



**International Educators Conference**

**Hosted online from Toronto, Canada**

Website: [econfseries.com](http://econfseries.com)

7<sup>th</sup> July, 2025

---

## **LAW-MAKING POLICY AND LAW-MAKING STRATEGY: INTERRELATION, STRUCTURE, AND IMPLEMENTATION IN UZBEKISTAN'S LEGAL REFORMS**

Eshturdieva Farangiz Bakhadir qizi

Institute of Legislation and Legal Policy under the President of the  
Republic of Uzbekistan, Tashkent, Uzbekistan

[farangizbahodirovna@gmail.com](mailto:farangizbahodirovna@gmail.com)

### **Annotation**

This article explores the interrelation, distinction, structure, and implementation of law-making policy and law-making strategy within the context of Uzbekistan's legal reforms. The author emphasizes that law-making policy is not limited to legislative activity alone, but also serves as a political and social mechanism that sets strategic directions for societal and state development. The article highlights the essential features of a law-making strategy, including long-term legal and social needs assessment, phased and systematic development of legal institutions, and the use of scientific forecasting and expert analysis. Drawing from the experience of Uzbekistan, the author critically evaluates the current shortcomings in institutionalized legislative planning. The paper argues for the necessity of aligning strategic and tactical levels of law-making policy, where effective legislation must be based on both conceptual foresight and concrete implementation mechanisms. Furthermore, it underlines that the quality of legal norms is crucial to the construction of a democratic and legal state. The article concludes that the success of legislative policy depends on its coherence, systematic planning, and alignment with national priorities and socio-economic realities.

**Keywords:** Law-making policy, law-making strategy, legislative policy, strategic planning, legal reforms, Uzbekistan legislation, legal development, normative legal acts, scientific justification, social needs, tactical approach, parliamentary activity. Law-making policy is not merely legislative activity, but a political and social mechanism that serves to organize this activity effectively, define its objectives, principles, and tactical tasks.



# E CONF SERIES



## International Educators Conference

Hosted online from Toronto, Canada

Website: [econfseries.com](http://econfseries.com)

7<sup>th</sup> July, 2025

---

From this perspective, it is appropriate to delve into the relationship and distinction between the concepts of “law-making strategy” and “law-making policy,” which are frequently found in academic literature. These concepts are often used interchangeably in practice, yet they serve fundamentally different functions.

The implementation of law-making policy in Uzbekistan is primarily carried out by the Legislative Chamber and the Senate (Oliy Majlis of the Republic of Uzbekistan), as well as by regional, district, and city councils of people’s deputies. This activity should begin with the planning of legislative work. As it has rightly been stated: “Politics is the most planned activity in the world. If you do not plan — you lose.” This principle is especially applicable to legislative activity, as it is in this sphere that the strategic direction of societal and state development is formed.

In scientific literature, terms such as “law-making strategy” and “legislative strategy” are often used. For example, O.L. Gavrilov defines a law-making strategy as a system of development directions, forecasts, and measures for legal institutions and sectors. This system should ensure harmonized and planned legislative development by considering political and economic factors.

Accordingly, an effective law-making strategy should be based on:

- an analysis of long-term social and legal needs;
- the early identification of legal solutions to existing societal problems;
- the systematic and phased development of legal institutions;
- broad use of scientific forecasting and expert assessments in planning legal policy.

Such a strategic approach prevents law-making policy from being reactive or short-sighted and helps establish it on a stable path grounded in the experience of democratic countries with developed legal systems.

According to T.N. Rakhmanina, determining the strategy and priority directions of legislative activity is essential when deciding to draft a specific law. This approach ensures that the law-making process is coherent, consistent, and responsive to social needs.

L.M. Goloshchapov argues that the main role of state-legal strategy is to coordinate and guide the legal activities and law-making potential of state authorities to achieve political, legal, economic, and social goals. He describes state-legal strategy as a system of coordinated and interrelated actions undertaken by its subjects to



# E CONF SERIES



## International Educators Conference

Hosted online from Toronto, Canada

Website: [econfseries.com](http://econfseries.com)

7<sup>th</sup> July, 2025

implement defined tasks and achieve goals within the framework of the Constitution of the Republic of Uzbekistan and a unified strategic vision. This strategic approach contributes to the formation and strengthening of a legal democratic state.

Based on this analysis, it is important to emphasize that the law-making strategy and law-making policy are interconnected but conceptually distinct legal categories. Law-making policy defines the overall direction of legal activity, whereas strategy outlines the tools, methods, and specific stages for its implementation.

Law-making policy is a broader legal concept that includes not only strategic but also tactical approaches. In other words, it not only defines the general strategic direction of legal reforms but also encompasses tactical measures aimed at implementing them step by step.

In Uzbekistan, the growing content of legal policy is particularly evident in the sphere of law-making policy. This policy is not limited to planning and forecasting legislative activity, but also includes the following elements: ensuring the scientific justification of draft laws, considering public opinion, using expert and methodological approaches in drafting normative legal acts, and applying a systematic approach to legal regulation. These tools enable law-making policy to effectively fulfill its tactical objectives and contribute to the formation of a stable and well-considered legislative system in the country.

