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LEGISLATIVE FRAMEWORK FOR THE FIRST ELECTION OF DEPUTIES OF VILLAGE, TOWN AND CITY COUNCILS OF UNITED TERRITORIAL COMMUNITIES AND VILLAGE, TOWN AND CITY MAYORS IN UKRAINE

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The authors of the article identify and analyze legal framework of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, by examining the relevant legal acts in this area. Particular attention is paid to the legislative procedures of the first election of local authorities in the newly unified territorial community.

The role and importance of local elections are specified at the beginning of this article as a priority democratic form of formation of bodies of local self-government, as means of attraction of public to self-governance, as formation of civil society and so on. Later the article describes the advantages and disadvantages of the current electoral system for local authorities.

Stages of conducting the first elections in united local communities are characterized. The first stage is the election of deputies to the local council and its chairperson. The election of headman is the next stage of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, which before unification had their own local governments (village council) and the head, except the administrative center of the newly united community. In addition, the article analyses the availability of adequate budget allocations for the preparation and organization of the first local elections in the newly united territorial communities.

At the end of the article the importance of creating a truly capable communities and the need for holding local elections in them are emphasized. It is concluded that the process of unification of territorial communities is not pos-

sible to stop, in particular, holding elections in the territories of newly united communities.

Keywords: electoral process; election of local authorities; procedure for holding local elections; united territorial communities.

Jemeljanow W., Ibragimowa A., Podstawy prawne realizacji pierwszych wyborów radnych wiejskich, wiejsko-miejskich, miejskich rad zjednoczonych wspólnot terytorialnych oraz odpowiednich wójtów, burmistrzów i prezydentów miast na Ukrainie

W artykule poddano analizie akty prawne regulujące proces realizacji pierwszych wyborów radnych wiejskich, wiejsko-miejskich, miejskich rad zjednoczonych wspólnot terytorialnych oraz odpowiednich wójtów, burmistrzów i prezydentów miast na Ukrainie. Szczególną uwagę skoncentrowano na ustawodawstwie oraz określonej procedurze realizacji pierwszych wyborów organów władz lokalnych w nowej zjednoczonej społeczności lokalnej. Scharakteryzowano etapy realizacji wyborów w zjednoczonych wspólnotach.

Słowa kluczowe: proces wyborczy, wybory organów władz lokalnych, procedura realizacji wyborów lokalnych, zjednoczone wspólnoty lokalne

Ємельянов В.М., Ібрагімова А.А. Законодавчі основи проведення перших виборів депутатів сільських, селищних, міських рад об'єднаних територіальних громад та відповідних сільських, селищних, міських голів в Україні

У статті аналізуються нормативно-правові акти, що регулюють питання проведення перших виборів депутатів сільських, селищних, міських рад об'єднаних територіальних громад та відповідних сільських, селищних, міських голів в Україні. Особлива увага приділяється саме законодавчо визначеній процедурі проведення перших виборів органів місцевої влади у новій об'єднаній територіальній громаді. Характеризуються етапи проведення таких виборів в об'єднаних громадах.

Ключові слова: виборчий процес; вибори місцевих органів влади; процедура проведення місцевих виборів; об'єднані територіальні громади.

Емельянов В.М., Ибрагимова А.А. Законодательные основы проведения первых выборов депутатов сельских, поселковых, городских советов объединенных территориальных громад и соответствующих сельских, поселковых, городских председателей в Украине

В статье анализируются нормативно-правовые акты, регулирующие вопросы проведения первых выборов депутатов сельских, поселковых, городских советов объединенных территориальных громад и соответствующих сельских, поселковых, городских председателей в Украине. Особое внимание уделяется законодательно определенной

процедуре проведения первых выборов органов местной власти в новой объединенной территориальной громаде. Характеризуются этапы проведения таких выборов в объединенных громадах.

Ключевые слова: избирательный процесс; выборы местных органов власти; процедура проведения местных выборов; объединенные территориальные громады.

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Introduction

The process of decentralization of public power in Ukraine lasts more than two years. Currently the unification of territorial communities occurs actively in order to form them as capable communities. Today, among many related issues in the context of local government reform and territorial organization of power, the issues of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors are perhaps the most critical and controversial at the same time.

