ORGANIZATION OF HOUSING AND COMMUNAL SERVICES MANAGEMENT IN MOSCOW (USING THE GOLYANOVO DISTRICT AS AN EXAMPLE)

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Ekaterina A. Vetrova
Elena E. Kabanova

ABSTRACT
Since the last decade of the XX century, the sphere of housing maintenance and utilities has been undergoing a period of reform. Its main goal is to transfer the activities of economic entities in this area to market principles, to carry out a comprehensive modernization of its infrastructure, to ensure the economical use of all types of resources, to expand the range and to improve the quality of housing and public utility services. The problem of the study is that in modern conditions the housing maintenance and utilities is among the key life-supporting sectors of administrative-territorial entities and acts as an objective indicator of the level and quality of the population well-being, which contradicts the low efficiency of the housing maintenance and utilities management in certain territories. In some districts of the city of Moscow, it is in sharp contrast to the general advanced innovative level of management and the state of housing maintenance and utilities in the Russian capital.

Keywords: Housing maintenance and utilities. Housing and public utility services. Housing stock. Housing improvements. Public utility charge.

ORGANIZAÇÃO DA GESTÃO DE HABITAÇÃO E SERVIÇOS COMUNITÁRIOS EM MOSCOU (USANDO O DISTRITO DE GOLYANOVO COMO EXEMPLO)

ORGANIZACIÓN DE LA GESTIÓN DE VIVIENDAS Y SERVICIOS COMUNALES EN MOSCÚ (UTILIZANDO EL DISTRITO DE GOLYANOVO COMO EJEMPLO)

RESUMO
Desde a última década do século XX, a esfera da manutenção de moradias e utilidades vem passando por um período de reforma. O seu principal objetivo é transferir a atividade das entidades econômicas desta área aos princípios do mercado, realizar uma modernização integral das suas infraestruturas, assegurar a utilização económica de todos os tipos de recursos, alargar a gama e melhorar a qualidade da habitação, e serviços de utilidade pública. O problema do estudo é que em condições modernas a manutenção de moradias e utilidades está entre os principais setores de suporte à vida dos entes administrativo-territoriais e atua como um indicador objetivo do nível e qualidade de bem-estar da população, que contradiz a baixa eficiência da manutenção habitacional e gestão de utilidades em determinados territórios. Em alguns distritos da cidade de Moscou, está em nítido contraste com o nível inovador geral de gestão e o estado da manutenção de moradias e serviços públicos na capital russa.

RESUMEN
Desde la última década del siglo XX, el ámbito del mantenimiento de la vivienda y los servicios públicos ha experimentado un periodo de reforma. Su principal objetivo es trasladar las actividades de las entidades económicas en esta área a principios de mercado, llevar a cabo una modernización integral de su infraestructura, asegurar el uso económico de todo tipo de recursos, ampliar la oferta y mejorar la calidad de la vivienda, y servicios de utilidad pública. El problema del estudio es que en las condiciones modernas el mantenimiento de la vivienda y los servicios públicos se encuentran entre los sectores clave de sustento de vida de las entidades administrativas-territoriales y actúa como un indicador objetivo del nivel y calidad del bienestar de la población, lo que contradice la baja eficiencia del mantenimiento de la vivienda y la gestión de servicios públicos en determinados territorios. En algunos distritos de la ciudad de Moscú, está en marcado contraste con el nivel de gestión innovador avanzado general y el estado del mantenimiento de la vivienda y los servicios públicos en la capital rusa.


INTRODUCTION

The definition of the housing sector as an area of the national economy is presented in the law of the Russian Federation dated December 24, 1992, No. 4219-1 “On the fundamentals of the federal housing policy”; it includes the construction and reconstruction, management, maintenance and repair of the housing stock, structures and elements of engineering and social infrastructure. In turn, A.P. Zhukov considers housing maintenance and utilities in the region as a set of enterprises, services and other businesses for serving the population of the territory, as well as communal services that serve industrial enterprises supplying them with electricity, water, and gas.

Consider what the housing and communal complex is; what is its role in the life of the state and a separate administrative-territorial entity. To do this, we need to deal with such a concept as housing maintenance and utilities. The housing and communal complex is the most important part of the municipal economy. The standard of living of the population depends on the development of its infrastructure. This also applies to the living conditions of citizens in their houses and apartments, the state of the territory adjacent to the houses, as well as the possibility of obtaining a municipality in comfortable conditions. At the moment, a three-level management system for housing maintenance and utilities has developed in Russia. The state body that develops and implements state policy in the field of housing maintenance and utilities, as well as carries out legal regulation, is the Ministry of Construction and Housing maintenance and utilities of the Russian Federation. The priority area of activity of the Ministry of Construction, Housing and Utilities of the Russian Federation is to improve the quality of public services, which is achieved primarily by attracting private investment.

