SYSTEM OF PROVISION OF PUBLIC SERVICES AND QUALITY MANAGEMENT IN LOCAL GOVERNMENT BODIES

Abstract. As a result of the analysis of the scientific works of domestic scientists, the task of analyzing the components of the public service provision system and quality management in local self-government bodies was solved. It was also found out that the ambiguity of interpretations of this concept is determined by the fact that the term "quality" means a large number of specific properties of objects and phenomena.

Efficiency and effectiveness implementation their own powers of local self-government bodies are implemented through the system of providing public services. At the same time, quality comprehensively characterizes the effectiveness of all aspects of the activities of local self-government bodies in Ukraine: from the adopted management system to the organization of activities and the establishment of a system of providing public services that will work without failures today and tomorrow in communities.

It is emphasized that eight principles form the basis of ISO 9000 quality management system standards: customer orientation; leadership; staff activity; process and system approach to management; improvement of activity; decision-making based on factual data; communication management. One of the key principles of building a quality management system is the process approach, which consists in the systematic activity of defining processes, their sequence and interaction, managing processes and connections between them.

The study drew attention to the following points: four areas of activity in the field of quality, with the help of which the quality system affects the process of forming the quality of products and services at various stages of their life cycle: planning, which includes activities to establish goals and requirements for quality and the application of elements quality systems; management (includes methods and types of operations of an operational nature to fulfill quality requirements: quality control, development and implementation of measures to correct processes); provision (internal or external); improvement, which includes all activities carried out in the organization in order to improve the efficiency and effectiveness of activities and processes for the organization's profit and the benefit of consumers.
Keywords: service state, territorial communities, local self-government, efficiency of local self-government bodies, effectiveness, system of providing public services, quality of services, quality management, quality management system

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СИСТЕМА НАДАННЯ ПУБЛІЧНИХ ПОСЛУГ ТА УПРАВЛІННЯ ЯКІСТЮ В ОРГАНАХ МІСЦЕВОГО САМОВРЯДУВАННЯ

Анотація. В результаті аналізу наукових робіт вітчизняних науковців вирішено завдання щодо аналізу складових системи надання публічних послуг та управління якістю в органах місцевого самоврядування. Було з’ясовано також, що багатозначність трактувань даного поняття визначається тим, що під терміном «якість» розуміється велика кількість специфічних властивостей предметів і явищ.

Ефективність та результативність здійснення своїх повноважень органами місцевого самоврядування реалізується через систему надання публічних послуг. При цьому якість комплексно характеризує ефективність всіх аспектів діяльності органів місцевого самоврядування в Україні: від прийнятої системи управління до організації діяльності і налагодження системи надання публічних послуг, яка буде працювати без збоїв сьогодні і завтра в громадах.

Підкреслено, що основу стандартів на системи управління якістю ISO 9000 формують вісім принципів: орієнтація на замовника; лідерство; діяльність персоналу; процесний та системний підхід до управління; поліпшення діяльності; прийняття рішень на підставі фактичних даних; керування зв’язками. Одним із ключових принципів побудови системи менеджменту якості вважається саме процесний підхід, який полягає в систематичній діяльності по визначенні процесів, їхньої послідовності й взаємодії, управлінню процесами й зв’язками між ними.

Звернуто увагу в дослідженні на такі моменти: чотири напрями діяльності у сфері якості, за допомогою яких система якості впливає на процес формування якості продукції і послуг на різних етапах їх життєвого циклу: планування, що включає діяльність по встановленню цілей і вимог до якості і застосуванню елементів системи якості; управління (включає методи і види діяльності операцівного характеру для виконання вимог до якості: контроль якості, розробка і реалізація заходів з коректування процесів); забезпечення (внутрішнє або зовнішнє); поліпшення, що включає всі заходи, здійснені в організації в цілях підвищення ефективності і результативності діяльності і процесів для отримання прибутку організації і вигоди споживачів.
Problem Statement. A service-oriented state in an ideal dimension is one in which all branches of government work harmoniously, state authorities and local self-government bodies ensure the transparency of their activities and are called to satisfy, first of all, the requirements of the population. But in practice, the transformations taking place in the system of local self-government bodies today are serious challenges for the management system at the level of territorial communities. Indicated requires not only the improvement of approaches to the organization of management activities and the use of modern tools that will provide more the probable achievement of the established goals, but also an effective system of public service provision and quality management, oriented to the result.

