

Indicators and criteria for assessing the quality of public service delivery

Abstract. *The article describes the nature of public services and the problem of improving their quality and accessibility for citizens. There have been studied the issues of the public authorities' services which comply the quality, timeliness and are primarily focused on the satisfaction of citizens in these services.*

Currently, the use of a citizen-centered approach in provision of services to measure the level of satisfaction of population with public services is one of the relevant research areas. Therefore, the work analyzes the issues of citizens' public services satisfaction.

The article describes the governmental institution's activities in terms of the implementation of services regulated by the institution and legislative documents. The main findings show that the assessment public services' quality can be held from the standpoint of the activities of both state institution and civil servants' work. The paper identifies the problems that hold back the improvement of public services' quality. It also describes the main trends for quality improvement and public services' accessibility at a current stage.

Keywords: *service; public services; public services' quality; public services' quality assessment; public services' quality criteria; availability; standard; regulations.*

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Introduction

At the present, Kazakhstani's governmental bodies emphasize public services to be one of the strategically important objectives. This is because quality of citizen's life, country's social and economic development and level of life are one of the assumptions of high-quality public services provision [1;2]. Relevance of the work is explained by the role and the increasing number of services provided in the public services' register [3].

Directions of public policy emphasize the problem aimed at upturning the public services' quality to be the most important one. The solution to this problem is the key for reaching the major objectives of socio-economic development. Both the public services quality,

and the approachability of these services are the effectiveness measure for both the government agencies and official's actions. It is also, the result of the implementation of public policy.

The purpose of research is to study issues related to estimating the quality level of public services in conditions of their increasingly growing role. The research hypothesis assumes that public services' quality can be estimated in terms of the performance of both a public institution and of a public servant.

Methodology

The laws and regulations in force formed the research information base. Moreover, the materials of public monitoring are also the information base. It is annually initiated by

Kazakhstani's Agency for Civil Service Affairs. Scientific articles in the scope of leading domestic and foreign scientists' evaluation of public services' quality formed the theoretical and methodological basis of the work.

Analytical and historical methods, as well as the method of theoretical knowledge were used as the main ones. The study methodology included the analysis of such secondary data as the legislation, some reports of public and non-governmental organizations, several scientific articles, and publications. The study analyzed the results of public monitoring carried out in the country. It provided an opportunity to rate the public services' quality.

Discussion and results

The «Public services» category is derived from the «service» category. In terms of interpretation, the term «service» means an action that brings benefit and assistance to the other [4]. Thus, the public service should focus on public assistance to the citizens and organizations in meeting their needs, backed up by their constitutional and civil rights.

According to some authors, a public service is a voluntary or legally binding on the grounds of the law interaction of an individual or legal entity (client) with the executive authority or its official

(agent). As a result of such an interaction, there is a change in the rights, resources, and privileges of the client [5].

O. A. Yastrebov and K. A. Ambartsumyan believe that “a public service is a normatively fixed, lawful, individualized activity [6].

In addition to the definitions of modern Kazakhstani legislation, there are definitions of the Law of the Republic of Kazakhstan “On public services”. They comprehend a public service to be one of the form of specific functions of the state implementation [7].

The initial development as well as the formation of Kazakhstani system of public services falls on the second half of the 2000s. The concept of «the government to serve citizens» is launched from 2006 to 2007. Thereby, «public services» notion was introduced to indicate the above-mentioned processes [8].

Public services in our country turn out to be based on six core principles [7] (figure 1).

