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Совершенствование кадрового обеспечения муниципальной службы

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Аннотация: В рамках настоящей статьи автор рассмотрела основные задачи, поставленные в руководящих документах Российского государства по совершенствованию системы кадрового обеспечения муниципальной службы. На основе сравнительно-правового анализа законодательства субъектов Российской Федерации раскрыты основные задачи современного периода в организации кадровой работы в муниципальных образованиях. Обозначены приоритетные направления формирования кадрового состава муниципальной службы. Описана проблема регулирования в сфере муниципальной службы, а также приведены примеры муниципальных законодательных актов, отражающих вопросы муниципальной службы. Автор рассматривает аспекты правового регулирования вопросов кадрового резерва и создания института наставничества а также анализирует возможные проблемы и пути их решения. В заключение сформулированы предложения по совершенствованию организации кадрового обеспечения муниципальной службы.

Повышение эффективности использования кадрового потенциала государственной и муниципальной службы является одним из факторов укрепления современной российской государственности, действенным инструментом эффективной реализации задач и функций органов государственной власти и местного самоуправления.

Ключевые слова: муниципальная служба, кадровое обеспечение, профессиональное развитие, профессионализм и компетентность муниципальных служащих, реформирование государственной службы, развитие государственной службы

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IMPROVING THE STAFFING OF THE MUNICIPAL SERVICE

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Abstract: The article reflects on the main tasks set in the guidance documents of the Russian state to improve the system of personnel maintenance for Municipal Service. On the basis of comparative legal analysis of legislation of the subjects of the Russian Federation the main tasks of the modern period in the organization of personnel work in the municipalities are disclosed. The priority areas for the formation of the cadre of the Municipal Service are outlined. The problem of regulation in the sphere of Municipal Service is described alongside with examples of municipal legislative acts regulating Municipal Service issues. The author considers aspects of legal regulation for personnel reserve issues and the creation of mentoring institute in the sphere of Municipal Service, and analyzes possible problems and ways to solve them. In conclusion there have been proposals formulated for improving the organization and staffing of the Municipal Service.

Increasing the efficiency of using the human resources potential of the state and municipal service is one of the factors for strengthening the modern Russian statehood, an actual tool for efficient implementation of the tasks and functions of state authorities and local self-government/

Keywords: municipal service, staffing, professional development, professionalism and competence of municipal employees, civil service reforms, public service

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Introduction

The staffing of the civil service is still a priority in the development of the system of state and municipal management. New tasks in this area are formulated in the "Main Directions for the Development of the State Civil Service of the Russian Federation for 2016-2018" [1], among which there are:

Improving the management of the state Civil Service staff of the Russian Federation and improving the quality of its formation;

Improving the system of professional development of state civil servants of the Russian Federation, increasing their professionalism and competence;

Enhancing the prestige of the Civil Service;

Improving anti-corruption mechanisms in the Civil Service system.

As specialists note, increasing the efficiency of using the human resources potential of the state and municipal service is one of the factors for strengthening the modern Russian statehood, an actual tool for efficient implementation of the tasks and functions of state authorities and local self-government [Bidzhiev, Shamarova, 2013].

On the assumption of the principle of the interrelation of State and Municipal Service, described in Art. 3 of the Federal Law № 58-FZ of May 27, 2003 (edited on May 23, 2016) "On the Civil Service System of the Russian Federation" [2], and the mechanisms for its provision provided for by the legislation on the state Civil and Municipal Service [3], these priority areas will not be implemented only at the federal level and the level of the subjects of the Russian Federation, but also in municipalities, for which it is necessary to develop an appropriate system of normative regulation and create real mechanisms for its provision in the sphere for organization of personnel work.

The solution of the above-mentioned tasks may encounter a whole range of difficulties, primarily of a financial nature, since the financing of activities for staffing municipal entities is carried out at the expense of municipal budgets. Further there is the problem of training specialists of personnel services for local self-government bodies able to find non-standard solutions in the sphere of an organization for personnel work in the municipality with very limited resources. And very importantly, there is the lack for a methodological tool for staff work organization, adapted for municipalities [4].

