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## УМОВИ ЗАСТОСУВАННЯ ЕФЕКТИВНОЇ ПУБЛІЧНОЇ СЛУЖБИ В УКРАЇНІ

**Сабадош Г.О.<sup>1</sup>, Сивак Є.І.<sup>2</sup>, Харченко О.В.<sup>3</sup>**

<sup>1</sup> к.е.н., доцент, доцент кафедри національної економіки та публічного управління, ДВНЗ «Київський національний економічний університет імені Вадима Гетьмана», м. Київ, проспект Перемоги, 54/1, 03057, Україна, тел.: (067)-790-58-40, e-mail.: asabadosha@gmail.com, ORCID: <https://orcid.org/0000-0001-6430-1505>

<sup>2</sup> магістрант, ДВНЗ «Київський національний економічний університет імені Вадима Гетьмана», м. Київ, проспект Перемоги, 54/1, 03057, Україна, тел.: (099)-62-65-191, e-mail.: Liza-syvak@ukr.net, ORCID: <https://orcid.org/0000-0002-3447-3389>

<sup>3</sup> магістрант, ДВНЗ «Київський національний економічний університет імені Вадима Гетьмана», м. Київ, проспект Перемоги, 54/1, 03057, Україна, тел.: (095)-946-73-63, e-mail.: kharchenkoh13@gmail.com, ORCID: <https://orcid.org/0000-0002-2207-5244>

## CONDITIONS FOR ESTABLISHING AN EFFECTIVE PUBLIC SERVICE IN UKRAINE

**Sabadosh H.<sup>1</sup>, Syvak Y.<sup>2</sup>, Kharchenko O.<sup>3</sup>**

<sup>1</sup> Ph.D. (Economics), associate professor, associate professor of national economy and public administration department, SHEI “Kyiv national economic university named after Vadym Hetman”, Kyiv, prosp. Peremohy, 54/1, 03057, Ukraine, tel.: (067)-790-58-40, e-mail.: asabadosha@gmail.com, ORCID: <https://orcid.org/0000-0001-6430-1505>

<sup>2</sup> undergraduate, SHEI “Kyiv national economic university named after Vadym Hetman”, Kyiv, prosp. Peremohy, 54/1, 03057, Ukraine, tel.: (099)-626-51-91, e-mail.: Liza-syvak@ukr.net, ORCID: <https://orcid.org/0000-0002-3447-3389>

<sup>3</sup> undergraduate, SHEI “Kyiv national economic university named after Vadym Hetman”, Kyiv, prosp. Peremohy, 54/1, 03057, Ukraine, tel.: (095)-946-73-63, e-mail.: kharchenkoh13@gmail.com, ORCID: <https://orcid.org/0000-0002-2207-5244>

**Анотація.** В статті розглядаються основні причини проведення реформи публічного управління в Україні. Акцентовується увага на необхідності створення ефективної публічної служби та основних напрямках реформи державного управління. Розглядаються основні умови підвищення ефективності діяльності органів публічної влади за рахунок впровадження ІТ і оцінювання ефективності діяльності публічних службовців і органів публічної влади в цілому. Аналізується теоретичні основи та світовий досвід інформатизації публічної служби, адаптації інформаційно-комунікаційних технологій для підвищення результативності процесу прийняття та реалізації публічних управлінських рішень та оптимізації функціональної діяльності органу публічної влади в цілому. Результати функціональної діяльності кожного публічного службовця і органу публічної влади повинні знаходитися у стані постійного моніторингу з боку суспільства. Розглядається показник ефективності роботи держави через положення країни в рейтингу GRICS (Governance Research Indicator Country Snapshot) Світового банку; представлені основні критерії оцінки та динаміка положення України в цьому рейтингу. Аналізується тенденція зміни частки відатків на утримання органів державного управління Зведеного бюджету України протягом та тенденція зміни номінального ВВП та відатків на оплату праці працівників сектору державного управління за звітний період для оцінки ефективності системи публічного управління в Україні і порівняння з іншими країнами. Робиться акцент на необхідності запровадження системи КРІ для публічних службовців, досліджується взаємозв'язок ефективності діяльності публічної служби та добробуту населення країни, що є актуальним для України сьогодні.

