

INTERNATIONAL SCIENCE REVIEWS





ISSN: 2707-4962



International Science Reviews Social Sciences series

Published since 2020

No. 1 (6) / 2025

Astana 2025

International Science Reviews. Social Sciences series журналының редакциялық алқасы

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International Science Reviews Social Sciences series Owner: Astana International University Periodicity: quarterly Circulation: 500 copies

«INTERNATIONAL SCIENCE REVIEWS»

СОДЕРЖАНИЕ

Секция ПРАВО

L. K. Amandykova, V.Davydov	Peculiarities o	f implement	ation of inter	rnational treation	es in the
Russian Federation			•••••	•••••	10
Ф.М. Абугалиева Отбасылық мәселесі	1	11 2		1	
	••••••	• • • • • • • • • • • • • • • • • • • •	••••••	• • • • • • • • • • • • • • • • • • • •	1/

Секция ЭКОНОМИКА и ФИНАНСЫ

С.Галиев, А. Каплан Модернизация как инструмент развития общества: идеологические, концептуальные и методологические основы						
G.K. Baibash, N. Umutkhanov_Contemporary approaches and tools for effective human resource management						
A.O. Naukhanbai, Aghipar Bakey Theoretical aspects of consumer credit						
Ш.Н. Нурланов, Г.Т. Лесбаева, Л.К. Мухамбетова Лидерство и управление в образовании: автоэтнографический взгляд на становление директора школы						
G.Zhusupbekova, V.Varzin The role of analysis of the organization's financial position in financial management						
М.Ж. Тұрсымбаева, А.Ш.Гизятова Тұрақты даму мақсаттарына қол жеткізудегі маркетингтің рөлі						

ICSTI 10.87.91

Peculiarities of implementation of international treaties in the Russian Federation

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Abstract. This article examines the implementation of international norms in the national legal system of the Russian Federation. Attention is paid to the laws regulating the conclusion of international treaties by the Russian Federation and the procedure for implementing treaties from the point of view of Russian legislation. It is established that the norms of international law are closely integrated into the Russian legal system, despite their interpretation in favor of the Constitution of the Russian Federation.

Keywords: implementation, ratification, international treaty.

Introduction

It is difficult for a modern state to exist without international relations and institutions that strengthen political stability and socio-economic prosperity. In order to establish and maintain its participation in them, the state, in addition to the benefits, must fulfill its obligations to international organizations and other institutions. The Russian Federation (RF) is currently a member of many international organizations, some of which it joined as a legacy from the Soviet Union, such as the United Nations (UN), and some of which it joined or founded in the post-Soviet period (the Commonwealth of Independent States, the World Trade Organization (WTO), the Eurasian Economic Union). To be able to be and participate in an international organization, the state must bring its national legislation into line with the generally recognized principles and norms of international law, the statutory documents of the organization and its other requirements. The Russian Federation is no exception, and as a permanent member of the UN Security Council, it must not only comply with the international treaties of which it is a member, but also have a full-fledged mechanism for entering into and observing these treaties.

For example, in 1997, the Russian Federation signed Protocol No. 6 to the Convention for the Protection of Human Rights and Fundamental Freedoms concerning the abolition of the death penalty. Despite the fact that Protocol No. 6 was never ratified by the Russian Federation, from that moment on the death penalty in Russia was prohibited in accordance with Article 18 of the Vienna Convention on the Law of Treaties, which requires a state that has signed a treaty to act in accordance with the treaty until its ratification [1]. From the point of view of national legislation, a moratorium on the death penalty has been ensured since 1996, when Russian President Boris Yeltsin stopped approving decisions on the death penalty, which, according to Article 184 of the Criminal Procedure Code of the Russian Federation, blocked the possibility of executing all sentences [5]. In 2009, the Constitutional Court of the Russian Federation recognized the impossibility of imposing the death penalty, citing the irreversibility of the process of abolishing the death penalty, which is temporary in nature, and the emergence of human rights due to the long-term nature of the moratorium on the death penalty [8].

