MUNICIPAL SERVICES AND PECULIARITIES OF REGULATING THE PROCESS OF THEIR PROVISION
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ABSTRACT
Despite the great social importance of providing services to the population, solving this problem is complicated at present by difficulties associated with the lack of a unified methodology for managing services at the level of municipal entities, state social minimum standards, and also not fully resolved issues of delimiting powers and subjects of jurisdiction between the levels of government. It is necessary to understand that the provision of services to the local population, among other things, is the basis for the multiplicative development of the economy of a municipal entity. In modern conditions, there is a need to make some clarifications in the conceptual apparatus, highlighting the services provided to the population on the territory of a municipal entity ensuring the life of the local community. Currently, the legislation of the Russian Federation does not contain a clear definition of municipal functions, services, and works. The legislative acts regulating the basis for the provision of municipal services do not cover the entire range of actually provided services and are not coordinated with each other.

Keywords: Municipal entity. Income. Management. Municipal services. Quality of services.

RESUMEN
A pesar de la gran importancia social que tiene la prestación de servicios a la población, la solución de este problema se complica actualmente por las dificultades asociadas a la falta de una metodología unificada de gestión de los servicios de entes municipales, parrillas sociales mínimas estaduales, y también de forma incompleta, resolvió cuestiones de delimitación de poderes y sujetos de jurisdicción entre los niveles de gobierno. Es preciso entender que la prestación de servicios a la población local, entre otras cosas, es clave para el desarrollo multiplicativo de la economía de un ente municipal. En condiciones modernas, es necesario hacer algunos esclarecimientos en el aparato conceptual, destacando los servicios prestados a la población en el territorio de un ente municipal garantizador de la vida de la comunidad local. Actualmente, la legislación de la Federación de Rusia no contiene una definición clara de las funciones, servicios y obras municipales. Los actos legislativos que regulan a base de la prestación de los servicios municipales no abrangan a totalidad de los servicios efetivamente prestados y no están articulados entre sí.


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INTRODUCTION

The version of the Budget Code of the Russian Federation (BC RF), which entered into force on January 1, 2011, defines municipal services as services provided by local governments, municipal institutions and, in cases established by the legislation of the Russian Federation, by other legal entities. Moreover, according to Article 69.2 of the Budget Code of the Russian Federation, the provision of municipal services by budgetary and autonomous institutions of all levels can be carried out only in accordance with the municipal assignment. The assignment establishes requirements for the quality and (or) volume (content), conditions, procedure and results of the provision of services.

Federal Law No. 210-FZ adopted on July 27, 2010, "On the organization of the provision of state (municipal) services" only regulates relations arising in connection with the provision of state and municipal services by federal, regional and local executive bodies, bodies of state extra-budgetary funds, as well as organizations participating in the provision of these services at the request of applicants as part of the implementation by state (municipal) authorities of their executive and administrative functions. The law also regulates legal relationships arising in connection with the provision of services in digital form. The law interprets state and municipal services as activities for the implementation of state and municipal functions, which are carried out at the request of applicants, in accordance with the established regulatory legal acts within the powers of the relevant authorities (paragraphs 1-2 of Article 2).

METHODS

Despite the significant contribution of scientists to the development of the theory of the service sector and the municipal economy, insufficient attention is paid in scientific publications to the organization of the provision of municipal services in general and institutions of various forms of ownership financed by the budget, in particular, this necessitates theoretical and methodological research in this direction. The work is based on a systematic approach, methods and means of statistical, economic and logical analysis. These tools were used in various combinations at different stages of the study, which made it possible to ensure the scientific credibility of the final results, conclusions and recommendations.

DISCUSSION AND RESULTS

The current system of legal regulation for the provision of municipal services is characterized by severe shortcomings. First, there is no single definition of a municipal service as such. The "parallellism" of the existing definitions prevents a clear identification and concretization of the types of activities implemented by state and local authorities at all levels. In addition, federal legislation completely lacks definitions of the concepts of "municipal functions" and "municipal works". And these concepts are directly related to the concept of municipal services: services are defined through functions in the interpretation of Law No. 210-FZ and work should be separated from services in the municipal assignment.