**Ключові слова:** держава, політична держава, економічний стан, держава – підприємство, державне управління, державний службовець, інформаційно-комунікаційні технології, електронний документообіг, якість публічного обслуговування, система КРІ, ефективність державного управління, електронне управління.

Формул.: 5, рис.: 3, табл.: 1, бібл.: 13

**Annotation.** The article deals with the main reasons for the reform of public administration in Ukraine. Emphasis is placed on the need to create an effective public service and the main directions of public administration reform. The main purpose of the research is to argue for the adaptation of corporate governance tools to the management system of public organizations. This approach is a prerequisite for improving the performance of public authorities through the implementation of IT and evaluating the performance of public servants and public authorities as a whole. Theoretical

*foundations and world experience of informatization of public service, adaptation of information and communication technologies are analyzed. The systematization of literary sources and approaches to solving problems of implementation of innovative management technologies in public service activity showed that in Ukraine it is only recently that the search for tools for objective measurement of the effectiveness of the activity of public authorities and officials began. The urgency of solving this scientific problem lies in the fact that the effectiveness of the functioning of the public administration system affects the level of development of the national economy and the well-being of the whole society. The results of the functional activities of each public servant and public authority must be in a state of constant monitoring by the public. Consideration of government performance across the country in the World Bank's GRICS (Governance Research Indicator Country Snapshot) rating. The main evaluation criteria and dynamics of Ukraine's position in this rating are presented. Methodical tools of the research were methods scientific modeling and empirical scientific method. The tendency of changes in the share of expenditures on the maintenance of public administration bodies of the Consolidated Budget of Ukraine is analyzed, as well as the tendency of change of nominal GDP and expenditures on the salaries of public sector employees over the reporting period to evaluate the effectiveness of the public administration system in Ukraine and to compare with other countries. The object of the study is the activities of public servants and public authorities as they form and implement public policies. Their activities affect the effectiveness of the implementation of management decisions. The study empirically confirms and theoretically demonstrates the relationship between public service efficiency and the well-being of the country's population, which is particularly relevant to Ukraine today. Emphasis is placed on the need to introduce a CRI system for public servants. The results of the study may be useful for public authorities in the implementation of public administration reform in Ukraine.*

**Key words:** *state, political state, economic condition, state - enterprise, public administration, public servant, information and communication technologies, electronic document flow, quality of public service, CRI system, efficiency of public administration, e-governance.*

*Formulas : 5, fig: 3, tabl.:1, bibl.: 13*

**Introduction.** The importance of considering topic is based on the fact that the transformation of Ukrainian society into the standards of the European Union depends on the speed and quality of the public administration and public service reform implementation. Improving the quality of state institutions and transforming them into think tanks, which can become leaders in implementing reforms and increase the effectiveness of the Government as a whole are the main tasks of the Strategy of Public Administration Reform 2016-2020.

There are no effective mechanisms and methods for measuring the effectiveness of Ukrainian public authorities and individual public servants. Understanding the need for continuous system monitoring of the effectiveness and efficiency of the public service, the implementation of information technology in the functional processes of public authorities will create tools for providing high-quality public ambassadors that will ensure optimization of the citizens needs.

**Literature review.** The number of scientific publications devoted to various aspects of the problems of the public administration system effectiveness, including the problems of informing the communication processes in the public service, and the

introduction of the CRI for the evaluation of the public servants efficiency, is constantly growing and presented to the list of scientists and practitioners, including V.G. Atamanchuk, O.A. Berezhnoy, Yu.K. Denisova, V.S. Tsimbalyuk, Y.I. Chernyak, I. Klymenko, S. Lutsenko, K.V. Melikhova, V.P. Pisarenko, V.A. Kornuta, S.V. Radchenko The realities of the functioning of modern states and their institutions through the prism of globalization information processes are reflected in the writings of A. Alberti, V. Beckers, T. Hebler, D. Kettle, G. Pitters, L.V. Smorgunov and others The research of certain aspects of efficiency is

**Aims.** Identify failures of public service reform and focus future actions on priority areas and elements.

**Results.** The reform of public administration is one of very few opportunities to maintain its statehood and to overcome the crisis in Ukraine. The standard of living, the doing business quality, GDP level and others depend on the public service effectiveness. An effective public service is the competitive preference of a modern state in the global world. One of the key stages of the reform is to increase the capacity of ministries, transform them into think tanks, which become leaders in reform

implementing and which increase the efficiency of the Government at all.