The problem of quality is an important factor in raising the standard of living, and the economic, social, and environmental security of society. Quality is one of the complex categories that a person encounters in the course of his activity.

Analysis of Recent Studies and Publications. The problematic issues of the formation of the public services institute in Ukraine and quality management in government bodies, including the quality management of public services, were studied by such scientists as T. Burenko, O. Vasylieva, V. Dreshpak, Yu. Kuts, A. Lipentseva, V. Soroko, A. Chemeris, and others. Despite the intensification of research efforts on this topic, it should be noted that aspects of the functioning of local self-government bodies in Ukraine regarding the system of providing public services and building a quality management system currently require additional study.

The purpose of this academic paper is to analyze the components of the public service provision system and quality management in local self-government bodies.

Presentation of the Basic Material. The government's response to the needs of consumers and their expectations should become a permanent practice for local self-government bodies, which will contribute to the development of service principles in the work of government representatives. «Quality» is often understood as the assessment of the achieved result, but a «quality» result is impossible to achieve without a «quality» process of its achievement, which, in turn, must be «quality» managed.

Quality is complex a concept that characterizes the effectiveness of all aspects of the organization's activities. This is not an absolute value; it is the degree of value of the item for its intended use. If one service has higher quality compared to another, it means that it is a bigger measure that meets the needs of the data consumer. The working definition of quality is often formulated as «what we have agreed with our
customers, we will do correctly and consistently», that is, it means: defining a specific circle of customers of this organization and their real wishes ensuring the organization's ability to provide his own to customers desired services.

The concept of quality in the context of local self-government is related to general modernization measures that have spread in the European Union and the USA in the late 80s. last century, as a rule, they were related to the ideas of "new public administration" and public policy. This policy was mainly implemented in the UK. After all, these ideas influenced most of the decisions and tools that were used in the process of developing public administration policy in the following years decade.

Some of the most important ideas in particular covered two main aspects: the application of management systems used in the private sector (outsourcing, project approach, strategic planning, branding, monitoring) and the use of solutions related to results-based management in the field of financial and core activity management, the definition of goals and indicators of their achievement.

The quality management system can be considered from two points of vision: as a totality of interconnected elements that can establish policies and goals and achieve these goals, direct and control activities of the organization regarding quality; and also, as a «tool, with the help of which local self-government body can improve its activity» [4, p. 11], as well as the system of providing public services and the quality of these services.

In a broad sense, the quality management system consists of «organizational structure together with the planning system, activity processes, resources and documentation necessary to achieve goals in the field of quality» [ 5, p. 35].

Existence promotes a quality system of public service provision and a quality management system orderliness of activity, allows management to more clearly understand tasks and functions structural subdivisions, and the local self-government body as a whole.

The quality management system includes the identification of consumers; definition of lists of services; learning expectations of consumers regarding the quality of services; acceptance and documentary design obligations of the authority to consumers regarding the quality of services ( service quality standards ); informing consumers about obligations regarding the quality of services; tracking compliance of services with obligations regarding their quality; registration facts inconsistencies in the services received obligations (including complaints consumers) and use measures to eliminate them; assessment satisfaction consumers by the quality of services received; development of new ones types of services.

The decision to implement the quality management system is a strategic decision approved by the order of the head of the public authority. Having adopted it, the top management of the public authority must constantly confirm with its activities the fulfillment of obligations regarding the quality management system, determine the needs and expectations of service customers, and control the processes
of the authority's activity, taking into account legislative and regulatory requirements.

A quality management system is needed as a means of increasing the effectiveness and efficiency of the activity of the public authority. Emphasis is placed on improving the quality of services and business processes. At the same time, there is a need to approve the most rational list of documents, to carry out objective internal audits, self-assessment of activities, conducting analysis based on factual data and information, and allocation of necessary resources for the functioning of the quality management system. Thus, the necessary conditions are created for the implementation of the basic principles on which the ISO series standards are based.

We agree with the authors «Leadership in Local Self-government» [3], that eight principles form the basis of ISO 9000 quality management system standards: customer orientation; leadership; staff activity; process and system approach to management; improvement of activity; decision-making based on factual data; communication management. One of the key principles of building a quality management system to the requirements of ISO 9000 is the process approach. According to this approach, the activity of the organization consists of several interdependent processes that function as a complete system. At the same time, the output data of one process is the input data for the next one.

