

**IMPLEMENTATION OF THE PROJECT BY QUALITY MANAGEMENT  
SYSTEM AS A TOOL TO IMPROVE THE EFFICIENCY OF PROVIDING  
PUBLIC AND MUNICIPAL SERVICES**

**Abstract:** The present study considers the issues of implementation of quality management system in the sphere of state and municipal management. The key changes taking place in the economy require the development of new, more qualitative tools for the provision of public (municipal) services. Introduction of the quality management system today is an objective necessity not only for business, but also for the state and municipal authorities, which stake on increasing the competitiveness of all subjects of economic activity in the region.

**Key words:** state and municipal management, quality management system, scientific and educational cluster, knowledge management, QMS, ISO 9001:2015.

Implementation of the principles and approaches of the quality economy today is impossible without the integration of state and local government institutions and existing scientific and educational organizations and systems. This is predetermined by the needs of the country's development, including the need to assess and improve the performance of public and municipal servants.

One of the tools of such integration can be the creation of scientific and educational clusters that have built and ensured the functioning within the framework of the QMS – knowledge management system. Knowledge management today is a necessary element of the QMS, the presence of which stems from the requirements of GOST R ISO 9001-2015 (ISO 9001:2015). According to Article 1 of the Law of Saint-Petersburg dated June 8, 2009 No. 221-47 «On the Fundamentals of Industrial Policy of Saint-Petersburg», the cluster is an association of economic entities of the industrial sphere and the sphere of services, science, education, and other types of activity having any forms of economic relations between themselves, which are aimed at the production of related products or services. Scientific and educational clusters – a relatively new type of such associations, which is a set of interrelated educational and research organizations, united by industry and related partnerships with each other, with industry enterprises and government and local authorities [1]. Educational organizations, in our view, today should not only establish partnerships with public and municipal authorities, but also integrate them into scientific and educational clusters. Cluster integration forms a business system that will not only allow its members to jointly enter the market, but will also contribute to the reduction of costs and improvement of competitive positions, economic indicators of interacting subjects [2].

The formation of the scientific and educational cluster sets a number of tasks for the educational organization, such as

- Taking into account the requirements of the regional economy in the sphere of education and science. Identification of needs and formation of criteria here is one of the tasks of regional monitoring, which should be carried out by state (regional) and municipal authorities;
- Ensuring compliance of the students' qualification with the requirements of both state and municipal authorities and the business community of the region;
- Participation in joint scientific and educational projects, search for sponsors and investors;
- International cooperation with scientific and educational organizations and relevant clusters.

In addition to these already known and described tasks [1], scientific-educational clusters, in our opinion, today may be tasked with another task: the development and implementation of the knowledge management system as a tool necessary for innovative development and productive cooperation. Introduction of knowledge management systems contributes to the solution of

problems in terms of preserving intellectual capital, improving the efficiency of human capital management in the regions, implementation of concepts and programs in the field of social responsibility of business and public administration. In addition, the introduction of such systems will undoubtedly be an important milestone in the training and professional development of public and municipal servants. And the experience accumulated by scientific and educational organizations in this area will help to predict and prevent risks arising in the absence of a single system of evaluation of public administration and local government.

Knowledge management systems are based on the application of the process approach. Clusters, as a business entity, are created and function as elements that actually support certain processes. Clustering, taking into account the process approach, involves the formation of systems of indicators for internal assessment of the efficiency of economic entities. Thus, the process approach applied in management systems organically correlates with the concept of creating clusters as such.

From the point of view of human capital management and knowledge management, clusters, in our opinion, will help to solve the task related to the formation of process thinking. Application of process and system approaches in management activity in modern conditions becomes a mandatory component. If today the necessity of the system approach, it would seem, is not subject to doubt, then implementation of the process approach in management is often still subject to doubts. At the same time, professional competences of a manager in the sphere of state and municipal management at the present stage should be formed in such a way as to provide transition from functional management to process management (or to mixed, functional-process).

The problem of formation of knowledge management systems and description of the knowledge management process faces a number of difficulties today [3]. One of them is the absence of the Federal Law on Intellectual Property Protection in the Russian Federation. As a rule, intellectual property protection issues are regulated taking into account the requirements of the current legislation of three levels: international treaties, federal legislation and by-laws. Regulation of issues related to the rights to the results of intellectual activity and means of individualization is carried out in accordance with the Civil Code of the Russian Federation.