Priority areas of the Municipal Service

The Federal Law № 25-FZ "On Municipal Service of the Russian Federation" [5] outlines the priority areas for the formation of the cadre of the Municipal Service, among which are: 1) the appointment of highly qualified specialists to the posts of the Municipal Service, taking into account their professional qualities and competence; 2) contribution for promotion of municipal employees; 3) training of personnel for Municipal Service and additional professional education of municipal employees; 4) creation of the personnel reserve and its efficient use; 5) evaluation of the municipal employees performance through attestation; 6) application of modern technologies for personnel selection in the process of citizens' admission to the Municipal Service and work with personnel during its passage (Art. 32).

In the legislation of the subjects of the Russian Federation, the list of priority areas for the formation of the cadre of the municipal service can be expanded with the help of the Art. 37 of the Law of Moscow № 50 of October 22, 2008 (edited on March 1, 2017) "On Municipal Service in the City of Moscow" [6] which fixes the following priority areas:

Appointment of high-qualified specialists to the posts of the Municipal Service, taking into account their professional qualities and competence;

Contribution to the promotion of municipal employees;

Training of personnel for Municipal Service and additional professional education of municipal employees;

Creation of the personnel reserve and its efficient use;

Assessment of the professional level and results of work of municipal employees through certification and qualification examination;

Application of modern technologies to recruit citizens to enter for Municipal Service and to work with personnel during their service;

Introducing in the practice of personnel work the rule, in accordance with which the long and impeccable performance of municipal officials during their service duties is necessarily taken into account when appointing to a higher position, assigning a class rank or a reward.

Regulation of the Municipal Service

Often in the legislation of the subjects of the Russian Federation, there is a duplication of the federal legislation provisions. A similar example is Art. 38 of the above-mentioned act "Personnel work in local self-government bodies, municipal bodies", which reproduces the provisions of Art. 28 of the Federal Law № 25-FZ.

Along with the federal legislation, the regulation of per-

1 Decree of the President of the Russian Federation № 403 of August 11, 2016 "On the Main Directions of the Development of the State Civil Service of the Russian Federation for 2016 – 2018". *Collection of the Legislation of the Russian Federation*. 2016. № 33. Art. 5165.

2 *Collection of the legislation of the Russian Federation*. 2003. № 22. Art. 2063.

3 See: Art. 7 of the Federal Law № 79-FZ of July 27, 2004 (edited on April 3, 2017) «On the State Civil Service of the Russian Federation». *Collection of the legislation of the Russian Federation*. 2004. № 31. Art. 3215; and Art.5 of the Federal Law № 25-FZ of March 2, 2007 (edited on May 1, 2017) «On Municipal Service of the Russian Federation». *Collection of the legislation of the Russian Federation*. 2007. № 10. Art. 1152.

4 The Ministry of Labor and Social Security of the Russian Federation, which is an authorized body in the field of normative regulation, has developed a methodological toolkit for federal state authorities.

5 *Collection of the legislation of the Russian Federation*. 2007. № 10. Art. 1152.

6 *Vedomosti Moskovskoy gorodskoy Dumy*. 2009. № 12, Art. 257.

sonnel work in municipalities is carried out by the legislation of the subjects of the Russian Federation. Here are some examples. The Law of the Chuvash Republic № 62 of October 5, 2007 (edited on December 10, 2016) "On the Municipal Service in the Chuvash Republic"[7] (Articles 8.1, 8.2, 13.2, 14), the Law of the Republic of North Ossetia-Alania № 7-RZ of March 31, 2008 (edited on May 10, 2017) "On the Municipal Service in North Ossetia-Alania"[8] (Chapters 8-9), the Law of the city of Sevastopol № 53-ЗС of August 5, 2014 "On the Municipal Service in the city of Sevastopol".

It is notable that in the subjects there is no uniform approach in naming the basic law for regulating municipal service relations. Let's consider the available options: the Law of the Republic of Adygea № 166 of April 8, 2008 "On Municipal Service in the Republic of Adygea", the Law of the Republic of Mari El № 25-Z of May 31, 2007 "On the Exercise of the Authority of the Republic of Mari El in the Field of Municipal Service", the Law of the Krasnoyarsky Krai № 5-1565 of April 24, 2008 "On the Specifics of Legal Regulation of the Municipal Service in the Krasnoyarsky Krai"; the Law of the Stavropol Territory № 78-kz of December 24, 2007 "On Certain Issues of Municipal Service in the Stavropol Territory", the Law of the Kaliningrad Region № 301 of December 5, 2008 "On the Legal Regulation of Municipal Service in the Kaliningrad Region", the Code of the Republic of Tatarstan on Municipal Service № 50-ZRT of June 25, 2013, the Code on the Municipal Service of the Chukotka Autonomous Region № 74-OZ of August 7, 2007.

