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DEVELOPMENT OF THE SYSTEM OF PROCESSING OF CITIZENS' APPEALS AS A COMPONENT OF E-GOVERNANCE

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РОЗВИТОК СИСТЕМИ ОБРОБКИ ЗВЕРНЕНЬ ГРОМАДЯН ЯК СКЛАДОВОЇ ЕЛЕКТРОННОГО УРЯДУВАННЯ

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РАЗВИТИЕ СИСТЕМЫ ОБРАБОТКИ ОБРАЩЕНИЙ ГРАЖДАН КАК СОСТАВЛЯЮЩЕЙ ЭЛЕКТРОННОГО ПРАВИТЕЛЬСТВА

The article focuses on the analysis of the development and improvement of work with appeals of citizens. The processes of handling correspondence in the regional state administration and the processes of improvement of work with appeals of citizens are analyzed. The author pays attention to the approaches to e-government responsibilities. The ways of implementation and improvement of electronic system "citizens 'appeals" as a component of e-governance are suggested.

Keywords: *citizens 'appeals, information system, information technology, regional contact center, Customer Centric e-Government System.*

Стаття присвячена аналізу розвитку і вдосконалення роботи із зверненнями громадян. Проаналізовано процеси обробки кореспонденції в обласній державній адміністрації і процеси вдосконалення роботи із зверненнями громадян. Автор звертає увагу на підходи до обов'язків електронного уряду. Запропоновано шляхи реалізації та вдосконалення електронної системи "звернення громадян" як елементу електронного урядування.

Ключові слова: *звернення громадян, інформаційні системи, інформаційні технології, регіональний контакт-центр, орієнтована на клієнта система "Електронного уряду".*

Статья посвящена анализу развития и совершенствования работы с обращениями граждан. Проанализированы процессы обработки корреспонденции в областной государственной администрации и процессы совершенствования работы с обращениями граждан. Автор обращает внимание на подходы к обязанностям электронного правительства. Предложены пути реализации и совершенствования электронной системы "обращения граждан" как элемента электронного правительства.

Ключевые слова: *обращения граждан, информационные системы, информационные технологии, региональный контакт-центр, ориентированная на клиента система "Электронного правительства".*

Problem statement. According the Constitution of Ukraine the State shall ensure protection of rights, freedoms and legal interests of citizens. Everyone shall have the right to address individual or collective appeals, or to personally recourse to public authorities, local self-government bodies, to officials, and officers of these bodies obliged to consider the appeals, and to provide a substantiated reply within the period determined by law. This right is enshrined in Article 40 of the Constitution. The right for appeal is an important constitutional and legal means of protection, and one of organizational-legal guarantees of the rights and freedoms of citizens. An appeal of citizens is one of the forms of popular participation in governance, the possibility of active influence of the citizen on the activities of state authorities and local self-government. Furthermore appeal is the way to restore the violated rights of the citizen by providing to the government bodies of complaints and motions.

Analysis of recent research and publications. Issues of information support of public administration, including the right of citizens to appeal are studied in the works: Bakaev A.A., Bersutskoho J.G., Bersutskoho A.J., Glushkov V.M., Kalyuzhnyy R.A., Korogodin V.I., Lepa M.M., Porokhnya V.M., Pisarevskii T.A., Sytnyk V.F., Shamrai V.O. etc.

Allocation of the unsolved earlier parts of the overall problem. In spite of thorough researches information support of public administration, the processes of improving the system of citizens 'appeals insufficiently studied. Therefore, problems of its implementation, operation and development in the state and local authorities are particularly relevant.

The objectives of the article. The aim of this study is to determine the role of new information technology, analysis of positions on improving the functioning of the right of citizens to appeal. The object of this work is to study information processes in public administration as one of the important components of the development of the processing of appeals to the state authorities. The subject of study is especially the formation and operation of information support right to appeal.

The main results of the study. The practical implementation of the right for appeal is governed by the Law of Ukraine "On citizens 'appeals". This Law regulates issues on practical exercise by the Ukrainian citizens of their constitutional right to submit to bodies of state power and civic associations, according to their statutes, suggestions regarding improvement of their activity, to reveal their performance drawbacks, to appeal actions of officials, state and civic bodies. This Law sets forth the mechanism for ensuring citizens participation in state administration, solution of issues related to interests of a particular individual or the community as a whole [3].

