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IMPROVING THE QUALITY OF PUBLIC AND MUNICIPAL SERVICES AS A FACTOR OF COMPETITIVENESS OF SOCIO-ECONOMIC SYSTEMS

This article is devoted to the development of approaches and methods for improving the quality of state and municipal services, as well as their assessment. An approved quality management system here can be an implemented quality management system (QMS), built on the model of the international standard ISO 9001: 2015. The implementation of the QMS will allow the formation of stable feedback with consumers and increase the effectiveness of these services, as well as ensure staff development. It is also possible the integrated application of a number of other ISO standards to optimize monitoring procedures and assess customer satisfaction.

Keywords: state and municipal services, quality management system, QMS, quality of services, consumers of state and municipal services, ISO 9001: 2015

The issue of customer satisfaction in the provision of public and municipal services is very important, as it is not only about satisfaction with a particular service as such, but also about increasing the number of loyal citizens (consumers of existing or potential). The QMS should become the mechanism by which it is to be implemented:

- stable and adequate communication with consumers will be ensured;
- a system for assessing the degree (level) of customer satisfaction, as well as the level of deviations, etc., can be developed. (e.g., with the help of W.A. Shewhart's Checklists and other quality management tools).

Taking into account the topicality of complex application of international and national standards, in the conditions of QMS implementation, it is possible to speak about additional, to GOST R ISO 9001 — 2015 (ISO 9001:2015) [1], application of requirements of such documents as:

- GOST R 54732 — 2011/ISO/TS 10004:2010 Quality management. Customer satisfaction. Monitoring and measurement guidelines [2];
- GOST R ISO 10001 — 2009 Quality management. Customer satisfaction. Recommendations on rules of conduct for organizations [3];

- GOST R ISO 10002 — 2007 Management of the organization. Customer satisfaction. Guidelines on claims management in organizations [4];
- GOST R ISO 10003 — 2009 Quality management. Customer satisfaction. Recommendations on settlement of disputed issues outside the organization [5].

The specifics of public or municipal services is that, to a large extent, these are public utilities of various types and volumes provided to the population. In contrast to services provided by, for example, educational or health care institutions, as well as multifunctional centers, public utilities are what all categories of the population need, regardless of gender and age, place of residence, social status and income level, etc.

Foreign specialists note the peculiarities of services in the public / municipal sector, which, in our opinion, are also present in domestic practice [7]. Thus, to these features can be attributed:

- peculiarities of pricing for public / municipal services;
- the privileged nature of these services: in most cases, the guaranteed sales market, consumers, etc.;
- high dependence on political structures of different levels, on their influence on management and planning (employment, investment, management, etc.);
- status and scope of regulatory documents (which will be different for the private sector and the public and municipal sectors);
- regulation of the procurement process and, in turn, building (within the framework of the QMS) a specific model of relations with suppliers, which is obviously different from the private sector.

Given the importance of customer service procedures, employees of state and municipal institutions, organizations and enterprises can be divided into several categories [8]:

1. «Contact personnel», or employees who are in direct contact with users of services, i.e. the main service providers from which the consumer creates an opinion about the organization.

2. «Auxiliary staff», which is a kind of catalyst for consumers, does not have a direct impact on the performance of services (the end result — the output of the process) and contributes to the achievement of a high degree of customer satisfaction (for example, it may be registrars, specialists in the reception of documents in the MFC, etc.).

3. Highly qualified staff, for example, involved in the development of marketing activities, but without frequent (direct) contact with consumers.

4. Other personnel involved to a greater extent in supporting processes (accounting, procurement, personnel management, etc.) and having no contact with consumers.

In our opinion, implementation of the QMS in this case should not cause any difficulties, and the ISO management system itself will organically complement the already existing management system based on regulations, indicators, etc. Thus, in organizations related to customer service, especially with a large number of staff (the same MFC), it is necessary to have clear and — often — detailed instructions (regulations, organization standards, regulations, etc.) describing the requirements for processes, subprocesses, as well as the functional responsibilities of the employees themselves.

Here it is necessary to clearly define:

- the essence of the order(s) for the performance of works / provision of services (terms of reference);

- job descriptions (and work instructions if necessary);

- corporate culture framework;

- a system of motivation and incentives (both material and non-material);

- Mission, goals, plans and programs of the organization.

The optimal variant can (and should) be the formulation of the mission and goals taking into account the existing in the industry.

Satisfaction of consumers of public and municipal services depends not only on the quality of these services, but also on many other (external) factors, that is, it is necessary to understand the difference between the quality of services and customer satisfaction — in fact — the procedure of service. The quality of customer service can be perceived and determined quite emotionally; at the same time, the quality of service can be assessed by them quite rationally.

Empowerment of citizens through participation in the procedures for evaluating the provision of public and municipal services should be an incentive to improve the quality of service and increase citizens' satisfaction [6]. At the same time, the satisfaction of citizens as consumers is indirectly related to the degree of loyalty they will show to the public authorities, to local governments. One way or another, the assessment of the work of administrative and general services will be connected with the

general ideas of citizens about the fulfillment of their obligations to the population by the authorities. This is a fundamental difference from the situation in the private sector with regard to the consumer satisfaction survey. However, these studies are required if the state and municipal services are interested not only in the supply of quality services to the population, but also in increasing the degree of loyalty of the population to the authorities of different levels.

