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COMPARATIVE ANALYSIS OF APPROACHES TO THE ORGANIZATION OF PUBLIC SERVICES IN DEVELOPED COUNTRIES AND IN THE POST-SOVIET SPACE

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Abstract

This article attempts to review and comparatively analyze approaches to organizing a public service system in Western countries and the CIS. From the authors point of view, the greatest practical interest is the comparison of approaches to organizing a public service system (and the very concept of “public service”) in the Russian Federation and the Republic of Kazakhstan.

Keywords: *public service, quality of public service, re-engineering, Russian Federation, Kazakhstan.*

INTRODUCTION

The issues of improving the quality of public services occupy an important place in the practice of governments of many modern states. The CIS countries, where the very concept of “State (public) Service” is relatively new, did not go around this. The process of building a regulatory framework for building a system of public services, as a rule, involves the unification of the processes of interaction between citizens and government bodies. Although the approaches to the work of government bodies in the CIS countries (and especially the EAEU) are similar, there are still differences in understanding both the concept itself and (therefore) the scope of public services.

At the same time, in the developed countries of the world community, the concept of public services Public services is well-established and well-known, although its content is significantly different from that which exists in post-Soviet countries.

This article attempts to review and comparatively analyze approaches to organizing a public service system in Western countries and the CIS.

From the authors point of view, the greatest practical interest is the comparison of approaches to organizing a public service system (and the very concept of “public service”) in the Russian Federation and the Republic of Kazakhstan.

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THE LEGAL FRAMEWORK OF THE CONCEPT OF PUBLIC SERVICES IN THE RUSSIAN FEDERATION AND THE REPUBLIC OF KAZAKHSTAN.

The main regulatory document governing the scope of public services in the Russian Federation is the Federal Law “On the Organization of the Provision of State and Municipal Services”. According to this Law:

1) the state service provided by the federal executive body, the body of the state extra-budgetary fund, the executive body of state power of the subject of the Russian Federation, as well as the local government body in the exercise of certain state powers transferred by federal laws and laws of the constituent entities of the Russian Federation (hereinafter referred to as the state service), - activities related to the implementation of the functions of the federal executive body, the state extra-budgetary fund, the executive government body of a constituent entity of the Russian Federation, and also the local government body in the exercise of certain state powers delegated by federal laws and laws of constituent entities of the Russian Federation (hereinafter referred to as bodies providing state services), which is carried out at the request of the applicants within the limits established by regulatory legal acts of the Russian Federation and regulatory legal acts of the constituent entities of the Russian Federation the powers of bodies providing public services;

2) a municipal service provided by a local government body (hereinafter referred to as a municipal service) - activities related to the implementation of the functions of a local government body (hereinafter referred to as a body providing municipal services), which is carried out at the request of applicants within the powers of a body providing municipal services, by decision local issues established in accordance with the Federal Law of October 6, 2003 N 131-ФЗ “On General Principles of the Organization of Local Self-Government in the Russian Federation” and the charters of municipalities; [Federal Law of July 27, 2010 N 210-ФЗ “On the Organization of the Provision of State and Municipal Services”].

The Law also establishes the following:

1. The provision of state and municipal services is carried out in accordance with administrative regulations.

2. The structure of administrative regulations should contain sections establishing:

1. General Provisions;

2. the standard for the provision of state or municipal services;

3. the composition, sequence and timing of the implementation of administrative procedures, requirements for the procedure for their implementation, including the specifics of performing administrative procedures in electronic form, as well as the specifics of performing administrative procedures in multifunctional centers;

4. forms of control over the implementation of administrative regulations;

5. pre-trial (out-of-court) procedure for appealing against decisions and actions (inaction) of a body providing a state service, a body providing municipal services, a multifunctional center, as well as their officials, state or municipal employees, workers. [Federal Law of July 27, 2010 N 210-ФЗ “On the Organization of the Provision of State and Municipal Services”]

