Implementation of the IT as the way to increase the transparency and convenience of public administration in Russia

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Abstract

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Information technologies cover and automate today practically all spheres of life. The use of IT in public administration that deals with the daily problems of citizens plays an important role in successful development of any state. Problems of development of information technologies in general and their implementation in the activity of public authorities in particular have recently got more attention. This is because one of the success criteria of the modern state is the general level of informatization of all spheres of life. The use of information technologies in government allows not only to seize new opportunities to improve the efficiency of the work of these bodies, but also, in case of successful implementation of it, lead the government to the whole new level of success and satisfaction of its citizens.

The aim in this paper is to study the need of using information technologies in the management of the cities in Russia, give an analysis of the key conditions as well as give

some examples of the other countries' experience in using IT. Also to develop recommendations for the creation and development of the electronic component of the city management.

Implementation of the IT as the way to increase the transparency and convenience of public administration in Russia

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Introduction

In the last decade, much research in information systems has presented information technology as the fastest and most efficient way for an organization to move forward towards performance and efficiency. The 21st century was claimed as the digital revolution era. At the opening session of the first World Summit of Information Society (WSIS 2003), the Secretary-General of the United Nations, Kofi Annan, stated — «We are going through a historic transformation in the way we live, learn, work, communicate and do business (...)»[1]. Technology has produced the information age. Experts argue today that we are living a new industrial revolution more fundamental than the former. The companies as well as governments that are not aware of this new era and do not know how to clear a road for themselves during the period of transition will be vulnerable and quickly become old-fashioned.

Russia also pays great attention to the aspects of informatization. Opening the session of the Council for Development of the Information Society, the Russian President said that no progress or modernization is possible without information technologies: "...this is true in scientific and technical areas, and the actual management issues, and even the strengthening of democracy in the country."[2] Basically, it is really important to transfer the current priorities in public administration on-line. Also the use of IT technologies is becoming a necessity for ensuring compliance from the people. The use of IT also increases the investment attractiveness of a municipality.

Starting from the 2000s we have had only one point to consider – the factor of technology: mainly information and communication technology in public management as a means of improving performance. This raises many questions when considering closely the virtual environment created by information technology, which is very complex due to the human-factor concept and the multi-variable character of information that is the core of any information systems. Also, if we consider each country with its own socio-cultural reality as

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[1] Stauffacher, D., W. Kleinwächter, and United Nations ICT Task Force. *The World Summit on the Information Society: Moving from the Past Into the Future*. ICT Task Force Series. UN, 2005.

[2] *Transcript of the meeting of the Council for Development of the Information Society*. http://www.kremlin.ru/transcripts/3161

well as, we should understand the differences of reforms and technologies in many countries. How do developing nations see performance relating to technology? Can public organizations of developing nations improve performance by the use of information technology? Is it rational to correlate performance to information technology? How can we really measure the performance achieved by any organization? What parameters does the use of technology in public administration specify? How can one improve positive impacts, such as performance and efficiency, in public administration?

Modern conditions require a high level of informatization among municipalities and municipal management, in particular. Each municipality must cover a minimum set of attributes of good governance – a municipal website, the local network of radio and television broadcasting, a newspaper. Municipal administration should be largely automated (e.g., electronic document management, information databases). One should maintain a high level of training and technical support for personnel of any administration.

Information technology (IT) in municipal management is widespread for combining many ways to solve operational, tactical and strategic objectives. A necessary step in the introduction of IT and common information space is developing regulations that determine communication amongst agencies. Regulations should determine the transmission of information, the right to access it, and the protection of information from unauthorized access. The introduction of IT into the practice of municipal government - the creation of common information space providing openness of municipal government, expanded access to electronic services for people, and implementation of "one stop shop", increases the investment attractiveness of any municipality.

Successful examples of e-government implementation

In the era of high technologies, the state, claiming the status of a developed country, should have an electronic government. For a long time already in the world there has been a practice of using information technologies in the provision of government services. Some countries have achieved great results, and some are only taking the first steps towards the use of information technologies even now. Here are some examples of successful e-government implementations.

Britain

Back in 2005, former Prime Minister Tony Blair put before the government the task to organize the most effective, cheap and short link between the government and the population[3]. To achieve this goal in Britain a special unit, the e-Government Unit, was formed. Its task was to develop information technologies that would unite all government agencies and provide on-line the principle of connection between people and government[4]. This project greatly changed the lives of the British population and officials. In all departments queues disappeared. Currently responses from government about citizens' requests do not go through the "window" or by postmail, they are passed via the computer. Interagency and intra-Agency information exchange between British Ministers have become an integral part of their workflow.

The British population can be called one of the computerized populations of the world. Nearly the whole of the civil and human needs of Britons are satisfied through the global Internet. According to 2013 research 36-million adults (73%) in Great Britain accessed the Internet every day, 20-million more than in 2006[5], when directly comparable records began. In 2013, 70% of adults in Great Britain used a computer every day, up from 45% in 2006. Of course, now those numbers are more impressive than in 2006, in addition all libraries in Britain provide the opportunity to connect to the Internet from your computer. Also on the streets now you have an Internet console with which any citizen, if necessary, can completely

[3] Catherine Sladen, «Socially Inclusive e-Government?», http://www10.org/program/society/sladen/detr.htm
[4] Oliver Bennett, "Electronic Government" - Commons Library Standard Note, http://www.google.com/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0CB8QFjAA&url=http%3A%2F%2Fwww.parliament.uk%2Fbriefing-papers%2FSN01202.pdf&ei=vBW4VMrsM8n5yQTlzILYDQ&usg=AFQjCNHVrCz865rwuiJcMzCMN576bTkzzQ&sig2=AQIMexU1me3llgT_uPkNVg&bvm=bv.83640239,d.aWw
[5] «Internet Access - Households and Individuals» by Office for National Statistics, 2013 http://www.ons.gov.uk/ons/dcp171778_322713.pdf

free of charge send an Internet message or request. By 2013 the UK had achieved almost 100 percent population coverage for Internet services, and life of the whole population went into an on-line mode.

In order to obtain a visa for trips abroad or a residence permit, to renew health insurance, to renew a permit for street Parking, or to fill in a tax return citizens do not need to leave home any more, rather they can simply go to the Internet.

It is also important to note that the electronic communication of citizens with different agencies is strongly encouraged by the services themselves. For example, if you pay for car Parking over the Internet, you get a discount. This is because different departments are also interested in on-line communication rather than off-line. This is so because the government as well as its citizens does not want to spend additional time and money to pay the government workers. So that is how one button replaces endless queues in various departments and government agencies.

Germany

The German program e-government 2.0 was launched in 2006 and was a continuation of the program BundOnline 2005[6]. Today, more than half of German companies prefer electronic communication with state institutions and agencies.

People who live in Germany nowadays cannot imagine their lives without on-line communication with government agencies. If earlier you had to stand in line in the Berlin registration office for foreigners in order to extend a residence permit, now at the reception you can register by e-mail.

Most citizens have resorted to the Internet to exchange personal communication with officials when they need to fill in a tax return, send the application to get a passport, get a driver's license, register a vehicle or send the statement on the establishment of enterprises and firms.

China

The idea of establishing e-government in China emerged in the late 1990's, but then it was decided mainly on the level of cities and municipalities. One of the first in this direction

[6] *«eGovernment 2.0» The Programme of the Federal Government of Germany*
http://workspace.unpan.org/sites/internet/Documents/UNPAN034241.pdf

was Beijing, when in the 2000s, the city launched the program "Digital Beijing"[7], which represented or meant the creation of a network infrastructure between research institutions, industrial enterprises and universities.

