

Innovations in ensuring information accessibility of state and municipal services in the Russian Federation

*Polina Kuznetsova**

PNIPU, State Management and History Department, Russia

Abstract. The most important direction of innovative development for modern state and municipal administration is to improve the quality and accessibility of state and municipal services. Availability of services as a set of different criteria provides opportunities for non-discriminatory access to them. The most important indicator of the services availability is information accessibility - an unhindered and timely opportunity to receive complete and up-to-date information about state and municipal services. In the context of digitalization of public administration, the provision of information is implemented mainly in the electronic form. In this regard, the article analyzes the problems of ensuring information accessibility of state and municipal services through a qualitative study of the portals of government bodies and organizations providing services. The study was conducted on the basis of analysis of two groups of criteria: compliance with regulatory requirements of the legislation to the provided information and analysis of visual content of portals. The results of the study allowed us to identify both successful practices and problems of information accessibility of state and municipal services in the Russian Federation. A comparative analysis of foreign experience in ensuring information accessibility made it possible to develop recommendations for improving the legal regulation in the field of information communications between authorities and organizations with citizens in order to increase the efficiency of providing state and municipal services.

1 Introduction

Improving the efficiency of the state and municipal services organization is the most important direction for developing the system of state and municipal administration at the present stage. The key parameters that make it possible to assess the effectiveness of the services provision by state and municipal authorities are ensuring their high quality and accessibility for consumers-individuals and legal entities. It is in order to improve the quality and accessibility of services that innovative tools and technologies are being introduced into the activities of government bodies, including the transition to electronic service delivery, the development of a system of multifunctional centers for providing state and municipal services (hereinafter referred to as MFC) standardization and regulation of the activities of state and municipal service providers. In the strategic planning documents, the development of electronic systems and technologies for the provision of state and municipal services is identified as the most important direction for improving the provision of services. "The forecast of scientific and technological development of the Russian Federation until 2030" provides for the improvement of electronic state and socially significant services as the priority areas for the development of science and technology [1]. In the "Strategy for the development of the information technology industry in the Russian Federation for 2014-2020 and for the future

until 2025", it is noted that information technologies make it possible to improve the quality of public services. As the directions of implementation of the Strategy, the independent implementation of informatization of their activities by state authorities and state organizations is fixed. It is noted that along with solving the problems of informatization of state authorities, the state should take care of creating the infrastructure of socially oriented industries [2]. One of the objectives of the state program of the Russian Federation "Information society" is to expand the use of information and telecommunications technologies in the process of implementing in electronic form the powers of state (municipal) authorities to provide state (municipal) and other socially significant services [3]. The main task of the information state subprogram is defined as: establishing and developing common quality standards and bringing interdepartmental electronic interaction of federal, regional and municipal authorities into compliance with these standards. The expected results of the subprogram implementation include provision of the most widespread and socially significant public services mainly in electronic form; ensuring high quality provision of state and municipal services (implementation of functions), other services and information in electronic form. In the process of implementing the program, it is planned to increase the efficiency of public administration, interaction between the state and citizens, the state and business by expanding the use of modern information technologies.

* Corresponding author: pkuznecova@list.ru

Thus, improving the availability and quality of state and municipal services, organizing and monitoring the quality and availability of their provision by both authorities and institutions, providing services mainly in the electronic form, improving the system of interdepartmental electronic interaction, and introducing an open data system are the most important components of innovative development of state and municipal administration. At the same time, it should be noted that at the present stage, the subject composition of service providers and the process of providing state and municipal services are changing. First, state and municipal authorities are expanding electronic services for the provision of state and municipal services, fully or partially automating them, thereby minimizing direct interaction with citizens who are consumers of services. Second, the MFC's functionality is being expanded as centers for providing state and municipal services, including in electronic form. In addition, MFCs are included in the system of providing other public services of public significance: notaries, banking services, etc. Thirdly, the process of providing services includes not only state and municipal institutions, but also organizations of the non-profit sector. Changing the process of providing services and expanding the list of their suppliers requires a qualitative review of the criteria for the availability and quality of state and municipal services.