One of the main requirements for determining the effectiveness of providing the services by state bodies is to ensure the equal rights and opportunities for access to these services. Unfortunately, the Law does not disclose the content of all the principles enshrined in it. This can be problematic during procedure of providing public services itself. As it may cause

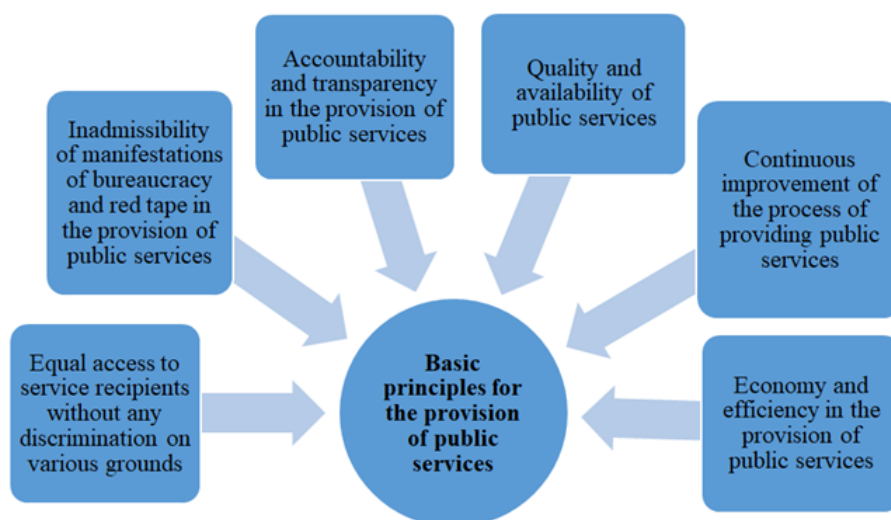


Figure 1 – Core principles of provision of public services [7]

a different understanding of their actions by both service providers and service recipients.

As noted above, the most important strategic task of public institutions is a systematic improvement in the quality of services. In turn, the universal measure of this quality is the satisfaction of its services.

Citizens' satisfaction with the use of public services is primarily determined by the assertion of expectations by actual experience. Obviously, given the same level of expectations, citizens are satisfied with better services, or vice versa. The quality of services is usually determined by such criteria as friendliness, efficiency, responsiveness, personalization, etc. [9].

The quality of services is a socio-technical and economic characteristic [10]. It is determined by the standard of public services. This standard is meant as a set of the most important claims for the order and maintenance of public services' provision. The other information included in these requirements considers the public services specifics [7]. With that, it is necessary to be able to ensure a basic level of quality, in particular, technical compliance and satisfaction of the needs of individuals [10].

Also, public service quality is understood as a set of characteristics of a service that meet the recipients' needs. These needs are met in terms of the content or results of the service provided. Public service quality includes a set of characteristics of the process. It also includes special conditions for their provision, that meet the needs of their recipient [11]. Thus, this concept is understood as an assessment of a specific result that an individual or legal entity receives during interaction with a government body.

It can be agreed that the public services' quality reflects the quality of public administration, the main criteria of which are sustainable development of society, the achievement of a high quality of life and satisfaction of consumers of public services [12]. The main difference between the studies of Russian and foreign authors of this field is as follows: Russian researchers evaluate the quality of a service at the stage of provision, while foreign researchers consider the full cycle of service provision as an object of quality assessment [13].

One approach to the quality of public administration's assessment can be named. It is about analysis of the efficiency and effectiveness of providing public services to the consumer process [14]. This can be determined by methods of expert and sociological assessment.

Sociological science plays a significant role in establishing of feedback and effective communication between government and society [15]. Sociological research makes it possible to study public opinion, to establish the relationship between the population and the authorities. It also allows making management decisions that meet the needs of the population. The study of public opinion allows making management decisions that more closely correspond to the real needs of the population.

The Agency for Civil Service Affairs of Kazakhstan annually organizes a sociological survey, the purpose of which is in the assessment of public services' quality [16].

The control of how consumers evaluated provided services' quality is an integral part of studying the current level of public or municipal services. This procedure monitoring is necessary to take timely measures to increase the level of quality of services, paying attention to existing needs of service recipients [17].

The process of this quality monitoring is carried out by individuals and non-profit organizations. Their work is aimed at collection, information analysis and recommendations [7]. The purpose of public monitoring is to identify the degree of

satisfaction with the services received. Furthermore, this monitoring is also aimed at the indication of problematic issues and making recommendations for quality improving of services provided [16].

