



УДК 658.002:338.24

OPEN DATA: PRACTICAL ASPECTS OF THEIR INTRODUCTION IN THE CONDITIONS OF EFFECTIVE PUBLIC MANAGEMENT

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SUMMARY

In the article the condition of introduction in activity of bodies of the public power of policy of the dug-out data is analysed. Indicators of assessment of development of open data in the bodies of the public power corresponding to the principles of the International charter of open data are characterized. The major steps in development of openness of public information, policy of open data in Ukraine are studied. It is established that the mechanism of operation of the indicators drawn in general as annual assessment of a condition of the publication and updating of open data by managers of information approved by the international documents. The priority directions in activities of bodies of the public power for development of policy of open data are defined. Problem aspects of development of open data in Ukraine are considered and the directions of their solution are proposed.

Key words: open data, public information, information openness, e-managements, data sets, bodies of the public power, innovation.

ОТКРЫТЫЕ ДАННЫЕ: ПРАКТИЧЕСКИЕ АСПЕКТЫ ИХ ВНЕДРЕНИЯ В УСЛОВИЯХ ЭФФЕКТИВНОГО ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

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АННОТАЦИЯ

В статье анализируется условие внедрения в деятельность органов государственной власти политики открытых данных. Охарактеризованы показатели оценки развития открытых данных в органах государственной власти, соответствующие принципам Международной хартии открытых данных. Изучаются основные шаги в развитии открытости общественной информации, политики открытых данных в Украине. Установлен механизм операции индикаторов, нарисованных в общих чертах как ежегодная оценка условия публикации и обновления открытых данных менеджерами информации, одобренной международными документами. Определены приоритетные направления в деятельности органов государственной власти по разработке политики открытых данных. Рассмотрены проблемные аспекты развития открытых данных в Украине и предложены направления их решения.

Ключевые слова: открытые данные, общественная информация, открытость информации, электронное управление, наборы данных, органы государственной власти, инновации.

Statement of a problem. For today despite introduction of a system of the measures directed to openness of activity of the state and local authorities, level of credibility to them from the population promptly falls. It can be explained with a number of the subjective and objective reasons among which: poor quality of open data, absence or a lack of public information on official resources of bodies of the public power, inopportuneness informing citizens on its activity and so forth.

Relevance of a subject of a research. Such problematic issues of information openness of bodies of the public power induce to the statement of the idea of digital economy and gradual transition to digital societies. It will provide efficiency of interaction of the power and society through broad participation of citizens in public management, adoptions of management decisions.

Condition of a research. Work is directly connected with scientific research of department of public management and management of innovative activity of UNI postdegree formation of the National university of the biore-sources and environmental management of Ukraine which are carried out within the research subject "Theoretical Bases and Mechanisms of Realization of Innovative Processes in Public Management" (№ 118U100146).

Number of researchers, namely: A. Gazin, I. Begtin, I. Hryshchenko, A. Sakoyan, P. Malkov, I. Radchenko and others lit an openness perspective in the works. I. Aristova and M. Kuznetsova carried out complex scientific a research of executive authorities of Ukraine as subject of information legal relationship in the conditions of development in our country of information society. In particu-

lar the fact that the state represented by the bodies and the organizations remains the producer and the largest consumer of information at the same time N. Gritsak, I. Lopushinsky, N. Nizhnik, A. Maruzhenko noted. Innovative services of open data for ensuring effective electronic control were considered by P. Klimushin, D. Spasibov. Open data as instruments of information support of transparency of the public power were investigated by M. Durman, I. Tokhtarova. This subject was studied by foreign scientists, in particular, Tim Berners-Li offered the five-star scheme of expansion for open data; K. Gatteridzh developed a course of open data for programmers, E. Summers developed visualization of open data, K. Forsberg entered into practice of illumination of open data.

However it was insufficiently considered practical aspects of introduction



of open data in activity of bodies of the public power. It also caused the choice of a subject, statement of the purpose and tasks of this publication.

Article purpose. The purpose of article is clarification of ways of introduction of open data to activity of bodies of the public power.

Proceeding from the purpose, the following tasks are set:

- to mark out problem aspects of development of open data;
- to analyse a condition of introduction in activity of bodies of the public power of policy of the dug-out data;
- to find out a role of the instrument of electronic control and to determine priorities by introduction of open data in activity of bodies of the public power.

Statement of the main material. Scientists characterize democratic management "... as: special new type of management; new type of cooperation of citizens and authorities; new mechanisms and institutes for ensuring response to needs of ordinary citizens; cooperation between the public and non-state sector" [1, p. 37–38]. Effective management assumes a wide range of the institutes and the relations involved in modern process of public management. However norms and methods of "old" administrative technologies which proved the efficiency can be applied, transforming according to requirements of the present.