One of the ways to solve this problem can be the development and regulation of the procedure of regulation of intellectual property protection at the cluster level, taking into account the above legislative requirements, as well as the goals and objectives of the functioning of this type of business entity.

Another problem is that knowledge management systems in scientific and educational clusters imply not only the receipt of educational or research products or services, but also the formation of intellectual capital accumulated by all categories of participants in the process: staff of educational organizations, government and municipal employees, partners and stakeholders.

This problem becomes the third one: accounting, systematization of professional knowledge and its continuity. At the same time, the identification, preservation and rational use of intangible assets in the form of experience, corporate culture and a given level of competence is an actual problem of assessment and improvement of the efficiency of state and municipal administration [4].

One of the ways to solve the above two problems can be the use of methods and tools offered by ISO international standards in terms of building quality management systems [5], achieving economic effect in these systems [6], as well as the national standard GOST R 54876-2011 in terms of knowledge management [7]. In addition, it is worth turning to the approaches and principles formulated in the theory of «System of Profound Knowledge» by W.E. Deming, one of the generally recognized researchers and practitioners in the field of quality management. Deming's deep knowledge system includes four components: understanding of the system, knowledge of the theory of variability (variability) of processes, theory of cognition and psychology [8]. To understand the theory of process variability, W.E. Deming suggests using such a tool as «statistical thinking». Statistical thinking is a way to diagnose the state of processes or systems based on the theory of variability and aimed at making optimal managerial decisions. Besides, according to W.E. Deming, an organization gets «deep knowledge» from the outside, which correlates with

approaches in evaluating the activities of organizations, which imply strategic planning in the conditions of a changing environment and risks (the influence of uncertainty on the goals).

Considering the construction of clusters from the point of view of the process approach, and identifying the system of knowledge management with one of the main processes in the management of the organization, it can be concluded that knowledge management in this case will contribute to the increase of efficiency of state and municipal government bodies.

Thus, the introduction of knowledge management systems in scientific and educational clusters in the conditions of modernization of regional management systems has a number of advantages.

Practical importance of such introduction may consist in obtaining such results as:

- Development of methods and procedures for knowledge and human capital management in general;
- Formation of a system of continuous professional education of public and municipal servants;
- development (with the possibility of further approbation) of methods of assessment and a system of performance indicators of state and municipal administration bodies;
- Mutually beneficial joint activity of educational organizations with state and municipal authorities.

Theoretical importance of implementation may consist in obtaining such research results as:

- Analysis of complex application of international and national standards in the field of quality management and knowledge management system;
- Development of one of the methods for assessing the impact of human and intellectual capital in the quality economy;
- Analysis of «external knowledge» and assessment of its role taking into account the changing environment, in the conditions of uncertainty (risks) for state and municipal authorities.

For practical application and research results it is necessary not only to form stable relations between educational institutions and state and municipal authorities, but also to integrate both subjects into one scientific and educational cluster of the region.

### **Literature**

1. Ushakova E.V. Scientific and educational cluster as a tool for development of innovative economy of the region / E.V. Ushakova // Role of intellectual capital in economic, social and legal culture of the XXI century. Proceedings of the International Scientific and Practical Conference, St. Petersburg, November 16 – 17, 2016. St. Petersburg: St. Petersburg University of Technology and Economics. 2016. C. 376 – 381.

2. Krstic J., Damnjaovic A. Significance and role of educational institutions in partnership with clusters // DAYS OF CLUSTERS 2016: VII Balkan & Black Sea Conference, 22 – 24 September 2016. Ohrid, Macedonia. P. 37 – 43.

3. Dmitriev V.Ya., Borisova T.A. Developing Quality Management Systems for Educational Services: ISO 9001:2015 Standard Implementation Issues / V.Ya. Dmitriev, T.A. Borisova // Economics and Management. 2017. № 6. P. 52.

4. Ushakova E.V., Voronina E.V.; Fugalevich E.V. The Effectiveness of Public and Local Administration as the Basis of Regional Development / E.V. Ushakova, E.V. Voronina, E.V. Fugalevich // Economics and Management. 2018. № 3. C. 35 – 44.