Over the past more than ten years, enough actions have been done to improve national electoral legislation. A number of traditional democratic principles of universal, equal and direct electoral right and secret ballot are reflected in a number of existing regulatory legal acts of electoral law.

However, the procedure for the preparation and the conduct of elections, which is one of the characteristic features of the national electoral legislation, is quite complicated today. This, in turn, does not affect the electoral process itself in the best way.

Increasing the number of restrictions and prohibitions on conduct of election campaigns, increasing violations of electoral legislation and legal responsibility for them should be noted among the negative moments. There are electoral technologies that allow avoiding this or that legal rule for every legislator's attempt to prevent violations in the election process by making appropriate changes to the already existing normative and legal acts or by adopting new acts. Despite the efforts of legislators, it only leads to the identification of new gaps and conflicts in the electoral laws and the negative public attitude to the elections. At the same, such attitude is not only caused by political instability in the country, but also by legal uncertainty, since every new elections are held in Ukraine under the new legislation [1, p. 76]. Moreover, even if we assume that Ukrainian lawmakers really try to democratize and improve the existing electoral system by adopting new electoral laws and making changes to existing ones, this situation is unacceptable. As M. Ryabets notes, such practice that has developed in our country is unacceptable, according to which each election campaign is conducted under the new electoral law, which is adopted a month or two before the election, and sometimes - in the course of its implementation [2, p. 24].

Analysis of recent research

Such scholars as V.S. Kuibida, Y.I. Hanushchak, T.V. Kolomyjec, G.V. Samoilenko, P.V. Vorona, I.I. Nikiforova and others studied the legislative framework and practical aspects of elections to local government bodies. Scientists did not pay enough attention to the issue of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors.

Statement of research objectives

The purpose of this article is to identify and analyze legal framework of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine, by examining the relevant legal acts in this area.

Results

At the present stage of social development elections are the democratic procedure of formation of periodic or unscheduled changes in the personnel of the state bodies (legislative) or bodies of representative power, a way of defining the circle of officials. Most importantly, elections allow recognizing their legitimate powers by the free will of citizens through voting for the candidates nominated in accordance with the rules established by law [3, p. 34]. Elections are precisely the event through which citizens open up opportunities to participate directly in public administration and decide who should carry out social governance in the next specified period by expression of citizens' will, legitimately, without resorting to riots, civil unrest or coups.

Local elections are the priority democratic form of the formation of local governments, which promotes self-involvement of the public to self-governance, formation of civil society and legal state as a whole, which today is one of the urgent tasks of our country. Local elections play an important role in clarifying role and place of communities in the implementation of public administration. They determine not only further development of the regions but also the fate of the whole country in general. After all their results influence the formation of local and regional elites who later claim to the national level of influence, to the directions of local and regional policies that largely determine social and economic development of the state [4].

Elections to local authorities are different from other elections to bodies of state power, having own territorial and legal specifics. The legal basis for the electoral process to local governments are the Constitution of Ukraine, the Law of Ukraine «On Local Governance in Ukraine» (21 May 1997 № 280/97-VR),

the Law of Ukraine «On Local Elections» (14 July 2015 № 595-VIII), the Law of Ukraine «On Status of Deputies of Local Councils» (11 July 2002 № 93-IV), the Law of Ukraine «On Voluntary Association of Local Communities» (5 February 2015 № 157-VIII).

Today the process of implementation of the decentralization of public power continues and a key component of which is a voluntary association of local communities. According to the Law of Ukraine «On Voluntary Association of Local Communities», the final stage of legal registration of new administrative and territorial unit is the first election of local authorities in the new united community. It comes after the local (village, town and city) councils have adopted appropriate decisions to create a unified territorial community (decisions of councils or local referendums). However, since this process is new for our country, then, as a result, there are many problematic and controversial issues of legal regulation of local elections.

