ENHANCEMENT OF ADMINISTRATIVE REFORM IN RUSSIA: CASE OF ST. PETERSBURG

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Abstract

The focus of the paper are administrative reforms implementation issues in Russia in case of St. Petersburg as well as analysis of the state and municipal services provision. The main task of the state services provision on a step of the modern development in Russia is effective satisfaction of needs of the individuals and legal entities, who make their requests to the entities providing public services. The particular case requires own tasks fulfilment i.e. provide public services, however, there is a general i.e. do both make the process of the service receiving comfortable for the clients and make it transparent for the controlling authorities. The result of the administrative reform is a system for the effective public function implementation that would ensure high rates of economic and social development as well as improvement of the quality of population life. Administrative reform in Russia far from completion, however, based on its implementation, it is possible to conclude that the necessary conditions for the comprehensive modernization of management system are already developed in St. Petersburg. The paper is descriptive by design. The main methods used are documents analysis, monographic research, comparison and synthesis.

Keywords: Administrative Reform, State and Municipal Services

1 INTRODUCTION

One of Russian's focus is improvement of State and Municipal management. Administrative Reforms (AR) in Russia started influenced by

various factors namely inefficiency and growth of the state apparatus, increase of its maintenance costs, state's incapacity manage corruption and crime, weak competitiveness of the national economy on the world market and finally low public confidence in the government.

Based on the previous research we can highlight some countries among those that implemented reorganization of their administrative systems in the last decades. Those are Brazil, Canada,

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China, France, Germany, New Zealand, Poland, South Korea, the Netherlands, the UK, and the USA etc. These countries are different by their development levels and forms of government. All of them have succeeded in AR. The scale and direction of changes mainly were defined according to the internal (local) causes of a reform in each of the mentioned country. Nonetheless, all these countries obeyed to the general pattern of world development that turns all these transformations into the universal phenomenon. Each country that decides to carry out AD will be forced to consider this phenomenon.

In the end of the 20th century, researchers of Russia (Gritsenko, 2014) (Gronlund, 2007) (Drozhzhinov, 2013) (Istomin, Kirsanov, Sokolov, & Yayli, 2014) (Kadnevskiy, 1998) (Kirsanov, 2007; 2008, 2010, 2015)) activated efforts to explore the experiences foreign reforms and reforms of Russia. They tried to propose application of those experiences good practices to fulfil the state level tasks based on previous Russia AR transformations analysis and reveal of the common regularities of the reform processes and their importance for the country development. The majority of the researchers outlined authorities delay in the society's reformation. It made the authorities to choose an option of so-called "overtaking development". Besides this, the carried out reforms not always adequately met the needs of society and the state.

Therefore, the objective of the paper is to identify AR implementation issues in Russia on example of St. Petersburg. As the present research is descriptive by design, the main tasks of the paper are to provide the analysis of documents on implementation of the administrative reform in St. Petersburg, identify issues and perspectives of AD in St. Petersburg, and describe the advantages of some activities organization in multifunctional centers in St. Petersburg. The main methods used are documents analysis, monographic research, comparison, and synthesis.

2 ANALYSIS OF DOCUMENTS ON IMPLEMENTATION OF THE ADMINISTRATIVE REFORM IN ST. PETERSBURG

In St. Petersburg, functions the Program of reduction of administrative barriers, optimization and improvement of state and municipal services quality including state service provision by the

multifunctional centers (Dokumenty po administrativnoy reforme v Sankt-Peterburge, 2001-2015). This is the first document that is analyzed within this article.

The program includes:

- *Goals of the management subjects.*
- *Tasks of the management subjects.*
- *Deadlines of the management subjects.*
- *Basic organizational provisions of the*

Fig. 1 Objectives and Tasks of St. Petersburg's Program on Decrease of the Administrative Barriers, Optimization and Increase of Quality of State and Municipal Services Provision, also Based on the Multifunctional Centers for State and Municipal Services Provision (Administrativnaya reforma v Sankt-Peterburge, 2011)

This document's development is based on the programmatically targeted approach. Objectives and tasks are reflected on Figure 1. The main objectives of the program are optimisation and increase of quality of state and municipal services provision in St. Petersburg. The expected outcomes of the program are (Administrativnaya reforma v Sankt-Peterburge, 2011):

- *The procedure for providing state and municipal services is optimized.*
- *The quality and attainability of the state and municipal services as well as the state and*

municipal functions for individuals, legal entities, and sole proprietor is increased.