Secondly, clause 2 of Article 210-FZ, according to which the scope of this law "also applies to the activities of organizations participating in the provision of state and municipal services provided for in part 1 of this Article", is ambiguous. An organization participating in the provision of services can be understood as a multifunctional centre for the provision of services (this is directly defined in Law No. 210-FZ), or maybe an organization, which is a service provider. In the absence of clear legislative definitions, the regulation of the provision of municipal services at all levels of public authority today is based on the existing law enforcement practice and scattered by-laws of the federal level. This creates the uncertainties as follows:

- In the formation of a system of administrative regulations and standards for the provision of services, thereby complicating their implementation in the practice of municipal management;
- When differentiating municipal services for the purpose of reforming the network of municipal institutions, which prevents the development of the practice on providing services by autonomous institutions.

These problems severely complicate the work of local self-government bodies. Their most grave consequences are the following:
1) According to Article 6 and Article 29 of Law No. 210-FZ, administrative regulations for the provision of services should be developed and adopted within two years from the date of entry into force of this Law; they are regulatory legal acts establishing the procedure and the standard for the provision of municipal services. Taking into account the gaps in the definitions disclosed above, the legislation does not give an unambiguous question regarding the obligation to develop administrative regulations for a significant number of services. Thus, it is not clear whether municipal institutions of education, health care and social protection are involved in the provision of services. Accordingly, there is uncertainty about the obligation to develop administrative regulations for a significant number of services that do not fall within the scope of this law. Thus, the legislative lack of regulation of basic concepts in the field of service provision hinders the introduction of a system of administrative regulations and standards for service provision aimed at increasing transparency, streamlining the rights and obligations of consumers and service providers.

2) According to paragraph 1 of Article 2 of the Federal Law dated November 3, 2006 No. 174-FZ "On Autonomous Institutions", paragraph 1 of Article 9.2 of the Federal Law dated January 12, 1996 No. 7-FZ "On Non-Commercial Organizations" (as amended with effect from 1 January 2011), municipal, budgetary, and autonomous institutions are created to perform work and provide services. The legislation does not provide for the possibility of budgetary and autonomous institutions performing municipal functions (as opposed to state institutions). However, in the absence of a clear definition of their functions, it is not possible to unequivocally answer the question, whether an autonomous and budgetary institution has or has no a competence to function in a number of areas. An example of such an area is the certification of workplaces carried out in accordance with the legislation of the Russian Federation on labour protection. Thus, the lack of legislative regulation of basic concepts in the field of service provision directly impedes reforming the network of municipal institutions and developing the practice of provision for services by autonomous institutions.

To highlight these services, it is necessary to determine the meaning of the concept of “service” to identify its inherent properties. The economic term “service” was first introduced into scientific circulation by the French economist Jean-Baptiste Say (SEY & BASTIAT, 2000) in his work “Treatise on Political Economy”. However, scientists began to study more intensively the essential concepts and classification features of the concept of “service” only in the XX century. Since that time, service activities began to develop intensively, occupying significant positions in the economies of various countries. The emergence of new forms of service required a deeper study of them. Currently, there is no common understanding of the term “service”. Depending on the level of research, the service is most often considered in the following aspects:

- A service is an intangible activity, action or work that is considered either as an action or as a result of labour activity in the form of a useful labour effect, which can be embodied both in goods and in an intangible form (Marx & Engels Works);
- A service is an activity in which at least two economic units take part. The focus is on the properties of the service: immateriality and intangibility (MARKOVA, 1998);
- A service is an activity or result of interaction between a contractor and a consumer, the purpose of which is to satisfy certain needs (NAKARYAKOVA, 2001);
- A service is an economic activity that directly satisfies the personal needs of members of society or households, or the needs of society as a whole; and is not embodied in material form (PANKRATIEVA, 1998).

The variety of definitions of a service causes difficulties in determining the composition of the service sector, i.e. complex of enterprises, institutions, organizations and types of activities engaged in the production of a variety of services (STAKHANOV, 2001). In modern conditions, there is a need to introduce an additional conceptual apparatus highlighting the services provided to the population on the territory of a particular municipal entity ensuring the life of the local community. Municipal economy is the economy of providing services to the population.

