

# Supply Chain Management Development for Organization of Public Services in the City: The Experience of Moscow

Natalia V. Medvedeva<sup>1</sup>, Elena E. Kabanova<sup>2</sup>, Ekaterina A. Vetrova<sup>3</sup>, Maxim S. Kozyrev<sup>4</sup>, Stanislav I. Dorzhinkevich<sup>5</sup>

<sup>1,2,3,4</sup>*Department of Management and Administration. Russian State Social University, the Russian Federation, Moscow.*

<sup>5</sup>*Multimedia Materials Development Center, the Russian Federation, Moscow, <sup>1</sup>nmedvedeva1984@mail.ru*

<sup>2</sup>*cool90@list.ru*

<sup>3</sup>*eavetrova@yandex.ru*

<sup>4</sup>*max-han@yandex.ru*

<sup>5</sup>*kevitch@mail.ru*

**Abstract-** The present article discusses the practical aspects of organizing provision of public services in Moscow by using supply chain strategy. The main difficulties of providing public services in multifunctional centers (MFC) of the capital region are studied, and the main limitations of provision of public services in modern Russian conditions are revealed. Currently, one of the most important tasks of the state is to provide modern, timely and high-quality public services to citizens. In the process of providing public services, the state pays great attention to the development of feedbacks from citizens and uses new ways of providing public services. In Moscow, a “Single portal of state and municipal services (functions)” has been created, which provides electronic access to services. With its help, the applicant can submit an application and other necessary documents, and also learn about the progress of the public service. The result of organization of MFC is that the process of providing public services has become more accessible, convenient and much more comfortable. In recent years, the form of activity of MFC has undergone significant changes, mainly due to the rapidly growing needs of citizens. Most changes occurred in the Moscow Multifunctional Center because of the fast growth in demand for services and desire to improve the quality of services. However, problems of citizens' awareness of the newly created services and the possibilities of obtaining them have still remained unresolved.

**Keywords-** *public services, multifunctional center, informatization, supply chain management, authorities, population, quality, state.*

## 1. Introduction

The provision of public services is currently one of the most important activities of government bodies.

In many countries, the process of providing public services is constantly being upgraded. This is primarily due to the development of informatization and its penetration into all spheres of public life.

For the first time, methodology of the service delivery process was reversed in the early twentieth century. As international experience shows, improvement of the public-service delivery system is a part of more complex transformations in public sector supply chain management [1]. In relation to society, the state assumes responsibility for social guarantees [2]. Defining principles is one of the key elements in the process of creating an effective public service delivery system. French scientist L. Rolland outlined principles that were supposed to form the basis of public service activities: continuity, adaptation (variability), equality, lack of added value, neutrality, and the necessity of correct work [3]. Undoubtedly, these principles are also relevant for the modern organization of service provision. The White Paper "Modernization of the Government" of 1999 describes the main principles that should underlie the state activity in providing services to the population: clear standardization of services, openness and completeness of information, advice to citizens, choice of various services, etc<sup>1</sup>. Despite the fact that in European countries the provision of services was a form of state-citizen interaction throughout the twentieth century, in the Russian Federation the concept of “public service” became widespread only after the administrative reform at the end of the twentieth century. One of the objectives of this reform was

<sup>1</sup> URL: <http://www.e-gorod.ru/documents/e-project/whitepaper/4310-00.htm>

the removal of administrative barriers, increasing the transparency and openness of public authorities and improving the quality of public services to citizens. The idea of providing public services through specialized centers in the Russian Federation was adapted from its western counterparts, respectively, the methodology for providing Russian services is based on European theory and practice. However, the organization of the provision of public services in Russia has its own characteristics. The value of the index "consideration of public opinion and accountability of state bodies" increased from 22 in 2008 to 23 in 2012. In the rating of countries of the world in terms of e-government development, developed by the World Bank (The United Nations E-government Survey 2014), Russia also occupies a low but stable 27th place [4].

The purpose of the article is based on the analysis of the organization of the provision of public services in the multifunctional centers of the metropolitan region to identify key barriers to the provision of public services in modern Russian conditions.

## 2. Analysis of recent publications on the problem

The empirical base of research was the regulatory and legal acts of state authorities of the Russian Federation, as well as domestic and foreign publications of the following authors contained in the periodical press and in scientific journals: [1], [3]; [5]; [6]; [7]; [8]; [9]; [10]; [11]; [12]; [13]; [14]; [15]; [16]; [17]; [18].