Thus, in Uzbekistan, developing a strategic approach to law-making and aligning it with the priorities of legal policy is one of the key factors of modern legal reforms. Experts have also emphasized the importance of viewing the strategic and tactical aspects of legal policy as a unified whole. In particular, N.V. Isakov notes that legal policy must ideally have clearly defined strategy and tactics, well-founded goals, and appropriate means of implementation. He argues that strategic legal ideas only gain practical relevance when supported by well-designed tactical decisions, tasks, and actions based on legal policy. This viewpoint underlines the importance of a systematic, phased implementation of legal policy. Therefore, the tactical level of legal policy addresses urgent and short-term state tasks, enabling consistent movement toward strategic goals.

As noted earlier, legal policy forms the conceptual foundation of law-making policy. Hence, law-making policy can be fully interpreted as the unity of strategic and



# E CONF SERIES



## International Educators Conference

Hosted online from Toronto, Canada

Website: [econfseries.com](http://econfseries.com)

7<sup>th</sup> July, 2025

---

tactical activities in the law-making field. In our view, if law-making policy lacks clearly defined strategic objectives, conceptual approaches based on long-term forecasts, and pressing tactical tasks, then it is unjustifiable to speak of law-making policy at all. Such a policy would exist only formally and would fail to yield tangible results.

This argument is well supported by the words of the renowned Russian jurist I.L. Ilyin: "Politics is a unified and collective activity carried out in pursuit of a common goal." This approach confirms that the effectiveness of legal policy depends directly on the harmony between the goals it promotes and the means of their implementation—i.e., the unity of strategic planning and tactical management.

Therefore, the significance of the law-making strategy as a component of law-making policy lies in its role as a foundation for strategic planning and forecasting of legislative activity. This strategy ensures that legislative activity is carried out in accordance with long-term national objectives. According to A.M. Goloshchapov, in the Russian Federation, the State Duma should serve as the institution responsible for developing a legislative strategy. Adapting this approach to Uzbekistan's context, it should be emphasized that the foundation of legislative strategy must likewise be based on the systematic and long-term law-making activity of the chambers of the Oliy Majlis of the Republic of Uzbekistan.

Unfortunately, one of the problems currently observed in the legislative bodies of Uzbekistan is the insufficient institutionalization of systematic planning in the drafting and adoption of normative legal acts. Scholarly literature suggests that in order for legislative policy to be effective, it must be based on a comprehensive approach derived from the country's socio-economic challenges and national priorities. Otherwise, draft laws may be driven by individual, subjective, or insufficiently substantiated initiatives rather than actual needs. This could result in the adoption of normative legal acts that do not reflect the needs of society and, in some cases, create legal confusion or new challenges.

Therefore, it is crucial to strictly adhere to the principles of scientific justification, systemic planning, coordination, and social relevance in the formulation of legislative policy.



## International Educators Conference

Hosted online from Toronto, Canada

Website: [econfseries.com](http://econfseries.com)

7<sup>th</sup> July, 2025

In this context, one of the key objectives of law-making policy is to improve the quality of legislative activity. The quality of legal norms must correspond with the strategic goals and objectives set for building a legal, democratic, and social state. However, it must also be remembered that legal policy is a practical art grounded in real socio-economic conditions. Thus, expecting law-making to instantly demonstrate perfection in legal technique and conceptual approach—even with accumulated legislative experience—may not always be realistic.

## References

1. Pavlovsky, G. (2001, February 10). He Who Does Not Plan Politics, Loses. Rossiyskaya Gazeta.
2. Alongside the term “law-making strategy,” several other terms are also used, such as “legislative strategy,” “strategy for the development of the legal system,” and others. See: The Legal System of Socialism: Problems of Functioning and Development. Soviet State and Law, 1986, No. 8, pp. 5–6; Goloshchapov, L.M. (2004). The Place and Role of the State Duma in the Functioning of the State Legal Strategy. Black Holes in Russian Legislation, No. 1, pp. 429–433.
3. Gavrilov, O.L. (1993). Law-Making Strategy and Social Forecasting. Moscow, pp. 26–27.
4. Rakhmanina, T.N. (2000). Organization and Methodology for Drafting Legislative Acts. In: Law-Making in the Russian Federation (Ed. by L.S. Pigolkin). Moscow, p. 191.
5. Goloshchapov, L.M. (2004). The Place and Role of the State Duma in the Functioning of the State Legal Strategy. Black Holes in Russian Legislation, No. 1, pp. 429–430.
6. Isakov, N.V. (2003). Main Priorities of Contemporary Russian Legal Policy (Ed. by V.L. Kaznacheev). Pyatigorsk, p. 32.
7. Ilyin, I.L. (1993). The Path of Spiritual Renewal. In: Collected Works in 10 Volumes. Moscow, Vol. 1, p. 252.
8. Kosachev, K. (2002, January 2). How to Get Rid of Empty Laws. Parliamentary Newspaper.