5. GOST R ISO 9001-2015 Quality Management Systems. Requirements (ISO 9001:2015) [Electronic resource]. Access mode: [http:// docs.cntd.ru/document/ 1200124394](http://docs.cntd.ru/document/1200124394).

6. GOST R ISO 10014-2008 Management of the organization. Guidelines for achieving economic effect in the quality management system [Electronic resource]. Access mode: [http:// docs.cntd.ru/document/ 1200068728](http://docs.cntd.ru/document/1200068728).

7. GOST R 54876-2011 Knowledge Management. Guidance on ensuring interrelation of knowledge management with organizational culture and other organizational processes: [Electronic resource]. Access mode: [http:// docs.cntd.ru/document/ 1200090040](http://docs.cntd.ru/document/1200090040).

8. Shchukin, O.S.; Ryndin, A.A. Knowledge Management and Theory of Deep Knowledge by E. Deming / O.S. Shchukin, A.A. Ryndin // Vestnik Voronezh State University. Series: Economics and Management. 2016. № 1. P. 46 – 51.

**Е.В. Ушакова, Т.А. Борисова**

## **ВНЕДРЕНИЕ ПРОЕКТА СИСТЕМЫ МЕНЕДЖМЕНТА КАЧЕСТВА КАК ИНСТРУМЕНТ ПОВЫШЕНИЯ ЭФФЕКТИВНОСТИ ПРЕДОСТАВЛЕНИЯ ГОСУДАРСТВЕННЫХ И МУНИЦИПАЛЬНЫХ УСЛУГ**

**Аннотация:** В настоящем исследовании рассматриваются вопросы внедрения системы менеджмента качества (СМК) в сфере государственного и муниципального управления. Ключевые изменения, происходящие в экономике, требуют разработки новых, более качественных инструментов для предоставления государственных (муниципальных) услуг. Внедрение системы менеджмента качества сегодня является объективной необходимостью не только для бизнеса, но и для государственных и муниципальных органов власти, которые делают ставку на повышение конкурентоспособности всех субъектов экономической деятельности в регионе.

**Ключевые слова:** государственное и муниципальное управление, система менеджмента качества, научно-образовательный кластер, менеджмент знаний, СМК, ISO 9001: 2015.

**СОВРЕМЕННЫЕ АСПЕКТЫ СОСТОЯНИЯ И ПЕРСПЕКТИВЫ  
РАЗВИТИЯ ГОСУДАРСТВЕННОЙ РЕГИОНАЛЬНОЙ ПОЛИТИКИ  
РОССИИ И ГЕРМАНИИ**

Сборник материалов  
Международной научно-практической конференции

*Электронное издание*

Санкт-Петербург  
2019

**Редакционная коллегия:**

Костин Г.А. – проректор по научно-техническому сотрудничеству с предприятиями и организациями и трудоустройству выпускников, доктор технических наук.

Юшкова В.В. – начальник управления организации совместных исследований и внедрения научных разработок в производство, кандидат педагогических наук.

Холодняков Д.Г. – заведующий сектором коммерциализации результатов НИР и организации конгрессной деятельности, кандидат технических наук.

Классен Н.О. – ведущий специалист сектора коммерциализации результатов НИР и организации конгрессной деятельности

**Современные аспекты состояния и перспективы развития государственной региональной политики России и Германии:** сборник материалов Международной научно-практической конференции, г. Санкт-Петербург, 20 июня 2019 г.; Санкт-Петербургский университет технологий управления и экономики [Электронное издание]. – СПб.: СПбУТУиЭ, 2019. – 211 с.

Представлены статьи экономической, юридической и социальной направленности. Ответственным организатором конференции является Управление организации совместных исследований и внедрения научных разработок в производство Санкт-Петербургского университета технологий управления и экономики. Цель конференции – обсуждение вопросов современного состояния и перспектив развития правового и институционального обеспечения государственной региональной политики. Обмен опытом российских и немецких экспертов в области государственной региональной политики, её планирования, прогнозирования и международной интеграции.

Представляет интерес для студентов, аспирантов, научных работников и преподавателей.

Ответственность за публикуемые материалы несут авторы научных статей.