Now for the Chinese government its first and foremost task is to optimize the performance of the most popular ministries and agencies, and actively develop e-communications with the public. In China the very good and long established system of traffic police, which allows anyone to obtain the name of the owner of any vehicle, one only has to visit the official website[8]. Of course, one needs to know the registration number, engine number or chassis. This service is convenient because it allows the car owner to make sure that his/his machine does not have fines. In order to ensure the operation of this system of impartial surveillance cameras, the camera readings can be checked at any time on the official police website. Unfortunately, it is still not possible to pay a fine through Internet.
Many public services have become much more accessible, for example, in order to obtain permission for foreigners to stay in China, one can just go to the official website and download the necessary forms and with the already completed application forms go to the police station.

According to a survey conducted in March 2012 as part of a UN report «E-Government Survey 2012: E-Government for the People»[9], China ranked 78th in the world in terms of e-government with 0.5359 points. For comparison, Russia occupies 27th place (0.7345), Belarus - 61 seats (0.609), and South Korea - ranking leader (0.9283). The average country rating is - 0.4877. All the countries covered by this study are ranked in the ranking based on the weighted index ratings on three main components: 1) the extent and quality of Internet services, 2) the level of ICT infrastructure and 3) human capital. The rate for each of the three components, in turn, consists of a variety of parameters, including information services and websites of public services, as well as their accessibility to citizens, the relative number of Internet users, the number of users of fixed and mobile telephones, the literacy rate, the legal framework and other factors.

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[7] "Beijing E-Government Vision and Framework", Beijing Municipal Office of Informatization, Sister City Program Technology Summit White Papers June 24-25, 2004, http://www.nyc.gov/html/ia/gp/downloads/pdf/beijingwhitepaper.pdf

[8] Beijing Traffic Management Bureau, http://www.bjjtgl.gov.cn/publish/portal1/tab187/

[9] UN report «E-Government Survey 2012: E-Government for the People» http://unpan1.un.org/intradoc/groups/public/documents/un/unpan048065.pdf

Meanwhile, according to another study conducted by Visa, the degree of development of services offered by the government to its citizens and businesses, China has overtaken Russia (55.3 points versus 50.1)[10]. The ranking was based on the ability of people and representatives of business to interact with their government electronically. Of particular importance is the possibility of executing a document that certifies the identity of new company registration, the payment of taxes and fines, and the receipt of social benefits etc.

Korea

The highest level "electronification" of the government by the Korean government has not yet been reached, but there are very good prospects for this to happen soon. In February 2010, the UN experts called the Korean e-government the best in the world according to the results of studies.[11]

Table 4.1 **Top 20 countries in e-government development**

Rank	Country	E-government development index value	Rank	Country	E-government development index value
1	Republic of Korea	0.8785	11	Singapore	0.7476
2	United States	0.8510	12	Sweden	0.7474
3	Canada	0.8448	13	Bahrain	0.7363
4	United Kingdom	0.8147	14	New Zealand	0.7311
5	Netherlands	0.8097	15	Germany	0.7309
6	Norway	0.8020	16	Belgium	0.7225
7	Denmark	0.7872	17	Japan	0.7152
8	Australia	0.7863	18	Switzerland	0.7136
9	Spain	0.7516	19	Finland	0.6967
10	France	0.7510	20	Estonia	0.6965

Table 1. Top 20 countries in e-government development[12]

In order to be successful the Korean government has spent more than 20 years and tens of millions of dollars. The most expensive part so far has been the creation of the infrastructure. It is predicated on a geographical feature of the country, namely, a large faction

[10] Tatyana Shirmanova, "'Electronic Government' in Russia Works Worse than in Africa.", http://izvestia.ru/news/532620

[11] UN report «World e-government rankings», 2010 http://unpan3.un.org/egovkb/Portals/egovkb/Documents/un/2010-Survey/Chapter-4-World-e-government-rankings.pdf

[12] UN report «World e-government rankings», p.60, 2010 http://unpan3.un.org/egovkb/Portals/egovkb/Documents/un/2010-Survey/Chapter-4-World-e-government-rankings.pdf

of Korea's landscape consists of mountains. Fortunately, modern technologies and wireless communication have made the Internet available in the most remote places of the country.

Also, the process of teaching people how to use the IT comes with a high cost. For this purpose special courses have been created. But I must say that it was worth it, because now citizens do not need to go to a government agency and to stand in a queue to obtain the necessary document. You can simply go to the website, fill out the form and send your request, which will definitely be processed and answered if needed. At the moment, via the Internet, you can order more than five thousand different documents.
The replacement of personal contact between a citizen and an official with the electronic interaction mostly eradicated the practice of bribery, which still is a very serious problem worldwide.

Unfortunately, there is a drawback of such the system. It is the inability of the state to ensure full protection of the entire volume of personal information of citizens, which is stored in government databases. Not only the possibility of large-scale virus attacks, which are able almost instantly to disrupt the government website, but also, just the system's problems can result in a catastrophe. It should be noted that work on ensuring the security of the system is conducted in an on-going manner.

France

In the state program of France, it is written that all the French will be provided with high-speed Internet access. Today, 62% of all French family households are fully informatized, and 43% of the people choose the Internet to communicate with government agencies. The cost of unlimited high-speed Internet averages 20-30 euros per month.

The project "Electronic government" was launched in the late 1990's[13]. Already at that time in all ministries and departments websites for bidirectional communication were working. Using those sites it was possible to obtain various information and to ask officials some questions, the answers to which were received within a few days depending on the complexity of the issue.

[13] Nixon, P.G., and V.N. Koutrakou. *E-Government in Europe: Re-Booting the State*. Routledge Advances in European Politics. Taylor & Francis, p 76, 2006. https://books.google.com/books?id=0EuVEymjzpgC.

For ten years the state has invested billions of euros to the provision of universal compulsory computer literacy for officials. In 2002, a program was launched, through which it became possible to fill in a tax return on-line[14]. And taxpayers, who use this service, get the opportunity to submit the income tax declaration two weeks later and the tax is reduced by 20 euros. Now such documents as birth certificates, all kinds of statements, application for registration with the employment agency and more can be obtained via the Internet.

There is a tendency of citizens to create their own accounts on a special website. This service allows French citizens to store electronic analogues of documents, for example, a copy of an identity card and other information that is necessary for communication with civil services. Access requires the use of a secret passage.

Estonia

All Estonian citizens who have reached 15 years of age are holders of ID cards. The ID-card is an identity card of a citizen. It allows you to sign an electronic document with a digital signature. Using their ID card, all Estonian citizens may be authorized in the public and private on-line services and receive personal e-mail addresses through which they communicate with public institutions and private enterprises, receive all necessary documents from government, make requests, and use the services of Internet banking and other electronic services.

The Estonian government has not only made the idea of providing state services in electronic form, Estonia became the first country to legally vote via the Internet as one means of submitting votes. The idea of e-voting in Estonia appeared in 2001. For the first time this project was implemented at the time of the local elections in 2005[15], after which this system of Internet voting was deemed a success and was already used in the 2007 Parliamentary elections.

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[14] Nixon, P.G., and V.N. Koutrakou. *E-Government in Europe: Re-Booting the State*. Routledge Advances in European Politics. Taylor & Francis, p.81, 2006. https://books.google.com/books?id=0EuVEymjzpgC.