The public administration reform was actually launched on May 1, 2016 in the main directions:

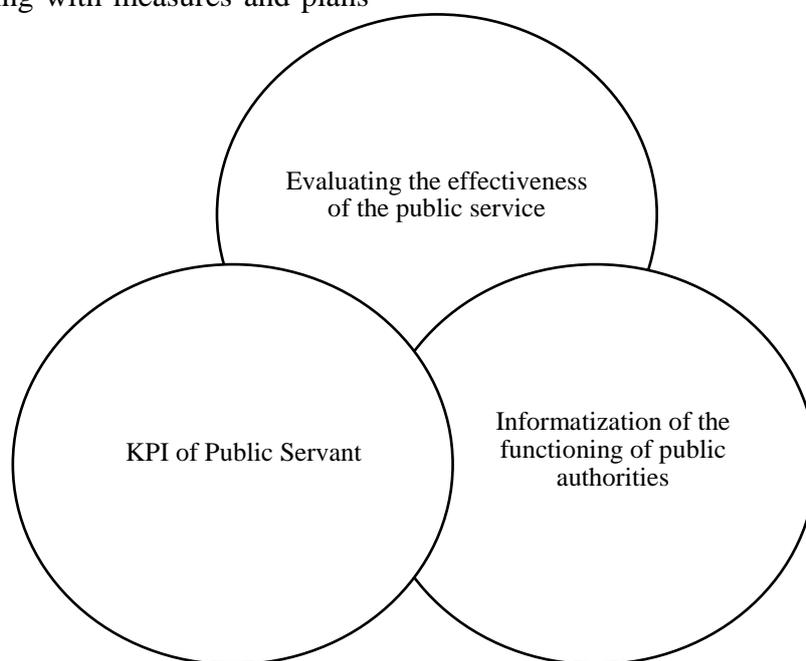
- clear subordination and distribution of functions;
- scope improvement of providing administrative services;
- focusing ministries on policy organization;
- improving the quality of government decisions.

Due to the new procedures of government decision-making, the Government should move from working with measures and plans

to managing with problems, options and consequences, which involves continued monitoring and measurement of results.

Particular attention should be devoted to the aspects of increasing efficiency of public authorities owing to the fact of IT introduction and evaluation of the effectiveness of public officials and public authorities in general.

The conditions for establishing an effective public service that will provide high-quality public services and sustainable development of the national economy are presented at the figure 1.



**Fig. 1. Conditions for creating an effective public service**

World experience shows that the effectiveness of public authorities is increasing due to the introduction of IT. The statistical data show the growing role in the development of the national economy of IT-related industries.

Analyzing the works of scientists, among whom are R.A. Kalyuzhnyj, L.V. Balabanova, S.M. Petrenko [1, 6, 9], it can be argued that there is no single view on the disclosure of the content of the concept of information provision. However, if we analyze this definition of the above-mentioned authors, we can say that "information support" is:

1) information as a necessary component of management activity;

2) information provision, which involves the process of information activities;

3) the basis for the adoption of effective and complete management decisions, which in the future will ensure a significant productive activity of the institution. According to Art. 1 of the Law of Ukraine "On Information"[10], information is any news and / or data that can be stored on physical media or displayed electronically.

It should be noted that the informatization of government bodies should be considered as a complex mechanism, which functions due to

press-offices, informational and information-analytical departments, advisors apparatuses, etc., and promotes the development and adoption of correct and effective decisions.