Ukrainian citizens shall have the right to apply to any bodies of state power, bodies of local self-government, as well as enterprises, institutions, organizations and their officials with appeals on the implementation of their social and economic, political and personal rights and legal interests and a complaint about violation thereof.

Depending on the context, appeals from the citizens are divided into the following categories: solicitations, complaints and proposals. Solicitation is an appeal from a citizen with a request to promote the implementation of his/her civic rights and interests enforced by the Constitution and the current legislation of Ukraine. According to the Law, complaint is an appeal from a citizen with a request to restore his/her rights and protects legal interests violated by actions or decisions of officials. Proposal should be understood as an appeal from a citizen, which provides advice or recommendations for activities of bodies of state power and bodies of local self-government, as well as opinion on regulating social relations and living standards of the citizens.

According to the Law, subject to appeal are decisions or actions of bodies of state power or bodies of local self-government, which results in:

- violating rights and legal interests or freedoms of a citizen;
- establishing barriers for a citizen in implementing their rights and legal interest or freedoms;
- illegally imposing any obligations upon a citizen or illegally bringing them to account.

The Law establishes that citizens can apply both in Ukrainian and in any other language. The body that has been applied to shall reply in the same language.

Appeals appropriately compiled and submitted according to the established procedure are subject to mandatory acceptance and consideration. Written appeals, which do not indicate the place of residence or are not signed by the applicant, as well as those not indicating the authorship, shall be recognized anonymous and are not subject to consideration. Bodies of state power, bodies of local self-government, as well as institutions, enterprises and organizations shall consider appeals objectively and timely, verify the facts presented thereby, pass decisions according to the current legislation and ensure their fulfillment. Appeals shall be considered and solved within the deadline that does not exceed one month from the date when they were submitted; appeals that do not require additional examination shall be considered immediately, but not later than fifteen days after the date when they were submitted.

Appeals are part of the overall documentation, which circulates in the system of government [2]. The structure of incoming mail that came to Chernihiv regional state administration in 2015 shows that Official documents make up 53,3% of the total number of documents, information and other documents - 28,6% and letters of citizens - 18,1%. The largest share in the regional state administration correspondence is the correspondence with ministries and other Central authorities,

in second place – correspondence with the Cabinet of Ministers of Ukraine, taking into account the regulations, orders and other documents, which is 17%. In the third place there is a correspondence with district state administrations, which represent 16% of the total incoming flow. The share of documents from regional departments, institutions and organizations is 14%. In General, correspondence with regional Executive authorities and other state agencies and organizations of the region is 40% and the correspondence with the higher authorities – 54%.

Analysis of outgoing correspondence, which was registered in Chernihiv regional state administration in 2015, is shown in table 1.

Table 1
The structure of outgoing correspondence, registered in the Chernigov regional state administration in 2015

Sent correspondence	23965
Including:	
Orders of the Chairman of regional state administration	1195
Letters	3953
Information and answers to letters:	5264
Responses to applications and complaints of citizens	2264
Telegrams, cards, lists, ballots:	11051
Documents with a signature stamp of chipboard:	129
Responses to inquiries and information	109

The largest number of correspondence - 60% was sent to the district state administrations and Executive committees of the cities of Chernihiv, Nizhyn, Pryluky and to regional Council, regional offices and other structural subdivisions, enterprises, institutions and organizations of the region. This is a proactive sending of administration instructions to the lower structural units. Proactive correspondence with higher authorities is 40%. Among them, the largest volume of correspondence sent to ministries, government departments and other Central authorities. This is due to the fact that the regional state administration directs requests for explanation and clarification of activities of relevant bodies. Correspondence with the Cabinet of Ministers of Ukraine is 7% of correspondence regarding orders.

The analysis of correspondents who received responses in 2015 shows that the highest number of them - 53% are ministries, government agencies and other Central agencies. This suggests that incoming correspondence with these bodies is on the first place, therefore for regional state administration is necessary to send responses to these letters, orders, and requests.