These first elections are held in two stages. The first stage is the election of deputies to the local council and its chairperson. To achieve this, according to the Law of Ukraine «On Voluntary Association of Local Communities», the chairperson of the local council, which initiated the issue of a voluntary association of territorial communities, appeals to the regional state administration or the Council of ministers of AR Crimea with a proposal to address the Central election commission (hereinafter – the CEC) a request to make a decision to appoint the first elections of deputies and chairperson. The regional state administration or the Council of ministers of AR Crimea shall submit such appeal to the CEC, in case of their compliance with the law, within ten working days of receipt of decision about making a voluntary association of local communities. The regional state administration or the Council of ministers of AR Crimea at the same time shall inform about this the Regional Council (or the Verkhovna Rada of the Autonomous Republic of Crimea) and the relevant councils that decided on the voluntary association of territorial communities [5].

We would like to point out that if there is the association of communities located in adjacent regions or adjacent towns of regional significance, it is needed that the Parliament of Ukraine adopts a resolution on establishing or changing boundaries of districts or towns of regional (in the Crimea – republican) significance. It is necessary to ensure that newly created united local community is located within the same districts or town of regional (in the Crimea – republican) significance. After all, territory of a united community cannot be located simultaneously in different areas. The relevant Resolution of the Verkhovna Rada of Ukraine is attached to the appeal and other documents submitted to the CEC [5].

In the absence of legal grounds for refusal under the provisions of chapter 6, Article 14 of the Law of Ukraine «On Local Elections» and chapter 8, Article 7 of the Law of Ukraine «On Voluntary Association of Territorial Communities», the CEC appoints the first elections of deputies of village, town and city councils of united territorial communities and the village, town and city mayors [5], [6].

The appointment procedure of the respective elections is regulated by the Appointment procedure of the first elections of deputies of village, town and city councils of united territorial communities and the village, town and city mayors (hereinafter − the Procedure). It was adopted by the Resolution of the CEC on February 12, 2016 number 32 (with amendments of the CEC Resolution of 14 July 2016 № 313) [7].

Thus, according to p. 1 of the Procedure, for the appeals that meet the requirements of the Constitution and laws of Ukraine, the CEC appoints the first local elections not later than seventy days before the day of elections on the last Sunday of the relevant month (except the last Sunday of December and the last Sunday in January), if there are relevant budget allocations for organizing and holding local elections [7]. These exceptions are related to the peculiarities of budget funding according to the Budget Code of Ukraine.

By the way, the necessary costs for the election under Part 1, Article 68 of the Law of Ukraine «On Local Elections» are carried out at the expense of local budgets received as a targeted subvention from the State Budget of Ukraine. Thus, Part 4, Article 69 of the Law of Ukraine «On Local Elections» establishes that the CEC makes the distribution of subsidies from the state budget to local budgets for the preparation and conduct, in particular, the first local elections in coordination with the central executive body. This body implements state financial policy adopted on the basis of the established order decisions on the appointment of the first local elections [6].

Therefore, one of the conditions for the appointment of the first local elections in the united territorial communities is the presence of corresponding budgetary appropriations in the CEC under the budget program 6741020 «Subvention from the state budget to local budgets to conduct elections of deputies of local councils and village, town and city mayors».

The CEC with its Resolution from 29 July 2016 № 349 approved the amount of expenditures for inclusion in the budget request under the budget program 6741020 in the amount of 42 601.3 thousands of UAH., for 2017, in which the first local elections in 70 united municipalities are supposed to be conducted [8].

Instead, according to the information of the Ministry of Regional Development, Construction and Housing and Communal Services of Ukraine (letter

dated 25 August 2016 № 7/13-10588), which was provided after the CEC had sent the budget request to the Ministry of Finance of Ukraine, the number of united local communities that can be formed in 2016 is 224. Moreover, the indicated information outlined in this letter is constantly updated. Accordingly, it is impossible to hold first elections in all communities by the end of 2016, because the CEC does not have the necessary funds. This situation, in its turn, will entail that the newly created communities, in which the elections are not conducted in late 2016, will not get budget funds for 2017 and cannot count on subsidies or subventions from the State budget (this is only possible for the following year, 2018).

In September 23, 2016, the CEC with its Resolution appointed the first elections of deputies and city chairpersons in 41 united local communities for Sunday, December 11, 2016, according to processed applications of regional state administrations in chronological order of their arrival to the CEC [9].