[15] "Estonia First Country in the World to Introduce Internet Voting," October 13, 2005. http://www.euractiv.com/egovernment/estonia-country-world-introduce-news-214896.

The list of examples of e-government implementation can be continued. The number of countries with established electronic communication between officials and citizens grows. In such countries each person is successfully using electronic digital signatures and electronic elections are becoming more and more common. This process is natural for developed countries, which are living in the world of high technologies. As written above, ICT plays a huge role in the process of developing countries. In my paper I mostly will refer to Russian experience of “informatization of the government” and that is why besides others there is a point: Can we say that today it is mostly the e-government with e-democracy included not the opposite?

Russia and ICT

In the Russian Federation the legal framework for the transparency of government, effective information interaction between citizens and authorities, expansion of citizens' access to global information resources is based on the Constitution of the Russian Federation, Federal laws and other normative-legal acts which regulate the issues of development of Informatization and use of information technologies.

The most important legal acts at the Federal level include:

- The Federal law from July 27, 2006 № 149-FZ "On information, information technologies and protection of information,"[16]
- Federal law of January 10, 2002 No. 1-FZ "On electronic digital signature,"[17]
- Federal law of 7 July 2003 № 126-FZ "On communications,"[18]
- The Federal law from July 27, 2006 № 152-FZ "On personal data,[19]
- The information security doctrine of the Russian Federation approved by the President of the Russian Federation 9 September 2000 № 1895,[20]
- Resolution of the Government of the Russian Federation of 28 January 2002 No. 65 "On the Federal target program "Electronic Russia (2002 - 2010),"[21]
- The order of the government of the Russian Federation dated 27 September 2004 No. 1244-R "On the concept of using information technologies in the activities of the Federal bodies of state power by 2010,"[22]
- The Federal target program "Electronic Russia (2002-2010),"[23]
- The Federal target program "Information Society (2011-2020),"[24]

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[16] *On information, information technologies and protection of information*, 2006. http://www.rg.ru/2006/07/29/informacia-dok.html.

[17] *On information, information technologies and protection of information*, 2006. http://www.rg.ru/2006/07/29/informacia-dok.html.

[18] *On Communications*, 2003. http://www.rg.ru/2003/07/10/svjaz-dok.html.

[19] *On personal data*, 2006. http://www.rg.ru/2006/07/29/personaljnye-dannye-dok.html.

[20] *The information security doctrine of the Russian Federation*, 2000. http://www.scrf.gov.ru/documents/5.html.

[21] *Resolution of the Government of the Russian Federation "On the Federal target program "Electronic Russia (2002 - 2010)"*, 2002. http://economy.gov.ru/minec/activity/sections/fcp/doc1096611747891.

[22] *The order of the government of the Russian Federation "On the concept of using information technologies in the activities of the Federal bodies of state power by 2010,"* 2004. http://www.rg.ru/2004/10/07/konzepciya-it-doc.html.

[23] *The Federal Target Program "Electronic Russia(2002-2010),"* 2002. http://minsvyaz.ru/ru/directions/?regulator=40.

- "Concept of development of public and municipal services in electronic form,"[25]

The Federal target program "Electronic Russia" was being implemented since 2002 and was valid until 2010. The Russian government in 2002 approved the first edition of the Federal program "Electronic Russia".

The main objectives of the Federal program were:

- Development of information and communication technologies in public administration,
- Improvement of legislation in the field of ICT,
- Development of the system of training specialists in ICT, and
- Creation of e-Commerce and much more.

Starting from 2002 till 2010, the amount of money, which government planned to spend on the Federal target program "Electronic Russia" from the Federal budget, was 39 billion rubles. However, the program stalled. Representatives of various ministries and agencies have repeatedly expressed in the media their thoughts that the goal of the program is too global[26] - building in Russia of an information society requires global information, improving the computer literacy of the population, and paid research.

In 2006, the Federal program "Electronic Russia" underwent significant changes. The whole course changed: from "information for information" to the uniting and effective use of information systems. The Federal program was directly related to the administrative reform and has become one of the main instruments of its implementation. The program was aimed at improving public administration through e-government implementation.

The program included activities in 6 main areas[27]:

1. The formation of standards and guidelines in the use of information and communication technologies in public administration.
2. Ensuring the effective information exchange between agencies on the basis of information and communication technologies and the integration of government information

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[24] *The Federal target program "Information Society (2011-2020)*, 2010. http://fcp.economy.gov.ru/cgi-bin/cis/fcp.cgi/Fcp/ViewFcp/View/2011/369.

[25] *Concept of Development of Public and Municipal Services in Electronic Form*, 2013. http://minsvyaz.ru/common/upload/Kontseptsiya_v_21-red.pdf.

[26] Igor Shegolev. This may involve the sale of the updated" Rostelecom , October 16, 2009. http://www.kommersant.ru/doc/1250565.

[27] Appendix 1

systems.

3. The effectiveness of interaction of state bodies with people and organizations on the basis of information and communication technologies.

4. The introduction of information systems management activities by the use of public authorities.

5. The creation of standard software and hardware solutions to support the activities of public authorities.

6. Managing the implementation of program activities.

Even today there are still a huge number of problems when using e-government. The main problem is a lack of training of state and municipal archivists for the reception and preservation of documents on electronic media. Federal law of the Russian Federation dated Oct 22, N 125-Federal law "About the archives in the Russian Federation" only prescribes those electronic documents that can be rented for storage.[28] Their further fate is unfortunately unknown.

It is also unclear how the authorities will protect the information against unauthorized access. After all, none of even the best security systems can provide the absolute protection. As well as currently, the public authorities have accumulated in the databases a large amount of personal data, in case of unauthorized access data could be modified and used for purposes inconsistent with the legislation of the Russian Federation.

In accordance with the Federal law "On personal data", in case of illegal actions with personal data within a period not exceeding three working days from the date of such identification the operator is required to correct violations. In case of the impossibility to eliminate violations, the operators within a period not exceeding three working days from the date of detection of illegal actions with personal data are obliged to destroy personal data.[29] On elimination of the violations or destruction of personal data the operator is required to notify the personal data subject or his/her legal representative, and also notify the subject if the appeal or request were sent to the authorized body for the protection of the rights of

[28] *About the archives in the Russian Federation*, 2004. http://www.rg.ru/2004/10/27/arhiv-dok.html.
[29] *On personal data*, 2006. http://www.rg.ru/2006/07/29/personaljnye-dannye-dok.html.

subjects of personal data.

The final program, which outlines the future development direction of E-Government in Russia is the Federal program “Information Society (2011-2020)” and the “Concept of development of public and municipal services in electronic form".[30] At the end of December 2013, the Russian Prime Minister signed decree No. 2516-R “On approval of the Concept of development of mechanisms of state and municipal services in electronic form”. The concept itself was developed by the Ministry of Communications together with Ministry of Economic Development in accordance with the instructions of the Prime Minister and is aimed at improving the quality and accessibility of e-services in the framework that are fulfilled in presidential decree No. 601 dated 7 May 2012.[31]. The Ministry of communications developed a specific action plan (“roadmap”) to implement the concept, which was submitted to the government in the first quarter of 2014.[32] Decree No. 601 was one of the first such documents signed by Vladimir Putin immediately after coming into office of the President, which in itself speaks about the relevance of the question. The decree had clearly formulated indicators on improving the system of state management, which should ensure the government:

- The level of citizens ' satisfaction with the quality of public services (including municipal) by 2018, not less than 90%,
- The percentage of citizens with access to public services on the principle of “one window” by 2015 - not less than 90%;
- The percentage of citizens using the mechanism of state services in electronic form, by 2018, not less than 70%,
- Decrease in the average number of references representatives of the business community in the authority of the state to receive the same public services by 2014 - up to two, and
- Reduction of waiting time in the queue at the request of the applicant authority of the state to obtain public services by 2014, up to 15 minutes.