Of course, in the basic laws, not all provisions refer to personnel work with municipal employees; as a rule, these are separate chapters or articles. Thus, Article 14 of the Law of the Republic of Khakassia № 39-ZRH of July 6, 2007 (edited on December 12, 2016) "On the Municipal Service in the Republic of Khakassia"[9] establishes the directions of personnel work in the municipality. Approximately the same list of activities for personnel work is contained in Art. 13 of the Regional Law № 786-ЗС of October 9, 2007 (edited on May 16, 2017) "On the Municipal Service in the Rostov Region"[10]. Art. 20 of Primorsky Krai Law № 82-KZ of June 4, 2007 (edited on November 02, 2016) "On the Municipal Service in Primorsky Krai"[11] contains a norm on programs for the development of the Municipal Service.

In addition to the legislative acts in the sphere of Municipal Service, there are subordinate acts of the subjects of the Russian Federation, including: the Decree of the Head of the Chuvash Republic № 100 of May 20, 2012 (edited on May 17, 2014) "On the approval of the procedure for formation, preparation, and use of managerial staff reserve in the Chuvash Republic"[12]. The program is aimed at improving management in public authorities, municipal bodies, in the economic sphere, searching for and attracting talented young people, and effectively forming and using the reserve of management personnel in the Chuvash Republic.

In a number of subjects of the Russian Federation, regional programs have been adopted for the development of the state Civil and Municipal Service, or only the Municipal Service. In particular, the Resolution of the Cabinet of Ministers of the Chuvash Republic № 501 of November 11, 2011 "On the State Program of the Chuvash Republic "The Development of the Public Administration Potential" for 2011-2020"[13], The Resolution of the Government of the Karachay-Cherkess Republic № 252 of July 31, 2013 (edited on November 8, 2016) "On the approval of the state program of the Karachay-Cherkess Republic "The Development of Municipal Service in Karachay-Cherkess Republic for 2014 – 2019"[14].

The Order of the Republic of Adygea Committee on Interaction with Local Self-Government Bodies № 35-p of September 14, 2015 (edited on March 7, 2017) "On the Approval of the Departmental Target Program "The Development of Municipal Service in the Republic of Adygea" for 2016-2020"[15]. This document emphasizes that one of the main directions for the development of the Municipal Service in the Republic of Adygea is the development of the efficient mechanisms for carrying out the personnel policy in the sphere of Municipal Service in order to optimize the staff of municipal bodies.

The decree of the Government of the Republic of Belarus № 5 of January 13, 2010 (edited on October 24, 2016) "On the Program for the Development of Municipal Service in the Republic of Buryatia for 2010-2011 and for the Period until 2020"[16] states that currently the Republic of Buryatia has the necessary legislative framework to regulate the issues of the Municipal Service, and that it has adopted the relevant legal acts of local self-government bodies.

At the same time, new tasks are being set:

On the implementation of a unified policy for the development of human resources, since the institution of Municipal Service is one of the most important elements in the organization of local self-government and the solution of issues of local importance;

On the improvement of municipal employees' efficiency;

On the development of a unified system of professional training, professional development, and retraining of personnel for local government, since a unified system of training and retraining of staff has not yet been established at the municipal level.

Analyzing the tasks that municipal service is facing at the present stage, professor Shamarova G.M. focuses on improving the motivation system of municipal employees: "When

7 *Collection of the legislation of the Chuvash Republic*. 2007. № 10. Art. 664.

8 *Severnaya Osetiya*. № 70 (25121) – 71 (25122), 04.22.2008-04.23.2008.

9 *Vestnik Khakasii*. 2007. № 49. July, 17.

10 *Nashe vremya*. 2007. № 350-356.

11 *The Gazette of the Legislative Assembly of the Primorsky Region*. 2007. № 19. June, 5.

12 *Collection of legislation of the Chuvash Republic*. 2012. № 9. Art. 926.

13 *Collection of legislation of the Chuvash Republic*. 2011. № 11. Art. 1133. (Signed in print on 24.02.2012).

14 *Ofitsial'naya sreda. Dagestan Region.* № 30 (37). 15.08.2013.