Second place is shared by the Administration of the President of Ukraine and the Cabinet of Ministers of Ukraine, correspondence with these bodies is 20% of the total number of correspondence. This is also consistent with the fact that incoming correspondence from the Cabinet of Ministers of Ukraine is 17%, and from the Secretariat of the President of Ukraine – 6%. It should be noted that the largest number of responses to the letters were sent to the higher authorities. In relation to proactive correspondence most of the letters were sent to the regional structures. This corresponds to the logic of subordination and hierarchy of authorities. In the General structure of outgoing correspondence, registered in Chernihiv regional state administration, the most numerous are telegrams, postcards, lists, bulletins – 46.11%. Information and responses to emails are 21.97%, responses to requests and complaints of citizens are 9.45%, the proactive correspondence - 16.5%.

According to the Law of Ukraine "On citizens 'appeals" the Chairman of regional state administration and his deputies conduct personal reception of citizens on schedule, which is posted in the regional state administration. Citizens can also contact the administration in writing. In the

apparatus of the Chernihiv regional state administration created a Department on work with references of citizens, which is its structural division and is accountable to the Deputy Chairman who is the chief of apparatus. The main tasks of the Department is the organization of personal reception of citizens, ensuring the consideration of written complaints received in the regional state administration, control over the solution to the issues raised, a summary and analysis of the proposals contained in them, to develop proposals aimed at elimination of the reasons generating justified complaints and comments of citizens, rendering of methodical and practical assistance of the district state administrations, local self-government bodies, structural subdivisions of regional state administration, territorial units of Central Executive bodies, enterprises, institutions and organizations irrespective of forms of ownership on questions of work with appeals of citizens [1].

The numbers of written and personal appeals to the regional state administration are shown in Figure 1.
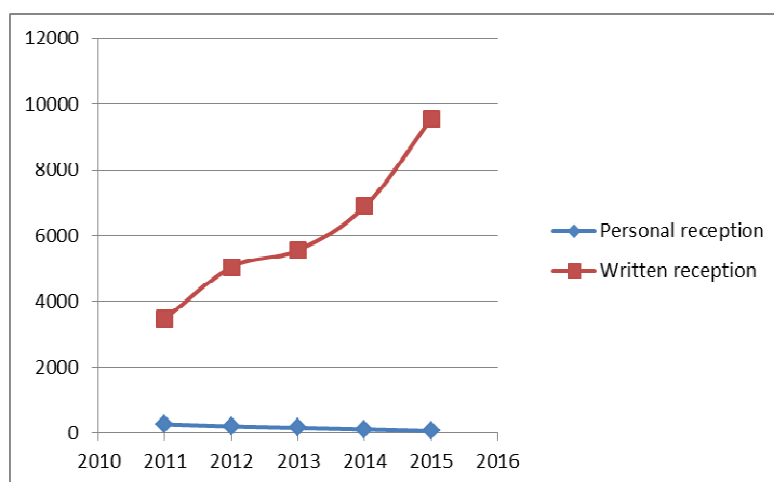
Fig.1. Dynamics of citizens 'appeals for the period of 2011-2015

The analysis shows that over the past five years, the number of written appeals of citizens tends to increase, and the number of citizens who turned a personal appointment - to decrease. This is due to factors such as the political situation in the country, the demographic situation in the region and administrative and territorial structure. For example, the largest number of appeals was received in 2015, when the country was at a new stage of redistribution of power between political forces. Another reason for change in the number of written complaints was the beginning of work of the governmental hot line "Social contact center". Many citizens began to turn directly to the website of the Cabinet of Ministers. Next problem is that the average age of the population of the region is quite high, so the majority of citizens who apply to the regional state administration – pensioners and the elderly. This encourages them to apply in writing, not to come on reception to the regional state administration. The analysis shows that about 31% of citizens 'appeals to regional state administration are from the citizens of Chernigov and 69% from citizens living in the region. And Vice versa almost 57% personal citizens 'appeals are from citizens of Chernihiv and 43% from the citizens of region.