The subject of its activity is mobilization and the most effective use of all economic resources of the territory (regardless of the form of ownership) for the provision of municipal services. The mood of people, their attitude to local government in particular, and also to government, and social stability in society in general depend on their volume, quality and cost. The activities of local governments to mobilize and most efficiently use the
economic resources of the territory to provide services to the population are the essence of the municipal economic policy. To ensure the provision of services to the population, local governments perform numerous and varied functions in the economic sphere. During the transition to market relations, the scope and content of these functions have changed significantly. The ultimate goal of all types of activities is to create economic conditions for the provision of municipal services to the population.

Local governments in most countries are directly responsible for the provision of a number of public services. Many of these services are funded through local taxes and fees, transfers from higher levels of government, and also through other local sources of income. Such services include the maintenance and construction of local roads and city streets, street lighting, fire brigades, local parks and local libraries. In some countries, this list also includes education, law enforcement and health care. In many countries, local governments are responsible for services financed by user charges. These include plumbing, sewerage, recreation areas, public transport, etc. If local governments are responsible for the full range of municipal services, they tend to share the costs of accounting, auditing, lawyers, municipal officials, and equipment. In terms of governance, local elected bodies are responsible for making decisions on all service delivery issues, including funding one type of service at the expense of others.

The term "municipal service" is reflected in a number of scientific sources; however, different authors put different meanings into it. For example, some authors refer to municipal services as such services that must be provided in the place of residence of persons or near them, and for the provision of which local governments bear some measure of responsibility (ZOTOV, 2007). Here, municipal services include housing and communal services, transport, consumer services, trade and public catering services, territory maintenance services, educational, social and cultural services, public order services, etc. But it does not specify what is meant by the local nature of services: either that services are intended only for residents of a given municipal entity, or that the producers of these services are located on the territory of a given municipal entity, i.e. the criteria for classifying services as municipal are not defined.

Other authors understand municipal services as only one of the ways (along with such as inter-municipal agreement, market, self-service, subsidy, voluntary service, etc.) of delivering services to the population (GORYN, 2000). In this case, the delivery of services (with or without collection of fees) is carried out by the local government using its employees. The activity of municipal enterprises is considered as an example. In this case, municipal services are identified with the services provided to the population by municipal enterprises (regardless of whether they are paid for by consumers or financed from the budget), and the criterion for classifying them as municipal services is the form of ownership of the service provider. But this approach to the definition of the term "municipal services" does not correspond to the understanding of the municipal sector of the economy. Since the researchers also include private producers of services in the municipal sector of the economy, services produced by organizations of different forms of ownership must also be classified as municipal services (i.e., the provision of non-municipal services cannot be referred to the municipal sector of the economy) (ROY, 2003).

Also, the term "municipal services" is often used to refer to services, the provision of which is financed from the local budget, that is, the criterion for classifying services as being municipal is the source of funding (TOMSK, 2001). The same services in the Program of budgetary federalism in the Russian Federation and other regulatory legal acts are called "budgetary services".

The same approach is used in the Budget Code of the Russian Federation (THE BUDGET CODE OF THE RUSSIAN FEDERATION, 2000). At the same time, the producers of these services can be both municipal unitary enterprises, and other legal entities. The main criterion for classifying services as municipal is the source of funding. However, in this case, it is not clear whether paid services that can be provided by municipal enterprises or institutions along with services financed from the local budget can be considered municipal. For example, a school simultaneously provides both municipal services (funded from the budget) and non-municipal services that are fully paid for by parents (paid educational services).