15 In this form the document was not published. Legal Information Systems ConsultantPlus regions.

16 *Buryatiya* № 5. *Ofitsial'nyy vestnik.* № 3. 16.01.2010.

you work with personnel, it is necessary to identify the motivating activity for municipal employees and, with its consideration, to provide incentives for professional and personal growth, to conduct training through vocational training and retraining programs, which, in turn, can affect the promotion of municipal employees, to resolve the issue of staff rotation, it will help to increase the self-esteem of municipal employees" [Shamarova, 2009]. In our opinion, these circumstances should be taken into account when developing regional programs in the sphere of municipal service.

Municipal Service personnel regulation

One of the problems of the Municipal Service staffing is that certain measures are being implemented that are not yet comprehensive. The need to address the issue of the Municipal Service development with a software method is justified by the fact that the personnel potential of local self-government bodies is the main source to form the reserve of cadres at various levels, including the system of Public Administration, which uniforms the approach to professional retraining, professional development, and managerial personnel training.

As part of the implementation of measures for the anti-corruption policy of the Russian state, the subjects of the Russian Federation adopt normative legal acts aimed at preventing corruption in the sphere of Municipal Service. These acts establish a procedure for resolving a conflict of interest. For example, the Decree of the Cabinet of Ministers of the Chuvash Republic № 191 of May 23, 2012 "On the procedure for the formation of commissions to comply with the requirements for the conduct of public servants and conflict of interest", the Decree of the Mayor of Moscow № 70-UM of October 17, 2012 "On the verification of authenticity and completeness of information submitted by the citizens claiming to fill the posts of the Municipal Service in the city of Moscow, municipal employees in the local self-government in the city of Moscow, and compliance by municipal officials with local government in the city of Moscow with the requirements for official behavior" [17].

The next set of legal acts is aimed at creating incentives of an intangible nature in the organization of personnel work. First of all, it concerns the holding of professional competitions for municipal employees.

The Resolution of the Cabinet of Ministers № 293 of July 11, 2012 "On the competition "Best municipal employee in the Chuvash Republic" [18]. As part of the implementation of this decision, the contest "Best municipal employee in the Chuvash Republic" is nominated annually in the given subject of the Russian Federation in the nominations "The best municipal employee of the municipal district, urban district", and "The best municipal employee of the urban (rural) settlement".

The total of 39 representatives from 19 municipal districts and 2 city districts took part in the competition. Such events provide an adequate level of feedback in the sphere of Municipal Service, raise the level of responsibility of municipal employees, give an additional incentive, and as a consequence, increase the efficiency of performing job duties for municipal employees.

Resolution of the Cabinet of Ministers № 478 of November 14, 2012 (edited on December 11, 2013) "On the approval of the procedure for conducting experiments during the program implementation for the development of the Municipal Service in the Chuvash Republic" [19] determines the procedure, conditions and terms of the implementation of the Municipal Service development program and experiments to improve the efficiency of municipal employees in the Chuvash Republic.

At the level of municipalities, a fairly wide range of municipal legal acts on personnel matters is being adopted. First of all, these are programs for the development of Municipal Service in a particular municipal entity. Thus, there are the municipal program "The development of Municipal Service in the city of Sevastopol, Leninsky Municipal District for 2017-2020", the municipal target program of the municipal formation of the city of Sevastopol, Ternovskiy Municipal District "Organization of events for the development of local traditions in the territory of the city of Sevastopol, Ternovskiy municipal district for 2016"; the Decree of the local administration of the municipal city of Sevastopol, Gagarinsky Municipal District № 79 of December 12, 2016 "On the approval of the municipal program "The development of Municipal Service in the urban community of the city of Sevastopol, Gagarinsky municipal district for 2017", the Resolution of the administration of the municipal district "Izhemskiy" № 1262 of December 30, 2014 (edited on May 25, 2016) "On the approval of the municipal program "Municipal management" of the municipal formation of the municipal district "Izhemskiy" [20].

Municipal legal acts can settle the general questions of Municipal Service (usually this is the Municipal Service clause of a particular municipal entity) and certain issues of the Municipal Service: for example, anti-corruption measures in the local government system, the procedure for attestation, competition, passing the qualification examination, the formation of the personnel reserve, the legal status of the commissions on compliance with the requirements for the behavior of municipal employees and settling conflict of interests, etc.