As international experience shows, an important prerequisite for the introduction of quality as a factor in the effectiveness of management systems was the publication by the international organization of national ISO standardization bodies of the ISO 9000 international standard, which is the normative basis for the creation of a quality management system.

ISO standards are developed for various areas, including quality management, environmental safety, energy management, etc.

The majority of standards ISO are used in many countries of the world, including Ukraine. An international standard is introduced as a national standard, subject to its acceptance by the central body of executive power in the field of standardization.

The advantages of implementing an effective public service provision system and quality management system in local self-government bodies include:

organization and regulation (execution of the sequence of actions according to the approved procedures) of activities;

the possibility of increasing the level of internal document flow, a clearer distribution of powers, tasks, and responsibilities through the prescription of processes and their management; improving the quality of providing services to citizens, awareness, and consideration of their needs and expectations;

rational and efficient use of resources, especially human resources; increasing prospects for contacts with potential donors and investors.
The ISO 9000 standard is one of the models for managing the organization's activities to ensure its effectiveness. The ISO 9001:2015 standard is one of the most popular standards developed by the International Organization for Standardization. It is accepted in more than 170 countries of the world. Note that the ISO 18091:2020 standard was adopted in November 2020. This standard guides for local government entities to understand and implement a quality management system that meets the requirements of ISO 9001:2015, as well as the needs and expectations of their citizens and other relevant stakeholders.

Four areas of activity in the field of quality of public services can be distinguished, with the help of which the quality system in local self-government bodies affects the process of forming the quality of products and services at various stages of their life cycle:

- **planning**, which includes activities to establish goals and requirements for quality and application quality system elements;
- **management**, which includes methods and types of operations of an operational nature, used for implementation of quality requirements: quality control, development, and implementation of process correction measures;
- **provision** (internal or external), which includes all planned and systematically implemented types of activities within the framework of the quality system, necessary for the creation and confirmation of sufficient certainty that a product, process, or service satisfies installed quality requirements;
- **improvement**, which includes all measures carried out in the organization to increase the efficiency and effectiveness of activities and processes for obtaining profit for the organization and benefit consumers.

Each field of activity has its features, and together they are four of the main one’s functional subsystems of the quality system.

**Conclusions.** The quality system provides a set of interconnected and interacting elements of the organizational structure, defined responsibility mechanisms, powers, and procedures of the organization, as well as processes and resources that ensure the implementation of general quality management and its compliance with established requirements. Such management is implemented within the limits of quality systems operating in local self-government bodies.

It is the quality management systems that partially solve the problem of improving the quality of public services, because their goal is, in particular, to improve the quality of services provided by the government. In the case of the introduction of the ISO 9000 international standard, which we consider to be the most effective tool for improving the quality of public services and improving the activities of local self-government bodies, several changes may occur: increasing the clarity and transparency of the activities of public authorities, ensuring customer satisfaction, effectiveness and consistency of work, rational use resources.

The decisive advantage of the ISO 9000 standards is the fact that, based on many years of global practice, they summarize the most rational requirements for
the quality system and establish uniform rules regulating the relationship between producers and consumers of products from the standpoint of their quality and stability in terms of market relations.

The main obstacles and risks of quality management system implementation are called: the task of obtaining a certificate, rather than improving the management system; lack of interest and personal participation of the management in the implementation of the quality management system; the mentality of management and officials who do not accept new solutions and are opponents of any new initiatives; misunderstanding of what the management system can and cannot provide to the governing body; too detailed regulation of activities and processes, which can lead to the development and implementation of a large number of documents capable of creating difficulties in work, rather than helping; officials do not quite understand the terminology of ISO standards; lack of a clearly defined goal of implementing ISO standards; insufficient methodical support of the quality system implementation process.

The system of providing public services and the quality management system is important at the level of territorial communities and is characterized by an organizational structure with a clear division of responsibilities, procedures, processes, and resources necessary to establish and achieve goals in the field of quality management. In the end, an effectively functioning system of public service provision and quality management can become a driving factor for determining the necessary changes in the system of public service provision and in particular the processes of providing administrative services, establishing the necessary resources, and further distribution of efforts to improve the situation and solve problems in the community.

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Література

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