

THE FORMATION OF POLICE LAW IN THE SYSTEM OF SPECIAL ADMINISTRATIVE LAW OF UKRAINE

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Abstract. The article deals with the investigation of the formation of police law in the legal system of Ukraine and its meaningful content. The separation of police law is considered controversial in Ukrainian science, so its research also requires analysis of the relationship with related parts of the legal array, in particular, general administrative law, administrative tort law, administrative procedure and more.

The material of the article is represented by highlighting issues that need to be addressed during the formation of special administrative law in Ukraine in general and the problems of the formation of police law in particular. The study also outlines the already developed positions and scholarly prerequisites for the formation of a sub-branch of police law. Nevertheless, there is no generally accepted understanding of what is police activity in the Ukrainian doctrine, which relations should be attributed to police-law ones, which authorities are referred to the police. The article attempts to answer these questions, and also a particular structure of police law as a sub-branch of modern administrative law of Ukraine is proposed. Specifically, it is a set of norms that define and regulate the formation of authorities that ensure public safety, law and order; tasks and powers of police authorities; grounds and procedure for application of police measures, procedures; rights and responsibilities of citizens in the field of police activities.

Keywords: police law, police, police activity, police science, special administrative law, Ukraine

INTRODUCTION

Legal reform, which is currently underway in modern Ukraine, has probably affected most of all branches of law, including administrative law. The field of administrative law has been supplemented by new institutions, existing

ones have been renewed, and changes continue almost daily. In light of the foregoing, the law ‘On Administrative Procedure’ was recently adopted and signed, the draft of which has been discussed for the last twenty years, but it was adopted by the parliament only in November 2021. Thus, a new institute of administrative law was formed – the institute of administrative procedure. So, it is obvious that the update of the content of administrative legislation is accompanied by changes in the formal grouping of legal provisions in administrative and legal institutions and sub-branches. The changes concern partially the systematization of general administrative law, at the same time, it affects more the systematization of special administrative law.

The issue that the authors try to address in this article concerns the legislation governing the police administrative activities of special public authorities to ensure public order and public safety. In European countries this part of administrative law is called police law and is one of the fundamental parts of special administrative law. In the Ukrainian scientific literature the separation of police law is considered controversial, this issue is still being discussed and debated on scholarly sites.

Therefore, the purpose of this article is to summarize the doctrinal positions on the formation of police law in the legal system of Ukraine, its content, relationship with related parts of the legal framework, highlight problems, and suggest ways to eliminate them.

1. FORMATION OF A NEW STRUCTURE OF SPECIAL ADMINISTRATIVE LAW

It is predominant to highlight that the issue of reforming the system of administrative law, as its internal structure, signifies both common non-controversial issues and controversial ones, on which the scholarly community has yet to discuss and develop joint decisions.

Regarding the obvious issues, it should be recalled that the Soviet approach to the sphere as one that regulates public administration, led to the approach to the formation of its structure. The so-called “administrative law” consisted of two parts: the general part of administrative law and the special part of administrative law. The structure of a special part of administrative law traditionally included the following four parts: public administration in the field of economic activity of the state, public administration in the field of socio-humanitarian activities of the state, public administration in the field of administrative and political activities and intersectoral administration [Vlasov, Yevtikhiyev, and Studenikin 1950, 19]. This division has been preserved in the structure of administrative law in particular, in the Russian Federation to this day [Kuzynkin and Kuzyakin 2015, 33].

However, the change in the paradigm of Ukrainian administrative law, due to changes in approaches to understanding the challenges facing the sphere, as well as the subject of its regulation [Averyanov 2010, 88–89; Kolomojets and Kolpakov 2017, 71–78] found an absolute flaw in the approach to the definition of parts of special administrative law as areas of public administration. This issue is obvious and there are no open discussions on it.