Ensuring high quality and cost-effective public services is not easy. It includes the creation of management systems in organizations with the right approaches and clear established methods and criteria (parameters) of service delivery. It also requires a combination of good policy development, successful implementation, a good understanding of citizens' needs, technology, appropriate resources, an established organisational culture and well-trained staff.

In turn, this requires citizens to become a kind of «core» around which state and municipal service providers will build relevant development strategies based on the principles of efficiency and economy of management, aimed at meeting the requirements of consumers, and — globally — at the implementation of eight principles of quality management, as well as the requirements of GOST R ISO 9001 — 2015 (ISO 9001:2015). When the service provider (whether it is the state or municipal services themselves, or organizations operating under concession agreements, etc.) understands how services are perceived by citizens, it will be possible to determine how to manage these assessments, influencing them in the right direction. In addition, the relationship between the concept of service, the services offered to citizens and the benefits available to citizens should be clarified and regulated.

The most important elements, factors affecting the quality of public or municipal services can be identified [9]:

1. Access to the service: locations, timetables, waiting times, Internet or mobile applications. Therefore, it is important to pay attention to general physical access (e.g. to the office), access requiring additional resources (e.g. to install ramps), the possibility of temporary access (according to additional schedules of services adapted to the needs of citizens, e.g. on public holidays), convenient forms to fill in and, finally, access at minimum cost to the consumer.

2. Level of communication: management, institutions, businesses should use an appropriate language that is accessible to consumers, which is im-

portant to facilitate communication with the public. However, the administrative language should comply with legal requirements, i.e. simplification cannot be complete or arbitrary.

3. Clear administrative system: the diversity of administrative tasks can make it difficult to understand how the administration of the organization, institution, enterprise works. In order to solve this problem of customer satisfaction, it is important to work on processes (identify, if necessary, simplify, integrate or decompose processes), information (improve quality and quantity if necessary), or re-engineering processes when improving the QMS.

4. Ability to provide a flexible and fast response: stable and reliable customer feedback should be provided. At the same time, administrative procedures should be flexible enough to adapt quickly and cost-effectively to changing customer requirements.

5. Sensitivity to services: Consumers become more receptive if they have been involved in the evaluation of the service, as this gives the impression that the consumer himself and the responsibility for the actions of the administration and staff.

6. Competence of service providers: The technical ability of the administration to recruit staff is the key to the delivery of quality services.

7. Politeness and friendliness of administration staff: the behaviour of staff who are in direct contact with consumers is really important because they offer services literally “from hand to hand”. In addition, direct contact with consumers is what makes it possible to increase the loyalty of the former.

8. Trustworthiness in service delivery: Trustworthiness here will imply compliance with the following principles, e.g. equal treatment, fairness, or professionalism in service delivery. In addition, if the administration has a good image, administrative errors will have less impact on the perception of consumers.

9. Reliability and responsibility in service delivery: perceptions of the quality of public and municipal services are also influenced by the fact that services must be provided with consistency and accuracy, and employees must be responsible for specific objectives. All of this gives consumers an idea of the responsibility of the administration of the organisation, of the institution, of the enterprise, which is very much appreciated by the citizens.

10. Supply of safety and quality of material aspects: services should be free from hazards and unnecessary risks to citizens. With this in mind,

ergonomics and the adaptation of administrative policies for people with disabilities play an important role. Therefore, it is important that the material aspects of service provision (such as furniture, materials, etc.) also show concern for quality.

These described elements are key to the assessment of public and municipal service users, as they are possible [9]:

Building a system of indicators by QMS processes;
construction of risk maps (passports) (taking into account the requirements of GOST R ISO 9001-2015).

Regardless of the way in which services are provided to the public, whether this is done directly by a state or municipal organization, institution, enterprise, or through procurement, concession agreements, etc., it is necessary to ensure customer satisfaction and loyalty. In this regard, one should not forget that, often, loyalty will be caused only by a lack or absence of an alternative. And, should this be the case, consumers will be able to use private sector services at the earliest opportunity. The QMS should become not only a tool to assess the degree of customer satisfaction, but also a tool that contributes to the continuous improvement of services and expectations of consumers.

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ПОВЫШЕНИЕ КАЧЕСТВА ГОСУДАРСТВЕННЫХ И МУНИЦИПАЛЬНЫХ УСЛУГ КАК ФАКТОР КОНКУРЕНТОСПОСОБНОСТИ СОЦИАЛЬНО-ЭКОНОМИЧЕСКИХ СИСТЕМ

Доклад посвящен вопросу разработки подходов и методов повышения качества государственных и муниципальных услуг, а также их оценки. Апробированным инструментом здесь может выступать внедренная система менеджмента качества (СМК), построенная по модели международного стандарта ISO 9001:2015. Внедрение СМК позволит сформировать устойчивую обратную связь с потребителями и повысить эффективность данных услуг, а также обеспечить развитие персонала. Возможно также комплексное применение ряда других стандартов ISO для оптимизации процедур мониторинга и оценки удовлетворенности потребителей.

Ключевые слова: государственные и муниципальные услуги, система менеджмента качества, СМК, качество услуг, потребители государственных и муниципальных услуг, ISO 9001:2015

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