- *Legal entities' organizational, time and financial costs overcoming administrative barriers are decreased.*
- *Possibility of obtaining state and municipal services by the principle of "one window" (all questions can be solved on the same spot by the same consultant) is provided at each metropolis municipal formation (O deyatel'nosti MFC, 2015).*
- *Quality control system of the state services provision is created.*

Total amount of the program financing is quite three billion of RUB (Figure 2). The amount of financing variate from year to year. The biggest amount of financing was allocated for the first year of the program implementation (2011).

In the administrative districts of St. Petersburg, creation of a sectoral registry is carried out. It happens towards allocation between sectoral branch offices of state functions and state services contained in the Registry of the state functions and the state services that are performed and provided by the city executive authorities.

The registry is the second document analyzed within the subject. The registry has been developed by the authorities in 2008. It has been published on the official Web site of St. Petersburg administration, section "Administrative reform in St. Petersburg" (Reyestr gosudarstvennykh funktsiy i gosudarstvennykh uslug, 2008) in order to be publicly reviewed and discussed. It contains information on (Postanovleniye Pravitel'stva Sankt-Peterburga ot 26 avgusta 2008 goda No. 1078, 2008):

- 29 general state functions.
- Two general state services.
- 213 specific state functions.
- 111 specific state services.

All these functions and services are entrusted to the district administrations of St. Petersburg in accordance with their authority.

Overview of normative and legal provision of the administrative reform demonstrates new priorities of Russian Federation in field of the state

administration reformation. A list of activities that became the priorities is:

Fig. 2 Amount of Funding of St. Petersburg's Program on Decrease of the Administrative Barriers, Optimization and Increase of Quality of State and Municipal Services Provision also based on the Multifunctional Centers for State and Municipal Services Provision (Protokol 37, 2011)

- *Optimization of structure and functions of the federal executive authorities.*
- *Civil service reform.*
- *Streamlining of the executive authorities' activity procedures.*

After the activities' implementation comes performance assessment. There is a number of effectiveness criteria of activities implementation for the state and municipal services quality improvement in the region, namely (Protokol 37, 2011):

- *A number of active Multifunctional Centers (MFC, see section 3 and 4).*
- *A number of the state and municipal services provided based on the MFC activity.*
- *Level of territorial executive authorities, federal funds, and municipal formations' administrations engagement.*
- *Level of beneficiaries' awareness.*
- *Time spent in line to receive the services.*
- *Increase of the "windows" number (number of consultancy spots where is possible receive or submit documents towards MFC).*
- *Reduction of the number of complaints from citizens - the state and municipal services beneficiaries received by the state and municipal authorities and the judiciary.*

- *Level of citizens' satisfaction by the state authorities' activity providing the state and municipal services.*

The documents analysis showed the topicality of the administrative reforms in St. Petersburg and its development regulations and paths. The next section is devoted to definition of some AR issues and perspectives in St. Petersburg.

3 ADMINISTRATION REFORMS IN ST. PETERSBURG – ISSUES AND PERSPECTIVES

The current government program "Public Administration Effectiveness Improvement in St. Petersburg" is aimed to improve effectiveness of the executive authorities' activity of the Northern Capital in Russia i.e. St. Petersburg (Administrativnaya reforma v Sankt-Peterburge, 2011). The city government approved a unified procedure of state functions and services administrative regulations development (Postanovleniye Pravitel'stva Sankt-Peterburga ot 02.04.2009 №370, 2009). Commission on carrying out the AR in St. Petersburg approved 820 administrative regulations of public functions and services, which allows to organize their execution and delivery the same by the standard throughout the city (Postanovleniye Pravitel'stva Sankt-Peterburga ot 30.12. 2009 r. № 1593, 2009).

Quite good results were reached since implementation of the AR in the Northern Capital of Russia. According to data by the City Committee for Informatization and Communication, it is possible to receive more than 350 state services via Internet in St. Petersburg. More than 15 million people used this opportunity in 2011. Since 2011, 34 MFC have worked providing state services. The number of services that clients could receive from "one window" increased on 25 from 2011 (150) to 2015 (175). This kind of centres (MFC) are located at all city districts, in total, there are 42 active. There are also 20 information spots (offices) throughout the city. It is possible to visit all Web sites of government and subordinate organizations as well as specialized portals and other Internet resources devoted to the provision of public services using infomats and information spots as well as via Internet (Obolentseva, 2012).

For the last few year, the process of public services reception has become much easier. Many St. Petersburg inhabitants can be often advised to contact the MFC in their district. However, the issue than might appear is the formal address from the citizen's passport does not match his/her actual dwelling address, the citizen will be forced to go to the MFC that is located near the registered address to receive a number of certain services. Therefore, St. Petersburg State public institution MFC is planning to implement a principle of extraterritoriality in short time i.e. public services will be available without reference to the district of registration (Realizatsiya printsipa eksterritorial'nosti, 2012).