There exists a Public Monitoring Methodology, which is developed jointly by the United Nations Development Program in Kazakhstan and the Agency for Civil Service Affairs. In accordance with it, the average score (five-point assessment scale) determined the degree of satisfaction with the quality of services.

In 2019 there was a sociological study on monitoring the public services' quality. During

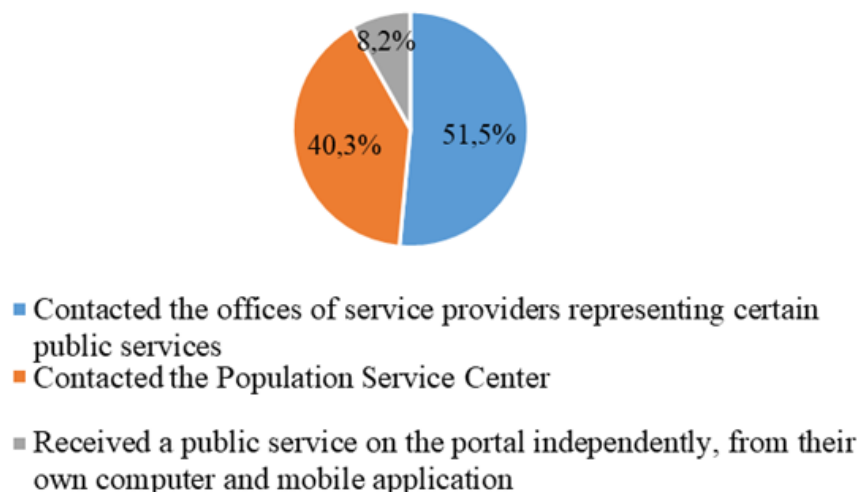


Figure 2 – Getting public services in various structures and organizations, depending on the body providing this service in accordance with the standards, by respondents, 2019

Note: compiled by the author from source [16]

the study, out of all public services, there was covered 65 of their most socially significant ones. The quality of the services was assessed according to such criteria as information, availability, employees, procedure, timing, costs, feedback, and result [16].

To obtain a public service, respondents applied to various structures and organizations, depending on the body providing this service in accordance with the standards (figure 2).

Problems in quality of public services are determined based on feedback from participants during the process itself. Feedback can be obtained using the results of public service verification and the control of the relevant government body [8].

According to these results, ratings' lowest scores were received by such services as: «Calling an ambulance», «Provision of disabled people with resort treatment», «Registration of a trademark», «The document of registration for disabled

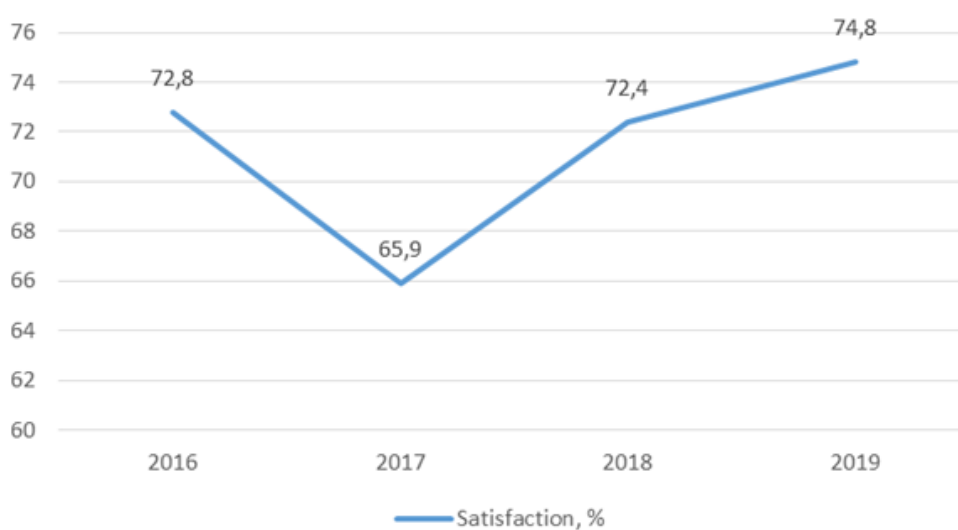


Figure 3 – Public services quality satisfaction

Note: compiled by the author from source [16]