Despite the fact that there is still no generally accepted definition of the term "municipal service" in the scientific literature, it is already being understood by representatives of the authorities. For example, the project "Management of municipal services" by the international non-profit organization Tacis is being implemented in a number of pilot municipal entities (Tikhvinsky District, Ruzayevka, Malikop, Tver) [www.tacis-muse.ru]). In this case, only housing and communal services are considered as municipal services, with the main emphasis on services provided by municipal enterprises.
Municipal services are carried out through a system of municipal services, the provision of which ensures certain components of the quality of life. The organization of the provision of municipal services is the most important component of municipal governance; therefore delivery of municipal services is a key issue to understanding all socio-economic processes occurring at the local level. Municipal service is the basic element of all municipal activities, the basis of economic and social relations between people on the territory of the municipal entity. In this regard, it is proposed to use the following definition of the concept of "municipal services" in the dissertation work.

Municipal services are the regulated activities of subdivisions of local self-government bodies and other business entities within the framework of their competence and responsibility; they are aimed at meeting the needs of citizens or organizations in the territory of a municipal entity, and are partially or fully financed from the local budget and extra-budgetary funds. The results of these activities can be both tangible and intangible. The concept of "municipal" in this case does not mean the form of ownership of the producer of a service, but its local nature determined by the place of residence of the person which is a client of the service. At the same time, the following specific properties of municipal services can be distinguished:

- The need for uninterrupted (round the clock for many services) provision of services;
- The need to disperse the provision of services over the settlement territory in order to get them as close as possible to the place of residence of the person which is a client of the service (this is a very difficult task for large cities);
- An increase in the number of consumers of services does not entail a decrease in their usefulness for everyone, and satisfaction of the need for one service does not reduce the need for another (the "no rivalry" property);
- The practical impossibility of determining the boundaries of access to some municipal services for an unlimited number of consumers;
- The insurmountable monopoly of the providers of some municipal services (water supply, electricity supply, etc.). Such services should be of particular concern to local self-governing bodies (LSG bodies).

The overwhelming majority of municipal services are provided by enterprises of various forms of ownership, which together make up the municipal economy, and also by individual entrepreneurs; social services are provided by institutions of the social sphere. The actual problem of improving the system of providing municipal services is also the lack of uniform principles and guidelines for the allocation and classification of relevant services (works). This problem is a direct consequence of the difficulties in differentiating municipal services, the provision of which is regulated by the Budget Code and the Law No. 210-FZ.

Article 9 of Law No. 210-FZ determines that among the municipal services provided by local self-government bodies, bodies of state extra-budgetary funds, as well as organizations involved in the provision of services, there are separately distinguished services, which are necessary and mandatory for the provision of municipal services. Distinguishing this category of services further complicates the differentiation and allocation of services provided by executive bodies of local self-government, bodies of state extra-budgetary funds, as well as organizations involved in the provision of services upon request (Law No. 210-FZ).

A typical example illustrating the current situation is the services of preschool educational institutions. Acceptance of applications, registration and enrolment of children in kindergartens is considered today as a service provided in accordance with a request (a service in the interpretation of Law No. 210-FZ), which, as a rule, is performed by an authorized subdivision of the executive body of the municipal formation. And as such, the provision of publicly available free preschool education is interpreted as a service provided by municipal institutions in accordance with municipal assignments (a service in the interpretation of the Budget Code of the Russian Federation). Article 11 of the Law No. 210-FZ establishes the requirement for all levels of public power to form registers of state (municipal) services, which should include:

- Municipal services rendered by local self-government bodies, bodies of state extra-budgetary funds, as well as organizations involved in the provision of services;
- Services necessary and obligatory for the provision of municipal services.

Federal legislation does not contain requirements for the compilation of registers of municipal services provided
by municipal institutions within the framework of municipal assignments. At the same time, a significant part of municipal entities have formed registers of municipal services (works) provided by municipal institutions in order to form municipal assignments. This approach has been adopted at the federal level as well. Decree of the Government of the Russian Federation dated September 2, 2010 No. 671 "On the procedure for forming a state assignment in relation to federal state institutions and financial support for the fulfillment of a state assignment" contains a requirement to draw up registers of services (work) provided (performed) by federal state institutions within the framework of state assignments.