The state authorities of the constituent entities of the Russian Federation ensure uniformity in the implementation of housing policy, interact with local governments, implement the obligation to inform consumers of services provided by housing maintenance and utilities, and also exercise supervision and control over the provision of services. The necessary structural units are being created on the territories of the entities: ministries, departments, and committees. Thus, regional bodies in the constituent entities of the Russian Federation are engaged in the registration of transactions with residential premises, privatization, issuance of orders, considering those in need of improving housing conditions; they also provide control over activities in the field of housing maintenance and utilities, etc. The third level of public administration in the field of housing maintenance and utilities is made up of local self-government bodies: within the limits of their competence and the competence transferred to the State Management System of Housing maintenance and utilities, they are designed to harmoniously complement market institutions and management mechanisms.

Enterprises in the sphere of housing maintenance and utilities need to revise and eliminate the debt that has been accumulated over the years by conducting an inventory of property, restructuring and writing off debts. This is the primary measure required for the general modernization of the sector. The state has prepared a transition to full payment by all categories of citizens for its services, that is, subsidies for enterprises in the housing and utilities sector are excluded from the procedure and direct financing is introduced, that is, a system of targeted housing subsidies credited to personalized accounts of citizens.

At present, it is difficult for enterprises in the housing maintenance and utilities sector to find their own funds for the modernization and renovation of operational facilities, because fees for services rendered are often not enough even to cover operating costs, which is due to the low tariff rate, as well as low payment discipline of consumers. Provided that economically justified tariffs are established for paying for housing and public utility services and a modernized complex of facilities is established for provisioning the services, it will ensure high attractiveness of the sector for third-party investors.

Under such conditions, it is necessary to implement measures to create “transparency” in management, that is, openness and accessibility of all subjects of the sphere to timely receipt of complete information, which is assumed through the implementation of the GIS project for housing maintenance and utilities. This project involves a detailed disclosure about all housing stock, provided utilities, disclosure of information on measures taken and implemented to modernize the housing stock, the degree of improvement of residential buildings, information on housing maintenance and utilities enterprises, tariffs, etc.

Reforming the sphere of housing maintenance and utilities presupposes the awareness and desire to create a highly competitive sphere, which will allow the industry to develop and create preconditions for the infusion of third-party investments. At the same time, ensuring a competitive environment is possible only under strict control by the state to prevent unfair or limited competition.
RESEARCH METHODS

The theoretical and methodological basis of the study was the provisions of Russian and foreign researchers on the general theory of management, and also on public administration of housing maintenance and utilities. The research methods were analysis, synthesis, induction, deduction, system-structural, formal-logical, concrete historical approach, comparison method, questionnaire, expert method, etc.

The information base of the study was statistical data from the Federal State Statistics Service of the Russian Federation, the Department of Housing and Utilities of the City of Moscow, the Housing and Utilities Office in the Prefecture of the Eastern Administrative District of Moscow, the Golyanovo District Administration of the City of Moscow, federal and regional regulations of the Russian Federation, articles from leading periodicals, materials of scientific conferences and seminars, general and special literature of domestic authors in the field of housing maintenance and utilities and public administration, thematic Internet pages, analytical data of management companies.

RESULTS

The development of the housing sector is directly related to the level of development of the region, its production base, which largely predetermines the features of the housing sector and the housing and communal complex in general. The problems of the development of the communal infrastructure in Russian cities are associated, first, with imbalances at the macroeconomic level, as well as with political and administrative factors: the lack of effective resource provision for the activities of the public authorities, deformation of relations with regional and federal authorities, the uncertainty of the specifics of municipal property, and the low level of efficiency of its use (FROLOVA, KABANOVA, 2017). According to a number of indicators, the Golyanovo district is one of the least prosperous in Moscow in terms of the quality of life with regard to:

- Public safety;
- Ecology;
- Improvement of territories.

In this regard, increased attention is paid to the housing maintenance and utilities administration of the district. The fundamental principles in the development and further activities of the housing maintenance and utilities of the Golyanovo district are the functionality of the constituent structures of the housing maintenance and utilities sector, the effective solution of emerging issues, the urgent, prompt and high-quality provision of communal services to the population, compliance with international standards and advanced technologies. After analyzing the situation, the Golyanovo District Administration concluded that, despite a somewhat slower growth, the total volume of living space increased. Despite the decrease in the rate of population growth, there is an increase in the provision of housing. Table 1 shows the characteristics of the housing stock structure in the area.