2 Methods

The most important type of accessibility to state and municipal services is information accessibility. O.V. Simagina and S.S. Tsukar understand information accessibility as the availability and quality of information, informing citizens about the service and the possibilities of obtaining it. The authors highlight the most important quality characteristic of information accessibility of state and municipal services, which is called personalization of information, which is understood as the adaptation of state information to individual needs of a citizen [4, 163]. L.A. Vidyasova, E.J. Vidasov, J.D. Tensina as the most important characteristics of the use of information technology, including, in the process of obtaining public services, define the concept of "trust information technology", which is manifested in the fact of the use of the services of public services and the estimates of such experience as positive [5, 48]. Ronan McIvor, Marie McHugh, Christine Cadden note that Internet technologies can improve transparency, teamwork and the ability to respond to the needs of citizens in the public sector [6].

We suggest that information accessibility is understood as an unhindered and timely opportunity to receive up-to-date, complete, and up-to-date information about state and municipal services provided by state and municipal government bodies, as well as institutions and organizations (within the meaning of Federal law No. 210 "On the organization of the provision of state and municipal services"). It should be noted that the most important characteristic of information accessibility is

precisely the unhindered receipt of information, since we are talking about different groups of service consumers, including those with different psychophysical characteristics. The relevance of information is defined as its significance at a specific time. One of the key characteristics of information is a sign of sufficiency or materiality. It is especially clearly manifested in the conditions of growth of information flows, complication of schemes of their interaction and interrelation, heterogeneity of information. The information should be presented in an easy-to-understand form and not contain redundant data [7, 215]. The efficiency of information reflects the speed of obtaining comprehensive necessary information in real time. Thus, the requirements for information availability are sufficiency and convenience of obtaining information about services. Information can be considered available only if the consumer is highly aware of the nature of the services and the possibilities of obtaining them.

This approach is fully consistent with the norms of the Federal law dated 09.02.2009 n 8-FZ "On ensuring access to information about the activities of state bodies and bodies of local self-government", according to which, the basic principles of access to information about the activities of state bodies and bodies of local self-government are openness, accessibility and accuracy of the provided information, including, placed on the Internet [8].

3 Results and discussion

The development of electronic services for the provision of state and municipal services is implemented both through the functioning of the Unified portal of state and municipal services (hereinafter referred to as the UPSS), and through the creation by government bodies and organizations of their own information resources. As part of the functioning of the UPSS, ensuring information accessibility from the point of view of simplicity and high speed of obtaining information is carried out by concentrating information on the site on the so-called "life circumstances". This approach is an element of applying a personalized, individualized approach to the consumer of services, since it allows you to identify specific needs of citizens at a given time.

It should be noted that in the total number of public services provided in the Russian Federation, a significant place is occupied by the services of the Federal service for state registration, cadastre and cartography (Rosreestr). Website of this organization provides an opportunity to get information about the Federal service's services, download templates of documents required for receiving the service, submit documents in electronic form, and track the degree of readiness of documents. At the same time, the results of surveys of citizens on the assessment of the work quality of the portal rosreestr.gov.ru, posted on the portal, showed an insufficiently high level of satisfaction of citizens. Of the 269 respondents surveyed, assessing the completeness of information, only 24.5% noted that the portal Rosreestr contains all the necessary information, 75.5% of

respondents are not fully satisfied with the completeness of the information provided [9]. At the same time, in the course of a survey about the sources of obtaining information about the company's activities in Rosreestr (390 respondents), 76.4% indicated that the portal is the channel for receiving information in Rosreestr [10].

