Evaluation of municipal policy implementation based on study of it's perception in Ukraine, Russia and USA cities

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1. Initial assumptions and hypothesis

1.1 The reform of municipal management in Ukraine is focused on legal and institutional arrangements but not on the satisfaction of citizens' interests and needs

One of the initial purposes of administrative reform in Ukraine, first program of which was published in 1998, consists in creation of conditions for providing of qualitative governmental services to citizens through availability of central and local authority bodies to the citizens, rationalization, reduction, and reduction of administrative expenses, maintenance of executive "vertical" effectiveness in implementation of decisions of different levels of executive authority bodies (Project, 1998). It concerns also the reforms of local and municipal management system. However, this purpose was not supported by resource maintenance and by the definite action program directed on its implementation.

In effect, the municipal government reforms is focused on the maintenance of the institute of a municipal government by itself and of ones mutual relation with the central government and most influential groups of interests including a large-scale industry, large private business, international financial and industrial groups. The general population and municipal government staff remain on periphery of occurring reforms. The basic task and strategy of working people majority behaviour is still consisting in a self-survival both on a workplace, and in daily household conditions.

This conclusion is maid through analysis of the Ukrainian and foreign experts publications, analysis of materials of conferences on municipal management and local governance (Municipal movement, 2002; Local governance, 2002) and results of public opinion pulls (Ukrainian society, 2004).

The monitoring of efficiency of Ukrainian state and local governments activity with the help of expert interrogations demonstrate regularly their poor performance (Salamatov, 1999, 2001). The similar results were received in public opinion surveys conducted on national samples (Ukrainian society, 2004). The employees of municipal and regional administrations of western and southern regions of Ukraine participated in focus groups believe that administrative reform has not given desirable results still now. And employees of local governments and overwhelming majority of the population just does not know about it, because they do not participate in it and do not see its results.

Thus, both Ukraine and Russia represent the countries, where people traditionally perceive the granting of qualitative governmental services delivering to the population as a constantly existing problem. The municipal governments in these countries carry out the certain spectrum of administrative functions in accordance with existing rules of their activity. But they do not undertake special efforts for improvement of quality of service to citizens. In a functional chart of these governments the population exists just as one of necessary dependent elements.

Despite of all mentioned above, the delivering by both Ukrainian and Russia municipal governments of qualitative services to the population can be considered as a certain policy of governmental activity, because:
it is represented as a certain task in the basic program documents,
- the meeting of needs of the population living in settlements is regarded as one of the basic functional tasks of municipal government system,
- the special municipal authority divisions to serve the population exist in municipal governments structure,
- the issue of delivering qualitative services to population exists as a problem in formal and informal public discourse. Thus the determination of priority level and degree of readiness for implementation by municipal governments the policy of quality services delivering appears on agenda.

1.2 **Orientation of USA municipal government system on delivering quality services to the population**

USA is the country where the municipal government system was created and remains focused on all-round qualitative meeting of needs of the cities inhabitants. It is known, that the USA municipal governments are traditionally independent from the central/federal government. Within the framework of USA municipal government system there are some special mechanisms of maintenance of delivering of qualitative services to the population. Its include:

1) not just members of municipal council or commissioners are elected but also many other key positions, such as a city major, sheriff, municipal clerk, judicial inspector in cases of murder and violent death (coroner), chairman of a commission under the local taxes, chairman of a commission on energy supply etc.,
2) a leading role of municipal council in determining the aims and objectives of municipal administration policy,
3) professionalisation of municipal government system,
4) a regular estimation of population needs which could be satisfied by municipal authorities,
5) measurement of productivity of municipal governance,
6) inclusion of citizens in city management,
7) active participation of citizens in definition and reconsideration of local taxes and tariffs.

Thus, USA can be considered as a version of normative model, i.e. possible point of reference in the analysis of effective policies of a municipal governments both in Ukraine and Russia.