### Table 1 – The structure of the housing stock of the Golyanovo district as of 01.01.2020

<table>
<thead>
<tr>
<th>Index</th>
<th>Gross residential area</th>
<th>Living area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing stock built before 1960.</td>
<td>9.7</td>
<td>10.2</td>
</tr>
<tr>
<td>Housing stock built in 1960-1979</td>
<td>36.8</td>
<td>40.4</td>
</tr>
<tr>
<td>Housing stock built in 1980-1992</td>
<td>22.3</td>
<td>23.7</td>
</tr>
<tr>
<td>Housing stock built in 1993-2000</td>
<td>4.9</td>
<td>4.9</td>
</tr>
<tr>
<td>Housing stock built after 2000</td>
<td>26.2</td>
<td>20.9</td>
</tr>
<tr>
<td>Total</td>
<td>100</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Search data.

The district is one of the least prosperous in terms of the age of the housing stock. Only 25% of housing can be classified as modern, with the appropriate infrastructure. For 3 years, the indicator of dilapidated housing, as well as premises in disrepair remains stable. We also note that at the moment in the Golyanovo area, the buildings of the so-called aged stock predominate, which require, accordingly, much higher costs from the budget for maintenance and capital repairs than modern buildings. Table 2 shows the distribution of the housing stock of the Golyanovo district by ownership.
Table 2 - Distribution of the housing stock in the Golyanovo district by ownership

<table>
<thead>
<tr>
<th>Year</th>
<th>Municipal stock</th>
<th>housing</th>
<th>Condominium partnership</th>
<th>Housing associations</th>
<th>Private property</th>
<th>Municipal residential facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>As of 01.01.2018</td>
<td>52,60%</td>
<td>36,60%</td>
<td>1,50%</td>
<td>6,80%</td>
<td>2,50%</td>
<td></td>
</tr>
<tr>
<td>As of 01.01.2019</td>
<td>49,20%</td>
<td>41,10%</td>
<td>1,90%</td>
<td>6,30%</td>
<td>1,50%</td>
<td></td>
</tr>
<tr>
<td>As of 01.01.2020</td>
<td>47,10%</td>
<td>43,90%</td>
<td>1,80%</td>
<td>6,10%</td>
<td>1,10%</td>
<td></td>
</tr>
</tbody>
</table>

Source: Search data.

The solution of maintenance and capital repairs issues depends equally on the form of ownership and the form of management. At the same time, the condominium partnership is the undisputed leader. For a complete analysis of the activities of the housing maintenance and utilities in the Golyanovo district, we will consider the features of financial relations in this area, tab. 3.

Table 3 - Summary parameters of financing the housing maintenance and utilities sector in the Golyanovo district for 2017-2019, thousand roubles

<table>
<thead>
<tr>
<th>Index</th>
<th>2017 r.</th>
<th>2018 r.</th>
<th>2019 r.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Expenses for operation and capital repairs in housing maintenance and utilities</td>
<td>97091,4</td>
<td>128568</td>
<td>168243</td>
</tr>
<tr>
<td>1. Expenses for the operation of the housing stock</td>
<td>90091,5</td>
<td>118963</td>
<td>138534</td>
</tr>
<tr>
<td>1.1. Household maintenance</td>
<td>70229,3</td>
<td>93064,8</td>
<td>106094</td>
</tr>
<tr>
<td>1.2. Maintenance of the housing stock</td>
<td>13664</td>
<td>18218,7</td>
<td>22773,4</td>
</tr>
<tr>
<td>1.3. Technical inventory</td>
<td>538,74</td>
<td>738</td>
<td>848,7</td>
</tr>
<tr>
<td>1.4. Customer service content</td>
<td>3124,53</td>
<td>3810,4</td>
<td>5029,73</td>
</tr>
<tr>
<td>1.5 Others</td>
<td>2034,94</td>
<td>3100,68</td>
<td>3788,12</td>
</tr>
<tr>
<td>2. Expenses for capital repairs of the housing stock</td>
<td>6969,88</td>
<td>9805,8</td>
<td>30709</td>
</tr>
<tr>
<td>Income from operation and capital repairs of housing maintenance and utilities</td>
<td>56078</td>
<td>74603,4</td>
<td>90993,6</td>
</tr>
<tr>
<td>Payment for housing under a lease agreement</td>
<td>9352,99</td>
<td>12622,1</td>
<td>14136,8</td>
</tr>
<tr>
<td>Payment for services targeted for the maintenance and repair of the housing stock</td>
<td>43825</td>
<td>58665,7</td>
<td>72622,7</td>
</tr>
<tr>
<td>Different incomes</td>
<td>279,997</td>
<td>341,46</td>
<td>423,41</td>
</tr>
<tr>
<td>Budgetary appropriations</td>
<td>41013,4</td>
<td>53865</td>
<td>78249,2</td>
</tr>
</tbody>
</table>

Source: Search data.