Now, in Ukraine, due to the use of the latest information and communications technologies, there is a transformation in the activities of public authorities in the direction of qualitative changes. The term information and communications technologies (ICTs) is sometimes identified with the term information technology, but it should be understood that ICTs are a broader concept. ICT is a collection of modern electronic technical means and software, as well as organizational forms and methods of their application in information work, aimed at the efficiency and optimization of the use of information resources [8].

In the public authorities, the latest information and communications technologies are provided not only by computer-based informatization, various methods of solving problems, but also fundamentally new forms of activity of these structures. The main advantages of the latest technology are that they transfer the information exchange to the paperless level; automate most functions in information and communications processes; transforming arrays of documents into

information resources of development and solving complex problems of society's life.

Using of the latest ICTs extends the capacity of public authorities to promptly provide their own decisions to the general public, receive feedback from citizens, and citizens have the opportunity to participate in the political process, to control the activities of public authorities and local self-government bodies. The widespread introduction of information and communications technologies reduces maintenance costs.

The effectiveness of information provision' mechanism of administrative activity of an executive body consider on the example of the Apparatus of the Verkhovna Rada of Ukraine. The Apparatus of the Verkhovna Rada of Ukraine (hereinafter - Apparatus) is a permanent body that carries out the legal, scientific, organizational, documentary, informational, expert-analytical, financial and logistical support of the activities of the Verkhovna Rada of Ukraine, its bodies and people's deputies of Ukraine.

We propose to consider the effectiveness of implementing the information of the Apparatus on an example of the number of processed deputy requests (Table 1).

Table 1

**Processing of deputy requests in electronic form at convocations breakdown**

Convocation No.	Number of requests	Date
VIII	14 898	27.11.14–20.07.18
VII	4 317	11.01.13-26.11.14
VI	8 038	23.11.07-06.12.12

*Source: compiled by the author based on the data of the Verification Department of the Verkhovna Rada*

After analyzing the data, we can conclude on the effectiveness of the implementation of electronic document circulation, as the number of processed documents and responses to requests increases. Also, in this paper, we propose to consider the total cost of ownership of IT resources of the Verkhovna Rada Apparatus in Y2017 by the method

Total cost of ownership (TCO). For the first time, such estimation was conducted by Lugovets V.V. and Halchinsky L.Y. in the article "Estimation of the total cost of ownership of operational systems in public authorities" [7] on the example of the State Fiscal Service of Ukraine.

Having researched the historical data, we can give a few facts about the informatization of state structures in the world. According to research by L. Brozhikthe [2] most promising but expensive direction of informatization of public administration structures is the making of group decisions support system. In the United States, Japan, and Western European countries there is considerable practical experience with the use of such systems in situations where decisions are taken by voting [6]. Thus, in Germany, leading research centers and firms, such as the German National Center for Mathematics and Data Processing, are engaged in the development of new information technologies and their application in government-management activities.

Based on the current legislation, namely, by the Law of Ukraine "On Information" [10], by the Law of Ukraine "On the Procedure for Covering the Activities of Public Authorities and Local Self-Government Bodies", we can argue that the management of public authorities is informational activity, since all decisions are made on the basis of functioning documentary and information resources.

Moreover, the results of the functional activity of each public servant and the public authority should be in permanent monitoring condition by the public for the purpose of effectiveness, efficiency, usefulness and the elimination of corruption potential.

The criterion for the evaluation the work of the government, it is necessary to lay the world famous works, and is not forget about such important aspects as forecasting the consequences of the decisions' making, assessing the construction of the vertical power and change of government, the assessment of the ideology of social transformations and their social consequences. Such approach is confirmed by the latest innovations in world politics.

One of the State' performance indicator is the position of the country in the World Bank Governance Research Indicator Country Snapshot (GRICS), which is annually has been compiling within Worldwide Governance Indicators (WGI) project for 215 countries since Y1996. According with this

rating, management' quality is assessed on the basis of six criteria:

1. The right to vote in decision-making and accountability
2. Political stability and non-use of violence
3. Quality of the normative base
4. Efficiency of government work
5. Rule of law
6. Fighting with the corruption

For the purposes of this work the main interest is in indicator 4 "Effectiveness of the Government". It consists of the following indicators:

- impressions about the quality of public services,
- the quality of the civil service and its independence from political pressure,
- the quality of the development and implementation of state policy,
- state commitment to pursued policies.

