On the issue of digitalization of municipal services in the construction sector

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Abstract. The authors of this research provide a brief analysis of the mechanisms for providing municipal services in the field of construction using remote and digital technologies, mechanisms for electronic interaction between state authorities and local government bodies. The authors note that the spread of providing municipal services in electronic form in the construction sector is associated with both the activities of municipal authorities and public authorities aimed at increasing the availability of these services, simplifying the procedures for interaction with bodies and organizations that provide these services. Conclusions are drawn about the need to improve legal regulation in the field of municipal services in the construction sector.

1. Introduction

The potential of information and communication technologies and their use in the Russian system of state and municipal administration has increased significantly in recent years. Currently, mechanisms for providing municipal services using remote and digital technologies, mechanisms for electronic interaction between state authorities and local government bodies are increasingly being developed and the usability of state and municipal information systems and services is increasing. The provision of municipal services in electronic form is carried out based on municipal information systems, on the websites of local governments that provide the relevant services. Municipal services are provided in various areas of life including construction. The provision of municipal services in electronic form in the construction sector is an indicator of the modernization of the municipal management system in the information society based on the digitalization of public relations.

2. Results and Discussion

The provision of municipal services in electronic form is of great importance in the activities of local government bodies, they are becoming more diverse, becoming widespread, and the organizational and legal mechanism for their provision is being improved [1].

Information systems that provide municipal services in electronic form include the "Unified portal of state and municipal services (functions)" (www.gosuslugi.ru), which is operated by the Ministry of digital development, communications and mass media of the Russian Federation. The unified portal of
state and municipal services is a Federal State Information System that provides applicants with electronic services in addition to state and municipal services, as well as access to information about such services on the Internet throughout Russia.

The regional portals of state and municipal services (functions) provide municipal services in electronic form and state information systems of the regions. The Executive authorities of the regions create these portals. It should be noted that the regions have brought their regional services to the unified portal of state and municipal services, and most (more than half) of the regions have switched the interfaces of their regional portals to a single portal, and use the functionality of the single portal and its services to provide services in electronic form provided in the regions. This integration of regional content into a single portal makes it possible to create a "single entry point" for receiving both federal and regional state services in electronic form, as well as municipal services that increased the convenience of receiving services in electronic form for applicants. The average number of visits from regions on the single portal, as well as the number of services ordered there, has increased significantly.

Technological support for information interaction in the provision of municipal services in electronic form is provided by the unified system of interdepartmental electronic interaction. This is a federal state information system operated by the Ministry of digital development, communications and mass media of the Russian Federation. It includes information databases, as well as software and hardware that ensure the interaction of information systems. The unified system of interdepartmental electronic interaction is also designed to ensure the provision of municipal services in electronic form, including using the information system "Unified portal of state and municipal services (functions)", as well as to ensure information interaction in the provision of municipal services. It is with the use of a unified interaction system and regional interaction systems connected to it that the information systems of local self-government bodies interact with information systems, to which, with the consent of applicants, the results of providing municipal services are sent. All regional systems of interdepartmental electronic interaction created in the subjects of the Russian Federation in order to ensure the provision of regional state services in electronic form, as well as the provision of municipal services, are subject to connection to the unified interaction system. The procedure for connecting them to the unified interaction system, as well as the requirements for regional interaction systems, are established by the Ministry of digital development, communications and mass communications of the Russian Federation.

The main functions of the unified system of interdepartmental electronic interaction are: ensuring the transmission of requests for municipal services submitted by applicants through a single portal to information systems connected to the interaction system that are required to provide the requested municipal services; ensuring the exchange of electronic messages between bodies and organizations when providing municipal services; ensuring the transmission of requests and other documents to the unified portal, as well as information on the progress of requests for municipal services and the results of their provision; ensuring the provision of electronic documents posted in information systems [2].

Ideally, electronic municipality in the field of availability of municipal services shall provide: support of sites of municipal entities as the instruments of disclosure of regulatory acts, including administrative provisions; discussion of the drafts of regulatory acts; possibility to get municipal services remotely via the Internet (by exchange of electronic messages, video messages, download of special programs, replacement of all real queues with electronic ones); posting of the reports on the activity of the local government bodies on the special websites with the possibility of public discussion and assessment of the activity of municipalities following the results of discussion (including on the forums and with the help of surveys); communication with local officials, municipal services via the Internet [3].

The local governments have a number of powers in the construction sector. For example, in relation to a municipal formation in the form of an urban district, local issues include: organization of construction and maintenance of municipal housing stock, creation of conditions for housing construction; issuance of construction permits, permits for putting objects into operation during construction, reconstruction, and major repairs of capital construction objects located on the territory of the city district; approval of local standards for urban planning design of the city district; maintaining
an information system for ensuring urban development activities carried out on the territory of the city district, and others.

Municipal administrations establish the procedure for forming and maintaining registers of municipal services, as well as the procedure for developing and approving administrative regulations for the provision of municipal services, which establish the procedure and standard for their provision. Municipal services are provided in accordance with such regulations. Ruban V.A. and Kuznetsova A.S. note that administrative regulations are the main tools for regulating the provision of municipal services. Regulation regulates the activities of local self-government bodies, makes it possible to specify its results and conditions for achieving them, and establishes ways for local authorities to interact with citizens and organizations when they receive municipal services [4]. It should be noted that the growing number of administrative regulations for municipal services is accompanied by problems related to their development. These include imperfect requirements for regulations, i.e., the procedure for developing, approving and adopting administrative regulations; lengthy procedures for approving regulations; cumbersome provisions governing the composition, sequence and timing of administrative procedures. In addition, municipal administrative regulations of services are often formal in nature, they mechanically duplicate the provisions of other normative legal acts, and there are gaps in the structure of the description of the process of providing municipal services.