The basis for financing housing maintenance and utilities is subsidies. In the future, introduction of self-sufficiency is planned in the process of reforms in the sphere of housing maintenance and utilities. At the moment, the issue of subsidies in the Golyanovo area is not, unfortunately, as we would like. The structure of the costs of financing the housing maintenance and utilities of the district is shown in Graphic1. A large share of financial costs falls on the cost of operating the housing stock, a smaller part remains on the cost of capital repairs of the housing stock.

Graphic 1 - Dynamics of expenses of housing and maintenance and utilities in Golyanovo

Source: Search data.
The main priority of spending on housing maintenance and utilities is the household maintenance.

**Graphic 2 - Dynamics of incomes of housing maintenance and utilities in Golyanovo**

![Budgetary appropriations and different income](image)

**Source:** Search data.

The income of the housing maintenance and utilities (Graphic 2) is a combination of three aspects: the receipt of funds from citizens paying for housing under lease agreements, payment by the population for the maintenance and repair of the housing stock (which is the main source of income), as well as different incomes (this item is the minimum part of the income). Table 4 shows the indicators of collectability of payments for housing maintenance and utilities in the district.

**Table 4 – Dynamics of collectability of public utility charges in the Golyanovo district, %**

<table>
<thead>
<tr>
<th>Index</th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>The established level of payment for housing maintenance and utilities by the population, %</td>
<td>100</td>
<td>100</td>
<td>100</td>
</tr>
<tr>
<td>Collectability of payments from the population for housing maintenance and utilities, %</td>
<td>96.18</td>
<td>96.94</td>
<td>97.6</td>
</tr>
</tbody>
</table>

**Source:** Search data.

As for the collectability of public utility charges, it is quite high (see Table 4) and is constantly increasing. Unfortunately, despite the activity of the Golyanovo District Administration in promoting reforms in housing maintenance and utilities, there is an increase in public utility charges, which negatively affects the financial well-being of the population. Citizens in need of support are provided with material assistance in the form of subsidies. In this situation, there is an active growth in the collectability of public utility charges, which is facilitated by all kinds of actions, as well as the activities of the media, and also engineering centres.

From the above it follows that funding from the city budget is necessary for the functioning of the entire system of housing maintenance and utilities. The main source of the notional budget for housing maintenance and utilities is the receipt of budgetary appropriations (mainly from funds for the specific purpose of financing capital repairs). In the future, it is planned to intensify the participation of the owners directly in paying for capital repairs of the housing stock. An important role in solving this issue is played by the search for ways to reduce the cost of work required for capital repairs.

The current state of the problem on providing housing for various categories of citizens can be characterized as very deplorable: the provision of housing is several times less than in developed countries; and a large number of families live in unfavourable housing conditions even in prosperous areas of the Russian capital. Payment for housing maintenance and utilities does not correspond to the incomes of the majority population. An effective public policy in housing maintenance and utilities is the basis for ensuring its economic security. Its key task is to implement a set of interrelated and balanced measures of state influence aimed at realizing the constitutional right of citizens to housing, which is the basis for the development of housing maintenance and utilities. At the same time, the priority is to neutralize negative trends aimed at containing various kinds of dangers, risks, and threats to the normal functioning of the housing and communal infrastructure.
DISCUSSION

Several surveys were conducted for a deeper analysis of the performance in the work of the housing maintenance and utilities of the Golyanovo district to reveal both positive and negative assessments of the activities and management in the field of housing maintenance and utilities.

For a more complete picture, sociological studies were carried out on the effectiveness of the work of municipal services in the Golyanovo district. A specially prepared and approved questionnaire was used for the survey. The responses of 20 experts were studied (employees of the Eastern Administrative District Prefecture, Golyanovo District Administrations, representatives of condominium partnerships, and other management companies).

According to the results of the survey, it turned out that 12 people (and this is 60% of experts) believe that the housing maintenance and utilities of the Golyanovo district need support, reform and development; only two experts (10%) said that they observe an improvement in the development of housing maintenance and utilities of the Golyanovo district.