The process of the Russian Federation's accession to the World Trade Organization can also serve as an illustrative example of implementation. In addition to the procedure for ratifying the accession itself, it was necessary to bring national legislation into line with the WTO acts (Agreements, Annexes to the Agreements). For example, before the Russian Federation's accession to the WTO, there was no judicial body within whose powers would be separate protection of intellectual property rights, as required by Part 3 of the WTO Agreement on Trade-Related Aspects of Intellectual Property Rights of 15 April 1994 [3]. For this purpose, the Federal Constitutional Law of 6 December 2011 No. 4-FKZ "On Amendments to the Federal Constitutional Law "On the Judicial System of the Russian Federation" and the Federal Constitutional Law "On Arbitration Courts in the Russian Federation" in Connection with the Establishment of the Court for Intellectual Property Rights in the Arbitration Court System" was adopted. According to this law, a special Court for Intellectual Property Rights was created to hear disputes in the field of intellectual property protection [6], although the Agreement itself does not require a separate judicial body to hear cases on intellectual property rights.

To regulate the conclusion of international treaties, not only an international norm, such as the Vienna Convention, is necessary, but also a norm of national legislation. The main laws regulating the conclusion of international treaties are the Constitution of the Russian Federation and the Federal Law of 15.07.1995 No. 101-FZ "On International Treaties of the Russian Federation".

In 1993, the Russian Federation enshrined the principle of the supremacy of international law over national law in its Constitution (Article 4, Section 15) [4]. Thus, the 1993 Constitution of the Russian Federation reflected a major step forward in the recognition of international law not only in regulating relations between subjects of international law, but also in regulating legal relations within the country. Due to this, international law has firmly entered the legal system of Russia, which has received constitutional enshrinement in a number of articles of the Constitution of the Russian Federation. But gradually the question arose about the interpretation of international law by other states and organizations against the interests of the Russian Federation. In this regard, in 2020, amendments to the Constitution of the Russian Federation on the territory of the country, and international treaties should now be interpreted in a sense that does not contradict the Constitution of the country. On the one hand, this decision provides a more centralized hierarchy of legal acts for unambiguous interpretation within the country, but at the same time creates the basis for conflicts in international legal relations under previously concluded agreements.

Materials and methods

Researchers (Efremova, Saidgaillin, Minniakhmetova) mostly identify the following methods of implementing international legal norms [9][10][11]:

1. Adaptation. Adaptation consists of ensuring the attribution of international law to national legislation.

2. Incorporation. This method of implementation implies the need to form a system of legal relations by international norms, to establish general rules within the boundaries of which various states assume obligations and individual conditions that must be observed in the domestic legal system.

3. Transformation. This form consists of changing the norms of national legislation in the process of implementing international norms, as a result of which the transformation of national legislation is carried out, in particular, the structure of the legal norm, its direction, the system of sanctions provided for by national legislation, etc. can change.

4. Reference. This method consists in the fact that national legislation refers to the norms of an international legal act, which are the source of regulation of the corresponding types of legal relations.

5. Reception, which implies the exact reproduction in national legislation of the norms of international legal acts.

In Russian legislation, these methods of implementation are expressed through amendments to the Constitution, the publication of forming, amending or repealing federal constitutional laws, federal laws, presidential decrees, government regulations, acts of federal executive bodies, constitutions and charters of the subjects of the Russian Federation, and laws of the subjects of the Russian Federation.

The Russian Federation accedes to and expresses its consent to participate in an international treaty by: signing the treaty; exchanging documents constituting the treaty; ratifying the treaty; approving the treaty; accepting the treaty; acceding to the treaty; or using any other method of expressing consent agreed upon by the contracting parties.

In Article 5 of the Federal Law "On International Treaties of the Russian Federation", international treaties of the Russian Federation, along with generally recognized principles and norms of international law, are, in accordance with the Constitution of the Russian Federation, an integral part of its legal system. If an international treaty of the Russian Federation establishes rules other than those provided by law, then the rules of the international treaty are applied [7]. This provision emphasizes the supremacy of international law over national law in the interpretation of the Constitution of the Russian Federation and compliance with the legal hierarchy, confirming the provisions of the Constitution of the Russian Federation regarding the effect of international treaties on the territory of the country itself.

The process of implementing an international treaty into the Russian legal system after negotiations and accession often begins with ratification. Ratification is indicated in the Constitution of the Russian Federation, starting with Article 14 of this Constitution: "In accordance with the Constitution of the Russian Federation, ratification of international treaties of the Russian Federation is carried out in the form of a federal law" [4].