At the same time, other issues related to the content of general, and especially special administrative law, continue to be controversial and debatable. The first is the question of what should constitute the structure of special administrative law. Obviously, Ukrainian special law should be separate sets of legislation that “depend on general administrative law” [Halun’ko 2020, 32], which means they are applied based on the provisions of general administrative law, as is customary in European legal systems.

Nevertheless, is it possible to establish objective criteria for the allocation of a separate part of legislation in a special administrative law, whether a sub-branch or an institution?

Obviously it is the following: 1) the existence of a separate subject of social reality, which is regulated by administrative law and 2) relative separation of legislation.

Though unfortunately, current legislation of Ukraine in all spheres of public life, which falls under the regulatory influence of administrative law, is sufficiently developed, and the legal regulation of various spheres is carried out unevenly. Accordingly, the allocation of certain parts of special administrative law in some cases encounters the issue of their disproportion, as well as the lack of basic laws that could be the basis for the development of a particular institution of special administrative law. The latest textbooks on administrative law emphasize that the content of special administrative law is administrative and commercial law, municipal law, police law, service law, administrative tort law, administrative and construction law, administrative and telecommunications law, nuclear law, social security law, environmental law, etc. [Hrytsenko, Mel’nyk, and Pukhtets’ka 2018, 72–78]. It is pointed out that this list is not exhaustive, and the development of public relations will lead to the emergence of new structural elements of special administrative law. However, in some cases, in addition to general and special administrative law, there is also a special administrative law [Halun’ko 2020, 31]. At the same time, general and special administrative law is considered in accordance with the European traditional understanding, and special administrative law includes issues of public administration in certain areas of public relations (so this part reflects the traditional Soviet approach).

2. ISSUES OF THE FORMATION OF POLICE LAW IN UKRAINE

In view of the above criteria for the allocation in special administrative law of certain parts of the legislation, issues with the separation of the sub-branch of police law should not arise.

Firstly, the existence of a specific subject of regulation is obvious – it is to ensure public safety and order. These relations determine the settlement of a specific way of influencing human behavior – the use of coercive measures.

Secondly, Ukraine has developed a separate group of laws that constitute a detached group of legislation: the laws ‘On the National Police’ No. 580–VIII, ‘On the National Guard’ No. 876–VII, ‘On the Security Service of Ukraine,’ ‘On the pre-trial detention’ No. 3352–XII, ‘On the State Border Guard Service of Ukraine’ No. 661–IV, ‘On the State Bureau of Investigation’ No. 794–VIII, ‘On the Military Law Enforcement Service in the Armed Forces of Ukraine’ No. 3099–III, ‘On Operational investigative activities’ No. 2135–XII, ‘On the Bureau of Economic Security of Ukraine’ no. 1150–IX, Criminal Enforcement Code of Ukraine, as well as Regulations on the Judicial Protection Service, Decision of the High Council of Justice No. 1051/0/15–19. They contain provisions relating to the regulation of the application of special coercive measures to ensure public safety and order.

However, the issue of separation, and more specifically the content of police law, remains problematic and debatable. There are several reasons for this.

The first issue is the frequent inseparability and indistinguishability of police law as a stage in the development of administrative law and an element of the modern legal system. Research is usually devoted to highlighting the historical view of police law [Kurko, Bilenchuk, and Yarmolyuk 2015; Solomakha 2015a], the sequence of formation of certain structural elements of administrative law [Hrytsenko 2008], the impact of police law on the formation of modern administrative law [Hryshyna 2018], etc. Even the substantiation of the possibility of reviving police law as a sub-branch of administrative law is carried out mainly through the prism of the historical approach [Loshyts’kyy 2002, 96–98; Melnyk 2011, 33–36].

Nevertheless, of course, the system of rules, which was called police law 100 or 200 years ago, was very different from what police law is today in the modern legal system of any state. Understanding this has led Ukrainian researchers to recognize the existence of “new police law” and “classical police law” [Solomakha 2015b, 291]. Of course, this fact must be taken into account when borrowing and interpreting the works of prominent police luminaries of the 19th and 20th centuries. Their work gives us an idea of what police law was, how administrative law developed and why it is currently exactly as we see it. And the modern science of police law should undoubtedly be revealed

through the content of modern legislation, as well as modern legal relations, which will help to develop and resist the relevant sub-branch within its clear boundaries.