Multifunctional centers for the provision of state and municipal services (MFC PSMU) are the most important participants in the service delivery system. In accordance with Federal law No. 210, the organization of MFC activities is carried out by regional state authorities. In the territory of a subject of the Russian Federation, one MFC is defined, authorized to conclude agreements with the authorities, to coordinate and interact with other MFC's. Resolution of Government regulation No. 1376 sets out the requirements for posting information on the Internet by an authorized MFC [11]. It should be noted that the list of information provided should both contain information about the number of state and municipal services, the procedure for their provision, and reflect compliance with the requirements for the convenience of receiving services, their territorial and temporary availability. This information is posted on the MFC websites created in each subject of the Russian Federation. Maintenance of the MFC's official websites, posting information and uploading data from official Internet resources, is under the MFC's own jurisdiction. In this regard, MFC sites differ significantly both in terms of compliance with regulatory requirements, and in terms of content design, information visualization, and the use of widgets. We analyzed the websites of MFC's in a number of Russian regions, including, Perm region (<http://mfc.permkrai.ru/>), Sverdlovsk region (<https://mfc66.ru/>), the city of Moscow (<https://md.mos.ru/>), the Republic of Dagestan (<http://mfcd.r.u/>), Jewish Autonomous region (<http://xn--79-7lc6ak.xn--p1ai/>). The analysis was carried out according to two groups of criteria: compliance with regulatory requirements for information placement and the quality of visual content. The human brain processes visual information 70% faster than it does text. This is due to the fact that it is much easier to perceive such information. Visual content is a great way to convey information to users in a more pleasant and understandable way. Using images makes the site's content not only more attractive, but also more effective.

The analysis of compliance with regulatory criteria showed that almost none of the sites contains complete and exhaustive information, the requirements for which are established by regulatory legal acts. Thus, the website of the Jewish Autonomous region does not have a graphic image of the map of the subject of the Russian Federation indicating the location of the MFC. In the information about the MFC offices, complete information (data of the Manager, area, number of Windows and services provided) is available only on the website of the Republic of Dagestan and the Jewish Autonomous region. However, the same sites do not provide information about the procedure for providing exit services to citizens. Information on the number of services provided during the reporting period is available on the only website – the MFC of the Jewish

Autonomous region. On the websites of Moscow MFCs, MFCs of Perm region and Sverdlovsk region, there is no information on how to appeal against actions (inaction), the decisions of the authorities, providing services and workers multifunctional centers; information on the responsibility of MFC's officials; information on the procedure for compensation of harm caused to the claimant as a result of improper performance or non-performance multifunctional center or its employees, as well as the companies involved or their employees duties. Thus, the websites of regional MFCs do not contain complete, up-to-date, and sufficient information about the organization and provision of state and municipal services.

As noted by Vishanth Weerakkody, ZahirIrani, Kawal Kapoor, Uthayasankar Sivarajah, Yogesh K.Dwivedi, the growth of website usage can be evaluated from the point of view of optimizing user interaction: interface design, the time required to search for the necessary information, and the comprehensibility of various functions/tabs offered on the website [12]. Visual content analysis was performed according to the following criteria: quality of information provision and ease of navigation and search for the necessary information. By the quality of information, we mean its visual component, the form and methods of providing information on the site. The presence of interactive services, photos, infographics, widgets, banners plays an important role, they allow you to divide information into problem blocks, makes information more understandable, attractive and accessible to the consumer, regardless of their psychophysical characteristics. Here we should highlight the MFC websites Moscow region and the Republic of Dagestan, which contain a sufficient amount of visual information. An important parameter of the quality of information delivery is the availability of a version for the visually impaired. It is not available on the website of the MFC of the Jewish Autonomous region, which is a significant violation of the principle of accessibility of services for people with disabilities. We evaluated the navigation and search certificates for the necessary information by the number of clicks to get information and by the presence of a search engine. The most convenient navigation and search system is available on the website of the MFC of the Sverdlovsk region and Moscow city. The website of the MFC of the Jewish Autonomous region has the ability to search for information, but the navigation system requires a significant number of clicks. On the website of the Perm region MFC it is not possible to search for the necessary information with a fairly convenient navigation system. There is no search bar on the website of the MFC of the Republic of Dagestan, information about services is limited, and it is not possible to get it in the list of services. Information about the terms of service provision and the amount of the fee is contained in a separate file.