The ratification procedure is described in more detail in the Federal Law of 15.07.1995 No. 101-FZ "On International Treaties of the Russian Federation". It defines ratification as a form of expressing the consent of the Russian Federation to be bound by an international treaty [7].

Article 15 of this Federal Law describes the list of international treaties subject to ratification: requiring amendments to existing or adoption of new federal laws; the subject of which are the fundamental rights and freedoms of man and citizen; on delimitation of territory with other states, including the state border, exclusive economic zone and continental shelf; affecting interstate relations, defense capability, disarmament, international arms control, ensuring international peace and security, as well as peace treaties and collective security treaties; on participation in interstate unions, international organizations and other interstate associations, if such treaties provide for the transfer to them of the exercise of part of the powers of the Russian Federation or establish legally binding decisions of their bodies. Other treaties, upon conclusion of which the parties agreed on ratification, are also subject to ratification [7].

Results

The State Duma (lower chamber of the Russian Parliament) considers proposals on ratification of international treaties and after preliminary discussion in the committees and commissions of the State Duma on relevant issues that coincide with the essence of the treaties, makes the appropriate decision. Federal laws on ratification of international treaties of the Russian Federation adopted by the State Duma are subject to mandatory consideration in the Federation Council (upper chamber of the Russian Parliament).

A federal law on ratification of an international treaty of the Russian Federation adopted by the Federal Assembly of the Russian Federation is sent, in accordance with the Constitution of the Russian Federation, to the President of the Russian Federation for signing and publication (Article 17) [7]. Based on the federal law on ratification of an international treaty of the Russian Federation, the President of the Russian Federation signs the instrument of ratification, which is sealed with his seal and the signature of the Minister of Foreign Affairs of the Russian Federation (Article 18) [7].

The approval and adoption of international treaties is carried out:

a) in relation to treaties subject to ratification - in the form of a federal law;

b) with respect to treaties concluded on behalf of the Russian Federation (with the exception of treaties being ratified) - by the President of the Russian Federation;

c) with respect to agreements concluded on behalf of the Government of the Russian Federation, or on behalf of the Russian Federation, but on issues related to the jurisdiction of the Government of the Russian Federation - by the Government of the Russian Federation.

The President of the Russian Federation makes decisions on the approval and adoption of international treaties on issues related to the jurisdiction of the Government of the Russian Federation, if this is necessary. The approval and adoption of international treaties of an interdepartmental nature, providing for their entry into force after approval and adoption, are carried out by federal executive bodies. Decisions on the accession of the Russian Federation to international treaties are made in the same manner as the approval and adoption of international treaties.

If an international treaty contains rules that require changes to individual provisions of the Constitution of the Russian Federation, a decision on consent to its binding force for the Russian Federation is possible in the form of a federal law only after the introduction of appropriate amendments to the Constitution of the Russian Federation or a revision of its provisions in the established manner (Article 22) [7].

International treaties that have entered into force for the Russian Federation, decisions on consent to the binding force of which for the Russian Federation have been adopted in the form of a federal law, are subject to official publication in the Collection of Legislation of the Russian Federation. Other international treaties (except for interdepartmental treaties) are also officially published in the Bulletin of International Treaties and posted on the "Official Internet Portal of Legal Information" (www.pravo.gov.ru). International treaties of a temporary nature (except for interdepartmental treaties) are subject to publication immediately. International treaties of an interdepartmental nature are published by decision of federal executive bodies in the official publications of these bodies (Article 30) [7]. The mandatory publication of international treaties by analogy with national legal acts emphasizes their inclusion in the legal system of the Russian Federation.

There are cases when an international treaty and national legislation contradict each other. If a state is committed to implementing a treaty, it must change its legislation and not introduce legal norms that contradict the treaty. International treaties of the Russian Federation are subject to good faith implementation in accordance with the terms of the international treaties themselves, the norms of international law, the Constitution of the Russian Federation, and other legal acts of the Russian Federation from the moment they enter into force for the Russian Federation. Also, the Russian Federation, before an international treaty enters into force for it, must refrain from actions that deprive the treaties of their meaning and purpose (Article 31) [7]. This mechanism ensures the implementation of international norms by introducing new ones, amending existing ones, and preventing contradictory national acts.