In recent years, the number of municipal legal acts related to the implementation of anti-corruption measures in municipal entities has increased significantly, in particular, the decision of the Chertanovo Severnoye Municipal Assembly in Moscow № 01-03-33 of September 22, 2009 (edited on July 31, 2012) "On the approval of the Regulations on the Commission for Compliance with the Requirements for the Service Behavior of Municipal Employees and the Conflict of

17 *Vestnik Mera i Pravitel'stva Moskvy*. №. 60. 29.10.2012.

18 *Collection of legislation of the Chuvash Republic*. 2012. № 7. Art. 760.

19 *Collection of legislation of the Chuvash Republic*. 2013. № 11. Art. 1225.

20 The document was not officially published. Legal Information Systems ConsultantPlus regions.

Interest"[21], the decision of the Makhachkala City Assembly № 24-3L of March 18, 2010 "On the Commission for Compliance with the Requirements for the Service Behavior of Municipal Officials of the Local Government and Conflict of Interest"[22], the Resolution of the Head of Administration of the Republic of Kalmykia, Chilgir rural municipality № 44 of December 19, 2013 "On the approval of the list of Municipal Service posts in the Chilgir rural municipality, after dismissal from which citizens have the right for two years to replace on the terms of employment contract or perform work (provide services) within a month worth more than one hundred thousand rubles on the terms of a civil law contract in organizations if certain functions of the municipal (administrative) management of this organization were part of the official (official) duties of the municipal employee, with the consent of the compliance commission to the official behavior of municipal employees and the settlement of a conflict of interests"[23], the decision of the Council of the Karachay-Cherkess Republic, Khabezsky municipal district № 44 of November 27, 2015 "On the verification of reliability and completeness of information submitted by citizens claiming to substitute the posts of the municipal service of the Khabezsky Municipal Council and municipal employees of the council of the Khabezsky municipal district, and compliance with the requirements for service behavior"[24], the Resolution of the Local Government Administration of Vladikavkaz № 1760 of September 21, 2010 (edited on July 7, 2015) "On the verification of the authenticity and completeness of information submitted by citizens applying to replace the Municipal Service posts in the local government of Vladikavkaz and municipal employees of the local government of Vladikavkaz, and compliance by municipal employees with the administration of local self-government of the city of Vladikavkaz with requirements for official behavior"[25].

Exclusively at the municipal level, the formation issues for the personnel reserve and for filling vacant positions in the Municipal Service are regulated. A separate section of Chapter 2 will be devoted to this question.

The problems of the Municipal Service and ways to solve them

Among the shortcomings of the system for legal regulation of the Municipal Service Professor Shamarova G. M. names the following:

In many municipalities, the mechanisms for management established by the law and based on the results are practically not implemented;

The systems of regulation and evaluation for professional performance of municipal employees are not being improved;

The activities of municipal employees are poorly focused on providing quality services to citizens;

Incentive mechanisms are insufficiently developed and the principles of payment based on the results laid down in legislation are not used, which reduces the motivation of municipal employees;

Modern recruitment technologies are not enough when entering the Municipal Service and working with personnel in its passage. So, there are no uniform methodological recommendations on the organization of the mentoring system in the Municipal Service; in many municipalities, municipal legal acts on the organization of tutoring have not been developed or adopted yet [Shamarova, 2015. Pp. 38-43].

To solve the problems above, she proposes the following mechanisms:

To form annual reports of municipal employees on their professional activities, completed assignments and instructions;

To develop and implement a system of measures aimed at improving the procedure for the passage of Municipal Services and encouraging the conscientious performance of the duties of the Municipal Service at a high professional level;

To conduct sociological surveys for assessing the satisfaction of municipal employees with the conditions and results of their work, the moral and psychological climate in the team;

It is necessary to amend the Federal Law № 25-FZ of March 2, 2007 "On the Municipal Service in the Russian Federation" with regard to introduction of the professional development system in the Municipal Service, including the mentoring institute.

Conclusion

Of course, all of the measures above have the right to exist, but the desirability of ones and the feasibility of others raise doubts.