According to the said Decree of the Government of the Russian Federation, the federal executive bodies must, within three months from the date of the official publication of the Decree, approve (amend the approved) and post on the official websites departmental lists of state services (works) provided (performed) by state institutions conducted by them. Thus, the lack of uniform principles and guidelines for the allocation and classification of municipal services (works) entails the following problems:

1) By forming the regulatory legal framework governing the provision of municipal services, local authorities are forced to independently develop approaches to the definition and classification of services. In fact, the selected approaches of local governments in the formation of registers (lists) of services are very diverse. For example, some municipal entities classify transport and communal services provided by utilities and transport enterprises as municipal services, while others do not. The lack of common principles makes it impossible to compare between the subjects of the Russian Federation and municipal entities in terms of the volume, quality and results of provisioning the relevant services.

2) When forming the register of municipal services, the majority of municipal entities currently allocate services "in broader terms": with a breakdown of the list of powers assigned to them. This approach to the allocation of municipal services severely complicates the transition to calculating the amount of financial support for the fulfillment of municipal assignments "coming from services" as required by the Federal Law dated May 8, 2010 No. 83-FZ "On amendments to certain legislative acts of the Russian Federation in connection with improving the legal status of state (municipal) institutions". Largely allocated services require, in fact, an individual calculation of the volume of standard costs for the provision of services for each individual municipal institution. In other words, the lack of common principles and guidelines for the allocation and classification of municipal services (works) slows down the introduction of regulatory financing of municipal services, thereby hindering the introduction of tools to improve the efficiency of budget spending.

Thus, the lack of a unified classifier of municipal services:

- Makes it impossible to carry out inter-municipal comparisons;
- Slows down the introduction of regulatory financing of municipal services, thereby hindering the introduction of tools to increase the efficiency of budget spending;
- Prevents the formation of a unified information space of municipal services provided to the population (legal entities) [software products that automate the process of providing services, first of all, require their standardization and unification of names].

There are the following municipal services which are among the most common ones:

- Ensuring the population safety (police, fire brigade, rescue services, etc.);
- Housing and public utility services (maintenance and repair of housing stock, water supply, sewerage, heating, electricity, collection and removal of household waste, ritual services, etc.);
- Services for the maintenance of the territory (planning, roads, landscaping, gardening, street lighting, etc.);
- Transport services;
- Household services (hairdressing salons, baths, laundries, etc.);
- Trade and catering services;
• Services of a social and humanitarian nature (health care, preschool institutions, education, culture, recreation, etc.).

The most "interesting" for local authorities is the classification of municipal services by the method of their payment. There are two traditional ways of doing this: through tax revenues to the local budget, or by direct consumers of services at fixed rates. The interest of the municipal authorities is due to the fact that the local budget is used to varying degrees, depending on the prevailing form of payment for municipal services (through tariffs or taxes). The following types of municipal services can be distinguished in this classification.

1. **Personalized services.** This group includes services, in the provision and consumption of which a specific producer and an individual consumer can be distinguished, the interaction between which constitutes the content of this type of service (most of household and trade services, taxis, etc.). In this case, the quality of the service can be assessed as the level of satisfaction of the need that forced the consumer to apply for the provision of the service. For such services, it is advisable to establish a tariff that fully covers the costs of the manufacturer. The provision of such services does not require budgetary funding.

2. **Public services.** In this case, the provision of services is abstract. The social nature of production and consumption in this case does not allow clearly fixing the level of satisfaction of needs. The consumption of such services occurs as distributed over time, without correlating either with their production or with payment. Their volume and quality cannot be directly measured by a multifaceted consumer (landscaping and shade gardening, maintenance of roads and public places, public order protection, fire safety, maintenance of burial sites, etc.). The only source of funding for such services may be taxes accumulated in the budget.

3. **Socially important services.** These are services that have a public form of provision, but are individual in terms of consumption. According to the Constitution of the Russian Federation, their provision is guaranteed equally to all citizens of the state (housing, health care, the opportunity to receive education, access to cultural achievements), regardless of the level of their material well-being. However, the significant scale of the provision of such services leads to the fact that the state is able to provide all citizens with only a certain minimum level of satisfaction of needs in these areas. Therefore, it is advisable to combine personal and budget financing to pay for this type of service and the shares of co-financing can be very different; they differ for different groups of the population.