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[30] *Concept of Development of Public and Municipal Services in Electronic Form*, 2013. http://minsvyaz.ru/common/upload/Kontseptsiya_v_21-red.pdf.

[31] *Presidential Decree “On main directions of improving governance,”* 2012. http://www.rg.ru/2012/05/09/gosupravlenie-dok.html.

[32] *Roadmap for “for the Implementation of Public Services in Electronic Form (2014-2018 Years) ,”* 2014. http://www.gridnev.info/?p=407.

The decree also contained a long list of orders to the government for work in this direction. In the concept that is now approved it is stated that the implementation of measures for the implementation of ICT in government agencies that provide services in 2002-2013, helped to solve a number of important tasks, including:

- To form the basis of departmental, regional, and in some cases, and municipal infrastructure,
- to start the formation of a Federal e-government infrastructure,
- to start providing state and municipal services in electronic form and using interagency cooperation, and
- to form the basis of regulatory legal provision for the use of information technologies in the activities of agencies that provide services.

In any case the key thesis of the concept is the fact that the practice of implementation of measures on the formation of e-government has identified a number of problems in goal-setting and organizational as well as technical problems. The result concludes that if the current dynamics of work in this direction stay the same, the indicators, which were established by decree No. 601, would not be achieved. To change the same rate of progress requires the review of a number of organizational and technical aspects of the activities of government bodies and bodies of state power.

The document says that the main channel of the remote access services - a portal of government services (GOSUSLUGI.RU) is not sufficiently focused on the needs of the users. In particular, it is clearly insufficient with internal search availability posted on the service portal, its content is not available to external search engines, only a small number of services implemented the ability to pre-populate electronic forms and representations, established to inform citizens about the current status of receiving services.

Despite the requirements of the current legislation, a significant number of federal government services are not available on the portal of government services GOSUSLUGI.RU. A significant number of services are available in electronic form only through the official websites of the agencies that provide these services, or specialized operators, sometimes not for free. The lack of integration of different sites and systems leads to the need for multiple registrations and provision of the same personal citizens' information to various operators.

When transforming services into electronic form and during the process of organization of the interdepartmental interaction, the administrative procedures are often not optimized. This does not allow realization of the benefits of automation. Thus, the costs to provide services, despite significant spending on ICT are not reduced. Still the convenient and accessible mechanisms for the transformation of documents from paper to electronic form have not been created. And the legal framework of the provision of services often does not provide an opportunity for the electronic communication. In particular, only for several, but not all, services is the electronic form of the final document suitable for further use when interacting with other government agencies. So it turns out that the reference to the electronic channel for receiving government services hardly reduces the number of face-to-face visits by the applicant to the office of the service provider. Furthermore, it does not really eliminate the need to file paper documents as stated in the concept.

A number of significant technical and organizational problems exist on the level of e-government infrastructure (EGI). To a significant extent, their appearance was determined by the fact that the EGI was created right at the time when new tasks and challenges appeared. It was created without designing technical architecture, standardization of external interfaces, proper documentation of information systems and their operation. As a result, the infrastructure is not sufficiently controlled and has limitations on development. Thus, excessive architectural decisions lead to higher support costs and operation of the EGI. For example, the distributed architecture of the unified system of interdepartmental electronic interaction (SIEI), which consists of 84 units, located in seven data centers in different regions of Russia, leads to unnecessary costs on the purchase and modernization of expensive and quickly outdated equipment. Furthermore, as a consequence, the cost of supporting processes and software updates rises dramatically but actually all this does not provide any significant benefits. At the same time, due to the accepted design and organizational decisions a growing number of users of EGI leads to the unsettled load increase on the system and to the reduction in the reliability of its functioning. It also dramatically increases the cost of development and operation of the EGI.

There are also questions at the level of legal and regulatory requirements. Examples include a lack of a legal definition of EGI, legally established parameters of quality of service, cost effective rates for works and services of the sole contractor of the state program

"Information society". It all led to the commercialization of processes of formation and use of infrastructure. Basically the name of the sole contractor is not mentioned in the document, but its name is well known – Rostelecom. Implementations in the earlier approach to the creation of EGI[33] have resulted in a number of information systems included in the EGI. It is designed so that it cannot function independently without the subsystems belonging to Rostelecom. The result of this situation is that the government of Russia has no property rights on a number of the IT components. So there is no opportunity to update them. Furthermore, it is difficult to control and evaluate the quality of operations and to plan for its future development. The following concept provides an example. Some of the functions of the information-payment gateway are implemented in the system of information support payments, which belongs to "Rostelecom", which also belongs to the system control and operation of EGI that is required for monitoring EGI, management requests and incidents.[34]

One can safely conclude that the closed architecture of information systems, which form the SIEI as well as the complexity of regulations development and operation of such services as SIEI and forms of EGI, prevent the formation of a competitive market. All this adversely affects the value of the work, the costs of services on the federal portal GOSUSLUGI.RU and the SIEI itself.

The main volume of the text of the concept is associated with a sufficiently detailed description of the requirements as to the system of public services and schemes for its implementation and development with the participation of various government departments and agencies. In particular, it discusses the need for the development of the portal GOSUSLUGI.RU, on the simplification of the registration on it, about the creation of a unified system directories and classifiers for state information systems, better user interfaces, the possibility of payment of fees and charges on-line, about on-line appointments to visit the offices, and the formation of a common space of trust electronic signature and the development of the system of interdepartmental electronic interaction. Together with the Ministry of Economic Development the most popular services were selected (15 Federal and 20 regional and municipal). They will form a basis on which the single solution for all stages of the services will be elaborated, that is, registration, application, queues to visit, payment

[33] For this and next abbreviators see Appendix 2

[34] *Concept of Development of Public and Municipal Services in Electronic Form*, p.6, 2013. http://minsvyaz.ru/common/upload/Kontseptsiya_v_21-red.pdf.

information, and appeal.

A separate section of the concept is about the development of the EGI. There are defined the following main directions:

- development of access channels to the state and municipal services,
- development and maintenance of the model state data
- provide trusted communication,
- development of a system of interdepartmental information interaction,
- creation of management tools quality of public services, and
- building of engineering infrastructure of e-government.[35]

As one of the guiding principles the need to ensure the inalienable nature of EGI from its developers, suppliers and operators is indicated. To implement this approach it is required that the order of development, commissioning and modernization of the EGI provided the process of documentation of all of the used technologies and design solutions. This should be ensured by the Russian Federation property rights (including rights to modify) developed at the expense of the Federal budget for the needs of EGI software.

[35] *Concept of Development of Public and Municipal Services in Electronic Form*, p.18, 2013. http://minsvyaz.ru/common/upload/Kontseptsiya_v_21-red.pdf.