## 3. Materials and Methods

The information base for the study is federal and regional regulatory acts, statistical data, and information and analytical materials of federal and regional authorities. Both general theoretical methods were used: analysis and synthesis, generalization, theoretical modeling and empirical methods: document analysis, opinion polls.

The main method of collecting information in the study of citizens' satisfaction with quality of state and municipal services is the population survey. In the course of the study, an expert and mass questionnaire survey were conducted on a representative sample. In a mass survey, quota sampling was used, formed on three grounds: gender, age, and area of residence of the respondents, which was 280 people. The general population is a permanent urban able-bodied

population in the Moscow region, applying to multifunctional centers for state services. Research tools was questionnaire. The experts within the framework of the expert survey were the employees of the multifunctional centers of the Moscow region (54 people). In addition, the empirical base was the results of research by the Public Opinion Foundation (FOM), the Active Citizen portal, and others.

## 4. Results

The provision of a public service includes certain administrative procedures through which citizens' requests are fulfilled. In 2004, the Public Opinion Foundation conducted a study where only 14% of the citizens who applied to state bodies for the service of interest could receive its satisfactory quality [19]. As a result, in 2008, in order to improve the quality of public services in the interaction of citizens and organizations with state and municipal authorities, centers of a wide range of services were created multifunctional centers designed to minimize bureaucratic procedures and fight corruption and bribery.

Currently, there are several forms of providing state (municipal) services: in electronic form, directly to the MFC, a comprehensive request. As part of the implementation of administrative reform and for the successful implementation of services, an electronic portal is being created in the federal state information system, the Single Portal of State and Municipal Services (functions) and Mos.ru, which provides state (municipal) services, allows applicants access to information on the provision of services and their receipt [20]. Regional authorities have the right to create local information systems that are state information systems and provide state and municipal services (Federal Law 210-FZ, article 21, paragraph 2). The structure of the institution is constantly changing and improving in order to achieve great success in the provision of state and municipal services. If in pilot centers in 2010 only 7 types of services were provided, then at the moment, on average, in Russia these are 83 services.

According to a survey by the Ministry of Economic Development, conducted in 2017, the indicator of citizens' satisfaction with the quality of public service delivery reached 86.4% against 82.9% in 2016<sup>2</sup>. Surveys in Russia show that every year the satisfaction of citizens with the public service

<sup>2</sup> URL: [www.interfax.ru/russia/599522](http://www.interfax.ru/russia/599522)

centers is growing. In 2018, the overall level of public services was assessed by citizens mostly good and excellent (96%)<sup>3</sup>. Despite the demonstrated positive assessments, the actual practice of providing public services involves study of their quality from the point of view of a multi-stakeholder approach, involving consideration of the opinions of both consumers of services, citizens and their providers, multifunctional centers and their specialists. In this regard, assessment of the quality of public services in Moscow, which has become a pilot region and a launching pad for the introduction of such innovations, deserves special attention. In 2018, the Active Citizen portal conducted a survey of citizens on the theme "Public Service Centers "My Documents": Assessment of Muscovites."<sup>4</sup> In the following areas: demand for public services, the speed of work of employees, the quality of the provision and provision of services, customer focus, etc.

The survey results allowed us to draw the following conclusions. Most of the services of public service centers are residents of the districts: North, Northeast, East, Southeast, South, Southwest, and West. The services offered by the MFC in the TINAO (Troitsky and Novomoskovsky administrative districts), Zelenograd, Northwestern and Central districts are less in demand. The speed of work of employees in all districts is approximately equal, but a higher percentage of productivity (39% of the population rated the work of the staff of the centers very highly) in the Northern and North-Eastern districts. The highest customer focus is observed in the Eastern, Northern, North-Eastern and Southern districts (from 46 to 48%, respectively). The quality of provision and provision of services in all districts, as a rule, is estimated from 40 to 50%. The highest result is in the Northern (47%) and North-Eastern (46%) administrative districts, the lowest results in the South-Eastern and South-Western districts (43%). In terms of comfort, the Centers of the Northern and Northeastern Districts lead, with the Western Administrative District as an outsider. Thus, according to the survey, the most demanded and meeting modern requirements are the Centers of the Northern and North-Eastern districts. The last positions in the main indicators are occupied by

the Western, South-Eastern and South-Western districts.