There are also a movable MFC. The movable MFC is a minibus equipped with two reception windows. This service is available already now. The service reception towards the minibus is already available without reference to the district of registration. Three movable MFC work each working day moving each day to the certain district (to a different district each). The destinations and schedule of the movable MFC is available on the St. Petersburg portal of public services (MFC, 2015; Mobil'nyye MFTS Sankt-Peterburga, 2015).

AR in St. Petersburg are implementing according to the plan, some additional needs of improvements appear, and solutions comes immediately aiming to stop customers (citizens) inconvenience and improve effectiveness of public services provision. The next chapter is devoted to the most detailed analysis and description of the MFC activity in St Petersburg.

4 ORGANIZATION OF ACTIVITIES IN MULTIFUNCTIONAL CENTERS IN ST. PETERSBURG

"Multifunctional Centers that provide public services in St. Petersburg are structural units of state fiscal institution of St. Petersburg called the "Multifunctional Centers for public service provision", which functions throughout the territory of all city's administrative districts" (Mnogofunktsional'nyye tsentry Sankt-Peterburga, 2015). The operating procedures of the MFC is determined in accordance with the administrative regulations for public services on the basis of MFC, which are developed and

approved by the executive authorities of St. Petersburg of the subjects of conduction.

For the automation of the MFC is being created an interagency automated information system for the MFC activities maintenance. When the collection of an applicant documents electronically is temporarily difficult or impossible, there is an opportunity to obtain the missing documents paper version towards the MFC's courier services. However, it is possible only, if the relevant documents are issued on the territory of the Northern Capital. In case, the documents reception is needed from other Russia regions, federal executive bodies, local authorities or other organizations the communication happens towards an organization of these bodies and organizations of electronic interaction by the applicants themselves (Mnogofunktsional'nyy tsentr Moskovskogo rayona, 2015). Currently MFC provides public services of 46 authorities of St. Petersburg and 10 federal authorities.

MFC service become more and more popular among St. Petersburg citizens. A number of appeals received by MFC in St. Petersburg is increasing from year to year (Figure 3).

Fig. 3 Dynamics of a number of appeals received by MFC in St. Petersburg for years 2013-2015 (*Dinamika kolichestva obrashcheniy v MFTS, 2015*)

As an integrated automated system according to the standard, the information-analytical system "one window" is a collection of interconnected automated systems, where the function of one of them depends on the results of operation of the other; consequently, this set can be observed as a single automated system (GOST 34.003-90, 1992).

Processes of service provision tend to be inter-ministerial by nature i.e. exchange of information under the authority - territorial division or in the triangle - ministry, agency, office, or horizontally between the authorities of various departments.

Experience a variety of subjects of the Russian Federation shows that implementation, application and development of "one window" principle allows ensuring quality of a new functioning level of the authorities while they interact with each other as well as with other organizations and applicants. Creation of the centre allows significantly increasing quality of the service provision and decreasing cost on Standard of public services provision comfort" implementation.

According to the resolution of the Government of St. Petersburg (Postanovleniye Pravitel'stva Sankt-Peterburga ot 30.12.2009 №1593, 2009), the list of public services of executive authorities of the city was approved. The services are provided based on MFC for public service provision in the city. Currently, there are 321 services named in the list (Mnogofunktsional'nyye tsentry Sankt-Peterburga, 2015).

For the intended purpose for the operation of the MFC, the Inter-branch Automated Information System ("IAIS MFC") was developed and implemented into operation. The system is intended both to ensure the provision of public services on the MFC base by the principle of "one window" and to provide a framework for the provision of public services in e-form (Godovova, 2010).

Work goes also to ensure the municipal service provision on the MFC base. As part of events to support local government, a model of municipal services register with 11 items was developed. The standard model of administrative regulation was developed for each item of municipal service. This was necessary to render municipal services at all 111 municipalities in St. Petersburg created on a common methodological basis and in compliance with the quality standard.

Development of the MFC is a prerequisite for informative society formation, because the MFC should do both ensure access to the portal of the state and municipal services and promote higher standards of computer and legal literacy of population. MFC should become a starting point

for population to access the state and municipal services. It is necessary to create the MFC in each municipality to ensure cohesion of Russian Federation subjects' population possibilities to receive the qualitative and attainable the state and municipal services.

Improvement of activity of the MFC for public service provision in St. Petersburg will allow increase effectiveness of executive authorities' activity as well as level of population trust in the state and municipal authorities' activities; in addition, it will help to cut costs on public administration.