Types of e-government in Russia

In Russia the three types of e-government started with some break in time and simultaneously are implemented (in brackets is the year of introducing the first components or services to the appropriate e-government):

- networks of Multi-Functional Centers which provide services (MFC[36], 2008),
- a single portal of public and municipal services (PGS, 2009), regional portals and portals of municipalities (network of PGS, 2009) associated with the system of interdepartmental electronic interaction (SIEI), and
- system of open government (OG, 2011).

The open government data have become a mandatory component of the websites of state and municipal management in the Russian Federation. System components of open government (open region, the open Ministry and public state and municipal data) are directly implemented at the state and municipal websites. Access to them is not through PGS but directly via the Internet (for example, the website of the Ministry of economic development). Actually nowadays the website (open.gov.ru) has been established, where in one place all public open data will be gathered.

In October 2013, the public was presented for discussion the concept of development of mechanisms for providing state and municipal services in electronic form, which is mentioned above. It is proposed to integrate the types of e-government listed above and the result will be an integrated e-government in Russia. In the context of global development it should be noted that the entire world is talking about "smart government"[37] although IBM expresses it more politely, proposing to use the term "smarter government".[38]

Gartner believes that technology of the smart government will integrate information, consumer services and operating technology of the government in the implementation of the

[36] For this and next abbreviators see Appendix 2

[37] United Nations Public Administration Network, 'Smart Governance for Sustainable Development: New Opportunities for Partnerships in the Networked Society' forum in Kazakhstan, 2014, http://www.unpan.org/GeGF/2014

[38] Smarter government by IBM, http://www.ibm.com/smarterplanet/us/en/government/ideas/

functions of state planning, management and operational control, regardless of functional domains, processes and jurisdiction, in order to generate a sustainable public value.[39]

From this definition, it is necessary that the implementation of smart government is only possible when using the so-called expert and operational integration across verticals and across all ranks of executive power on the basis of the joint provision of state and municipal e-services specific to individuals and legal entities, as well as state and municipal services (functions) to an indefinite circle of persons.

Unfortunately, Russian special literature hardly explores the issues of organizational-methodological and normative-legal collaboration of ministries and agencies in providing services to specific individuals. English expert communities starting from the current century have devoted many papers to this subject that have studied various aspects of the so-called unity government (joined-up government) [40] , government as a whole (whole-of-government).[41]

Thus, there is the following chronology of the development of e-government of Russia, looking to the future[42]:

- 2008 - MFC network,
- 2009 - PGS+SIEI,
- 2011 - open government (OG),
- 2013 - Integrated government (MFC+PGS+SIEI), and
- 2016+ -

If all goes well and the risks of creating electronic government in Russia are not implemented and formation of the smart e-government, in order not to fall out of the world of the holder of such governments, succeeds, there will be smart government. It should be noted that in the Russian literature about e-government they did not receive special names, but in the English

[39] Rick Howard, Smart Government Key Initiative Overview, 2013, https://www.gartner.com/doc/2520516/smart-government-key-initiative-overview

[40] Tom Ling, "DELIVERING JOINED-UP GOVERNMENT IN THE UK: DIMENSIONS, ISSUES AND PROBLEMS", Public Administration Vol. 80 No. 4, 2002 (615–642).

[41] United Nations E-Government Survey 2012, Ch.3, http://unpan3.un.org/egovkb/Portals/egovkb/Documents/un/2012-Survey/Chapter-3-Taking-a-whole-of-government-approach.pdf

[42] Appendix 2 for abbreviations

literature, for example, PGS+SIEI means, “bound by a network of government” (connected government, Cisco[43]).

[43] Connected Government (essays from innovators), edited by Willi Kaczorowski, http://www.cisco.com/web/CA/pdf/Cisco_Connected_Government.pdf

Problems of e-government in Russia

In the world practice the adopted model is the model of interoperability in international and domestic interagency level of cooperation and single-level interaction of ministries and agencies in the provision of electronic services (top to bottom):

- regulatory level
- organizational level
- technical level.

Each level has its own weak points during the development and maintenance of the system of provision of state services in electronic form. And the weak points of several levels are interrelated.

Regulatory level weak points

- A large number of actors at different levels (federal, regional, municipal) create a constant threat of lagging the process due to various problems of communication. These issues include: conflicts of interest, the territorial fragmentation of the participants, the divergence of the conceptual apparatus of participants, and technical problems of communication.
- Insufficient involvement of experts, and employees of the executive authorities with practical experience in the provision of public services could lead to the elaboration of administrative regulations that are detached from reality.
- A large amount of normative-legal base that regulates various aspects of public services and gives insufficient attention to its analysis can lead to decisions that are quite acceptable with the process, but absolutely unacceptable from the legal point of view.

  For example, Russia keeps the development of cloud technologies, placing personal data in the cloud, in accordance with the requirements of 152 Federal Law "On personal data". The point is, that operators of clouds should not only ensure the security of personal data, but also implement a mandatory complex and expensive measures specified by the law. It is really expensive and difficult to carry out all, whereas in the cloud part of activities are implemented in any case (for example, requirements of backup policy and so on), and another part is also done due to the use of certified remedies simultaneously for multiple clients, which significantly decreases their use. Measures of protection are performed according to a standard script that also appreciably reduces their cost.
- Changes in the set and the functions of the federal and regional and municipal

authorities. For example, on the website of the state the information about the ministries and agencies that have already been eliminated by the decisions of the government or the President is "stuck". And there is no information as to who was given (if it happened) the right to rule the services of liquidation of ministries or departments.

• Changes in laws and regulations are directly related to the service parameters. For example, changing the age of retirement may lead to great of changes in other laws and services that use this option.

The weak points of organizational and methodological level.

- The lack of a unified methodology for the development of administrative regulations for the provision of public services. It should fully include the requirements of automation. Otherwise this situations leads to the impossibility of implementation, dissemination and replication of ready-made solutions at the municipal level.
- The lack of a standard, or customized in accordance with the common methodology, tool for the provision of public services, state authorities and bodies of local self-government makes it actually impossible to implement the Federal law № 210-FZ[44] on the municipal level. This, of course, will not allow using the government services in electronic form.

Technical weak points.

- ICT infrastructure in the regions and municipalities is not ready to deploy the service in electronic form, including the connection to the SIEI and the use of solutions for information security and personal data protection. In other words, a high threshold to connect regional and especially municipal information (often legacy) systems to the SIEI and the complexity of implementation of requirements for information security and personal data protection.
- The lack of human resources in the regions and municipalities for development and maintenance of e-services.
- The Lack of experience for the organization of the collective work of the ministries and departments on the same problem.

[44] *On the organization of state and municipal services*, 2010. http://www.consultant.ru/document/cons_doc_LAW_165305/.