The date of October 22, 2016, the CEC announced as the beginning of the electoral process. Following the adoption of specified Resolution, 150 appeals of regional state administrations for the appointment of the first local elections remained pending at the CEC. However, due to the attention of the President of Ukraine, the Verkhovna Rada of Ukraine and the Cabinet of Ministers of Ukraine to the problem of the first elections in united territorial communities, which occurred in Ukraine, the CEC announced elections in 143 united territorial communities for December 18, 2016. This is despite the fact that elections have already been held in 25 communities during 2016. This means that additional 209 united territorial communities will be able to join new intergovernmental fiscal relations and get additional power and resources from January 1, 2017. Given that 159 united territorial communities were created in 2015, at the end of 2016 we would have 368 united territorial communities, which would form quality of life for their residents.

There is a need to stress that the CEC ignored the right of nearly 350 thousand inhabitants of 136 communities to decide independently how and with whom they had better to unite. Therefore, the CEC did not give opportunities to develop, receive additional powers and resources to 28 united communities. 25 of these 28 united communities are those communities, which included local councils from several areas or the center of which is a city of regional importance. This decision of the CEC is unlawful, because the Committee of the Verhovna Rada of Ukraine on State Construction, Regional Policy and Local Self-Government gave an explanation on the application of the Law of Ukraine «On Voluntary Association of Territorial Communities» in terms of determining the timing of individual stages of association on September 8, 2016. According

to this explanation, the first local elections in united communities located in adjacent areas and with the center in the city of regional importance can be held without amending the boundaries of the area. In other words, the CEC has no legal reason not to appoint elections:

- in case the community, located on the territory of adjacent district, enters the united local community, whose administrative center is within another district:
- in the case of a voluntary association of local community of regional importance with other territorial communities of villages, towns, cities without amending the boundaries of the respective areas [10].

According to the Law of Ukraine «On Local Elections» the elections to councils are held in city united territorial communities on a proportional electoral system in multi-member constituency according to electoral lists of local organizations of political parties with fixing candidates to territorial electoral districts. Elections of the chairperson in urban communities, where the number of voters equal to or is greater than 90,000, are held by a majority system of absolute majority in one single member constituency (which coincides with territory of the community). If the number of voters in the community is less than 90,000, then the head of the community is elected according to a majoritarian system of relative majority. In turn, elections of council in village, township of united territorial communities are held by the majority system of relative majority in single member constituencies, for which the territory of the community is divided. The chairperson of such communities is elected by the majority system of relative majority (in a single member constituency, coinciding with territory of the community) [6].

Additionally, it should be noted that currently the representative bodies of local government are elected only for a time before the next regular local elections to be held in 2020. In view of this situation, temporarily for the period of elections previous bodies of local governments of old communities will function until the new councils of united communities and their heads will be elected and will receive powers. This in turn causes contradictions in the status of deputies and the legitimacy of their exercise of authority; when during the opening day of the first session of the newly elected council deputies of the same council of the previous convocation retain their powers. However, in the case of non-election for some reason of local council deputies at the end of the term, powers of acting deputies of this council do not stop at all.

According to Article 41 of the Law of Ukraine «On Local Governance in Ukraine» organization of management of areas in cities are within the competence of city councils [11]. Before each local elections in our country the number

of cities with district division, city councils of which do not make decisions on the formation of district councils increases (for example, before the election in 2010 these were cities such as Kviv, Kharkov and Vinnitsa). Consequently, after carrying out local elections the district councils in such cities cease to exist and, therefore, first sessions in such councils of new convocation councils do not occur. However, because of this powers of deputies of such district councils cannot stop, because the only case of such termination envisaged by legislation Ukraine does not occur. Therefore, there is an ambiguous situation where the local council no longer exists, but its members continue to maintain their authority (but not in the council, which no longer exists, but only in the electoral district). Moreover, according to chapter 3, Article 7 of the Law of Ukraine «On Status of Deputies of Local Councils» local council deputy cannot have another representative mandate [12]. This means that the former deputy of not formed district council in the city cannot be a deputy to any other local council because he still maintains the previous status – status of the deputy of district council. At the same time, the deprivation of deputy of this status can be done according to the legislation of Ukraine only in cases of early termination of his powers [13, p. 90-91].