When setting a tariff, the question of assessing the volume of services provided often arises. The problem does not arise in the case when there is a direct meter: the size of the living space, the meter for the consumption of electricity, gas, water, telephone use with time-based payment, etc. If there is no direct meter, we have to resort to indirect indicators. The following can be used as such indicators:

- Per person (cold and hot water in the absence of a water meter);
- Per an installation, regardless of the time of its use (radio point, telephone in the absence of time-based payment);
- Per admission, regardless of the time of stay (city transport, museum);
- Per square meter of living space (heating in the absence of a meter, garbage disposal, elevator).

The choice of an indirect meter of the service volume is not always obvious and should be the subject of analysis. For example, it is quite possible to measure the tariff for garbage collection services and for using an elevator per person. The use of indirect meters is often beneficial to service providers, since it allows hiding irrational costs and production losses (for example, heat or water in the networks). Therefore, we should switch to direct measurement of the volume of services, wherever and as soon as possible. Another problem that arises when setting tariffs for municipal services is the distribution of payments between different categories of consumers. The following principles can be used here:

- The principle of “equality” - payment is made at the same rate for all, in proportion to the consumed resource, or by an indirect meter (per person, per square meter of living space, per admission, etc.);
- Principle of “fairness” - the size of the tariff changes depending on the solvency of consumers. Low-income consumers pay less per unit of service. For certain categories of citizens, the use of a municipal
service can be generally free, but one must always remember that this increases the tax burden on other consumers;

- In both cases, the principle of “social regulation” of the volume concerning a particular service can be used as an additional one. That is, some tariff is set and a system of benefits applies to the consumption of a service in a volume that does not exceed the social standard, and a higher tariff is set and benefits are cancelled above this standard. The use of this principle is possible only if there is a direct meter of the service volume.

The choice of a combination of tax and tariff components, paid and free of charge systems in the provision of certain municipal services is one of the key moments of the art of municipal politics. As a rule, that part of the cost of the corresponding service is covered by budgetary funding which corresponds to the minimum level of satisfaction of this need. Anything that exceeds the established minimum is financed by the direct recipient of the service according to the tariff. This category of services can be partially paid for by a third source of funding; various insurance systems, for example, the FCHI (federal extra-budgetary fund for compulsory health insurance).

“Budgetary” municipal services are those services that are fully or partially financed from the local budget. These include public services and most socially important services. In some cases, some private services can also be budgetary. For example, there have been established privileges in a number of cities for the services of hairdressers and baths for certain social groups. In this case, the budget must compensate the service provider for the loss of its income.

An important problem is the assessment of the efficiency and effectiveness of the provision of certain municipal services. With limited financial resources, the municipal authorities constantly have to solve the problem: what budget services and in what volume to provide, and from which ones to refuse. The effectiveness of municipal services is determined using indicators characterizing the degree of satisfaction of certain needs by the population or losses from the lack of this service. The most important indicator of this kind is the increase or decrease in the number of requests and complaints from the population about the quality of services.

Particular performance indicators can be used for certain types of services: waiting time at a bus stop for urban transport, frequency of removal of household waste, temperature in apartments during the heating season, estimated time for eliminating an accident in the housing stock in operation, condition of city roads, time interval starting from calling an ambulance until its arrival, etc. These indicators should be established by municipal social standards. Local governments should be able to assess the effectiveness of each service, measure the result obtained with the costs of achieving it (i.e. evaluate the effectiveness of the service delivery), and make a choice of priorities based on this comparison.

The use of the term “municipal services” does not mean that they must be provided by local governments themselves. But they are responsible for ensuring that people have the opportunity to receive all the services they need on the territory of the municipal entity. The basic municipal services which are to be provided by the local government are listed in the legislation on local self-government as its subjects of jurisdiction or issues of local importance. The consumers of municipal services are both residents and enterprises and organizations serving other needs of the population. Schools or hospitals need heat, water, electricity, garbage collection, room renovation services; hospitals need laundry, etc.