For each type of interoperability there are many documents:

- As for regulatory support for the system as a whole there is a list of documents in concept. Actually, much wider list of regulatory documents is stored on the websites of the regions[45], because a significant part of the process is regulated at the regional level. A list of the documentation about the SIEI is on the portal of government services (PGS).[46]
- Organizational-methodical materials are posted on the portal of methodological support[47] for the implementation of the Federal law № 210-FZ "On the organization of public and municipal services".
- Technical documentation as separate documents are available at regional sites, for example, on the website of the Kemerovo region.[48]

By the middle of 2013, the lagging behind in the implementation of a large-scale plan of the transfer of Federal, regional and municipal services in electronic version on the platform of PGS+SIEI became chronic and growing. As a result, this issue was specifically discussed at the meeting of the Governmental Commission for the implementation of information technology in government.[49] The Chairman of the Commission D. Medvedev said at a session the opinion that addressing the following tasks can accelerate transition of services into electronic form:[50]

- Establishment of a single Federal structure of services, including both on-line and off-line services. Under this structure implies not only a single portal of public services, which now registered more than 4 million citizens, but also, a network of multi-service centers. At the time of the meeting nearly 700 centers had been established and by 2015 about 3 thousand more were to be opened. Another element is the modernization of network of "Mail of Russia" (Russian post offices) – there are more than 40 thousands. And, of course, the process of training the relevant staff is needed, so that they would be ready for this work with new electronic services.
- A clear definition of "provision of services in electronic form". It should not be just the webpage of the relevant agency, but "normal, modern, full interface that would simplify

[45] *Novgorodskaya oblast government portal,* http://region.adm.nov.ru/region/information/
[46] *System of interdepartmental electronic interaction portal*, http://smev.gosuslugi.ru/portal/
[47] *Portal of methodological support for implementation of 210 Federal law,* http://210fz.ru/mdx/
[48] *Kemerovo region website*, http://www.kemerovo.ru/oficialnye_dokumenty/proekty_dokumentov.html
[49] *Coordinating and advisory bodies in Minkomsvyaz*, http://minsvyaz.ru/ru/directions/?regulator=43
[50] *Transcript of the «Meeting of the Government Commission on the use of information technology to improve quality of life and conditions of business»,* http://government.ru/news/5854/

communication with officials. The interface must be clear not only to advanced users, but for ordinary people, including the elderly, who, however, are trying to use e-services.

• Creating a system that allows you to get state and municipal services throughout the country, regardless of place of residence or stay.

Then, the Russian government has renamed the Government Commission on the Implementation of Information Technologies in the Activities of the Authorities. Now it is called the Government Commission on the Use of Information Technology to Improve Quality of Life and Conditions of Doing Business with greatly expanded powers.

At the first meeting of the renamed Government Commission of the Ministry of Communications and the Ministry of Economic Development after discussing the situation with the lagging behind of system development of electronic services, it was concluded that it was necessary to develop, agree and approve the "Concept for the Development of Mechanisms for the Provision of Public and Municipal Services in Electronic Form" (Protocol No. 1, p. 4, p. 1 dated 19.09.2013[51]). The draft Concept on October 16, 2013, was presented to the public for discussion on the website of the Ministry of Communications.[52]

[51] *Concept of Development of Public and Municipal Services in Electronic Form*, 2013. http://minsvyaz.ru/common/upload/Kontseptsiya_v_21-red.pdf.

[52] "*The concept of development of mechanisms of state and municipal services in electronic form was developed',* http://minsvyaz.ru/ru/events/30432/

Analysis of usage of e-government in Russian cities

"Center of Applied Economics" by order of the electronic journal "Gosmanagement" made a rating of the subjects of the Russian Federation on the development of e-government on 1 April 2013.[53] Comparing the results of similar studies in April 2012[54], we can see that the first place position is now occupied by Moscow (Central Federal Region) and the Nizhny Novgorod region has retained the second place. In third place is St. Petersburg (North-West), the fourth and the fifth has two subjects of the Volga Federal district - Republic of Tatarstan and the Samara region. In the seventh and ninth places are two subjects of the Siberian Federal district - Trans-Baikal and Krasnoyarsk Krai; in sixth place is the Rostov region; in eighth is Kabardino-Balkaria, and in tenth is the Tyumen region. Unfortunately, none of the subjects of the Far Eastern Federal district is in the top ten list, the first region in the total number of points, the Jewish Autonomous region, is only in 15th place in Russia overall.
The purpose of this ranking is the formation of the picture used in the state administration tools interoperability with individuals using modern electronic means of communication and information processing.

The monitoring objects are:

- State and local government services, information about which is available on the Portal of public services of the subjects of the Russian Federation and the Federal portal gosuslugi.ru,
- The activity of multifunctional service centers;
- Information support (including information kiosks), and
- The use of special means of personal identification (electronic social cards).

The term "public service" in the study refers to "the activities to implement the functions of the Executive body of state power of subject of the Russian Federation and bodies of local self-government in the implementation of certain state powers transferred to the Federal laws and laws of subjects of the Russian Federation, which is carried out at the request of the applicants within the limits established by the regulatory legal acts of the

[53] *Rating of subjects of the Russian Federation in terms of e-government implementation on February 1, 2013,* http://gosman.ru/?news=29388
[54] Rating of subjects of the Russian Federation in terms of e-government implementation on April 1, 2012, http://gosman.ru/electron?news=24329

Russian Federation and normative legal acts of the the subjects of the Russian Federation of the powers authorities providing public services".[55]

"“Municipal service" ” according to the study, this the "“activity on the implementation of the functions of the local authority, which is carried out at the request of the applicants within the powers of the body, providing municipal services, according to the decision of questions of local value established in accordance with the Federal law of 6 October 2003, No. 131-FZ" that is entitled "“On general principles of organization of local self-government in the Russian Federation and municipal charters"."[56]

[55] *On the organization of state and municipal services*, 2010. http://www.consultant.ru/document/cons_doc_LAW_165305/.
[56] Ignatuk, N. *Fundamentals of Public Economic Law of Russia. Textbook*. Yusticinform, par.9 2014. https://books.google.com/books?id=zcNPBAAAQBAJ.

The first ten Russian subjects on the level of implementation of e-government on 1 April 2013 in comparison with 2012 data. Made by "Center of applied Economics" by order of the electronic journal "Gosmanagement"

Subject in Russian Federation	Place in Federal Region by April 1, 2013	Place in all-Russia rating by April 1,2013	Total points	Place in all-Russia rating by April 1, 2012	Total points by April 1, 2012
Moscow	1.CFR	1	133	3	134
Nizhegorodskaya oblast	1.PFR	2	132	2	156,5
St. Petersburg	1.SWFR	3	120	1	166
Tatarstan republic	2, PFR	4	106,5	4	132
Samarskaya oblast	3,PFR	5	83,5	**11**	94,5
Rostovskaya oblast	1.NFR	Б	82	6	116,5
Zabaikalskiy kraj	1,SFR	7	81,5	13	91
Kabardino-Balkarskaya	1, SCFR	8	81	7	114
Krasnoyarskiy kraj	2, SFR	9	78	34	63
Tumenskaya oblast	1.UFR	10	77,5	9	95,5

CFR – Central Federal Region
PFR – Near-Volga Federal Region
SWFR- South-West Federal Region
NFR – North Federal Region
SFR – South Federal Region
SCFR – South-Caucasian Federal Region
UFR – Urals Federal Region

The list of rendering state and municipal services included in the study was divided into the following categories: "Education", "Social support to certain categories of citizens", "the registry office", "housing, land and property relations", "Health care" and "Culture".

Assessment of public and municipal services was made on the basis of Administrative regulations, published on the portal of public services of the subject of the Russian Federation. When evaluating the level of electronic public services that are available on the

portals, the following conditions had to be met[57]: the information is posted on the portal in the presence of administrative service provision, placement on the portal of public services forms (templates) statements and other documents required to obtain services, the possibility of providing documents in electronic form, monitor the provision of services on the portal of public services and, finally, the last or fifth level is directly related to the provision of services wholly or partly in electronic form. The evaluations of additional electronic services were made for services not reflected in the above paragraphs. Such services were provided under the authority of the authorities of the RF subjects and local authorities.