Below, is an estimate of Ukraine for this indicator for the period from Y1996 to Y2016. For this period this indicator was mostly in the range of 20% - 30% [13].

It should be noted that, according to the authors of the rating opinion, it has certain limitations and can not be the reason for identifying specific problems in public service, as well as for planning reforms. While the GRICS rating is some interest in terms of comparing different aspects of quality management in different countries, it must be taken into account that this rating is based on expert assessments and perceptions of certain aspects of the state's work, and is rather narrowly oriented to detect the connection between quality management and economic growth.

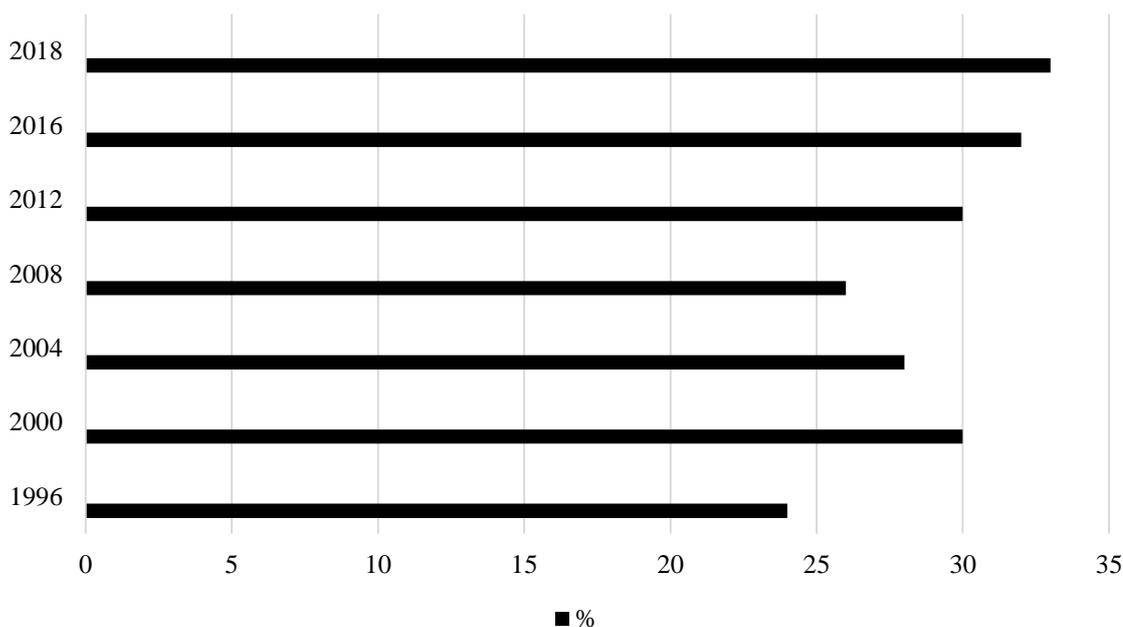
Indicators of management effectiveness of the public service apparatus in view of the ukrainian realities were selected as follows:

Public Servants Share (PSS).

$$PSS = \frac{\text{number of officials}}{\text{number of population}} \quad (1)$$

Public Spending to GDP (PS) expenditures on public administration.

$$PS = \frac{\text{cost of maintaining a PA system}}{\text{GDP}} \quad (2)$$



**Fig. 2. World governance indicators. Efficiency of government in Ukraine from 1996 to 2016, %**

Source: [13]

Ratio of economic growth rate and rate of change of expenditures for maintenance of public administration apparatus (GDP Growth to Public Spending Growth - PSG).

$$PSG = \frac{\text{growth rate of GDP}}{\text{growth rate of cost of maintaining a PA system}} \quad (3)$$

Share of Central Government Bodies in their total number (Central Government Share - CGS).

$$CGS = \frac{\text{number of central government bodies}}{\text{total number of government bodies}} \quad (4)$$