Thus, the analysis of MFC sites in a number of regions of the Russian Federation revealed a number of significant problems: non-compliance with regulatory requirements for posted information, inconvenience of using sites for consumers, including those with

disabilities. We believe that the reasons for these problems are: the lack of a uniform approach to the design of sites, regulation of information visualization methods due to the fact that the MFC of each subject independently determines the content of portals.

For example, the portal of an organization similar to Russian MFCs in Australia – Services of Australia (<https://www.servicesaustralia.gov.au/>) is based on the centralized principle of organizing the provision of information across the country. The portal contains all regulatory documents defining the procedure for establishing rights to receive services. The visual content of the portal is characterized by high-quality information, a convenient navigation and search system. The portal's services make it possible to clearly define the necessary services for receiving them, based on the principle of distinguishing them not by life situations, but by target groups. So, the portal has sections: elderly people; people looking for work; students and interns; parents; people with disabilities, etc. At the same time, in addition to the standard set of state services for establishing rights to social security and providing social services, the portal's services allow you to organize receiving psychological support for representatives of target groups in various life situations. Also, as a successful example of website design, we should highlight the portal of the Sao Paulo state service center of Brazil Poupatempo (www.poupatempo.sp.gov.br). It is based on the principle of dividing services according to public areas (education, public transport, labor, employment, social security, citizenship, military service, etc.). This approach is quite convenient, as it allows you to quickly navigate the portal and find out the necessary information about the relevant services, as well as get them, since the portal contains a significant number of online services. At the same time, the service center provides not only state and municipal services, but also non-state sector services, information about which is provided on the portal. The site contains comprehensive information about the procedure, methods of providing services, and the level of customer satisfaction. The site's visual content is informative, attractive, and easy to navigate and search for information. The portal of the Canada services center is based on a similar principle of dividing services into public areas (education, business, health, transport), Services of Canada (<https://www.canada.ca/en.html>). The portal is based on a centralized approach to the provision of services on the principle of "one window" across the country. The program is managed by the Minister of human resources and social development. As an absolute advantage of the portal, the problematic principle of providing information about public services should be noted. Each service contains not only information about the procedure and conditions for obtaining it, but also predicts possible problems that the applicant may encounter with explanations of the procedures for solving them. This approach ensures completeness, efficiency, and accessibility of information about services.

4 Conclusions

Thus, we believe that the most important way to increase the information availability of state and municipal services should be development on the level of Federal legislation standards issuing authority websites and organizations that provide public and municipal services, which includes not only the requirements for completeness, timeliness, adequacy of information provided in accordance with the requirements of normative legal acts, but also the characteristics of the visual content based on the principles of quality provision of information, provided it is received by all categories of consumers of state and municipal services. Currently, the Ministry of economic development of the Russian Federation is preparing a draft Concept for improving the provision of public services and developing the MFC system [13]. The concept provides for the development of MFCs as innovation centers, the prospective expansion of MFC functions due to the closure of government front offices, and the expansion of electronic services for providing services [14]. In this regard, one of the Central ideas of the concept is the development and the application of uniform standards of MFC activity in Russia, including uniformity of the procedure for organizing and financing activities, conditions for providing services and services, etc. However, the list of events does not include the introduction of standardized principles for organizing the operation of MFC sites [15]. Therefore, we consider it necessary to include this area of improving the MFC's activities in the tasks of the Concept, since it is at this stage that, due to fundamental changes in the system of state and municipal services, increasing the information availability of their provision is the most important direction of innovative development of state and municipal management in the Russian Federation.

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