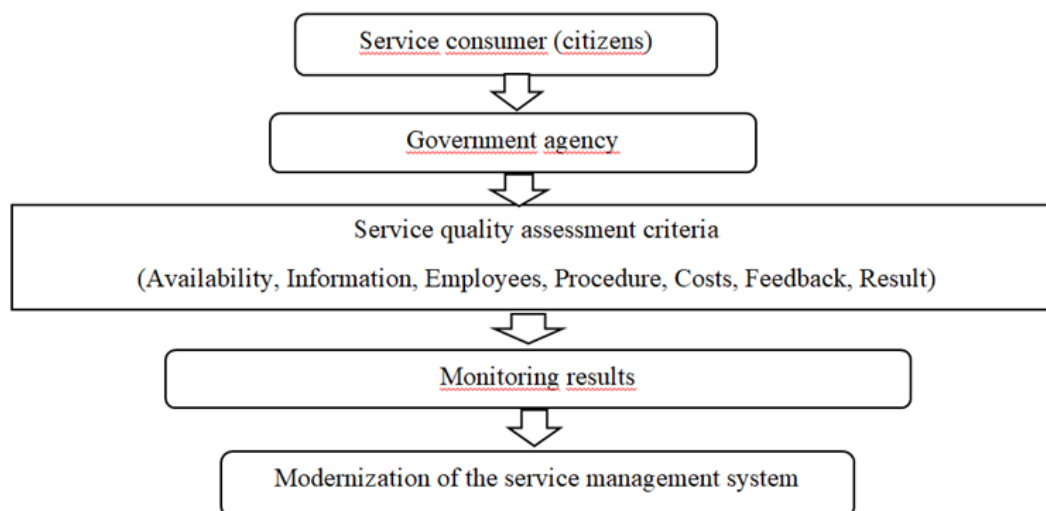


Figure 4 – Algorithm for the services provision in governmental institutions

Note: compiled by the author

people, aimed at providing them with prosthetic and orthopedic care», «Issuance of a quarantine certificate on regulated products' movement on the territory of Kazakhstan», «Customs clearance », «Assistance to unemployed people and those who are seeking for a job » [16].

Citizens were mostly dissatisfied with the timing and costs of public services, the quality of the feedback, as well as the lack of competence and efficiency of service providers. Figure 3 shows the level of population's gratification with respect for the quality.