In the Republic of Kazakhstan currently, the provision of public services is carried out in accordance with the Law of the Republic of Kazakhstan "On Public Services" No. 88 dated April 15, 2013. According to this law, public service is one of the forms of implementation of certain state functions carried out individually by the appeal of service recipients and aimed at exercising their rights, freedoms and legitimate interests, providing them with relevant tangible or intangible benefits [Law of the Republic of Kazakhstan “On Public Services”]. The service recipients are

individuals and legal entities, the service providers are the central government bodies, foreign agencies of the Republic of Kazakhstan and local executive bodies. Public services are provided on a one-stop basis through public service centers and electronically through the e-government portal.

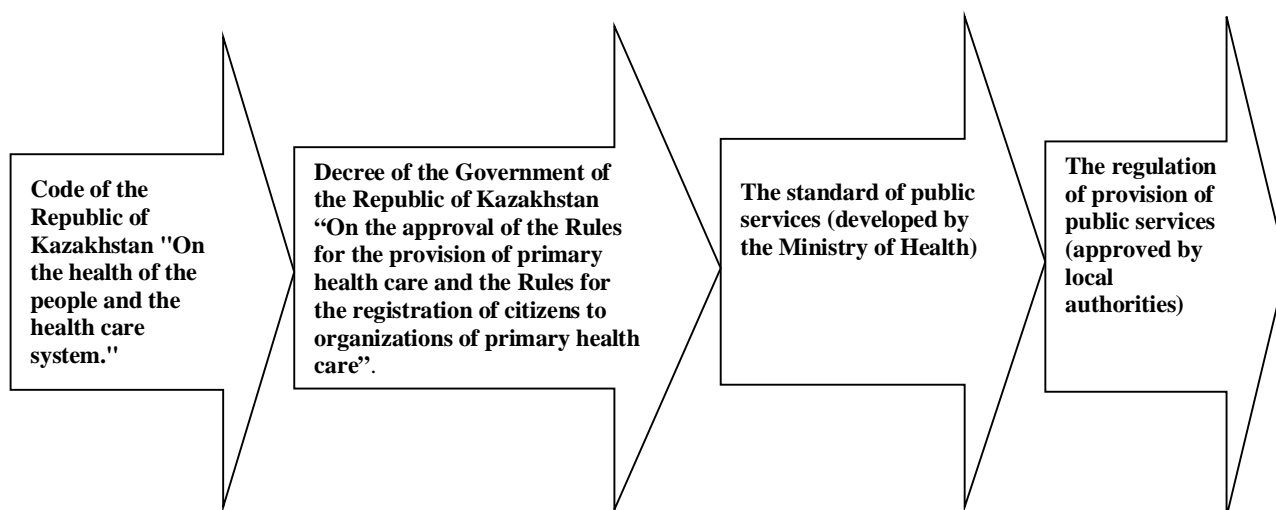
The system of public services, according to the law of the Republic of Kazakhstan “On public services”, provides for a registry of public services provided, a standard for public services and public service regulations.

Under the register of public services in accordance with the Law “On public services”, we mean a classified list of public services. Broadly speaking, such a list helps to avoid creating “redundant” public services.

Currently, this Law regulates the following scheme for the provision of public services. The Branch Law (in the example below is the Health Code) establishes the main provisions, then the Government issues a Decree containing Rules, and then along the chain a state body (most often a ministry) develops a standard of public service. The standard describes the algorithm for the provision of public services: the sequence of procedures, the time of the provision of public services, etc. Local executive bodies, in accordance with the standard, prescribe the regulations for the provision of public services. Thus, a single unified algorithm for the provision of public services is provided, which should ensure relevance at anytime, anywhere in the country. Fig 1 demonstrates the scheme of the process of regulating public services in Kazakhstan.

A similar scheme is implemented in the Russian Federation, but it is even more complicated by the presence of the legislation of the constituent entities of the federation, which creates an additional level of regulation.