17 people (85%) noted that there was no improvement. It is especially worth noting that the Golyanovo district, like the Eastern Administrative District as a whole, is one of the least developed and prosperous areas of the Russian capital; however, city and local authorities are systematically working to ensure the proper quality and urban standards of services. This confirms the uninterrupted and high-quality provision of public utilities (water supply, heat supply, gas supply, power supply) to the population.

85% of the respondents assessed the general condition of the housing maintenance and utilities of the Golyanovo district positively. In addition, 18 experts (90%) assessed the urgency of pressing problems, which resulted in the satisfactory assessment of the results of the housing maintenance and utilities activities.

The quality of management of the Golyanovo District Administration regarding the housing maintenance and utilities was also assessed. 5 experts spoke negatively about the quality of management, 12 experts rated it satisfactory, and 3 experts rated it "good". Experts unanimously admit the existence of competition in the market of utilities as the main condition for a favourable reform of the housing maintenance and utilities sector. It is this factor that can stimulate the further development of the housing and utilities sector.

At this stage, experts recognized the level of competition as unsatisfactory. The qualifications and professionalism of the administrative staff of the housing maintenance and utilities were assessed satisfactorily by experts. Only 3 out of 20 experts gave a positive assessment.

It seems that this situation significantly slows down the reform of the housing maintenance and utilities sector of the district. Polls related to the quality of received housing maintenance and utilities were conducted directly among the population of the Golyanovo district as the actual recipient of these services.

The quality of services provided by the municipal services of the Golyanovo district was assessed by 100 people aged 18 to 92 and of both sexes (68% women, 32% men), of various social status, which ensured a fairly high representativeness of the sample. The survey was conducted in November-December, 2019, personally by the authors of this work. Particular attention was paid to assessing the quality of service to the population by services of the housing maintenance and utilities sector (Table 5).

The assessment criterion was the satisfactory rate, i.e. “the ratio of the sum of positive assessments (fully satisfied and rather satisfied people) to the sum of negative assessments (rather did not satisfy and did not satisfy in full).” Considering that the average indicator for the Russian Federation is not more than 1 point, it can be said that the indicator of the Golyanovo district is quite high (2.66 points), but much lower than the total Graphic for Moscow. Such spheres as electricity supply, gas supply, heat supply, and water supply were considered.
Table 5 - Assessment by residents of the Golyanovo district of the quality of services and maintenance by enterprises and institutions of the housing maintenance and utilities, % of the total number of survey participants

<table>
<thead>
<tr>
<th>Satisfaction score</th>
<th>Rather satisfied, %</th>
<th>Rather dissatisfied, %</th>
<th>Satisfaction rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gas supply</td>
<td>88</td>
<td>12</td>
<td>7.33</td>
</tr>
<tr>
<td>Cold water supply</td>
<td>74</td>
<td>26</td>
<td>2.85</td>
</tr>
<tr>
<td>Power supply</td>
<td>88</td>
<td>12</td>
<td>7.33</td>
</tr>
<tr>
<td>Hot water supply</td>
<td>83</td>
<td>17</td>
<td>4.88</td>
</tr>
<tr>
<td>Housing improvements</td>
<td>72</td>
<td>28</td>
<td>2.57</td>
</tr>
<tr>
<td>Heating</td>
<td>82</td>
<td>18</td>
<td>4.56</td>
</tr>
<tr>
<td>Elevator facilities</td>
<td>66</td>
<td>34</td>
<td>1.94</td>
</tr>
<tr>
<td>Maintenance and servicing of yards</td>
<td>66</td>
<td>34</td>
<td>1.94</td>
</tr>
<tr>
<td>Condominium partnership and (or) management company, local building-utilities administrator office</td>
<td>43</td>
<td>57</td>
<td>0.75</td>
</tr>
<tr>
<td>Maintenance and service of houses</td>
<td>85</td>
<td>35</td>
<td>1.86</td>
</tr>
</tbody>
</table>

Satisfaction Index 2.68

Source: Search data.

Unfortunately, such spheres of housing maintenance and utilities as maintenance and upkeep of elevator equipment; courtyards and adjacent territories; condominium partnership, local building-utilities administrator offices and management companies (1-2 points) leave much to be desired. During the survey, it was revealed that 5% of respondents live in a recognized as being in emergency or dilapidated residential buildings in the Golyanovo district. And this is a very high indicator, which indicates a low level of well-being of the population due to the availability of certain housing problems.