Also much attention was paid to the technical side of regional public services portals. The following indicators were evaluated: breaks of the portals of public services (more than 4 hours per day total), the indexing of the website by search engines (the hit in the first 20 links), an independent system that counts the visits to the portal and shows different kind of statistics of attendees (the ratio of visitors to the region's population). In addition, other evaluation criteria were used, such as: the navigability of the website when a user disables the graphic design elements of the website, the built-in site search (context search) and the efficiency of the system for quick access to specific services and/or sections of the service.[58]

[57] *The methodology for ranking the subjects of the Russian Federation on the level of implementation of E-government*, http://gosman.ru/content/МЕТОДИКА%20v2%2020120629.doc
[58] *The methodology for ranking the subjects of the Russian Federation on the level of implementation of E-government*, http://gosman.ru/content/МЕТОДИКА%20v2%2020120629.doc

Subject in Russian Federation	Place in all-Russia rating	Total points	Govern-mental services	Municipal services	Other services	Technic al services
Moscow	1	133	28	20	50	22
Nizhegorodskaya oblast	2	132	34	21	38	22
St. Petersburg	3	120	33	б	42	22
Tatarstan republic	4	106,5	21	12,5	34	22
Samarskaya oblats	5	83,5	17	7,5	20	17
Rostovskaya oblast	б	82	29	б	15	22
Zabaikalskiy kraj	7	81,5	30	4,5	8	22
Kabardino-Balkarskaya republic	8	81	37	10	9	17
Krasnoyarskiy kraj	9	78	25	8	00	20
Tumenskaya oblast	10	77,5	29	6,5	16	19

First ten Russian subjects on the level of implementation of e-government on 1 April 2013 in comparison with 2012 data. Made by "Center of applied Economics" by order of the electronic journal "Gosmanagement"

The level of development of infrastructure of e-government entity was defined by the presence of the following elements: a link to the on-line reception of the official website of the authorities of the RF subjects, the operation of the feedback on the portal, the system counseling service (group services), information kiosks, the level of functioning of the DCP, the availability of mobile information services, e-map and available through electronic public services.

As it can be seen from written above, mainly the Moscow and St. Petersburg are two cities that are on the top of the rating. Nizhegorodskaya oblast keeps good results and other cities are moving up and down in this rating mainly due to the budget situation in there.

Own experience: How I was the “Active citizen”

“Active Citizen” is a project of the government of Moscow. Its essence is to allow each resident of the capital to influence the development of the city. It is worth saying that the "Active Citizen" is a young program that is only gaining momentum. There are several opportunities to participate in the project:

- Website: ag.mos.ru/
- Application for smartphones

The application is a list of surveys on different aspects of city life. Any resident who lives in Moscow can participate in those polls. For participating in surveys you earn points, which can then be spent on city services and useful stuff. Examples include tickets to museums or metro tickets. In order to start working with the application, you must first register. I was afraid that I would need an account on the portal of government services, but it all turned out to be much easier. To register one needs simply to enter the phone number, create a password and enter the code from the SMS message. Thus there is a minimum of difficulty and no bureaucracy.

When I started to use the app, I discovered that when you need some more information on the topic of the poll, you can view it directly during the poll, just tap the button with the letter "i". In my opinion, this is a very good solution. For viewing some of the surveys you need to include your address. This is done because the survey about the greening of the particular part of city has virtually no meaning without specifying any particular area.

It is worth mentioning one controversial moment – namely, one should answer all the questions from the poll only once. A second attempt is not possible. If one skips or goes to the next question, one cannot go back to previous one. One can only pause the survey, returning to the main application page. However, already completed surveys can be easily viewed at any time.

Elena Shinkaruk, Head of the Control Department of the mayor and government of Moscow answered several questions about this service during her interview on the federal TV channel Moscow24.[59]

Interviewer: “How the questions created for the project “Active Citizen”? Who approves?”

[59] Elena Shynkaruk. Elena Shynkaruk - about the application’s “active citizen,” August 26, 2014. http://www.m24.ru/videos/59917?attempt=2.

Elena S. : “The mechanisms we have are completely different. In any case, these questions are practiced by branch departments or committees, which are responsible for the sphere to which the question belongs. All questions before being putting on to the "Active citizen" are approved by the mayor. In some cases, Sergei Sobyanin himself initiates these issues." Also the information support of the application by the government of Moscow should be noted. During my participation, from May 2014, I regularly saw in the news the results of the interactive poll called “my activity”. I mean the real results of the surveys, in which I participated. It is really nice and motivating to exercise a civil while engaging in this kind of sociological research.

In conclusion, I would like to write about the reward that I received. As described above, for completing surveys, as well as for daily login in the application of the “Active Citizen”, one is awarded points. During my use I have now accumulated about 1300 points. I could go to the zoo, several museums, or to get parking points for “Parking of Moscow”. Among other features and material prizes, for example, I have chosen an umbrella with the logo of the project. There are many points of view regarding the number of points given for surveys and the value of prizes. I think that everyone should understand why he or she is accepting polls - to express one’s civic position or to go to the zoo for free - I choose the former.

The development of such a project would certainly not be limited only to being available in Moscow. Moscow, as the most developed city of Russia was the first city-tester of such surveys. Interestingly, the conduct of such surveys requires a serious level of ICT development in the region. After all, it is important not only to ask residents their point of view, but also to collect these data together and to react by changing the law or adopting a new one.

To increase the demand for e-services one needs to be very careful and develop a precise strategy with such citizens, and especially those who, in general are not very trustful to the authorities and not too often attend public institutions. It is the representatives of this group at the present time who have higher interest in e-government. They need to form positive thought-chains, such as “expected benefits from e-government - ease the development of new skills”, and build confidence in the technical aspects of the new system. In this case, even if e-government does not provide a transition to the ideal bureaucracy, it

will definitely allow the possibility of getting closer to it. The advantages of "e-government" are obvious: the simplification of bureaucratic procedures, a significant reduction of terms with documents, provision of easily verifiable, strict fiscal accountability of legal entities and individuals through the introduction of a unified system of electronic registration; hopefully, leading to increases in revenue, reduction of corruption and, consequently, an increase of the citizens ' trust in government institutions.

We can see a number of pressing problems, being on the agenda for further development of e-government in Russia:

- Transition to higher stages of e-government, the relationship of e-government with the character of the administrative reforms, greater focus on the needs of citizens as consumers of public e-services,
- Improving electronic document management and information sharing within the executive authorities, especially along the line of "center - regions - local authorities - civil society organizations",
- Organization of continuous training of civil servants and the introduction of this criterion results in a periodic certification prescribed by law,
- Unification of pages of public institutions on the Internet so that citizens were easier to perceive the information that they have,
- Formation of the national standards for accessibility of e-government,
- Creation of administrative procedures that the applicant knew what was going on with his document, and
- Improving computer literacy of the population.

E-government vs e-democracy?[60]

Democracy requires active political position from the vast majority of citizens that actually contradicts the main trends of our time - the fall of the political activity of citizens. Ease of access to political information and expression using new information technologies paradoxically not only encourages citizens to active political life, but, in a sense, on the contrary, it discourages them. Thus, according to the American professor Richard E. Sclove, any technology is itself the social structure and social institution. Therefore, it is necessary to consider their impact on the democratic form of political system. The basis of democracy, he believes, are the local communities in which there is a discussion on public interest issues. Richard Sclove believes that virtual reality can displace local communities as the basis of democracy. The Internet is more conducive to global public organizations[61]. The book was written in 1995; however, it accurately reflects the problem situation today.