Fig.1 Regulation of public health services.



Along with the establishment of a system of state (administrative) services in society and the state, there was a growing understanding of the need to regulate administrative procedures, including the part that began to fall under the definition of public service. Regulation is one of the ways to reduce the corruption field by minimizing the possibility of bureaucratic “local creativity” and by providing the service recipient with a clear picture of the necessary actions and resources for carrying out these actions.

We now turn to the consideration of the concept of “public services”.

In post-Soviet countries, the term “public services” is usually used to translate the phrase “gosudarstvennaya ushuga” into English (that is, the service that the state provides to each

individual citizen) and this gives the impression of the identity of these terms. However, this impression is false. These phrases, outwardly seem to be copies of each other in different languages, in fact, have significantly (if not absolutely) different meanings.

The Cambridge Online Dictionary provides several definitions:

- a service provided by the government, such as hospitals, schools, or the police;
- the government and the work that its departments do;
- something that is done or provided for the public because it is needed, and not in order to make a profit;
- the work that elected officials and government employees do for the benefit of the public.[<https://dictionary.cambridge.org/dictionary/english/public-service>]

It can be understood that in all these definitions the activity is meant to serve public needs and interests, and not the separate processes of interaction of individuals with individual state agencies, as this is understood in the meaning of the concept that is familiar to us (Kazakhstan and Russia).

That is, for example, in accordance with the register of state services of the Republic of Kazakhstan, the state service in the field of healthcare is “Appointment to the doctor”. The visit itself, the diagnosis of diseases, the appointment of treatment and the actual treatment remain outside the scope of this service. The result of the service is an appointment as such, confirmed by an entry in the journal and (in the case of personal treatment) the issuance of a coupon. In Russian practice, one can cite as an example such a service as “Providing information to citizens and organizations on the provision of high-tech medical care to citizens of the Russian Federation at the expense of the federal budget.” Again, medical care itself remains outside the scope of public services.

In both cases, the processes of rendering public services are divorced from the main goal - to ensure public health. Statistics on these services show a high degree of satisfaction of service recipients. This allows medical officials to report on their own successes. However, does a high degree of satisfaction with these public services really mean a high level of satisfaction with the healthcare system?

However, it would be wrong to talk only about the shortcomings of such a process approach.

As always, each of the demonstrated approaches to defining public services has its advantages and disadvantages.

Let's try to demonstrate them in the table:

Table 1: Differences between the concepts of public services in developed and post-Soviet countries

“Public services” (gosudarstvennyye uslugi) in post-Soviet countries (according to legislation of RF and RK)	Public services in developed countries (according to Cambridge Dictionary)
Target a specific applicant	Focused on society as a whole or any of its groups
Provided on specific application	Provided in the course of ongoing activities
Provided in accordance with the standards and regulations developed by national and local authorities	Provided in accordance with the regulatory framework, free access to which is provided by relevant legislation.
Services are understood only as the processes of interaction between the applicant and the state.	Public services include processes of interaction between state bodies, state and non-governmental organizations, if the purpose of such interaction is to create socially significant tangible and intangible benefits.

Thus, it can be noted that in the Russian Federation and the Republic of Kazakhstan public services are by definition more focused on meeting the individual needs of the applicant, while public services - on meeting the needs of society. However, in practice, often the opposite happens, and the quality of life as a whole does not correspond to the excellent quality of services provided by the state.

A logical suggestion arises: apparently, now it is necessary to think about how to combine the torn stages into a single process with emphasis on the quality of the final result, in this case, on the quality of medical care in general. And then the service under the hypothetical name "Providing medical care" should include an appointment, examination and diagnosis, treatment, an extract of a temporary disability sheet, etc., as stages (components). - i.e. those public services that currently exist in the registry as separate actions taken out of context.