In our view, it is necessary to amend chapter 2, Art. of the Law of Ukraine «On Status of Deputies of Local Councils» to resolve the above stated problem. The formulation of the rules regarding the start and termination of powers of deputy needs to be coordinated. If powers of the newly elected deputies come at the time of announcement of the results of local elections at the first plenary session of the newly elected council, powers of the deputies of this council of the previous convocation should end at this time, not on this day.

In addition, today also problematic issue is the termination of powers of deputies of district councils in the city, for which the city council decided about their not formation after the next local elections. If the district council is not elected, then the moment of start of powers of its newly elected deputies will also not come. Therefore, this method of termination of powers cannot be applied to the district council in a city. This forces to develop and adopt legally a special procedure for termination of powers of deputies of district councils in the city [13, p. 91].

According to national legislation in the sphere of local governance, city council is a leading element of management system of city with district division. The city council under chapter 3, 4, Article 41 of the Law of Ukraine «On Local Governance in Ukraine» gives powers to district council in the city [11]. Therefore, in case of not formation of such district councils, powers of the last pass (or rather return) to the respective city councils. Because of this the termination

of powers of deputies of district councils in cities if they are not formed, must be dependent on the acquisition of powers of the newly elected city council. Thus, in the case of not formation of district councils in the city, the powers of deputies of these councils must be terminated at the moment of empowering the deputies of the city council (that is, at the moment of announcement the results of local elections by a chairperson of the city election commission) [13, p. 91]. We are inclined to believe that the introduction of this regulation does not require amendments to the legislation of Ukraine, since the activities of councils as representative bodies of local self-government are determined not only by the laws of Ukraine, but by the statutes of local communities. Therefore, we believe that the indicated procedure in the further may well be implemented in the relevant rules of the statute of one or another newly united local community.

The election of a headman is the next stage of the first elections of deputies of village, town and city councils of united territorial communities and village, town and city mayors in Ukraine. According to Article 141 of the Law of Ukraine «On Local Governance in Ukraine», headman is the elected official of local government, elected in villages and towns determined by the decision of the local council of united territorial community with the exception of its administrative center for the entire duration of powers of local council of united territorial community [11].

One of the key ideas of local government reform is obligatory introduction of position of headman at the level of former territorial communities, which before unification had their own local governments (village council) and the head, except the administrative center of the newly united community. In this sense, the headmen are to compensate for the loss of these communities of their own bodies of local governance and their local government officials that existed previously and to prevent abuse of the administrative center of the united territorial community of its power [14].

However, national legislation places the power to determine the number of headmen and human settlements, in which they are elected, on the local councils of united communities. In this regard, they have complete freedom of action and may establish as many positions of headmen as needed. In other words, there is no requirement in the legislation on the mandatory creation of headmen positions in each settlement. As a result, villages that entered into the united communities may even exist without headmen or one joint headman can be elected from several villages [14].

According to the Law of Ukraine «On Local Governance in Ukraine» and «On Local Elections», an opportunity to elect the headman to represent the interests of the villagers (that is of one settlement) is provided. The introduction of

a post of the headman for several villages to prevent cases of not representations of the interests of residents in the executive committee and before the councils' bodies of the united territorial community as a whole was approved by the Committee on State Construction, Regional Policy and Local Self-Government of the Verkhovna Rada of Ukraine. The CEC addressed the possibility of the election of one headman by the voters of several settlements of the united territorial community according to the decision of the local council. In its response to the appeal of the CEC, the Committee noted that headman was included in the system of local government to create conditions for proper representation of the interests of residents in solving local problems, to participate in the implementation of socio-economic and cultural development of the territory, to meet the social, household and other needs by giving them assistance in providing of services. In order to prevent the violation of the principle of equal rights of citizens to participate in solving local problems, there cannot be such residents among territorial human settlements of the united community, residents of which are to be deprived of the possibility to exercise their right to elect the headman for proper representation of their interests in the executive bodies of village or town council of the united local community. Therefore, the local council, according to its own organizational and financial opportunities, determines by its decision the number of headmen who will be elected in the united local community. It also determines respective territories of the united territorial community, where headmen will exercise their rights and fulfill obligations. As the result of discussions at the Committee meeting, it is recommended to make specifications to the provisions of the Law of Ukraine «On Local Governance in Ukraine», «On Local Elections» and «On a Voluntary Association of Territorial Communities» to ensure the uniqueness of their interpretation and practical application in questions of possibility of the election of one headman by voters of several human settlements [15, p. 20-21].