## 5. Discussion

Multifunction centers are constantly improving their activities in the provision of public services. Currently, a new service is being introduced in all centers - a comprehensive request. Since such a service has not yet become widespread, it has become necessary to identify the opinion of citizens about the need for such a service, its advantages and disadvantages, as well as its prospects for use. In 2018, a survey of citizens in Moscow was conducted, the purpose of which was to assess the demand for and the quality of the integrated service provided in multifunctional centers. Due to the fact that a complex request began to be provided in Moscow only from 2018, the level of awareness of citizens about this service was extremely low: only 13.2% of citizens know about the service, 21, 4% heard something about it and 65 4% of respondents have not heard and do not know anything about it. In many ways, this situation is due to the fact that there is a low light in the media about the new possibilities of providing services in multifunctional centers (including a comprehensive service). One of the questions was aimed at identifying opinions on the need and usefulness of a complex request for receiving services. As a result, the majority of respondents (53.4%) noted that the service is convenient, since it is possible to get all the services in one place; 35.4% of respondents expressed doubts about its usefulness, as it is valid only for a specific list of services; 11.2% of citizens do not consider the service convenient and useful. The quality of the provision of integrated services citizens also evaluates ambiguously (only those citizens who used this service were interviewed). Informing about the list of services that are included in the complex request, the majority of citizens rated it as good (39.9%) and satisfactory (35.3%). Therefore, in general, citizens are well informed about the list of services that are part of a comprehensive request, however, 19.6% of respondents are not satisfied with such information (Fig. 1).

<sup>3</sup> URL: <https://vashkontrol.ru>

<sup>4</sup> URL: <https://ag.mos.ru>



**Figure1.** Evaluation by citizens of the quality of the provision of integrated services in multipurpose centers

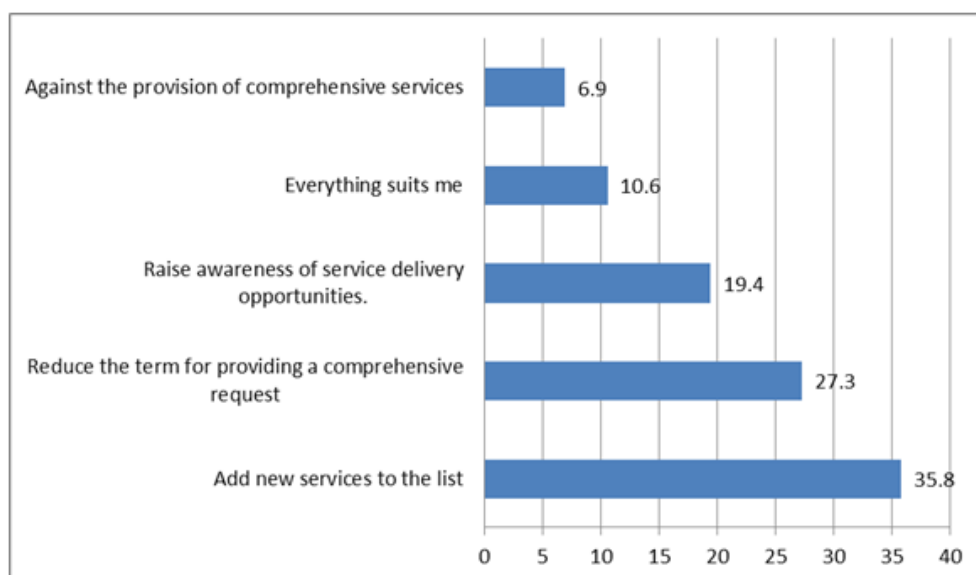
Informing about the readiness of services, most respondents rate as good and satisfactory (34.1%, 47.4%, respectively). Only 16.2% of respondents indicated a low level of information.

Most positively, citizens rated the list of services and deadlines for the provision of a comprehensive request. About 80% of respondents believe that the list of services is sufficient and only 19.4% of respondents are not satisfied with the existing list of services and indicate the absence in the complex request of basic services provided by the MFC in the usual request. About 70% of citizens are satisfied with the terms of service provision. However, 12.6% of respondents expressed dissatisfaction with the concern that the timing of a comprehensive request could be extended. Thus, the survey allowed us to identify the ambiguous attitude of citizens to the new

service - a complex request. Despite the fact that the majority of respondents are satisfied with the list of services and the timing of their provision, informing about the possibility of providing an integrated service and its readiness is at a rather low level.