1.3 **Conceptual Framework: the perceived behaviour of municipal government representatives reflects dominant policy of municipal authorities**

To base the development of the policy of qualitative services to citizens on a firm basis of a reality there is obvious need to reveal (externally represent and comprehend) the real priorities in existing municipal governments activity and to allocate kinds of activity or practices (behavior samples) of the representatives of local authority bodies connected in consciousness of representatives of local authority bodies and citizens with delivering qualitative services to population. It is possible to consider the work practices of municipal governments staff, samples of their behavior associated with delivering of qualitative services as components and factors of really existing policy of municipal authorities on delivering qualitative services to citizens. Justice Oliver Wendell Holmes famously claimed that the "life of law has not been logic; it has been experience" (1881). Without experience, the law has no bones (Menand, 2001, p.341).
William Stephenson claimed, in essence that understandings grasped through interpretations of factors are the "life" of concourse. It follows that study of human cognition (based on Q methodology (Stephenson, Brown, etc), concept of individual constructs (Kelly, Fransella, etc)) puts the bones in a concourse as "conversational possibilities". New conversational possibilities flow from empirical study of cognition and understanding of the existing reality. They may be distinguished from the "distinct feelings" (Stephenson, 1983, p.81), or factor interpretations, construed as the bones of a concourse, which are examined at a remove from the concourse (Wolf, 2004).

It is also necessary to consider positions of various interested parties.

The given study is based on the following methodological settings:

1) The cycle of policy analysis and implementation includes several consecutive transitions from the world of ideal subjective representations to the world of reality and vice versa. The dichotomy between the ideal world and the world of reality is represented by administrative-managerial practices ensuring process of policy implementation. Thus the how certain administrative-managerial practices are carried out can be considered as the reliable indicator of certain policies implementation. The administrative practices depending on their content could be also considered as policy aims, or as means and conditions of policy implementation.

2) In modern conditions the delivering by local authorities of qualitative services to the population should be one of priority policies of municipal government.

3) The structural estimation of perception of effective city management practices reflects majorants and priorities in existing municipal government policy.

4) Regression analysis of perception of qualitative services delivering as functions from others effective practices of municipal management allows to reveal the basic components of the given policy.

5) The estimation of validity of regression models can be carried out on the basis of the comparative analysis between obtained regression models and existing documents, and expert estimations on the various countries and cities.

1.4 Substantial hypotheses:

1) The maintenance of an administrative vertical/integrity on a line the central - local governments, preservation of authoritarian-command style of management, preservation of a leading role of appointed officials against elected commissioners in city policy definition, domination of the interpersonal relations between employees above the professional standards and rules of professional behavior keep to comprise specifics and real priorities for Ukraine and Russia local governments. The delivering of qualitative services to the population does not belong to real working priorities of municipal governments.

2) For Ukraine the delivering of qualitative services to population are bound up with presence of "external or contextual" conditions of local authority bodies work (favorability of socio economic conditions), with a position/attitude of highest levels of authority, with a character of development of vertical organization of authority system.

3) The top priorities of US city management include: delivering of qualitative services to citizens, leading role of municipal council (elected officials) in definition of municipal policy, professional training of the employees, material, and information, and legislative maintenance for professional activity of municipal government staff.

4) The delivering of qualitative services to US citizens should be bound up with professionalism of municipal employees, and with resource supply for their activity.
2. **Research purpose**

The purpose of this research is the study of perception of existing practices of municipal governance in Ukraine, Russia and USA to reveal priorities in local authority bodies activity, and allocate the factors associated with success in delivering of qualitative services to citizens by municipal governments.

3. **The technique to study the city management practices’ perception for analyzing the policy of quality services delivering**

3.1 **Toolkit of obtaining the initial data**

To ensure the initial data validity and reliability of the study of local authority bodies activity perception we used the vocabulary/thesaurus naturally used by respondents. The set of questionnaire statements was based on the list of effective municipal management practices received in series of the structured interviews with the representatives of municipal administrations’ staff and inhabitants of Russian and Ukrainian cities (Balobanov, Salamatov, 2001, 2002).

The statements set of self-filled diagnostic questionnaire included 62 initial items. The statements having the highest discrimination power among the initial list of 260 statements representing the effective municipal management practices were included in this set. The third version of the Indicator of effective municipal management practices (EMMPI-3) was received with the help of exploratory factor analysis. Diagnostic factor scales were obtained on the base of joint data set received in three countries - Ukraine, Russia, USA.

EMMPI-3 includes 16 scales. The ten scales have high internal stability on Alpha coefficient in a range from 0.63 to 0.87. The internal stability of three other scales on Alpha coefficient is in a range from 0.51 to 0.56. Internal stability of the last three scales is quite low in a range from 0.33 up to 0.4 on Alpha coefficient (tab. 1).

