-50]. The management of state programs is based on the methodology of coordinating the actions of authorized entities. In the Concept, the President of the Russian Federation emphasizes that "the transition to sustainable development will require coordinated actions in all areas of society, as well as an adequate reorientation of the state's social, economic, and environmental institutions, whose regulatory role in such transformations is fundamental." This coordination encompasses a wide range of organizational, legal, financial, and socioeconomic actions.

#### 4. Conclusion.

The implementation of state programs is the most important means of ensuring the sustainable development of the Russian state. This is due to the fact that program-targeted planning takes into account the state's overdue policy in relation to key areas of the state and society, the systematic and progressive impact of planning tools on social relations, taking into account the needs of the population and the realities of the state, and the expanded potential for using public finances for program activities. State programs allow for the inclusion of updated needs for interaction between state and public institutions, as well as between the state and civil society, in the state's regulatory and financial planning activities.

The role and significance of state programs for society and the state is an incentive to address the challenges associated with the implementation of program-targeted planning. However, there are still unresolved issues related to optimizing the approach to drafting state programs, such as the planning of ongoing activities related to the daily operations of institutions and stakeholders, which do not require intensive attention through centralized program planning. This reduces the value of state programs as a guide for sustainable development, making them

more aligned with the day-to-day operations of the government. Another shortcoming is the overlap of the functional purpose of state programs in related areas or those that pose similar issues. Along with these identified problems, the tools of state programs are facing a wide range of unresolved issues in key areas of public relations, which must be addressed to enhance the sustainability of the state's development.

State programs in modern Russia are imprinted with the new trend of interconnected use and redistribution of public and private finances, as well as public-private partnerships, in order to achieve socially significant goals. In accordance with this trend, state programs involve the development of a "system for stimulating economic activity," as outlined by the President of the Russian Federation in the "Concept for the Transition of the Russian Federation to Sustainable Development." In this context, Professor N.I. Khimicheva's statement seems relevant: "The distribution function of finance is intended to contribute to the organization of balanced and efficient production, and the development of all sectors of the economy in accordance with the needs of society, in order to fully meet the needs of people" [28, p. 21]. Government programs create effective conditions for the distribution function of finance to be performed in relation to the areas that are supported in their development. In conclusion, we will cite the statement made by the President of the Russian Federation as part of the "Concept for the Transition of the Russian Federation to Sustainable Development": "The ideas of sustainable development are extremely in line with Russia's traditions, spirit, and mentality. They can play an important role in consolidating Russian society and determining national priorities and prospects for socio-economic transformations".

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