The ratio of the average wage across the country to the average salary of a civil servant (Comparable Salaries - CS).

$$CS = \frac{\text{average salary across country}}{\text{civil servant's average salary}} \quad (5)$$

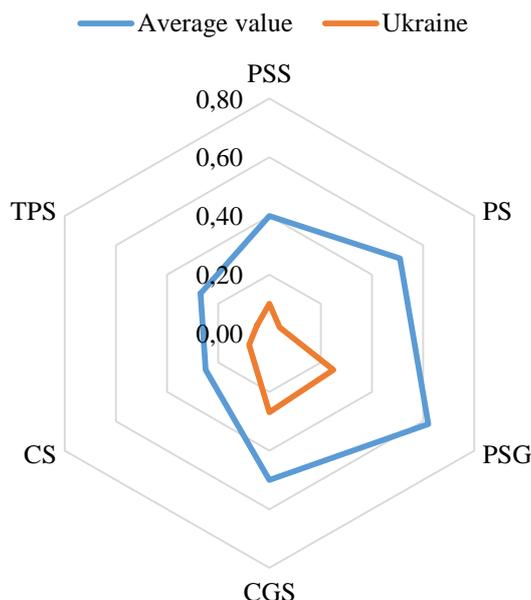
Trust in Public Servants (TPS).

For comparison of selected indicators in calculations, their normalization is necessary. Normalization is a comparison of all the actual values of the indicators. The rationing procedure is performed according to the

formulas of comparing the difference between the actual value and the minimum value with the difference of the maximum value with the minimum for the stimulant indicators that have a direct relationship with the effect change [4].

According to the proposed algorithm, we have selected indicators and to confirm the possibility of application of these developments we calculated values for Ukraine and other countries. European Union member states covering leaders (France, Germany, UK) and post-socialist countries that are closer to Ukraine due to incompleteness of their formation (Romania, Hungary, Poland), historical path and status (Czech Republic, Slovakia, Slovakia, Estonia, Lithuania, Latvia) were selected for better relevance.

Following the creation of an information base for comparing and evaluating the effectiveness of the management of the public service apparatus, a chart has been constructed on its basis, which is presented below.



**Fig. 3. A comparative chart of the results of the EU average and Ukraine**

As it can be seen, the largest gap is observed in terms of PS. The link between the professional activities of officials who set the conditions for doing business as well as any other activity, including livelihoods, due to the overall improvement in the work of public administration and the creation of GDP is critically weak. We can assume the conditionality of such a condition by the absence of elements of clientelism in the public service, from which account in modern conditions depends not only the effectiveness and efficiency of various administrative decisions, but also the real state of affairs in the country as a whole.

Improving the efficiency of public servants, the quality of public administration and the services that they provide are essential and necessary elements for the successful functioning and development of any government body and, as a consequence, the state as a whole. Given the problem of selecting indicators, their relevance is fundamental. This is due to the need for metrics that can really reflect what we want to evaluate. All indicators and their constituents should represent the target elements and areas of evaluation. Moreover, it is of utmost importance to formulate relevant indicators that reflect current and pressing issues, especially in the management of the public service apparatus. More detailed application

of the algorithm of selection of indicators of efficiency of management of the public service apparatus may be preceded by complex comparative analysis or benchmarking in the given field. That is what will be the subject of further research.

After analyzing of the dynamics of the share of expenditures of the Consolidated Budget of Ukraine for the maintenance of state administration bodies during 2012-2016 we can conclude that there was a gradual decline from 28.17% to 27.11% in 2014 [11].

A fairly rapid drop in spending volumes from Y2012 to Y2014 may be due to an increase of the level of minimum wages and utility payments. In Y2016 there was a reduction in the share of expenses due to a decrease in the number of civil servants in Ukraine.

The first and largest source of expenditures for the maintenance of public administration is the financing of external debt, whose share for the last three years was unchanged and was accounted for 70%. The second item is "Financing of the highest bodies of state administration, local self-government bodies" is amounted 19% of the total amount of expenditures for the maintenance of state authorities [11].