The openness of management is the right of all citizens for free access to information, ensuring transparency, accountability and participation of citizens in adoption of management decisions. Also the openness assumes existence of certain tools for implementation of these actions. The main objective of openness of the power – building confidence of the public in bodies of the public power, is considered as a necessary prerequisite of efficiency of state policy in the respective sphere [5].

We agree with I. Hryshchenko's opinion that it is necessary to minimize essential obstacles in providing communicative services and to make active, continuous information exchange on any aspects of activity of all members of a territorial bulk and local authorities [2].

Under the Law of Ukraine "About Information", the majority of data with

which citizens and the state institutes operate are open, public and free. According to the Law of Ukraine "About Access to Public Information" public information is reflected and information which was received or created in the course of performance by subjects of powers of authority of the duties provided by the current legislation or which is in possession of subjects of powers of authority, other managers of public information determined by this Law is documented by all means and on any carriers. The legislation defines obligatory publication of a certain information, publication terms – urgently, but no later than five working days from the date of the approval of the document which contains information which is subject to disclosure, and the drafts of normative legal acts, decisions of local governments developed by the corresponding managers will be published by them not later than 20 working days before date of their consideration for the purpose of acceptance. Urgent to publication any information on the facts, life-endangering is subject, to health and/or property of persons, and about measures which are applied in this regard.

Open state data are public information which the state will initiatively publish online, providing free access to it and also its further distribution and use [12].

Accelerates work with data, considerably increasing the volume of their use, their open format providing the automated access to data. According to the Law of Ukraine "About Access to Public Information", open data are published for free and free access to them, their further free use and distribution, in particular in commercial purposes. The reference to the source of obtaining open data (including references to the web page of the manager of information) is a necessary condition of their use.

Ukraine joined the International charter of open data in 2016 in pursuance of the Order of the Cabinet of Ukraine of September 22, 2016 No. 686-r., having undertaken obligations to provide realization of its basic principles: openness by default; timeliness and completeness; availability and convenience; comparability and interoperability; advanced management and involvement of citizens; inclusive development and innovation [4]. According to definition of the UN, open state data are public information which

the state will initiatively publish online, providing free access to it and also its further distribution and use [13].

On April 9, 2015 the Verkhovna Rada of Ukraine adopted the Law of Ukraine No. 319 "About introduction of amendments to some laws of Ukraine concerning access to public information in the form of open data" which made changes to the Law of Ukraine "About Access to Public Information" for the purpose of determination of basic norms and principles of development of open data in Ukraine. Namely: "Public information in the form of open data is public information in the format allowing its automated processing by electronic means, free and free access to it and also its further use.

Managers of information are obliged to provide public information in the form of open data on inquiry, to publish and to regularly update it on the uniform state web portal of open data and on the web-sites" [7].

On October 21, 2015 the Resolution of the Cabinet of Ukraine No. 835 "About the adoption of the Provision on the data sets which are subject to publication in the form of open data" which defined requirements to structure and a format of data sets was approved, the list of data sets which are subject to publication is approved. The present Resolution contains a list of formats of open data for publication according to their look, in particular: text data; the structured data; graphic data; video data; audiodata; data archives; the data developed with use of the Macromedia Flash program [9].

In April, 2019 the Resolution "About Introduction of Amendments to Some Resolutions of the Cabinet of Ukraine of Rather Open Data" was approved. This Resolution made changes to resolution No. 835 [9] and No. 867 [3] which are caused by development of policy of open data in Ukraine.

According to the Resolution the quantity of data sets, obligatory to opening, – with 616 to nearly 900 Previously, with the assistance of the public increased, data sets which are the most demanded among business and civil society were defined. Data sets, namely: information on the registered vehicles; information on residues of immunobiological medicines in regions of Ukraine (residues of vaccines) the unified register on environmental impact assessment; these systems of con-



sideration of allowing documents and others, it is recognized as socially important and are included in the list of the data sets which are subject to publication.

It is also entered indicators of assessment of development of open data in the bodies of the public power corresponding to the principles of the International charter of open data. The mechanism of operation of indicators outlined as annual assessment of a condition of publication and updating of open data by managers of information, approved by the Resolution. According to the Order, such estimation will be a part of monitoring of a condition of publication and updating of data sets on the official sites of bodies of the public power and on the Uniform state web portal of open data.

The resolution specifies and updates a number of formulations taking into account modern conditions of development of open data. In particular, the concept of pre-moderation which happens before the publication of sets of open data on the updated portal of open data data.gov.ua is fixed [6].

By a technique of the World Bank of ODR the assessment of a condition of development and readiness of Ukraine for development of open data on the following directions was carried out:

- obligations of the Government;
- political and legal bases;
- institutional structure, distribution of responsibility and ability of government structures;
- policy and procedures of the Government for data processing;
- demand for open data;
- attraction of the public sector and opportunity for open data;
- financing of policy of open data;
- national technological infrastructure and skills [8].