For the purpose of improvement of work with appeals of citizens, enterprises, institutions, organizations, physical persons-entrepreneurs, bodies of local self-government by the Cabinet of Ministers of Ukraine of 09.06.2011 № 589-р approved the Concept of creation of National system of processing of addresses to Executive bodies. In the framework of this system based on state institutions "Government contact center" are merged existing telephone hotlines, help telephone services of Executive authorities and centers that created in the Autonomous Republic of Crimea, oblasts, cities of Kyiv and Sevastopol. For this purpose it is necessary to establish regional contact centers, public institutions and to ensure their interaction with state institution "Government contact Centre". To ensure the implementation of this Concept by the Cabinet of Ministers of Ukraine of 18

January 2012 No. 21 approved the Regulation on the National system of processing of appeals to the Executive authorities and Typical regulations of the contact center of the Autonomous Republic of Crimea, regions, cities Kiev and Sevastopol [4].

The regional contact center is a budgetary institution, which belongs to the sphere of management of regional state administration and is the subject of the National system of processing of appeals to Executive bodies. The main task of the contact center is to ensure prompt consideration of the Executive authorities of the complaints filed by citizens, enterprises, institutions and organizations, physical persons — entrepreneurs, local governments according to a single phone number and via the Internet. The application of information systems related to network technologies increases efficiency of interaction between citizens and power. These models of interaction such as C2G (citizen-to-government) and G2C (government-to-citizen), allow significantly improve the dialogue between the authorities and citizens.

Chernihiv regional state administration should develop infrastructure of the contact center pursuant to the letter of the state institution "Government contact Centre", dated 11 April 2012 No. 2237. To solve this problem is proposed to create a number of subsystems, namely: subsystem for processing the call queue; call registration subsystem; processing subsystem requests; the subsystem of the analysis of complaints; subsystem integration; a subsystem of the web external user access.

Processing subsystem the call queue is responsible for automatic distribution of phone calls between the operators of the contact center and has the following functions: setting and selection of various algorithms for call distribution; distribution of calls on the selected algorithms; establishment of the incoming call in the queue in which the call is to release the operator. The registration subsystem is intended for audio recording of conversations that take place in the contact center and has the following functions: audio recording of conversations that take place during the work shifts; prompt the administrator connection to the current conversation of the operator; saving the call information in a database; the ability to find and listen to the audio recording of the conversation.

Subsystem processing enables the registration and processing of applicants and has the following functions: registration of applicants; monitoring the consideration and execution of requests; the preservation of the history of consideration of applications and interaction with applicants; search for questions in the knowledge base by category and key words to improve the quality of service of the applicants. The subsystem of the analysis of complaints provides search and aggregation of information accumulated in the database system, and formation of analytical documents: reports and maps. Data on which the subsystem enables the analysis of the distribution of references by topics, regions, bodies of Executive power, the urgency of the issues, consideration of appeals of the Executive discipline of the Executive authorities.

Subsystem integration enables communication regional contact Centre with the Government contact Centre via a secure communication channels according to certain rules, mechanisms and exchange format. Subsystem web access external users of the system provides receiving and processing of applications submitted by the experts of the contact center to staff of the relevant Ministry or Executive body.

For the implementation of e-governance it is necessary to determine approaches to e-government systems responsibilities. There are three possible approaches to e-government responsibilities: Centralized when decisions are taken at the most senior or central level; Decentralized when decisions are taken at some level lower than the most senior; typically by individual work units within the organization or even by individual staff. The latter may also be referred to as end-user computing, where the individuals within the public sector who make use of outputs from e-government systems (the internal end users) are also those who operate and/or develop and/or manage those systems; Hybrid - Decisions are taken at both senior and lower levels, either separately or in an integrated manner [5].

Potential Benefits of a Centralized Approach are: Achievement of scale economies - centralized approaches allows most activities to be undertaken more cheaply per unit; Avoidance of duplication - one main intention of centralized approaches is to have a single version of any particular e-government system for the whole organization, and to store any item of data once and only once. Sharing resources - a well-planned centralized system holds data used across the organization in one place, allowing all staff to access it.