Such a shift of emphasis from the process to the result requires a general systematic approach, and first of all, changes in the content of the term "public services" itself. Along with a theoretical rethinking, purely practical actions are needed to reform the existing public services, and the authors were fully included in this practical activity, carrying out projects to reform the public services system in the Republic of Kazakhstan, from 2006 to the present. In particular, one of the proven ways to increase not just the quality of the provision of individual services, but the effectiveness of the public services system as a whole is the reengineering of business processes of public services, and the reengineering methods using SIPOC diagrams, mapping and development of graphical process notations, have been successfully used by the authors in practice.

According to the definition of the Russian scientist, Doctor of Economics V. Tikhvinsky, the reengineering of business processes of a state body is a fundamental rethinking and decisive redesign of business processes to achieve sharp, spasmodic improvements in the performance of the state body for the provision of public services, such as labor, price, time providing, availability and quality. [<https://www.itu.int/en>]

The ideas of reengineering began to be developed by US management experts from the mid-1980s as a response to the crisis of the American economy in the 1970s and 80s. American companies began to lose in a competitive battle, mainly to Japanese companies, as well as several European ones. A breakthrough in the study of this problem is associated with the article by M. Hammer "Reengineering of traditional working methods: do not automate them, but reject", where the problem of organizing a unified concept of reengineering was posed. These ideas were further developed in a classic work published in the USA in 1993. [Reengineering Corporation. A Manifesto For Business Revolution. Michael Hammer & James Champy. HarperBusiness]

The peak of reengineering fame came in the 90s of the twentieth century. Many experts pinned their hopes on him as a panacea for resolving all issues of the company. In the United States, two-thirds of the largest companies operating in the most diverse areas of the economy experienced reengineering. In 1994 alone, the business spent seven billion dollars on reengineering consultants. In many European countries (especially the UK and Sweden), 60-70% of large companies, as well as a chain of non-profit organizations, used reengineering to optimize their processes. [Process Innovation: Reengineering Work Through Information Technolog]

The following may be grounds for reengineering business processes of government bodies:

- modification of state functions of a government body;
- the emergence of other types of public services or the replacement of previous types to others.

A holistic methodology for reengineering procedures for the provision of public services is not currently fixed in the regulatory and methodological documents in any of the CIS countries.

Reengineering plays the role of activities aimed at decisively transforming the current practice of providing public services.

The economic efficiency of business processes is formed from three indicators, this is the effectiveness of the process at a price, the effectiveness of the process in time and the effectiveness of the process in quality.

Process improvement is carried out in the form of a project. To assess the effectiveness of reengineering, you can use a system of indicators, when calculating which it is possible to determine the effectiveness of business processes before and after reengineering. Such a system may include such traditional indicators of the effectiveness of business processes for the provision of public services as the duration of the process, its cost and quality (as a rule, this indicator is determined through the degree of satisfaction of consumer-service recipients).

The following is a brief description of the reengineering of public services made by the authors in 2018 during the implementation of the project, co-financed by the authorities of Kazakhstan and UNDP.

The methodology used by the authors was based on the Methodological Recommendations for preliminary analysis as part of the reengineering of business processes of public services, prepared in 2016 in Kazakhstan by international expert Eugene Stackpole with the participation of the authors of this article. Briefly highlight the main provisions of this methodology. The categorical apparatus of the methodology contains five basic elements on which the analysis of business processes is based (known as Six Sigma tool):

1. Suppliers are individuals or structural units that provide the basic materials for the process of providing a service.
2. Resources (Input) - these are documents, materials, finance, information that are used to obtain the final result.
3. The steps of the Process are the actions by which we describe the process of providing public services in an enlarged manner: from the moment of submission of the application to the issuance of the final result.
4. The result (Output) is, as a rule, information, a document or a decision that is produced by performing a certain action.
5. A client (Customer) is one who receives the result of a process (or some stage of a process).

The reengineering process itself consisted of two successive steps:

Step 1. Building a SIPOC diagram. Analysis of the process based on the selection of the constituent elements of the process and the construction of a common diagram.