Over the past 15 years, labor costs have risen more often than GDP, rather than less or at the same level. After the adoption of the

Law "On Civil Service", the salary fund of civil servants and average wages were increased more than twice in 2016, and in 2017 an increase of 48% was foreseen [12].

The average salary in the public administration sector is rather competitive compared to the manufacturing sectors of the economy. Nevertheless, they are lower than salaries in the technological and financial services sectors. The last two sectors were chosen for comparison, because they have a relatively large share of "white collar workers", that is, employees of mental labor, managers, employees of the management apparatus, as well as a relatively low level of shadow operations compared to other sectors.

The average wage of central government employees in 2016 was 11.4% higher than the average salary in industry, but by 31% lower than the average monthly salary in the financial services and IT sectors [11].

The structure of wages in the public and private sectors is significantly different. Thus, in the structure of the salary fund of the employees of the public sector in 2016, the salary was 34%, supplements and additional payments - 53%, and premiums - 13%. At the same time, in the financial sector and industry, the basic salary is 60% of the total remuneration, and 30-35% - additional payments [11].

An exploration of the difference in salaries in public and private sectors in the EU countries at the micro level showed that for less-skilled workers in the public sector wages are higher than in private.

At the same time, for more skilled workers and high-level officials, the wage gap between the public and private sectors is decreasing or changing in favor of the private sector [4].

In Ukraine, for specialists of central government bodies, wages are 25-30% higher than for comparable posts in the private sector. For managers, the private sector offers an average wage 50% higher than the public.

In order to improve the attractiveness of our country as an employer, we recommend the following transformations: creation of the necessary base of integrated personnel and salary accounting of civil servants; formation

of the most transparent mechanism of monetary compensation for public servants; reducing the disparities in the remuneration of various agencies within the public sector and avoiding political decisions that distort wage compression levels.

Public authorities function as a set of public services and employees. This principle gives its consequence - the activity of the authorities in general is reduced to the work of individual employees. Every workplace of a public servant appears as part of all activities.

The development of individual performance indicators for civil servants is possible through the use of Key Performance Indicators (Key Performance Indicators) principles.

Conditionally we will divide the process of assessing employee performance and consider two functions:

- 1) processing of information materials;
- 2) registration of information and analytical materials, regulatory acts. They have their own weight.

The result of the first function is taken in the form of an information report, and the second function - reports on activities, information certificates, regulations. By the first function, we fix the performance indicator two parameters:

- 1) timeliness;
- 2) compliance. Indicators of the performance of the second function determine the timeliness, compliance with the requirements and the number of complaints submitted and customer satisfaction index. All actual results of the indicators are compared with the plans and corrected by the proportion of the specific gravity of each function.

**Conclusion.** According to the SIGMA report, European partners point to significant progress in reforming government, which means that efforts are not in vain. At each stage of the reform, the performance, key challenges and next steps need to be clearly understood. Implementation of e-government in Ukraine is an irreversible process, despite the lack of funding for the process of informing public authorities, some

conservatism and bureaucracy of individual officials. The implementation of the concept of e-government not only increases the efficiency of the state apparatus, but, in fact, creates prerequisites for the formation of a fundamentally new model of democracy - digital democracy, based on the full subordination of governmental activity to society and the possibility of direct participation of citizens in solving state and local issues. will increase the efficiency of the public administration system.

Assessment of management effectiveness in the public sector of Ukraine is now a topical task not only from a scientific but also from a practical point of view.

Criteria are one of the tools used both for organizing the activities of local self-government bodies and for their quality self-assessment. In scientific works this is given considerable attention. The problem arises not in understanding the effectiveness of the system of public administration, which can be assessed by comparing the positive social outcomes obtained and the costs of achieving them, but in determining the size of the components of the efficiency formula - positive social outcomes and costs.

The research topic needs further development. The implementation of IT and innovative management tools in the administration of the implementation of the functional activities of the public authority will give the opportunity to get rid of unnecessary and inefficient civil servants and create a compact and effective government that will be ready to adapt modern and effective methods of corporate management in the system of public administration and administration.

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