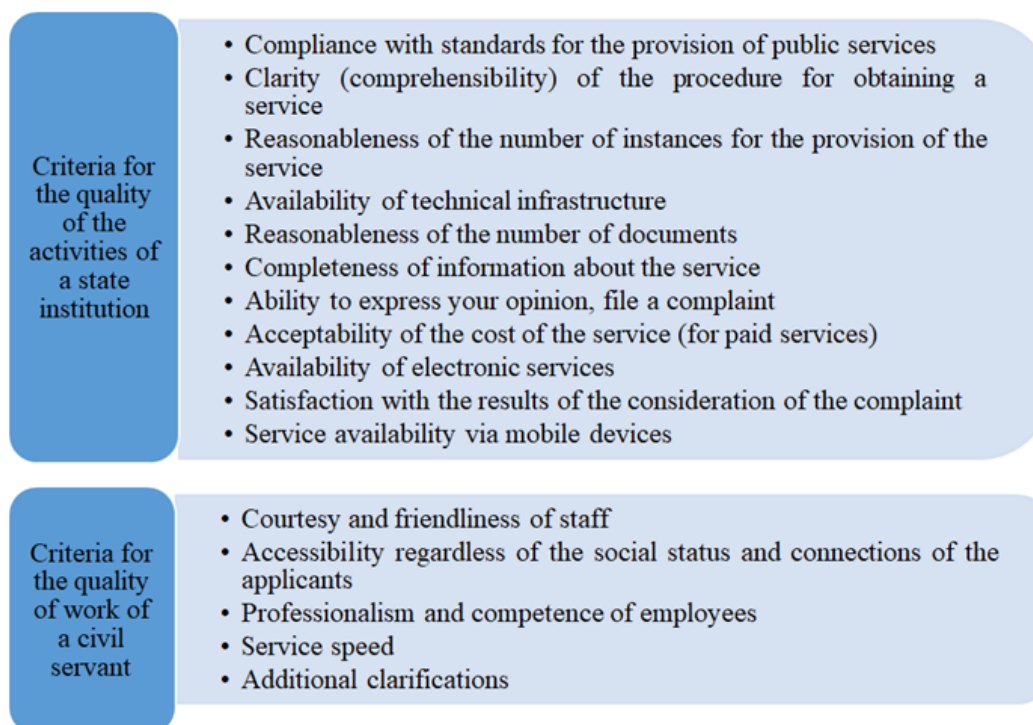


Figure 5 – The main aspects of public services' quality that form the recipient's feeling of satisfaction with its result.

Note: compiled by the author

The level of satisfaction with public services quality was 74.8%, which is 2.4% higher than last year (in 2018 this figure was 72.4%).

Usually, because of monitoring, quantitative indicators of degree of population's satisfaction are obtained. In other words, the opinion of the service recipient (client) is decisive. For whom, in turn, the paramount importance is to get public services on time and with high quality.

The process of providing services in public institutions is shown in Figure 4.

As you can see, the monitoring results serve as a starting point in the process of modernization of the service management system.

This is a one-sided approach, since it enables an assessment of service delivery only in conjunction with the service recipient. It is necessary to monitor the activities of the state agency itself. This measure will undoubtedly improve the performance of the state institution [18].

Consequently, the quality and the degree of citizens' satisfaction with the service received,

can be assessed from the perspective of both state institution's activities and civil servants' work.

Figure 5 shows the aspects of public services' quality. It can be contingently split into two blocks.

During the public monitoring, the work of the employees was assessed according to the following criteria: competence, knowledge of information, efficiency, politeness, and attention to the needs of service recipients [16]. The results show that out of 100% of all those who commented on the quality of the employees' work, only 21% left positive comments, such as "Everything was fine". The remaining 79% were dissatisfied, leaving negative comments.

As a rule, the qualitative component of evaluating the work of an employee is subjective to some extent. Therefore, it is possible to agree with the fact that the issues related to improving the availability and quality of services are not fully disclosed in available literature. There are still not developed indicators, based on which it would be possible to describe the process