According to a sociological study conducted by the software manufacturer SAP and supported by ARCPO (All-Russian center for public opinion research) in 2013[62], the Russians like the attempt of the authorities to make the control system more transparent and open systems e-government and e-democracy. However, the survey showed that most respondents do not use the opportunities provided by these resources.

According to the survey, 80% of Russians welcome the development of e-government system and 79% support the idea of e-democracy. However, the majority of respondents do not even know what it was: 41% of respondents believe that e-democracy is the right of citizens to freely express their political beliefs on the Internet.

The Russians, as the study notes, "choose the passive form of participation in the form of monitoring the authorities" - this opportunity was named "most valuable" 39% of respondents. Interested in submitting their own initiative, only 21% of respondents are willing to participate in the discussion of bills 19% and 15% of Russians do not like e-democracy. In

[60] Often the concept of "e-democracy" is associated with the concept of "electronic government", but they are rather different in nature. Unlike e-government which is created from the "top" for the more effective functioning of the state apparatus, electronic democracy (e-democracy) is focused on qualitative improvement of the level of citizens ' participation in political life, i.e., on the initiative "from below" in government.

[61] Sclove, R. *Democracy and Technology*. The Conduct of Science Series. Guilford Press, 1995. http://books.google.com/books?id=dxur9DzuydgC.

[62] "E-government and e-democracy in Russia: current state and prospects of development" http://filearchive.cnews.ru/doc/2013/10/eDemocracy_REPORT.pdf

the survey participated 3 200 people from 146 regions of Russia.

Is it possible to say that the Russians refuse “e-democracy” in favor of “e-government”? Perhaps, however, only one thing is clear - with the development of technology, the following happened: new technologies of electronic communication open to individuals and groups such wide access to information that is more and more difficult the further existence of authoritarian political regimes, however, is not always popular.

Conclusion

Summing up the topic of the e-government development in Russia, it is necessary to emphasize once again that this task cannot be solved through the implementation of several large-scale campaigns or any stand-alone project. This great development strategy requires consistent, long-term coordinated action of all participants in the information process, including interaction between Federal and regional state authorities. Besides the adoption of the Conception of IT development and other governmental programs, new services that implement a common policy into the sphere of informatization of the country need to be created.

As can be seen from the above mentioned, the implementation of IT into public administration is very extensive. On the one hand, citizens want to participate in the processes of city management, to obtain statistical data about the use of tax revenues and other funds. On the other hand, it can be used much more widely to convert the rule-making process or add new features to it, to fully take advantage of the achievements of such technologies. The following are some examples.

• Public opinion.

A modern approach of agencies to public participation for the most part is based on the reaction. Leaders make suggestions, expecting members of society to comment on them. With the spread of Internet access to the offices it is much easier to be more active and to seek public comment. One of the most effective approaches may be to conduct surveys of opinions regarding the proposed rules. Due to the fact that on-line technologies make the survey less expensive, governing bodies can also use them more widely. For example, as it has already been done in Moscow and in the near future will likely be implemented in other regions.

• Commenting through simulation.

Advances in information technologies allow the agencies not only to direct questions to the members of the society, but also, by using something like an "on-line calculator" provide public access to computer modeling. The members of the society can modify the parameters in the model (such as some standards, possibility of risk and so on) and then send different models to evaluate the benefits and cost standards. This approach can help governing bodies to more accurately determine public opinion regarding the key choices facing them when creating new rules.

• “Judge IT”.

Another way of using information technologies may be the traditional process of public judgment but transformed in a special way. Through such jury agencies can charge a randomly selected groups of citizens to make a value judgment. For example, the establishment of new air quality standards, the environment agency should liaise with the relevant costs. The agency faces a moral choice: how much will it cost for the lives to be saved? Currently, officials make such decisions based on their own analysis and judgment, often without even realizing that they make this choice. With the help of information technologies the agency can make these decisions more openly, facilitating the process of "the verdict" of a random group of citizens. Such control of the jury may not make the final decisions, but they can provide agencies a basis for the key assumptions and value choices by answering a series of specific questions. Also, since most of the governing bodies are located in big cities, information technologies can be used for communication of citizens across the country. Through digital technologies, an agency can educate the jury on the relevant technical issues and to present their arguments, which can form the basis for discussion.

• Enhanced digital transparency.

In addition to facilitating direct access, digital technologies will help the agency to establish communication and information acceptable to the public. For example, from one of the citizens it was proposed to make available not only the new version of rule, but also the original project, so he or she will be able to follow and understand all the changes. There is also the technological ability to make available all communications with officials of the agency and third-party stakeholders in the period after publication of the proposed rules by adoption of the final text.

The process of “Informatization of Democracy” is essential to improve the transparency and efficiency of public administration institutions through proactive community involvement in addressing the key issues of the current and prospective development areas, which ultimately will contribute to achieving the strategic goals of raising awareness and facilitation of the exercise of power by the population through information and communication technologies, ensuring competitiveness and compliance with the Russian

image of a modern information society. It is important to remember that e-municipality should be integrated with e-government. From this it follows that the successful creation of e-municipality is possible only when there is the integration of IT infrastructures on the federal, regional and municipal levels.

Appendix 1

The program included activities in 6 main areas:

1. The formation of standards and guidelines in the use of information and communication technologies in public administration.

The purpose of the direction was to increase the efficiency of usage and implementation of information and communication technologies in the activities of public authorities. This was based on the formation of a unified system of organizational and technical standards, requirements, principles, procedures and educational materials. One more aspect was to ensure the efficient production and consistent development of state information systems and information technology infrastructure in accordance with the priorities of modernization of the public administration system.

2. Ensuring the effective information exchange between agencies on the basis of information and communication technologies and the integration of government information systems.

The increase of the efficiency in public administration could be reached by ensuring information exchange between public authorities in electronic form in the performance of their functions.

3. The effectiveness of interaction of state bodies with people and organizations on the basis of information and communication technologies.

The of increase the effectiveness of interaction between public authorities, citizens and organizations could be reached by creating information systems that support the provision of legally significant and reference information directly themselves of public services, including using the Internet.

4. The introduction of information systems management activities by the use of public authorities.

In order to create conditions for effective improvement of the quality of managerial decisions by public authorities on the basis of introduction of modern information and communication technologies, as well as the effective exercise of their functions, it was necessary to ensure the implementation of appropriate information-analytical systems.

5. The creation of standard software and hardware solutions to support the activities of public authorities.

The aim of these events was to increase the efficiency of budget expenditures with the

implementation of information technologies in the activity of bodies of state power. This could be done by centralizing the creation, development and subsequent replication of software and hardware solutions to support the implementation of the model for public authorities functions and tasks.

6. Managing the implementation of program activities.

The aim of the events specified direction was to ensure that the necessary quality level of control program implementation, achievement of the planned results of its implementation, the determination of the mechanism of implementation of the program, including the order of interaction of the state bodies responsible for its implementation.

Appendix 2

World Summit of Information Society	WSIS
Information and communications technology	ICT
Portal of government services (gosuslugi.ru)	PGS
E-Government infrastructure	EGI
System of interdepartmental electronic interaction	SIEI
Multi-functional centers, which provide government services (including e-government services)	MFC
Open Government	OG
All-Russian center for public opinion research	ARCPO