According to Article 2 of the Law of Ukraine «On Local Elections», the election of the headman is held by the majority system of relative majority in one single member constituency, which includes the territory of the settlement (village or town) as part of the united village, town territorial community [6]. That means that such candidate will be elected as the headman, for whom voters will give the majority of votes of those who have the right to vote on the election of the headman and will take part in them.

According to chapter 6, Article 14 of the Law of Ukraine «On Local Elections», the first elections of the headman are appointed by council of the united territorial community, which must determine by its decision settlements from the united territorial community, where headmen will be elected, and to appoint

the first elections of such headmen [6]. At the same time, current legislation does not determine the period during which the local council of the united territorial community should make that decision. Given this, in our view, we can assume that the newly elected local council of the united territorial community in one plenary session shall decide on the definition of settlements, in which headman's position will be introduced to represent interests of their inhabitants, and on the appointment of the first elections of headman.

In accordance with paragraph 3 of the Transitional Provisions of the Law of Ukraine «On Voluntary Association of Territorial Communities» headman's duties until their election on the first elections in those towns and villages, where local governments of territorial communities that united were located, are performed by a person who exercised the powers of village, settlement head of the respective territorial community before the unification [5].

Finally, we would like to mention that we do not talk about Perspective plans of formation of territorial communities in Ukraine, approved previously by the Cabinet of Ministers of Ukraine, in the process of a voluntary association of communities holding first elections in them. Guided by the Constitution of Ukraine and Part 1, Article 8 of the Law of Ukraine «On Voluntary Association of Territorial Communities», communities have the right to unite between themselves at their own will on a voluntary basis without changing the boundaries of oblasts of the country without following the approved Perspective plans. This right undoubtedly confirms the democratic character of reforms in Ukraine today. At the same time, it causes a kind of case-negative situation that erases almost to nothing the most important essence of the unification of territorial communities – building capable communities in our country. So as in the process of unification of those or other communities, questions of their real economically justified self-sufficiency is not in the first place or not considered at all, that, in its turn, will cause their inability to own self-sustenance in the future. This situation is observed throughout Ukraine, including in the Mykolaiv region. For example, on the territory of Novobugsky area, which today is itself an insolvent area and constantly receives subsidies from the state budget, inhabitants have expressed a desire to create three united communities. However, in accordance with the approved Perspective plan, two communities should be in that area. These communities for various socio-economic, infrastructure and other indicators are not capable communities. However, according to the results of conducted comprehensive scientific-economic analysis of their economic capacity six months ago, it was decided to unite on the principle of one district – one community in this area. A similar situation exists in Bashtanka area, communities of which unite according to the same principle. At the same time, problematic in this sense remain Ochakiv, Voznesensky, Berezanskiv and

other districts of the oblast. In our opinion, they need the same analysis that was done for Novobugsky district, to form indeed perspective capable communities. In addition, creating communities on this principle, one of the objectives of local government reform, namely the decrease of expenditures for the establishment and continued maintenance of local governments, is realized (these are holding elections to local councils, maintenance of buildings in which authorities operate and the payment of wages to employees, etc.).

Conclusions

Analyzing the situation that has developed today, we can conclude that the process of unification of territorial communities is not possible to stop, in particular, holding elections in the territories of newly united communities. However, state approach must be complied in the subsequent unification. There is a need to consider the level of capability of those or other newly created communities to enable further formation of economically strong communities in Ukraine and improvement of socioeconomic development of the country in general. It is also important to improve normative and legal acts in the sphere of electoral law and follow them unquestioningly in the future.

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