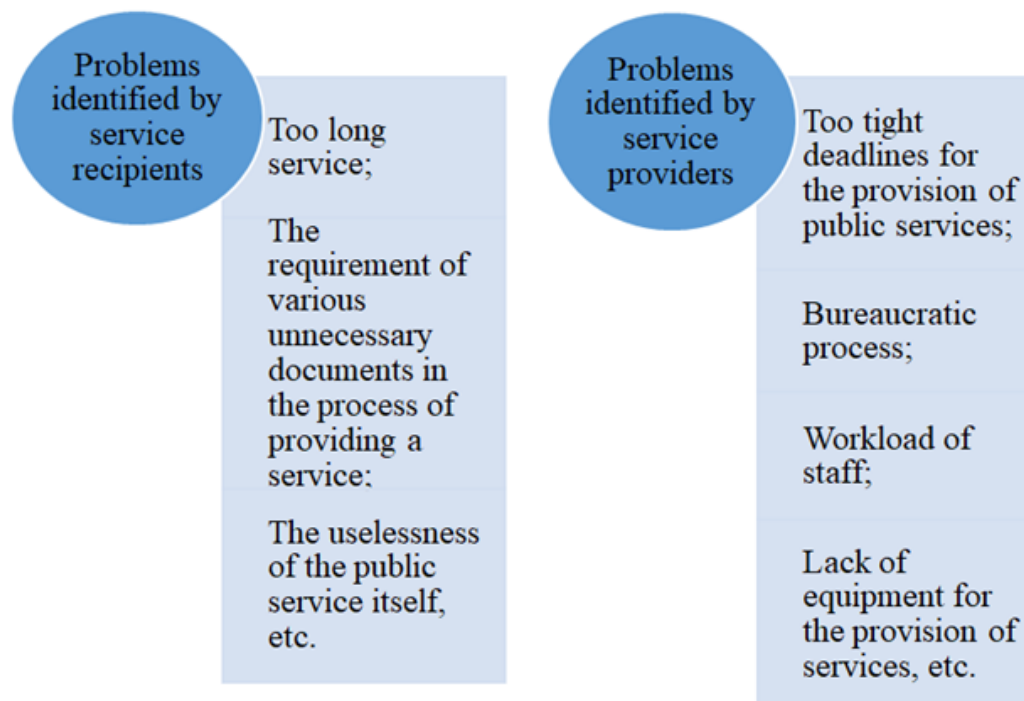


Figure 6 – Problems that are indicated by service providers and service recipients during public services provision process.

Note: compiled by the author

of employee's and governmental institution's activities in such a way that it does not cause any contradictions [18].

It should be noticed that service providers and service recipients may note different problems during public services provision process. The magnitude of these problems for each of the groups may be different [8].

Figure 6 shows the problems that service providers and service recipients indicate during public services provision process.

Service recipients identify such problems as too long provision of the service, the requirement of various unnecessary documents, the uselessness of the public service itself, etc. Service providers, in turn, name such problems as very limited time for provision of public services, bureaucratization, staff workload, lack of specific equipment, etc.

Thus, public institution's activities in relation to the provision of services are strictly spelled out in the existing legislative documents. With that, the time of rendering the public services can be named as the main index of the quality that can be measured [18].

In appliance with the Law on Public Services, public service providers must provide the services according to the subordinate regulatory legal acts. These acts establish the terms, as well as determine the procedure for the services provision. Officials must be administratively liable for violation of the terms and procedure for issuing permits. However, despite these requirements, service providers violate the terms and procedure for issuing permits, including unmotivated refusals to issue permits.

For example, in the work of the State Corporation, which is «Government for Citizens» there are still such problematic issues as:

- the need to provide a wide range of paper documents and long terms while providing certain public services;
- lack of extraterritoriality in many types of services;
- incompleteness of the electronic data archive;
- lack of integration of various information systems and databases;
- staff turnover;

- insufficiently high computer literacy of the population.

Currently, front offices provide citizens and entrepreneurs of Kazakhstan with better, more transparent and more affordable public services compared to the period before the start of the public service reform.

However, there are several problems that hinder the full integration of public services that need to be urgently addressed:

- 1) the «Government for Citizens» has a limited opportunities in order to have a considerable impact on the process of increasing the degree of public services' quality;
- 2) low wages of front office employees;
- 3) insufficiently effective interdepartmental interaction;
- 4) complex language of public service standards, incomprehensible to citizens [19].

In conclusion, it should be noticed that a significant proportion of public services has great opportunities associated with improving the quality of their provision. Therefore, it is necessary to continue to work on optimizing the government agencies' activities and the State Corporation «Government for Citizens».

Conclusion

1. Both social and economic development of the country, the citizens' level and quality of life are one of the representations of providing high-quality public services. A citizen's trust in the state can be selected as the main factor of the quality and accessibility of public services.