Effective service provision quality management system requires the establishment of operational feedback from users of public services that practically is absent on practice today. Creation of the MFC in conjunction with the "electronic government" will make service provision process operative as well as interactive. Impersonal but controlled communication between an officer and a citizen, which allows citizens to monitor the process of resolving their queries, ultimately, will lead to creation of a self-governing system of providing services to the population of regions.

Considering the MFC creation as one of the most important activity of the National plan against corruption, it is possible to hope that creation of the MFC in the Russian Federation (RF) regions and comfortable reception of the state and municipal services in the nearest future will be a regular life activity in the RF.

5 CONCLUSIONS

The objective of the paper was identification of the AR implementation issues in Russia on example of St. Petersburg. The main outcomes of the research that helped to reach the objective are summarized.

Administrative reform in Russia started under the pressure of various factors, such as:

- *Ineffectiveness and the growth of the state apparatus.*
- *Increase of expenses on maintenance of the state apparatus.*
- *The state's inability to deal with corruption.*
- *Weak competitiveness of the national economy on the world's market.*
- *Low public confidence in the government.*

Theoretically, AR is a complex of actions aimed to optimize the core functions as well as structures and systems of the executive authorities. Implementation of the AR is focused on optimisation of activity by the authority's bodies on federal, regional and local levels; formation of a clear and functionally transparent system of the authorities in the country with a clear division of their competence.

From one hand, the AR is connected to the need to get rid of redundant and overlapping functions and the construction of a new, adequate to the structure of these functions system of government bodies. From another hand, it is connected to development of an effective mechanism for implementation of these functions, ensuring transparency and improvement the of the public services quality.

For the first time at the legislative level, the federal law on organisation on the state and municipal services provision accepted in July 27, 2010 (Zakon, 2010) founded implementation of the major activities of the AR. In accordance to this law, citizens and organizations have a right to have complete, relevant and reliable information about the state and municipal services, as well as the right to receive them electronically (applying federal and regional portals of the state and municipal services, the MFC). On the regional level with the same objective, the Program on the implementation of the administrative reform of the Federation is being executed.

While the Concept of the AR in Russia has been implemented, several tools were formed namely normative and methodological bases for improvement of the state functions implementation and AR management, stimulation mechanisms quality. Nevertheless, at the end of the second stage of the AR in Russia, it became clear that none of the reform directions has not been implemented, and e.g. corruption perception index even dropped significantly (Indeks vospriyatiya korruptsii-2014, 2014). Success in implementation of the anti-corruption policies prevent the various issues e.g.:

- *Weak institutions of civil society in Russia.*
- *Slow development of e-government in Russia.*
- *Absence of independent mass media in Russia.*

- *Ineffective activity of the supervisory bodies at the level of local authorities of Russia, etc.*

Therefore, the AR in RF:

- *Had no significant effect on the effectiveness of public administration – there are more negative changes today than positive ones.*
- *Instead of the claiming reduction of the state apparatus stimulated its growth, and cost of its maintenance increased.*
- *Did not lead to achievement of public authorities actions transparency - a lack of important information reveals on the official websites i.e. information is provided selectively and updates happen irregularly.*
- *Did not change the inability of society to control the power and ignoring the views of officials and citizens' needs have led to the fact that citizens' confidence fell down - people do not believe in the success of any reform, and are indifferent to the ongoing processes.*

Consequently, the mechanisms that were applied to implement the AR in the leading world's countries (decentralization of state power; the establishment of operational administrative structures to flexible respond to needs of population; effective personnel policy i.e. training and placement; control and accountability increase based on the civil servants performance) have not worked out efficiently in Russia yet.

One of the possible solutions to improve the quality and accessibility of public services, which is actively developing in Russia in recent years as part of the AR activities, could be an institution of

the MFC. MFC is a single room or complex of rooms for providing state and municipal services by different agencies based on "one window" principle.

Improvement of public services quality and attainability presumes changes in the organisation of public service provision based on the principle of "one window" and organisation of effective interagency exchange. Issues of interdepartmental cooperation and territorial fragmentation are accompanied by the underdeveloped communication infrastructure and are the major barriers to:

- *Reduce time of service provision.*
- *Reduce the number of supporting documents.*
- *Working out the draught regulations.*
- *Reduction of lines.*
- *Citizen satisfaction from work of the state and local executive authorities.*

Russia has chosen the path of administrative change, but in spite of common goals, successes for Russia is not obvious.

Based on all analysed data, it is possible to conclude that it is not enough to have a single sincere desire to have a modern and efficient governmental apparatus in Russia. The real and perceived interest of the ruling political elite to the actual improvement of governance in Russia is needed.

The outcomes of the present research is going to become a base for the further researches on the topic.

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