Judging by the results of the survey in Moscow, the capital repairs of the housing stock is carried out to a greater extent. At the same time, the interviewed citizens gave quite positive assessments of the quality of the work performed (Graphic 3). Also, active work on the improvement and housing improvements of yards and adjacent territories is noted (Graphic 4). Improvement is able to mitigate all the negative factors of population living in a metropolis, and to create conditions for a healthy and comfortable life in it. Improvement measures significantly enhance the ecological state of a large city, its sanitary and hygienic and aesthetic conditions (Kozyrev Maxim S., et al., 2019).

Separately, we note that the capital repairs of the housing stock and the improvement of territories is carried out mainly at the expense of special funds, since financing at the expense of the owners of residential premises covers the costs of utilities only to a small extent. Nevertheless, the reform of housing maintenance and utilities is moving in the right direction, as evidenced by the growth of the number of condominium partnerships (21% of the surveyed citizens live in apartment buildings managed by condominium partnerships).

Graphic 3 - Assessment of satisfaction level with capital repairs, subject to its implementation, % of survey participants who have had capital repairs of their residential buildings over the past 5 years

Source: Search data.
Graphic 4 – Level of satisfaction with urban garden and housing improvements works, % of survey participants who have had these works in the last 5 years

Source: Search data.

Despite favourable forecasts for reforming the housing maintenance and utilities in the Golyanovo district, 64% of citizens are dissatisfied with the changes in the quality of housing maintenance and utilities provided. 14% of citizens gave a categorically negative assessment of the results of reforming the housing maintenance and utilities, see Graphic 5.

Graphic 5 – Assessment of changes in the quality of received housing and public utility services based on the results of reforms, % of the total number of survey participants

Source: Search data.

\(^1\)Compiled by the author based on the results of a population survey.
As a result of the research conducted, it was found that it is precisely the presence of corruption that is a brake on the promotion of reforms and the development of housing maintenance and utilities (Graphic 6). Moreover, 77% of the population paid attention to this moment. It is also worth noting the extremely high level of corruption and the deterioration of the situation. The issue of discrepancy between the levels of prices for the provided utilities in relation to the quality of the services rendered was especially acutely discussed (Graphic 7). Emphasis was placed on the too high level of tariffs for housing maintenance and utilities. All this may well serve as a reason for the delay or absence of payments from the population for housing and public utility services and works.

**Graphic 6** – Assessment by respondents of the current level of corruption in the housing and utilities sector, % of the total number of survey participants

![Graphic 6](image)

Source: Search data.

**Graphic 7** – Assessment of the level of tariffs for housing and public utility services and its compliance with the level of services provided, % of the total number of survey participants

![Graphic 7](image)

Source: Search data.
However, the above-described problems are observed not only in the Golyanovo district. According to the results of research in this area, not everything is going well in Moscow. Let’s note the issues to which we should pay attention in order to ensure systemic improvements:

- The problem of dilapidated and failing housing stock;
- Improvement and reconstruction of the communal engineering system;
- Reforming financial relations;
- Emphasis on competitiveness in the field of housing maintenance and utilities;
- Activation of monitoring.

CONCLUSIONS

The study showed that due to economic, technological and social reasons, the development and reform of the housing maintenance and utilities proceeds slowly and with great delays. Regarding the implementation of reforms in the housing maintenance and utilities of the Golyanovo district, it is worth noting the tasks to which it is necessary to pay increased attention:

- Revise the structure of management of housing maintenance and utilities with a view to eliminating corruption, as well as to take control of issues of public control in the field of housing maintenance and utilities;
- Actively develop and reform all sectors of the housing maintenance and utilities;
- Raise the qualifications and professionalism of employees of the housing maintenance and utilities sphere, as well as raising the level of literacy of the management apparatus;
- Control over financing of housing maintenance and utilities and development of non-budgetary financing systems;
- Attract innovative ideas and technologies, including through the generation of ideas by the population and all interested parties;
- Actively use monitoring to improve the analysis of situations in the process of reforming the housing maintenance and utilities.

To solve the identified problems, it is possible to develop the following areas:

I. Improvement of public control over the housing maintenance and utilities of the district

At present, the public control of the districts in the Russian capital, including Golyanovo, is organizing a network of public organizations, including associations for the protection of consumer rights and non-profit organizations in order to systematize the work with appeals on emerging problems in the field of housing maintenance and utilities. These organizations include councils of apartment buildings, condominium partnerships, community councils of municipalities, civic chambers, a regional community council, and a consulting centre for housing maintenance and utilities. Note that at present, in fact, full-fledged public councils of municipalities are inactive in Golyanovo. In addition, some of the condominium partnerships and councils of apartment buildings actually do not have the tools to influence the situation in the field of housing maintenance and utilities.