Also it was acquired the typical Road map of development of open data in Ukraine, consisting of such directions:

1. Increase in availability and quality of open data.
2. Development of ability of authorities in the publication of open data.
3. Strengthening of a role of open data in realization of state policy.
4. Standard legal support.
5. Development of demand and ability of target audiences in use of open data [4].

It should be noted that Ukraine took important steps in development of open-

ness of public information, politicians of open data, having entered Regulations on the data sets which are subject to publication in the form of open data. This document defined the principles of publication of data sets in the form of open data, are specified frequency of updating of data sets and it is specified that loading of data sets is carried out by users free of charge and without additional registration [10].

Constantly the relevance of data sets increases, bodies of the public power published on the Uniform state web portal of open data – <http://data.gov.ua>. As of May, 2019 on the portal well to 9363 data sets [6]. On the basis of open data society has an opportunity to see, the Government how effectively works, providing appropriate control and transparency, and business and startups create new models of work, products and services.

In 2017 in the rating of Open Data Barometer Ukraine took the 44 th place, and following the results of the last report – the 17th place in the world on the level of openness of data.

Open data are not only increase in transparency and efficiency of activity of bodies of the public power, but also a way to development of the powerful industry – on the basis of the state data, became open, successful socially important and commercial projects are implemented [12].

Today with development of policy of open data priority in activity of bodies of the public power there are such directions:

- creation of new instruments of interaction of the power and society, especially regarding granting an opportunity to citizens to influence directly processes of adoption of management decisions;
- increase in transparency and openness of activity of bodies of the public power, namely, regarding formation and execution of budgets, providing allowing documents and so forth;
- development of projects on the basis of open data;
- creation of new high-quality services for citizens and business, in particular, in providing public services;
- association and establishing effective cooperation of citizens for the solution of common problems;
- solution of social problems;
- projects in the sphere of Smart City on the basis of data sets;

– the industry projects directed to increase in efficiency of public management and service of citizens and business (e-ecology, e-medicine, e-education, etc.).

Granting free and parity access to a general population for the purpose of satisfaction of their requirements and inquiries, ensuring high level of the corresponding administrative services and adoption of effective management decisions are some of the main objectives which have to solve open data.

However, according to us, opening of data has to be carried out consistently and reasonably, taking into account need of the corresponding data sets by representatives of territorial community, agrees with accurate rules. Opening of data has to be implemented through consistent long-term policy of development of information infrastructure on the way to creation of elements of digital society and preparation for work in the context of general digitalization of society.

It is necessary to approach realization of the specified directions rather deliberately, not only formally publishing the relevant data on portals of the state data, and really considering real needs and inquiries of citizens, constantly working on improvement and development, in particular by creation of convenient and demanded services on the basis of open data. The mentioned trends of development of modern approaches to the organization of social management substantially promote increase in its controllability, strengthen democratic principles of creation of the state, create conditions for formation of high level of confidence between the state and its citizens, as much as possible pulling together them within service-oriented approach, give the chance to carry out permanent monitoring of actions of the power and to develop civil society [11].

Also, according to us, it is expedient to strengthen control in the sphere of supervision and control of open access to public information and to define responsible persons for publication of information in the form of open data; to develop and approve the bill on simplification of involvement of managers of information to responsibility in a case not publication of information, untimely or incomplete publications of open data; to strengthen control from the state and to develop the system of effective measures



and organizational mechanisms of state regulation of access to public information and open data, including the measures for identification asking information in need of obtaining confidential information in electronic form; to develop and approve methodology of monitoring and assessment of information in the form of open data; to develop and introduce a specialized remote course / online exercise machine of training of public servants in processing and the publication of information in the form of open data; to optimize the Uniform state portal of open data: to implement the software for automatic blocking of data in a format, does not allow their automated processing.

Conclusions. Today there is a need to use in management instruments of electronic control to providing public information in electronic form. Today bodies of the public power only begin introduction of an initiative of development of open data. Complicate the embodiment of an initiative of opening of data in activity of bodies of the public power the following factors: lack of the specialized document which would define the basic principles, priorities and the directions of implementation of policy on opening of data; backwardness of culture of open management; lack of uniform approach to collecting, storage and managements of the state electronic data; insufficient level of training of specialists of bodies of the public power for work with open data; insufficient financing of an initiative of opening of data; low level of awareness of the population on open data and advantages of their use.

Further researches of the above-stated problem have to be directed to development of theoretical and practical mechanisms of use of tools of information and communication technologies and mechanisms of the electronic government in development and deployment of the principles of openness of information on the activity in work of bodies of the public power. In particular, further scientific justification is demanded by such directions: development of the strategy of development for open data in Ukraine, carrying out sociological researches for definition of the most relevant types of data among the population, and categories of inquiries which citizens most often make in bodies of the public power; formation of standards of collect-

ing, storage and management of the state data in an electronic form and the quality standards of open public data.

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