Step 2. Building the current business process map. Based on the constructed diagram, a graphic map of the process is built, which in the future will allow you to identify problem areas (a large number of problems, the complexity of the stages, the number of returns, the absence of a logical sequence, etc.) and will become a tool for reengineering.

Using this method allows you to identify opportunities for simplifying the business process, eliminating unnecessary and duplicate procedures.

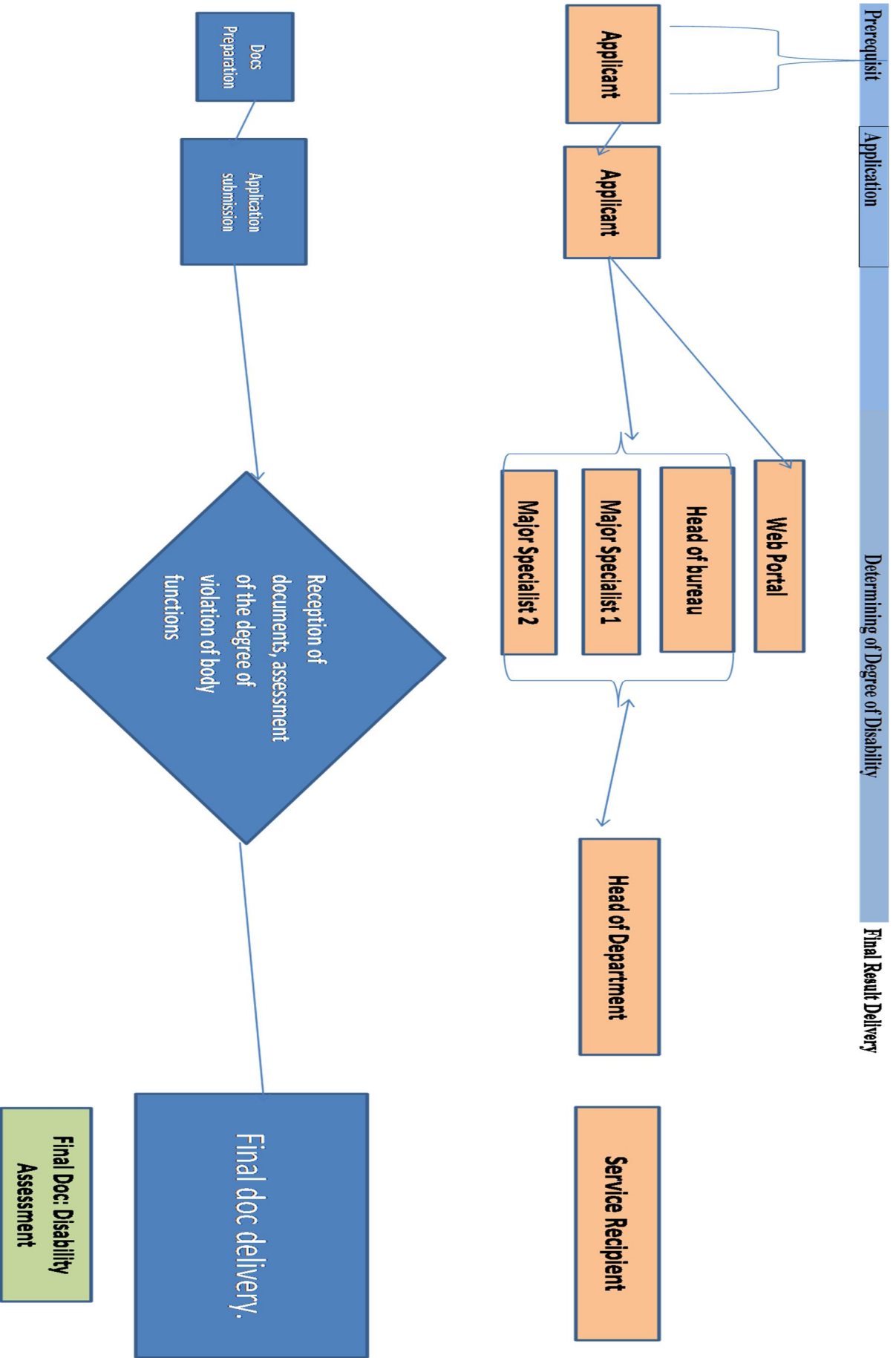
Without going into a detailed description of the aforementioned Business Process Reengineering Methodology, we note the features of the methodology added by the authors to achieve the project objectives:

1. Initial process maps (“As written” maps) are developed on the basis of service standards and regulations. This allows researchers to delve into the process in advance, see “white spots”, contradictions and other shortcomings of service standards and regulations, and in addition, significantly reduce the time spent on meetings of working groups, as participants discuss ready-made material, rather than creating a map “from zero point”.
2. During the working groups, the “As It Is Written” map is transformed into the “As Is” map. The WG participants, considering the proposed business process map, make their adjustments in accordance with established practice. At this stage, thanks to the participation of representatives of local authorities from different areas, regional differences are already becoming visible. Despite the uniformity of standards, the regulations of public services differ from region to region, and the practice of rendering, in turn, can sometimes significantly differ from regulations.
3. After the development of the “As is” process map, the Supplier consults with the recipients of the services, rechecking the information received from state bodies and collecting opinions of users of state services. At the same stage, the analysis of the business process, the identification of problems and the formation of a package of recommendations for the reengineering of each public service takes place – so “As it should be” process maps are created. The time lag between the first session of the WG (when the “As is” maps are created) and the second session (the maps “As it should be”) serves to enable the researchers and participants of the WG to comprehend the results of the discussions, form their position and vision of the proposed version of the business process.
4. The second session of the working groups is held with the same participants. The purpose of this session is to consider suggestions and recommendations on the reengineering of business processes and the development of “How It Should Be” process maps.
5. The final stage of work is the preparation of a textual description of the analysis of each business process with the application “As it is written” and “As it should be”, highlighting problems and offering recommendations. The Table 2 is an example of a SIPOC diagram.

Table 2. SIPOC Diagram

Supplier	Input	Process	Output	Customer
Standard Developer	Draft Standard	Approval of Standard	Standard of Public Service	Service Recipient
Service Recipient	Application with a set of docs	Preparation of docs	Application is submitted	Head of Social Department
Head of Social Department	Application with a set of docs	Reception of documents, assessment of the degree of violation of body functions	Expert Conclusion	Head of the bureau
Head of the bureau and 2 major specialist	Application with a set of docs + Expert Conclusion	Patient examination	Collegiate final expert opinion	Head of Social Department
Head of Social Department	Collegiate final expert opinion	Delivery of final doc	Final doc	Service Recipient

Obviously, the process contains unnecessary actions, the elimination of which allows to speed up the process, unload officials and increase the satisfaction of the applicant. Below at the Fig. 2 “As It Is Proposed” Process Map of the public service “Determining Degree of Disability and/or Necessary Social Protection Measures” is presented:



RESULTS

The organization of composite services (combining life cycle services) will reduce the time and cost of both service providers and service recipients. For example, if this service is the “entry point” to the social security system for people with disabilities, and immediately after the establishment of disability, for example, prosthetic and orthopedic, sign-typhlotechnical or other necessary help will be automatically provided - time costs will be reduced (at least by 1 day) and the funds of both the service recipient and the service provider, which are now required to submit an application and collect documents to receive the next separate service. Such a combination of services will increase the efficiency of government agencies, and ultimately will help to increase the satisfaction of service recipients.

CONCLUSION

A similar approach, having successfully established itself in practice, can lead to radical changes in the system of public services and a reorientation to increasing public satisfaction and improving the quality of life in general.

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