2. Public services' quality has a direct impact on public administration's quality. Undoubtedly, improvement of such units as the accessibility and the public services' quality plays an important condition for achieving the country's main goals aimed at sustainable socio-economic development.

3. Public administration quality is represented by public services quality. One of the approaches to assess it is to analyze the efficiency and effectiveness of their processes.

4. The feedback from participants of monitoring process happens to be the basis on

which quality of public services' is established. The result of this monitoring is aimed at obtaining the quantitative indicators, which characterize the level of population's satisfaction.

5. Service providers and service recipients indicate different problems. The magnitude of the problems for each of these two groups is also different.

6. Public services' quality can be assessed from two perspectives. First, by the state institution's activities and second, by public servant's work itself. At the same time, the qualitative component of the employee's performance assessment is subjective to some extent, since there are no clear indicators that would allow characterizing the employee's activity process in a uniformly.

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Мемлекеттік қызмет көрсету сапасын бағалаудың көрсеткіштері мен шарттары

Аннотация. Мақалада мемлекеттік қызметтердің мәні қарастырылды. Басылымда мемлекеттік қызметтерді ұсыну, олардың сапасын жоғарылату мен азаматтар үшін қолжетімділік мәселелері зерттелді. Мемлекеттік органдардың сапа талабына сай келетін, уақытында жасалынатын және бірінші кезекте азаматтардың қанағаттануына бағдарланған қызметтерді ұсыну мәселесіне назар аударылды. Қазіргі уақытта қызмет көрсету кезінде пайдаланушылардың мемлекеттік қызметке көңілдері толу деңгейін анықтау үшін азаматтарға бағдарланған тәсілді пайдалану – зерттеу саласының ең өзекті мәселелерінің бірі болып саналады. Сондықтан азаматтардың мемлекеттік қызмет көрсету деңгейіне қанағаттану мәселесі талданды.

Мақалада заңнамалық құжаттар мен мекемелер жағынан регламенттелген, қызмет көрсетуді ұсыну тұрғысынан мемлекеттік мекемелер қызметінің алгоритмі сипатталды. Мемлекеттік қызметтің сапасын мемлекеттік мекеменің қызметі жағынан да, мемлекеттік қызметкер жағынан да бағалауға болатын негізгі тұжырым көрсетілді. Мемлекеттік қызмет көрсету сапасының өсуіне кедергі келтіретін мәселелер анықталған және қазіргі кезеңдегі мемлекеттік қызметтердің сапасы мен қолжетімділігін жоғарылатудың негізгі бағыттары сипатталды.

Түйін сөздер: қызмет; мемлекеттік қызмет; мемлекеттік қызметтердің сапасы; мемлекеттік қызмет көрсетуді бағалау; мемлекеттік қызмет сапасын бағалау критерийлері; қолжетімділік; стандарт; регламент.

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Показатели и критерии оценки качества оказания государственных услуг

Аннотация. В статье рассматривается сущность государственных услуг. Исследованы проблемы предоставления государственных услуг и повышения их качества и доступности для граждан. Изучены вопросы предоставления государственными органами услуг, отвечающих требованиям качества, своевременности и ориентированных в первую очередь на удовлетворённость граждан в этих услугах.

В настоящее время использование ориентированного на граждан подхода при предоставлении услуг для измерения уровня удовлетворенности пользователей государственными услугами считается одной из актуальных областей исследования, поэтому в работе анализируется данный аспект.

В статье приводится описание алгоритма деятельности государственных учреждений в контексте услуг, регламентированных законодательными документами и учреждениями. Основной вывод заключается в том, что качество государственной услуги можно оценить как с позиции деятельности государственного учреждения, так и с позиции работы государственного служащего. В работе определены

проблемы, сдерживающие рост качества оказания государственных услуг, охарактеризованы основные направления повышения качества и доступности государственных услуг на современном этапе.

Ключевые слова: услуга, государственная услуга, качество государственных услуг, оценка оказания государственных услуг, критерии качества государственных услуг, доступность, стандарт, регламент.

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