In particular, the indicated need to adjust the federal legislation regarding the settlement of the mentoring institute. This issue requires a settlement not at the federal or local level, but by the municipalities themselves, which should organize work in the field of mentoring. Today the Ministry of Labor of Russia has developed a Toolkit for the application of mentoring in the State Civil Service. This document can be taken as a basis for the development of municipal legal acts on mentoring in the Municipal Service. Noting the positive experience of tutoring which is organized in the Main Directorate of the Ministry of Justice of the Russian Federation for the Sverdlovsk Region, Startseva Y.N. points out the importance of establishing criteria for its evaluation, among which she calls the following:

The result of passing a qualification exam for assigning a class rank to a civil servant;

Effectiveness of performance by civil servants of official duties, decisions made by him/her independently;

21 The document was not published. Legal Information Systems ConsultantPlus regions.

22 The document was not published. Legal Information Systems ConsultantPlus regions.

23 The document was not officially published. Legal Information Systems ConsultantPlus regions.

24 The document was not officially published. Legal Information Systems ConsultantPlus regions.

25 The document was not officially published. Legal Information Systems ConsultantPlus regions.

Participation in the preparation of designs of normative acts, management projects, and other resolutions in accordance with the official regulations;

Observance by civil servants in connection with the performance of their official duties of the order of service interaction with other civil servants, citizens, and organizations;

Quality of public services which are provided to citizens and organizations in accordance with the administrative regulations of the Main Directorate;

Observance of the official schedule of the Main Directorate and other local normative acts, participation in the public life of the collective [Startseva,. 2011. Pp. 27-30].

Further, in relation to sociological surveys. As a rule, municipalities are very limited in resources, which is why spending money on self-examination is a very wasteful business. It is much more important to identify the opinion of the population of municipalities on the quality of work of local governments and municipal employees.

And the last thing that is not taken into account by our colleague, that within the framework of the need is to change the motivation system, pay by labor results is the account of the employee's personal contribution to the solution of the tasks set. It is about creating key performance indicators for professional activity. As Kurishiev N. M. notes, the basic criteria on the basis of which the effectiveness of the state and the municipal employee is assessed are:

Compliance of the results with the planned ones;

Application of necessary professional skills to accomplish assigned tasks;

Effective use of time and resources spent on the given task;

Content of the expectations and needs of the services recipient [Kurishieva, 2013].

And in this direction municipal formations will have a lot of work in developing and normatively approving these indicators.

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Shamarova G.M. Legal regulation of Municipal Service in the current conditions of municipal development. *Gosudarstvennaya vlast' i mestnoye samoupravleniye*. 2015. № 3. Pp. 38-43. In Russian.

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ЧТО ЧИТАТЬ



Горный М.Б. Муниципальная политика и местное самоуправление в России. Учебник и практикум для бакалавриата и магистратуры. М.: Юрайт, 2017. 361 с.

В учебнике особое внимание уделяется политике и власти, в то время как большинство учебников делают упор на управлении, менеджменте, организационных и хозяйственных основах местного самоуправления. Анализируется политическая власть на местах: показано, как принимаются решения, что важнее, демократия или управление. Подробно описаны взаимоотношения «центра» и «местной власти», исследованы органы власти, вовлеченные в этот процесс, показаны их структура и функции, изучено взаимодействие друг с другом. Книга будет полезна студентам и аспирантам, а также всем, кто самостоятельно изучает проблемы местного самоуправления.



Васильев А.А. Муниципальное управление и местное самоуправление. Словарь. М.: Инфра-М, 2017. 300 с.

В словаре приводятся более 2000 понятий и терминов, используемых в теории и практике муниципального управления и местного самоуправления, отражающих различные взгляды на этот процесс. Книга предназначена для муниципальных и государственных служащих, депутатов местных и региональных представительных органов. Может использоваться в учебном процессе по курсам муниципального управления и права, местного самоуправления, на курсах повышения квалификации и переподготовки. Будет полезна преподавателям и студентам, аспирантам и соискателям, а также всем интересующимся проблемами, организацией, развитием и повышением эффективности муниципального управления и местного самоуправления.



Благов Ю.В. Местное самоуправление в Российской Федерации в условиях муниципально-правовой реформы. Монография. М.: Проспект, 2017. 176 с.

В монографии исследуются актуальные проблемы проходящей в России муниципально-правовой реформы. Исследованы место органов местного самоуправления в системе органов публичной власти, генезис взаимоотношений органов государственной власти и органов местного самоуправления в России. Сделан вывод о непоследовательной государственной политике в данной сфере, постепенном встраивании органов местного самоуправления в вертикаль государственной власти (на примерах новых организационных моделей местного самоуправления и трансформации принципа выборности органов и должностных лиц местного самоуправления). Законодательство приводится по состоянию на сентябрь 2016 г. Предложены различные варианты постепенного возвращения к конституционной модели организации местного самоуправления.