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DEGREE OF STUDYING THE PROBLEM IN REGARD TO FORMATION AND DEVELOPMENT OF CITY DISTRICT ADMINISTRATION INSTITUTE IN CITIES WITH DISTRICT DIVISION

Problem definition. In modern conditions, the principle of decentralization of the state power begins to have the practical side of its implementation. At the same time, in recent years of the independence of Ukraine, among cities of the state there is observed a practice of transition from city district councils to city district administrations as one of intermediate forms of the city district management. That is the centralization at the level of the city district management takes place. It should also be emphasized that the establishment and operation of city district administrations do not comply with provisions of the current legislation in the field of the local self-government and lead to a number of irregularities in their functioning. The lack of the institutional definition concerning the form of the local self-government executive body as a city district administration does not make it possible to ensure efficiency in realization of functions and tasks imposed on it.

Analysis of recent researches and publications. Activities of the local self-government representative bodies in cities with city division are considered in the papers of such researchers as: M. Baimarutov, V. Borodeniuk, Y. Borodin, O. Batanov, O. Boichenko-Boichuk, Y. Hlukhachov, O. Konotoptsev, M. Korniienko, V. Kravchenko, V. Kuibida, V. Nikitin, V. Oluiko, I. Pavlov, S. Sakhanenko, V. Shabelnikov, Y. Sharov and others. However, some issues still remain under-investigated; in particular, scientists pay insufficient attention to studying the problem of formation and development of the city district administration institute as the city council executive body.
Purpose of the Article. Analysis of studying the problem of formation and development of the city district administration institute in cities with district division.

Presentation of the main material. The city of Lviv was the first in Ukraine among cities of the state with district division, where the so-called centralization of management of the city with district division was implemented. According to A. Romaniuk, the main reasons for liquidation of the city district councils in Lvov and creation in their place of district administrations were as follows:

- firstly, at that time authorities between territorial power structures of Ukraine have not been virtually distributed. There was a duplication of authorities and the competition of competences between the city and district councils;
- secondly, the city management required the operational efficiency, and it was not possible to be achieved under conditions of existence of district councils along with the city council;
- thirdly, current problems were cheaper management, including due to reduction in expenditures for the bureaucratic apparatus.

Based on these findings, A. Romaniuk gave the estimate to the new form of the intermediate city district management through the city district administrations as executive bodies that do not directly shape policy, but carry out the operational management of districts in the city. The successful thought is that of V.Kuibida, who believes that the complexity of organizing the power in many cities with district division is predetermined by the conflict of interests between city self-governing bodies as integral socio-economic and political-legal phenomena and self-governing bodies of their individual components. Analyzing this explanation, the conclusion can be made that the author perceives the need for liquidation of self-governing city district councils and creation on their basis of administrative executive bodies with the single city management center. Revealing his mind, V. Kuibida practically shows this model of organizing the management of the city with district division using the example of Lviv city.
In view of the foregoing, it is conceivable that forming his opinion on the need to eliminate the duplication between the city and district councils, which provides for the establishment of the city district administrations, V. Kuibida perceives in this process the systemic approach to acceptance and solution of the problems related to the city district management. In this approach, the idea of V. Babaiev is plausible, who states that the management of the large city is primarily the management of events occurring in it, ability to predict them and expeditiously use. The consideration of all the possible factors that somehow affect the processes of the city management provides for the introduction of a new scientific and managerial approach to a large city as a complex socio-economic system, and system entity of the management.

The first cities in Ukraine, which tried to resolve the issue of distributing authorities between city and district councils, were Lviv, Odesa, Zaporizhzhia, Horlivka, Makiivka, Mariupol, Mykolaiv and Luhansk. In these cities, the city district councils were liquidated and the city administrations as executive bodies of the city councils were established. This solved the problem of distributing authorities between the administrative levels, since the representative bodies at the district level just disappeared, and therefore, the issue of the interrelationship and delegation of authorities also disappeared. It is revealed that the question connected with organization of the city district management through the so-called executive bodies of the city council – city district administrations, functioning in the system of the city local self-government for almost 23 years starting from the date of their first establishment in the city of Lviv, did not find their reflection not only in the scientific literature, but also in regulatory legal acts that define and guarantee the local self-government in Ukraine.

The problem of indirect consideration of whether there is a feasibility in formation and development of the city district administration, as well as non-allocation of this executive body among other ones to a separate complex management structure is conditioned by the legislative gap, which is limited exclusively by granting to city councils the right to independently create, at their
own discretion, various executive bodies, which are determined in legislative acts of the local self-government as «other executive bodies». In other words, it is conceivable that, starting from 2000s, city councils build in the content of city district administrations under the wording of «other executive bodies» as the analogue of possible local administrations defined in the Law of Ukraine «On local state administrations». In addition, it is worth pointing out that, before adoption of the Law of Ukraine «On local state administrations» and «On local self-government in Ukraine», cities of the state created the city district administrations on the ground of executive and administrative bodies of the city district Councils of People’s Deputies, the legal basis of which was determined by the Law of Ukraine «On local Councils of People’s Deputies and local and regional self-government». In this connection, among scientists and researchers of issues related to organizing the management of cities with district division through the city district administrations there is no single opinion, which would have confirmed or denied the advantages of such a system of organizing the local self-government in cities with district division.

**Conclusions of the study.** At present the notion of the “city district administration” is not legally entrenched in Ukraine. On this ground, the attention should be drawn to the fact that despite the lack of the institutional definition of the city district administration, city councils creating the city district administrations legalize their status through charters of the own territorial communities and provisions on the city district administrations.