As measures that citizens could suggest for improving the integrated query, the following should be noted:

Add to the list other services (provision of information on previously privatized property, registration at the place of residence, issuance of a visa, registration of migration registration, issuance of receipts for payment for an apartment) (36%), reduce the period for providing a comprehensive request (27%), increase awareness opportunities to provide services (19%), etc. (Fig. 2).



**Figure2.** Measures to improve the integrated query (according to citizens)

Analysis of the data obtained allows us to note that only every 10 respondents are fully satisfied with the new service. Most citizens have concerns about the introduction of a comprehensive request due to the fact that the centers currently have an insufficient list of services that could be included in a complex service, delays may be delayed due to an increase in the number of services and the necessary information about the possibilities of providing this service. At the same time, only 7% of the respondents are categorically opposed to the service being introduced, therefore, the majority of citizens understand the importance and necessity of its implementation, but with the conditions of modernization. An expert survey revealed the difficulties that multifunctional center employees face when providing a comprehensive service. According to experts, applicants prefer to order services each separately, rather than a complex request. According to experts, this is due to the following reasons: lack of knowledge of citizens about the complex service, low awareness of such a request; not a complete list of services included in the list provided as part of a comprehensive request; an increase in the terms of providing a comprehensive service, etc. Despite the existing problems in the process of providing integrated services, respondents identified a number of advantages that distinguish a complex request. This is that all services can be ordered for one visit to the multifunctional center, all services are provided by one specialist, and, accordingly, information about the readiness of this service is also performed by one specialist of the Center. It should also highlight the key barriers that do not allow employees of the Center to provide a comprehensive service of the highest quality. Experts include slow software and complex interagency interactions.

## 6. Conclusion

Currently, the interaction of the authorities with the population occurs mainly through the system of organizing the provision of public services provided by multifunctional centers and supply chain management. The provision of high-quality public services to the population is one of the ways to improve the efficiency of public administration related to the ideology of the "service state" [6]. In Russia, since 2010, the Centers for the provision of public services are becoming more modern and accessible to the consumer. The terms for obtaining public services are reduced, and bureaucratic procedures are reduced. The majority of researchers among the advantages of multifunctional centers over other communication tools of the government and

civil society are such as speed of service, detailed consultations of specialists on public services, the ability to provide services and documents to residents from other cities of Russia [5]. At the same time, every six months, multifunctional centers are updated - services that have not previously been provided are added (for example, up to 68% of services can be issued and received extraterritorially) or you can order two services and more for a one-time visit to the center. As a result, despite the fact that in Russia as a whole, citizen satisfaction with the provision of public services is growing every year, a number of problems remain unresolved. The results of the study in Moscow allowed us to identify key barriers that do not allow for the high quality of public services by using supply chain management.

First, the quality of public service provision is differentiated depending on the territorial affiliation of the multifunctional center. As a result, the number of hits every year increase in those centers that occupy a leading position in the ranking. Secondly, the lack of sufficient information about new opportunities and services provided by multifunctional centers. As a result, the majority of citizens are not familiar with the new service - a complex request, designed to improve the quality of service provision. All over the world, the Open Data Concept has recently been implemented, the essence of which is to spread relevant and important information for this region to the World Wide Web, while the state is the main data generator, they are published on special portals where the information is freely available. Thirdly, the lack of well-established interagency cooperation (outdated interagency agreements, incomplete or not updated databases), especially necessary for the provision of integrated services.

In this regard, a special role belongs to the formation of an electronic interdepartmental interaction system, which is aimed at unhindered work in the automatic mode of information systems of federal and municipal departments, as well as their connection with the Single portal of public services [7]. Such a mechanism helps to simplify the receipt of public services. In addition, in order to continuously identify the quality of public service provision, it is necessary to regularly monitor the fulfillment of the state task and the quality of public service, which is used to assess the need for public services; the forecasting of public services provision processes identification of potential users of public services [21-25]. One of the most important conditions for monitoring is the independence of the assessment of the quality of public services, which should be carried out by non-

profit structures (for example, public councils) on the basis of identifying public opinion, expert communities and the media. Thus, the removal of existing barriers in the organization of public services will not only improve quality of services provided in multifunctional centers, but will also help create an effective form of interaction between the state and citizen, based on the principles of feedback, accessibility, transparency and openness of government bodies.

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