Direct work on the provision of municipal services to the population can be carried out by enterprises and organizations of all ownership forms, organizational and legal forms, as well as individual entrepreneurs. The administration of a municipal entity has the right to create municipal enterprises and institutions to provide essential services, over which the local government cannot let go. At the same time, the municipal government must create favourable conditions for private business to provide municipal services. Thus, the role of local governments in providing a huge range of diverse municipal services can be different:

1) Local governments bear full responsibility for the first group of municipal services; they are obliged to ensure their provision to the population and finance them from local budgets (road maintenance, landscaping, maintenance of school buildings, maintenance of burial sites, etc.);

2) The main responsibility and financial burden for the second group of municipal services is borne by state authorities; local authorities assist in their provision and participate in financing costs (public safety, fire safety, social support of certain groups of the population, etc.);
3) Local governments bear full responsibility for, although they finance partially the third group of municipal services in a share with the population and the state (privileged categories of citizens). This group includes housing and communal services, urban transport, preschool institutions, medical care (except for specialized), culture, etc;

4) The fourth group of municipal services (personalized services) is fully financed by their consumers; local governments only create conditions for the provision of these services through legal regulation, leasing premises, providing land plots, etc. (for example, trade, consumer services, hotels);

5) A special group of municipal services is made up of reference, information and approval services provided directly in local government bodies, as well as services related to the consideration of complaints and appeals of citizens. The population often evaluates the entire work of local government bodies by the quality of the provision of these services.

The processes of rendering municipal services in many cases are of an interdepartmental nature (exchange of information along the line “a government body - a territorial subdivision” or horizontally between government bodies of various “clusters”). Moreover, the following types of provision of municipal services can be distinguished by the nature of the connection of process operations:

- Sequential procedure;
- Parallel procedure;
- One contact.

In the case of a sequential procedure, a citizen (organization) needs to contact several authorities in order to receive a complex municipal service and to go through several stages of obtaining a service. At the same time, all instances must be passed sequentially, in the order, which makes extremely long-term the receiving of the service. An example is the procedure for allocating land for construction, the purchase of a land plot by a commercial company.

In the case of a parallel procedure, a citizen (organization) also needs to apply to several departments in order to receive a service, which increases the corresponding time and financial costs, and, consequently, the total cost of a municipal service. However, the duration of a whole service is relatively short, since the possibility of parallel consideration of applications by a number of authorities is allowed. An example is the procedure for transferring premises from residential to non-residential, which is regulated by the legislation of the constituent entities of the Russian Federation.

In the case of “one contact”, an applicant has to apply to only one authority, which provides all the necessary approvals in the case of a composite service, or independently provides the entire range of services in the case of an elementary service. This type of service is implemented through the multifunctional centres for the provision of state and municipal services created in accordance with the Federal Law of the Russian Federation dated July 27, 2010 N 210-FZ “On the organization of the provision of state and municipal services”. In terms of the content of a service, the following types of municipal services can be distinguished:

- Collection, processing and provision of general and specialized information;
- Consulting;
- Preparation of political decisions or laws;
- Interaction between branch units or subordinate institutions and organizations;
- General procedures for processing applications submitted to the local government and subordinate institutions or organizations;
- Procedures for rendering assistance and promotion. This refers to the provision of various forms of financial aid, student grants, research grants, etc.;
- Announcement of tenders and implementation of procurement procedures;
- Implementation of supervision and control functions by municipal departments (inspections, etc.);
- Other services.
The classification of municipal services is based on grouping according to various criteria and is consolidated (a number of subgroups can be distinguished within each of the groups) depending on the possibility of developing competitive relations; the classification can be used by local governments when deciding on the form of ownership of municipal service producers; classification of services depends on the nature of demand when setting tariffs for different types of services (in particular, for setting differentiated tariffs), see Table 1.

At present, the classification of municipal services is based on the All-Russian Classifier of Services to the Population OK 092-93 (OKUN approved by the decree of the State Standard of Russia on June 28, 1993). But at the same time, OKUN is not a normative legal act regulating the activities of local self-government bodies in the provision of services to the population, and therefore it cannot be considered as a regulatory document.