Thus, administrative changes are needed to improve the current situation. It is proposed to form a coordinating council under the Administration comprised of the head of the Administration and his/her deputies, the head of the Department of Housing maintenance and utilities and provision of urban amenities in the Administration of the Golyanovo District, the public council, the heads of the most efficient enterprises of the housing maintenance and utilities of the district, as well as the head of the consulting and legal centre. In turn, the public council should be formed from the chairmen of the condominium partnerships and councils of multi-unit apartment buildings.

To simplify the collection of information and receive feedback, it is recommended to create an interactive information resource "Portal for life in the Golyanovo District", a link to which must be posted on the sites. The Internet resource should include the following important sections:
1) Public Council (interaction with consumers by authorities in the field of housing maintenance and utilities, the formation of criteria for the activities of the management companies)

2) Enterprises of housing maintenance and utilities sphere (posting information about the activities of the condominium partnerships, participation in the rating of enterprises of housing maintenance and utilities to improve their performance);

3) Department of Housing maintenance and utilities and provision of urban amenities of the Golyanovo District Administration (feedback from the regulatory authorities);

4) Consumers (fixing the violation, sending their complaints, evaluating the work of the management companies).

The main functions of the formed system of public control will be expert and consulting, as well as active assistance in the formation of an educational environment in the field of housing maintenance and utilities. The network of public organizations or the public control institution in the Golyanovo district formed in the proposed manner will allow assisting the Department of Housing maintenance and utilities and provision of urban amenities in the Golyanovo District Administration in exercising a control function over the implementation of the activities by the organizations related to the housing maintenance and utilities sector of this administrative district of the Russian capital.

2. Improvement of the management system for residential multi-apartment buildings (MABs)

Implementation of management activities in the Department of Housing maintenance and utilities and Provision of urban amenities in the Golyanovo District Administration requires that more transparent and understandable algorithms for choosing management methods should be determined, which should be based on the following key criteria reflecting the state of dwellings and the corresponding communal infrastructure:

- Features of the technical condition of the dwellings;
- The specifics of the sanitary condition of housing;
- Ensuring physical security from criminal encroachments (note that the Golyanovo district remains one of the least safe in the capital in terms of the crime situation);
- Provision of urban amenities and cleanliness of the surrounding area;
- Social situation, environment and neighbours;
- Availability of housing and the quality of housing and public utility services;
- The state of the current debt on payment for housing and public utility services;
- Redevelopment history and possibilities.

As noted above in the relevant sections of the analytical chapter of the study, the process of choosing forms for management of apartment buildings was carried out in the district, with the priority given to condominium partnerships. We would like to note that the corresponding process was often declarative and imperative, in other words, the management bodies of housing maintenance and utilities, and the Golyanovo District Administration determined some planned indicators and, on their basis, sometimes pursued an aggressive policy to increase the share of residential buildings under the management of condominium partnerships.

This was done by methods of information and persuasion, however, the practice of administrative pressure and abuse when creating a condominium partnership is often encountered. Slightly above, there are 8 keypoints, a detailed analysis of which allows us to make a relatively conscious choice of one or another form of management of your residential apartment building. Obviously, the individual characteristics of each house do not allow imposing the choice of the form of management in accordance with the "raw plan." The result of such activities is a fictitious (illegal) or "stillborn" state of such a condominium partnership, when the latter performs the function of a redundant intermediary between the owners of residential premises and the management company, to which, in fact, all powers to manage the house have been delegated. In addition, such a "pyramid" does not promote financial transparency; on the contrary, it stimulates various abuses and generates corruption.

It seems that in addition to a scientifically grounded and balanced approach to information, analytical and legal support for owners in terms of choosing a form of management of a residential apartment building, the
Golyanovo District Administration should also monitor the compliance of the managerial forms already selected by the population (based, among others, on the above criteria) with their actual needs, taking into account the characteristics of living conditions and management activities.

Particular attention should be paid to those cases when the functioning of a condominium partnership is carried out only on paper; when establishing unregulated tariffs, condominium partnerships refer to general standards and do not pursue a competitive policy. We should be based on the requirement and analysis of the reports of condominium partnerships, the results of the general meetings of their members, and we also should monitor the actual satisfaction of the owners with the activities of the created condominium partnerships based on their regular surveys. Another key goal of such monitoring should be the elimination of the practice of fictitious activities performed by condominium partnerships (when all the powers to manage a residential multi-apartment building are automatically delegated by a condominium partnership to a management company).