The register of municipal services is a document containing regularly updated information about municipal services provided by the municipal administration, as well as services provided by organizations that place a municipal order that is executed at the expense of the local budget. The formation and maintenance of these registers is carried out by the administration of the municipality. Inclusion and exclusion of services from the register is carried out based on a resolution of the municipal administration. After the adoption of the relevant resolution, the administration office publishes information about services on the website of local self-government bodies and through the regional register of state services in the Federal register of state and municipal services. Municipal services in the field of construction, for example, are notification of the developer about the compliance of built or reconstructed individual housing construction objects with the requirements of the legislation on urban development, issuing permits for commissioning built objects, approving the passport of building facades, issuing permits for construction earthworks during construction, granting permission to deviate from the maximum parameters of permitted construction, etc.

For example, in the Novosibirsk region on the unified portal of state and municipal services (www.gosuslugi.ru), the main platform in the region where public and municipal services are provided to the population in electronic form, you can also get electronic municipal services in the construction sector. Thus, the mayor's office of Novosibirsk provides the following municipal electronic services in the field of construction: issuing permits for the construction of capital construction projects, permits for putting capital construction objects into operation, providing information contained in the information system for ensuring urban development activities, granting permission to reject the maximum parameters of permitted construction [5].

However, practice shows that the implementation of the powers of municipalities in the construction sector faces certain difficulties. First, we are talking about the adoption of relevant legal acts in this area. Most municipalities do not have master development plans developed in accordance with the requirements of Federal law No. 131-FZ of 06.10.2003 "On General principles of local self-government in the Russian Federation" and The urban development code of the Russian Federation. Significant difficulties are also caused by the development and adoption of land use and development rules in the municipality [6].

It should be noted that in many respects the demand for receiving services in electronic form is determined by how convenient it is to receive them. Thus, the interfaces used to interact with the body or organization that provides services should be convenient and understandable. Requirements for the procedures for providing services aimed at ensuring their convenient and understandable use should be fixed in the regulations. The applicant must be provided with a convenient identification and
authentication service, navigation and search services, and information about the services available to
them, including in relation to life situations. It should also be possible to use different methods of
obtaining a single service. You can choose to submit an application in electronic form using an electronic
signature through a single portal or the official website of the body or organization providing services,
as well as face-to-face contact with the same body or organization providing services, or multifunctional
service centers.

According to Polozhentseva Y.S., Klevtsova M.G., Sogacheva O.V. and Androsova I.V. the criteria
for providing state and municipal services in electronic form are: availability of data on its regulation
implementation; availability of documents in electronic form, which are required for its acquisition;
waiting time for a response to the application; convenience of the public services delivery [7].

Subanova N.V. and Rubtsova M.V. when considering problems and violations in granting
construction permits to developers, they pay attention to the need to put in order the licensing procedures
in the construction sector, namely: to comply with the established single, exhaustive list of construction
permits and not require unnecessary documents or approvals, to comply with the terms of issuing
construction permits, and also positively assess the provision of services for obtaining a construction
permit in electronic form, as well as ensuring their provision on the principle of "one window" in
multifunctional centers [8].

The main features of a multifunctional center include a high level of centralization of legal regulation
of the procedure for creating and legal status of a multifunctional center; legislative consolidation of the
purpose of its creation (organization of the provision of state and municipal services, including in
electronic form, on the principle of "one window"); the presence of clearly measurable results of its
work; comprehensive nature of activity (for example, indicators of the activity of multifunctional centers
are the quantity and quality of state and municipal services provided, characterized by a constant
tendency to increase their volume, the provision of other related and additional services, including
courier services); managerial and economic independence, depending on the organizational and legal
form (budget, autonomous or state-owned) [9].

The main functions of multifunctional centers is to receive queries of the applicants on the provision
of municipal services; informing applicants about the procedure of their provision; representation
of interests of local governments when interacting with applicants; mediating function of representation of
interests of claimants in interactions with government bodies, local authorities and organizations
involved in the provision of services; the issuance to applicants of the documents on the results of the
provision of public and municipal services.

Fatyanov I.V. notes the positive and negative aspects of multifunctional centers. In particular, he
notes that the introduction of multifunctional service centers for state registration of birth and death
meets the interests of citizens. This innovation is necessary to create comfortable conditions for
obtaining state and municipal services within the framework of administrative reform in Russia [10].

However, there are still some problems in the operation of multifunctional centers that affect the
quality of services provided. The centers must employ an employee who is qualified in various fields of
knowledge, namely: economics, management, sociology, psychology, law, and is competent in various
branches of law. Although employees are trained, this is not enough. Another problem can be called the
queue, despite the regulated waiting time in the queue and the requirement for the comfort of the waiting
room [11].

3. Conclusion
Due to the working mechanisms for providing municipal services using remote and digital technologies, mechanisms for electronic interaction between state authorities and local self-government bodies, the provision of municipal services in electronic form in the construction sector has become commonplace. However, practice shows that the provision of these services faces certain difficulties. Problems that need to be addressed include the development of administrative regulations for municipal services that establish the procedure and standards for their provision. The regulation regulates the activities of local self-government bodies related to the provision of municipal services, allows you to specify its results and conditions for achieving them, and establishes ways for local authorities to interact with citizens and organizations when they receive municipal services. It is necessary to improve the legal regulation of the procedure for developing, approving and adopting these administrative regulations.

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