The second reason is the fear of the term “police law.” In the very combination of words it seems that there is a contradiction. After all, law is definitely freedom. The police are an inevitable restriction of freedom, force and coercion. Police state is a concept with a negative connotation, is the opposite of the concept of “rule of law” and means a state with excessive role and influence of the police, excessive regulation of all the details of public life [Kholod 2009, 60]. This negative connotation is also reinforced by the historical memory of Ukraine being part of a totalitarian regime, where the police functions of the state prevailed over all others.

Notwithstanding, we support scholars who argue that “the police in a democratic society in themselves not only profess the values of the law, but also protect them” [Rymarenko 2003, 9]. Its main purpose is to protect the rights and freedoms of citizens. According to the ‘European Code of Police Ethics’ (Recommendation of the Committee of Ministers to member states on the European Code of Police Ethics), the subject of police activity is to ensure the rule of law. According to the provisions of the national law ‘On the National Police,’ the tasks of the police are to provide police services in the areas of public safety and order; protection of human rights and freedoms, as well as the interests of society and the state; crime prevention; providing services to help people in need.

Therefore, this second reason is insignificant, one that can be eliminated if the research and approaches are based on the tasks, principles and goals of police activities in a democratic society and the rule of law.

The third issue that needs to be addressed is the lack of doctrinal research on the issue. In the national doctrine there is no clear generally accepted understanding of what is police activity, which relations should be attributed to police law, which authorities are referred to the police in a broad and narrow sense. Unfortunately, Ukrainian administrative and legal science cannot give an unambiguous clear answer to any of these questions.

3. SCHOLARLY PRECONDITIONS FOR THE FORMATION OF A SUB-BRANCH OF POLICE LAW

The substantiation of the existence of a sub-branch of police law in the structure of special administrative law involves coordination on several issues. These issues should be considered in an expert scholarly environment and become the subject of scholarly discussion, and as a result agreed.

The first question is the question of the content of the concept of ‘police’. Interpretation of this concept was given by scholars in the sphere from

different periods of its development. However, currently in Ukrainian science there is a wide and narrow interpretation of it.

In a narrow sense, the police is a unit of public administration designed to ensure and protect public order and public safety [Melnyk 2011, 34] by supervising and taking measures of administrative coercion [Loshyts'kyi 2012, 71]. In a broad sense, the police unite in one system all supervisory and control authorities [Rymarenko, Kondrat'yev, and Solovey 2003, 22], so the rules of police law regulate relations not only in the field of public order, but cover a wider sphere of social reality and regulate relations in such spheres of security as state, ecological, sanitary, etc. [Yarmysh 2003, 562].

In our opinion, the generalized concept of "police" should include only those authorities that not only exercise supervision, but also apply coercive measures. After all, this concept should not just exist and denote any defined set of authorities, but a qualitatively separate set. We are confident that the ability to interfere in the rights and freedoms of citizens and apply measures of administrative coercion is certainly a qualitative feature that separates the police from all other control and supervisory authorities. Expanding the range of subjects and including in this list various state inspectorates that supervise and control, apply measures of administrative responsibility for non-compliance with the established norms will blur the concept of "police," and thus will not clearly define the subject, structure and content of police law.

For example, the recently established State Service of Ukraine for Food Safety and Consumer Protection, which combines phytosanitary inspection, consumer service, sanitary inspection, and veterinary control has no authority to enforce coercion. Similar conclusions apply to the State Environmental Inspectorate, the State Inspectorate for Architecture and Urban Development and other similar authorities. That is why there are doubts about the usefulness of a broad approach to the interpretation of the concept of "police" in terms of the needs of law enforcement, lawmaking and ultimately the development of the field of administrative law and its part of police law.