It is necessary not only to simply agree to participate in an international treaty, but also to ensure its implementation by the state itself. The head of state, federal and regional executive authorities are responsible for this. The President of the Russian Federation and the Government of the Russian Federation take measures aimed at ensuring the implementation of international treaties of the Russian Federation. Federal executive authorities ensure the fulfillment of obligations under treaties and the exercise of the rights of the Russian party arising from these treaties, and also monitor the fulfillment of obligations by other participants in the treaties. The state authorities of the relevant subjects of the Russian Federation ensure, within the limits of their authority, the implementation of international treaties of the Russian Federation. General supervision of the implementation of international treaties of the Russian Federation is carried out by the Ministry of Foreign Affairs of the Russian Federation (Article 32) [7].

Conclusions

Since international treaties have a high position in the legal system of the Russian Federation, then in addition to the participation of the head of state, the legislative and executive branches of power, a decision by the judicial power regarding treaties is also necessary. Also, the emergence of conflicts and disputes is inevitable, which require an interpretation of international norms. In the event of disputes, conflicts and inconsistencies in national and international legislation, the Constitutional Court of the Russian Federation resolves:

a) cases on the conformity of international treaties or individual provisions thereof that have not entered into force for the Russian Federation with the Constitution of the Russian Federation;

b) disputes regarding competence between government bodies in connection with the conclusion of international treaties of the Russian Federation;

c) the question of the possibility of executing decisions of interstate bodies, foreign or international courts in an interpretation that contradicts the Constitution of the Russian Federation or contradicts the foundations of public law and order of the Russian Federation.

If the Constitutional Court recognizes international treaties that have not yet entered into force as not in accordance with the Constitution of the Russian Federation, then participation in and compliance with them ceases (Article 34) [7].

Based on the above-mentioned laws of the Russian Federation related to the implementation of international treaties, it is possible to state the use of all five methods of implementing international norms in national legislation. Adaptation occurs through the interpretation of international treaties in line with the Constitution of the Russian Federation, as well as the production of a decision on them. Incorporation is carried out with the participation of the Russian Federation in the creation of a bilateral or multilateral international treaty based on the provisions of national legislation by approving or adopting the treaty. Transformation is also used as a mechanism for ensuring implementation by changing existing norms or preventing conflicting norms of national legislation. Reference and reception in a certain proportion act together as a reference to the international norm itself, confirmation of participation in an international treaty in the form of a federal law or official publication, or direct inclusion of norms of international law or their parts in national legislation.

Thus, the Russian Federation, being an active participant in international relations, has developed its own procedure for implementing international treaties. For this purpose, its own legislation was created to regulate this issue, certain types of treaty conclusion were defined, powers and responsibilities were distributed among federal and regional bodies. International treaties concluded by the Russian Federation are included in the national legal system, have legal force in themselves on Russian territory and have priority over legal acts of the state itself, except for the Constitution, within the framework of which they must exist and be interpreted. These features in Russian legislation can be taken into account in the development of the law of international treaties of the Republic of Kazakhstan at least as a unique experience of a separate country seeking to simultaneously participate in international processes and retain some sovereignty in international law.

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Ресей Федерациясында халықаралық шарттарды жүзеге асыру ерекшеліктері

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Түйін. Бұл мақалада халықаралық нормалардың Ресей Федерациясының ұлттық құқықтық жүйесіне енгізілуі қарастырылады. Ресей Федерациясының халықаралық шарттар жасасуын реттейтін заңдарға және Ресей заңнамасы тұрғысынан шарттарды орындау тәртібіне назар аударылады. Халықаралық құқық нормалары Ресей Федерациясының Конституциясының пайдасына түсіндірілуіне қарамастан, Ресейдің құқықтық жүйесіне тығыз біріктірілгені анықталды.

Кілт сөздер: жүзеге асыру, ратификациялау, халықаралық шарт.

Особенности имплементации международных договоров в Российской Федерации

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Аннотация. Данная статья рассматривает имплементацию международных норм в национальную правовую систему Российской Федерации. Уделяется внимание законам, регулирующим заключение международных договоров со стороны Российской Федерации и порядку имплементации договоров с точки зрения российского законодательства. Установлено, что нормы международного права тесно интегрированы в российскую правовую систему, несмотря на их толкование в пользу Конституции Российской Федерации.

Ключевые слова: имплементация, ратификация, международный договор.