3. Integral rising of the ICT competence demonstrated by employees of the Golyanovo District Administration related to the solution of issues concerning management of housing maintenance and utilities and the implementation of housing and communal reform

For this purpose, training for all relevant employees should be conducted, taking into account the need and importance of the qualified use of ICT for monitoring the state of the industry and implementing promising reform programs, bringing the level of ICT knowledge to the value of “advanced and experienced user”, with constant and steady monitoring and control of the ICT competency level.

To do this, ICT charts reflecting the competencies of public servants of the administration involved in solving issues on housing maintenance and utilities management and carrying out housing and communal reform should be formed, taking into account the new requirements for the possession of computer technology and for the purpose of drawing up promising training programs.

4. Optimization of activities in the field of provision of urban amenities of the Golyanovo district.

The conducted analytical research showed that there are also problems and contradictions in the area of provision of urban amenities; within the context of the powers exercised by the Golyanovo District Administration, we would like to especially point out such problems as the lack of an informatization system for provision of urban amenities. In fact, the recommendations shown below are aimed at eliminating these shortcomings. The first and key problem in the field of provision of urban amenities is the lack of comprehensive monitoring of the state and problems on provisioning urban amenities. This problem is localized at various levels, including:

- Due to the partial transfer of managing the provision of urban amenities to private (commercial) organizations. A situation arises when the generally autonomous system of provision of urban amenities in regions and districts of Moscow is “mixed” with the system of provision of urban amenities of the entire metropolitan city. This leads to the inadequacy of municipal statistics, as well as the problems of identifying indicators and problems of provision of urban amenities specifically for the specific region or district;
- Due to the lack of information systems for monitoring the state of provision of urban amenities;
- Due to the multi-subject nature of the contractors performing works on the provision of urban amenities.

The works are also carried out by many contractors. Competition, of course, is a factor that stimulates the optimization of work on the provision of urban amenities in the territory of the district, but in the conditions of existence of systems for monitoring the state in the field of provision of urban amenities this leads to a lack of a clear understanding of the nature of the work performed. To eliminate the above problems and contradictions, it is necessary to intensify the work on monitoring the provision of urban amenities system of the Golyanovo district. Within the competence of the Golyanovo District Administration, the elements of such monitoring should be:

- Inventorying the intra-quarter and intra-courtyard driveways and territories, green spaces, residential buildings, administrative, office, public, industrial and other buildings located in the territory of the Golyanovo district;
• Studying the state of advertising and poster information products;
• Studying the state of street lighting and signalling and indicating devices;
• Studying the state of courtyard territories, places of recreation and life of residents, and also adjacent territories;
• Collection and analysis of inventory data; formation, consideration and decision-making, setting the timing for the priority and subsequent volumes of work;
• Development of a list of works on the provision of urban amenities of the territory of the Golyanovo district.

Of course, this monitoring should be carried out separately and exclusively by micro-districts, and not a district. Effective organization of work on monitoring the sphere of provisioning urban amenities of the district is possible only with the use of an adequate information system. Such systems have been introduced in several districts of the Russian capital, which are more prosperous in terms of public utilities and infrastructure.

The changes made will lead to the following: the costs of operation and capital repairs in the housing maintenance and utilities will be reduced by 5%; income from operation and capital repairs in the housing maintenance and utilities will increase by 7%; the budget deficit of housing maintenance and utilities will be reduced by 17.55%, and the need for budgetary allocations will decrease by 423,086 thousand roubles. Against this background, the collection rate of payments for housing maintenance and utilities will increase by 0.5% (among other things, also due to the growth of satisfaction of the population with housing and public utility services), which, ultimately, will lead to an increase in the potential of the housing maintenance and utilities of the Golyanovo district up to 73.14% (with an optimal value of 75%). In this regard, it is necessary to create a system of state regulation of the housing maintenance and utilities sphere, considering the rational use of new modern technologies in the development of territories in order to increase the efficiency of functioning and ensure sustainable development of the industry (EVSTRATOVA, et. al., 2019).

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1Candidate of Economic Sciences, Associate Professor, Faculty of Management, Russian State Social University, Russian Federation, Moscow. E-mail: evetrova@yandex.ru. ORCID: https://orcid.org/0000-0002-7793-1888.

2Candidate of Sociological Sciences, Associate Professor, Faculty of Management, Russian State Social University, Russian Federation, Moscow. E-mail: cool80@list.ru. ORCID: https://orcid.org/0000-0002-9983-8158.

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