The second unresolved issue is the one of correlation between administrative tort and police law. There is a position in the scholarly literature that police law determines the composition of administrative offenses and responsibility for their commission, as well as proceedings in cases of administrative offenses [ibid.].

In our opinion, such an approach would further expand the boundaries of police law. Administrative tort law in Ukraine has its own structure and content, its source is a separate piece of legislation: the Code of Ukraine on Administrative Offenses, which regulates the types of administrative offenses and the procedure for bringing to administrative responsibility. In addition, the authorities that are subject to administrative prosecution are not only the police, but also local governments and courts. Therefore, it is not necessary to

combine and join tort law and administrative relations for the application of coercive measures.

The only area where police law can regulate public relations close to those governed by tort law is the application of measures to ensure proceedings in cases of administrative offenses. Such measures are part of administrative proceedings, but are similar to police measures and are used as coercive measures. In particular, these are such as administrative detention, personal inspection, seizure of things and driver's license, etc. (Articles 261–266 of the Code of Ukraine on Administrative Offenses). Therefore, the question of the relationship between police law and administrative tort law has yet to be evaluated and discussed, however, we believe that structurally they should be different groups of rules and regulations.

The third issue that needs to be harmonized in the scholarly community is the question of the relationship of police law as a sub-branch of administrative law with such concepts as “police activity,” “police administrative activity,” “police science.” The fact is that the latter terms are justified and widely used by researchers of scientific and educational institutions of the Ministry of Internal Affairs. Departments in higher education institutions that prepare specialists in law enforcement work under such names, study subjects for students and cadets, open scientific journals and hold conferences.

However, we are convinced that the establishment of the priority and rule of law over the organizational and operational component of all authorities of public administration should be more than declarative. Such an assertion is intended to shift the law and legal regulators to all police activities. Obviously, this should be reflected in the names of academic disciplines and their content, in the issues of scholarly conferences and symposiums, in general, in approaches to assessing the phenomena of social reality.

Contemporary Ukrainian investigations represent an attempt to substantiate the position that public relations, which should be governed by the rules of police law, should be studied within the police science. Accordingly, it is argued that police science is the science of police law [Shvets 2021, 37], which should be reflected in the education process of higher education. However, historically, police science has been developing in the context of the development of the theory of state and law under the influence of political and legal ideas of the classics of German philosophy of law [Horozhanin 2003, 537]. Therefore, if such a name is used as police activity, there will be a risk of returning to a broad interpretation of the police as a set of all state activities and further uncertainty of the subject of police law. To confirm this thesis, we present the columns of the journal ‘Ukrainian Police Studies: Theory, Legislation, Practice’, which in addition to public security and pre-trial investigation covers issues of operational and investigative and detective activities, prevention of criminal and administrative offenses, psychological support of police, police administrative and other services to individuals and legal entities, etc.

Regarding the relationship between police law and police activity, there is also no common ground. Most scholars accept and support the view that police activity should be seen as a special type of public administration activity aimed at maintaining public order, ensuring public (and any other) security associated with the use of state coercion [Kovalenko, Rymarenko, and Olefir 2012, 115; Kobzar 2015, 66]. However, some papers argue that police activity is not limited to administrative activities, as there are also police activity of pre-trial investigation authorities, police activity of operational and investigative units and security police activity [Boyko 2018, 120].

At the same time, we believe that police activity is a concept that has the right to exist in the same way as police law. However, they have different things to denote. Police activity refers to public relations in the field of public order and security, and police law is a set of legal rules governing such relations. Police activity and police law should be correlated in the same way as the concept of “public administration” (an element of public reality) and the concept of “administrative law” (its regulator).

4. THE STRUCTURE OF POLICE LAW AS A SUB-BRANCH OF ADMINISTRATIVE LAW

The structure of modern police law in Ukraine has not yet been developed and agreed upon, it has not even been proposed for public discussion. However, it is obvious that the structure of police law should be determined by the subject of regulation.

