Public and Municipal Services Register: 
A back office system for one stop shop e-services portal in 
Russian Federation

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ABSTRACT
Public and Municipal Services Register (PMSR) is a Master Data Management System which implements specific business rules for more than 480 Russian public services. Through PMSR public services description and implementation is provided by all federal agencies. PMSR serves as a back office system for federal one stop shop e-services portal www.gosuslugi.ru. Through e-services portal citizens can get direct access and trace public services business logic. PMSR will serve as a basis for future e-government services maturity growth. Through system demonstration authors want to emphasize all current results of administrative reform and e-government creation process in Russian Federation for the past eight years (2002-2010).

Categories and Subject Descriptors
J.1. [ADMINISTRATIVE DATA PROCESSING]: Government

General Terms
Public Administration Reform, Electronic Services, Business Process Reengineering

Keywords
Government Information System, Business Process Modeling, E-governance, Information sharing

1. INTRODUCTION
Starting from year 2002 Russian Government launched long term investment programs aimed to increase quality of governance and to implement citizen oriented governance concept in the information society era. The key Federal Programs which strongly influenced e-government system creation and development in Russian Federation were “Administrative Reform (2004-2010)” and “Electronic Russia (2002-2010)” [1,2]. One of the most important tasks formulated in the first program was to create public services quality standard and make it publicly available first for evaluation and then for means of civil society control over governmental bodies activities.

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For each public or municipal service provided to the citizens a special administrative regulation has to be developed and approved in the status of a normative act by responsible authority. Administrative regulation contains detailed description of public service delivery including maturity stages in service execution process, expected results of service provision, time frames and civil servants duties for service execution, formal restrictions when service cannot be provided, service delivery infrastructure requirements, citizens’ feedback mechanisms [3,4]. Federal Program “Electronic Russia 2002-2010” gave start to a row of pilot projects in Russian regions including regional one stop shop portals development. In 2009 Russian Federal Ministry of Infocommunications and Media responsible for “E-Russia” using regional best practices created Federal e-services portal www.gosuslugi.ru as a technological solution providing citizens access to public services usage. In the same time Russian Federal Ministry of Economic Development launched PMSR as a back office system integrating content description of public services from all governance levels. The paper describes PMSR structure and functionality, system’s advantages and limits of usage.

2. PUBLIC AND MUNICIPAL SERVICES REGISTER STRUCTURE AND FUNCTIONALITY
PMSR is a product developed in cooperation between experts in Russian public administration reform representing Center for Government Activity Analysis (Higher School of Economics) and Russian IT-company “Lanit” [5,6]. Experts’ group was responsible for the systems ideology which includes:

• public services provision ideology,  
• normative base development and adoption,  
• detailed structure of administrative regulations in electronic form,  
• requirements for the information needed to describe public service,  
• Interface for civil servants to interact with the system.

“Lanit” company has developed technological part of PMSR which is a Master Data Management System based on Java technology with a remote access for civil servants representing different levels of governance and responsible for information provision for the system. “Lanit” also provides technical support and installation for PMSR as a required typical solution for different federal and regional agencies. Access to PMSR powered by digital signature to control and log the information on who and when provided what information to the system. Before
Each agency’s representative can use customization option of the system (personal cabinet). It means the opportunity for agency’s representative to deal only with his/her agency and its territorial departments’ information in the system.

PMSR has no direct interoperability with federal agencies back office systems. In other words PMSR can not be considered as an environment for e-services provision rather it serves as a content provider and reference register for federal one stop shop portal www.gosuslugi.ru. Public services in PMSR are connected with agencies by complex system of classifiers. That is why public services in PMSR can be ranked not only by agency but also by territory, priority and even by life episodes.

3. PMSR PERSPECTIVES

PMSR serves as a new level of public services provision. First time in modern Russian public administration history citizens have the opportunity to observe the whole range of Government’s activity including regional and municipal levels of governance. PMSR is successful practice of information sharing experience among Russian federal agencies. Due to the formal framework of public service description (administrative regulation) implemented in the system and holistic approach by MED in supporting the process of content generation for the system by federal agencies it is possible to conclude that PMSR together with federal e-services portal provide interaction stage of maturity for Russian e-government [7].

Among the problems challenging successful collaboration it is possible to mention:

- Information synchronization between agency and PMSR;
- Not all necessary administrative regulations for public services have been developed and/or approved by agencies;
- System’s interface remains quite difficult for civil servants.

4. REFERENCES