Potential Disadvantages of Centralized Approaches: Heavy Time Consumption - centralized decisions and actions can be more time-consuming than for a decentralized approach; Limited Ability to Meet User Needs - centralized approaches necessarily mean that priority goes to those e-government systems which are seen as important by some select and centralized staff group; Inflexibility - the greater the amount of central planning that has gone into an e-government system decision, and the longer that decision is therefore intended to provide guidance for the organization, the less flexibility it offers the organization to cope with differences between local units, or with internal or external changes.

Potential Benefits of a Decentralized Approach: Greater Fit between Systems and Local Needs - the closer the proximity of user and developer, the less the communication gap and the more likely it is that the developed system meets the users' real needs; Faster System Development - the less the organizational distance between system user and system developer, the faster development of that system is likely to be; Perceived Lower Costs - the costs of decentralized approaches are greater because of many initially unrecognized indirect costs

Potential Disadvantages of a Decentralized Approach: Barriers to Sharing Data - decentralized approaches can create e-government systems in different work units that are mutually incompatible; Barriers to Sharing Other Resources, including Human Resources - there may also be an inability to share other resources if work units are allowed to set up their own separate e-government systems; Duplication of Effort - decentralized approaches also tend to be very costly because units will often duplicate what others are doing; Lack of Learning and Control - in addition to the extra direct costs that duplication imposes, there is an indirect cost of lost learning opportunities and limited cross-fertilization of ideas; Failure to Achieve Scale Economies - decentralized approaches make many e-government-related activities more costly, from buying computers, to gathering data, to training staff, to system operation and maintenance; Summary of Problems - all of these problems can be largely summarized as: higher-than-desirable costs and/or a lower-than-desirable scope of public sector activities.

Analysis of centralized and decentralized approaches shows that in the conditions of decentralization of power in Ukraine needs to maintain a balance between centralization and decentralization of governance. Therefore, the most appropriate is a Hybrid approach to e-government systems responsibilities. Hybrid Approach Content: the most common hybrid computing architecture is the client/server model, in which computing power is divided between the central servers and the local client workstations; a hybrid approach to systems development can involve a division of responsibilities, for example, defining certain types of e-government system as suitable for central development, and others as suitable for decentralized/end-user development; standards for procurement bring many immediate and obvious benefits to public agencies; a common hybrid approach is to centralize the planning of training for core e-government systems. Other training needs may be met, as requested, by end-user support centers or by informal training methods. There may also be central provision of access to open and flexible learning systems such as CD-ROM- or Internet- or intranet based training packages [6].

For the successful implementation of e-governance is necessary to use the Customer Centric e-Government System. Such system provides services through delivery channels to customers and to be operated by internal users (designated functionaries for processing) of the system, whenever required. The customers could be citizen, employees, government users, business users, etc. The following system characteristics considered for study of customer centric e-Government system:

system consists of Hierarchical structure of functions, processes and activities; functions are the functional requirements of system envisaged; processes embed the procedures of government; activities contain the actions to be performed based on policies/rules/acts; external users (customers) request the system for services like information, certificates, licenses, permits, payment of taxes/fees; requests are processed by the system; internal users perform necessary activities during processing; responses generated as outcomes for customer requests are delivered [7].

Conclusions and suggestions. Electronic government refers to the utilization of Information Technology, Information and Communication Technologies, and other web-based telecommunication technologies to improve and/or enhance on the efficiency and effectiveness of service delivery in the public sector. One of the most important constituents of e-Governance is the model G2C that refers to relations government bodies with the citizens. The goal of Government to Customer (G2C) e-Governance is to offer a variety of ICT services to citizens in an efficient and economical manner, and to strengthen the relationship between government and citizens using technology. The using of this model ensures citizens participation in state administration, solution of issues related to interests of a particular individual or the community as a whole. The introduction of the unified electronic system "appeals of citizens", implemented through various instruments, such as the establishment of regional contact centers appeals to the Executive authorities. They should be considered as a component of the e-Government of bodies of Executive power and provide appropriate mechanisms for the integration.

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