Discussions on the mentioned above allowed the authors to conclude that the structure of police law as a sub-branch of special administrative law should include the following sets of rules: 1) which determine and regulate the formation of authorities that ensure public safety and law and order; 2) tasks and powers of police authorities; 3) grounds and procedure for applying police measures, procedures; 4) rights and responsibilities of citizens in the field of police activity.

The system of legislation on the application of police measures is based, in particular, on the provisions of Chapter II of the Constitution of Ukraine, which enshrine the basic constitutional rights, freedoms and responsibilities of man and citizen. We are talking about the provisions of Article 27 of the Constitution: “No one shall be arbitrarily deprived of his life. It is the duty of the state to protect human life.” Also the protection of human dignity is guaranteed by Article 28 of the Constitution: “No one shall be subjected to torture or to cruel, inhuman or degrading treatment or punishment.” The provisions of Article 29 of the Constitution stipulate that everyone has the right to liberty and security of person. Everyone is also guaranteed the inviolability of the home, although the possibility of breaking into the home or other property

of a person established by the provisions of Article 30 of the Constitution is not ruled out in urgent cases. Finally, the state protects the property rights of citizens, which is also provided by the constitutional provisions of Article 41 of the Constitution, which stipulates that the right to private property is inviolable.

It should be noted that at the level of Ukrainian laws, the legal grounds for the use of police coercive measures by law enforcement officers are enshrined in the hypotheses of only certain acts – the laws ‘On National Police,’ ‘On National Guard,’ ‘On Pre-trial Detention,’ ‘On Military Law Enforcement Service in the Armed Forces of Ukraine’ as well as in the Criminal Executive Code of Ukraine. Despite the fact that these laws largely require mutual coherence, they have largely consolidated the powers of the police, including in this area, which allows them to exercise their powers to protect public order, the implementation of regime measures in places of deprivation freedom and pre-trial detention. Thus, the regulation of powers to apply coercive measures is carried out exclusively or mainly by these laws. The rest of the laws, although they give the right to use coercion, are blanket norms, which refer to the above three normative acts, mainly to the Law on the National Police, to clarify the legal grounds for each measure. Special attention should be paid to the completeness of the legislative lists of police measures, as well as the grounds for their application. This follows from the constitutional provisions. In particular, Part 2 of Article 19 stipulates that public authorities and local governments, their officials are obliged to act only on the basis, within the powers and in the manner prescribed by the Constitution and Laws of Ukraine.

Also, a small number of legal norms governing the activities of law enforcement authorities on the application of coercive measures are contained in government acts, departmental regulations, in particular, acts of the Ministry of Internal Affairs of Ukraine, the State Border Service of Ukraine, the High Council of Justice. However, the regulation of police measures in acts of this level is the subject of close attention of representatives of various branches of legal science and receive critical remarks, despite the fact that they relate only to establishing the order of application of a measure and not its legal basis.

CONCLUSIONS

Thus, the current primary stage of the formation of police law as a sub-branch of administrative law of Ukraine poses a task to the scholarly community to adopt certain approaches and develop common positions on the following issues.

1) Clear division of police law as a stage of development of administrative law and an element of the modern legal system of Ukraine. This issue should be applied not formalist, but a functional approach to the content of modern

legislation, as well as modern legal relations in the field of public safety and order.

2) Perceptions and research in the field of police law should be carried out through the prism of the tasks, principles and goals of police activity in a democratic society and the rule of law. Otherwise, Ukrainian scholars, lawmakers and other actors will be held hostage to prejudices and suggestions due to the experience of Ukraine's stay in the Soviet police state.

3) Police activity should be investigated and studied through the prism of its normative regulation, which means through police law, that should be reflected in the names of disciplines and textbooks, in the issues of scholarly conferences, in general in approaches to assessing the phenomena of social reality. And such an emphasis in both science and law enforcement will contribute to the establishment of the rule of law over the organizational and operational component of the police.

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