A number of services in OKUN do not coincide with the lists contained in the current federal laws in the field of municipal services. Therefore, due to the lack of normatively established criteria for assigning services to one group or another, local authorities are in a difficult situation.

**Table 1. Classification of municipal services**

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<th>Itemn.</th>
<th>Classification attribute</th>
<th>Service grouping</th>
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<tbody>
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<td></td>
<td>Characterizing the provision of services</td>
<td></td>
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<td></td>
<td>Regulatory level</td>
<td>determined by state standards; determined by municipal standards</td>
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<tr>
<td></td>
<td>Financing type</td>
<td>financed from budgets of various levels; consumer financed</td>
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<tr>
<td></td>
<td>The source of the obligations of local governments</td>
<td>solution of issues of local importance; delegated state powers; local community requirements</td>
</tr>
<tr>
<td></td>
<td>Nature of activity of service providers</td>
<td>administrative; supporting; approvals and permissions</td>
</tr>
<tr>
<td></td>
<td>Source of service provision</td>
<td>local government bodies; municipal enterprises and institutions; enterprises and organizations of other forms of ownership</td>
</tr>
<tr>
<td></td>
<td>Service content</td>
<td>reference and information; consulting; rule-making; financial; implementation of supervision and control functions by municipal departments (inspections, etc.); other services</td>
</tr>
<tr>
<td></td>
<td>Industry origin</td>
<td>activities of the apparatus of the municipal entity governing bodies; housing and communal services; household; healthcare, etc.</td>
</tr>
<tr>
<td></td>
<td>Consumer interaction with service providers</td>
<td>elementary; composite</td>
</tr>
<tr>
<td></td>
<td>By target focus</td>
<td>functioning of the apparatus of the municipal entity governing bodies; management of the socio-economic development of the territory; management of the urban economy complex; social management</td>
</tr>
</tbody>
</table>

**Characterizing service conditions**

<table>
<thead>
<tr>
<th>Level of social need</th>
<th>private; public; socially significant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consumption pattern</td>
<td>individual; collective</td>
</tr>
<tr>
<td>Consumer groups</td>
<td>individual citizens; groups of citizens; enterprises; organizations; institutions; local community</td>
</tr>
<tr>
<td>Maintenance procedure type</td>
<td>sequential procedure; parallel procedure; “one contact”</td>
</tr>
<tr>
<td>Reason for appeal</td>
<td>forced; voluntary</td>
</tr>
</tbody>
</table>

**Source:** Search data.

In the minds of many people, there is an idea of the low cost of services in comparison with material products. This view is wrong. The provision of services involves employees, who should receive appropriate remuneration.
CONCLUSION

The current system for regulating the provision of municipal services is characterized by severe shortcomings. Firstly, the existing discrepancies in the scientific definition of the term "municipal service" impede the clear identification and concretization of the types of activities performed by state authorities and local governments at all levels, also definitions of the concepts of "municipal functions" and "municipal works" are completely absent in federal legislation. Secondly, there are various approaches to determining the subject of the provision of municipal services. In such conditions, the regulation of the provision of municipal services at all levels of public authority today is based on the existing law enforcement practice and scattered by-laws of the federal level. This creates uncertainty:

- In the formation of a system of administrative regulations and standards for the provision of services, thereby complicating their implementation in the practice of municipal management;
- When differentiating municipal services for the purpose of reforming the municipal institutions network, which prevents the development of the practice on providing services by autonomous institutions.

Based on the analysis of the content and features of the "municipal service" concept, its author's interpretation is given, which acts as the basis for clarifying the classification of municipal services. Depending on the possibility of developing competitive relations, the classification can be used by local authorities when deciding on the form of ownership of municipal service producers and when setting tariffs for different types of services. The proposed classification is based on the following grouping criteria: the basis of provision, the nature of consumption, interaction with departments, the presence of an intermediate result, the nature of the activity, the level of social need, the content of the service, the nature of the connection between the provisioning operations, the nature of demand, the source of the LSG body obligations, the possibility of creating a competitive environment, levels of regulation, industry origin, targeting, consumers, reason for appeal.

REFERENCES


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