The respondents were asked to represent their own vision of work of the city executive authority bodies. They were asked to base on their own work experience or on interaction with representatives of municipal authorities. The assessment on each statement was made with the help of the following 7 items ordinal scale:

<table>
<thead>
<tr>
<th></th>
<th>-3</th>
<th>-2</th>
<th>-1</th>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Definitely does not take place</td>
<td>Does not take place</td>
<td>More probably does not take place</td>
<td>May or may not take place</td>
<td>More probably takes place</td>
<td>Takes place</td>
<td>Definitely takes place</td>
</tr>
</tbody>
</table>

The respondents specified also their age, gender, sphere of their professional employment, term of work on elected or appointed positions, level of their position in organizational structure, term of stay in a position, education, and presence/absence of professional education in municipal, local or state management or in human resource management.

Tab. 1. The scales’ names of the Indicator of effective practices in municipal management (EMMPI-3) on joint Ukraine-Russia-US data:

<table>
<thead>
<tr>
<th>Scale #</th>
<th>Scale names</th>
<th>Short scale names</th>
<th>Alpha</th>
</tr>
</thead>
<tbody>
<tr>
<td>F1</td>
<td>Allocation of modern informative, legal and</td>
<td>Internal Support of</td>
<td>.8668</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>---</td>
<td>---</td>
<td>---</td>
<td></td>
</tr>
<tr>
<td>F2</td>
<td>Gender equality in municipal government</td>
<td>Gender equality</td>
<td>8266</td>
</tr>
<tr>
<td>F3</td>
<td>Activity of elected officials within their election districts and provide of high quality and efficient municipal services for citizens</td>
<td>EOA + Quality Services</td>
<td>7858</td>
</tr>
<tr>
<td>F4</td>
<td>Social and economical situation in the country is favorable/stimulating for municipal development</td>
<td>Favorable external conditions</td>
<td>7845</td>
</tr>
<tr>
<td>F5</td>
<td>Stability of social and economical status of municipal employees</td>
<td>Stable status of municipal employees</td>
<td>7339</td>
</tr>
<tr>
<td>F6</td>
<td>Non authoritative style of LG activity in non rigid hierarchical structure</td>
<td>Non authoritative style of LG management</td>
<td>7496</td>
</tr>
<tr>
<td>F7</td>
<td>Result based payment to LG employees and fare (good) professional relationship within the government</td>
<td>Fare internal relations</td>
<td>6757</td>
</tr>
<tr>
<td>F8</td>
<td>All levels/structures of municipal government follow the “good governance” of city officials</td>
<td>Manageability of municipal governance structure</td>
<td>6973</td>
</tr>
<tr>
<td>F9</td>
<td>Innovative municipal governance and provide of quality and effective services to citizens</td>
<td>Change management</td>
<td>7824</td>
</tr>
<tr>
<td>F10</td>
<td>Involvement of citizens in city management without overload of municipal employees</td>
<td>Internal resources of employees</td>
<td>5548</td>
</tr>
<tr>
<td>F11</td>
<td>Rational and professional close-cooperation of all government levels and professionalism of the elected officials</td>
<td>Rational cooperation of all government levels</td>
<td>5515</td>
</tr>
<tr>
<td>F12</td>
<td>Employees do not unconditionally follow the accepted rules and standards and do not receive the illegal rewards</td>
<td>Fare service &amp; No bribes</td>
<td>6286</td>
</tr>
<tr>
<td>F13</td>
<td>Law based governance but not in “command and control” style</td>
<td>Law based governance</td>
<td>3316</td>
</tr>
<tr>
<td>F14</td>
<td>Self-criticism and honesty and decency of managerial staff</td>
<td>Respectability of internal and external relations</td>
<td>3554</td>
</tr>
<tr>
<td>F15</td>
<td>Dynamic personal policy oriented on creation of “team” environment in municipal departments</td>
<td>Team oriented HRM</td>
<td>5092</td>
</tr>
<tr>
<td>F16</td>
<td>Non formal performance of work by municipal employees and organizational integrity of government (absence of clans inside the government)</td>
<td>Organizational integrity of municipal government</td>
<td>3948</td>
</tr>
</tbody>
</table>

### 3.2 Sample

The study was conducted in 5 cities of Russia (75 respondents) and Ukraine (85 respondents) in 2001, and in July - August 2004 in USA (94 respondents). In USA the main volume of data was received in City of Athens, Georgia and City of Washington, Georgia. Besides the answers of personnel from various municipal agencies, academics and independent
experts from several other States participated in a professional Internet - Forum of municipal management professionals were included in the sample. The sub samples on each country include appointed and elected officials, businessmen, representatives of nongovernmental organizations, and non-organized citizens.

Table 2
Sample by Sector, Country, Gender, Age, Education Level

<table>
<thead>
<tr>
<th>Sector</th>
<th>Country</th>
<th>Count</th>
<th>Gender</th>
<th>Age</th>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Russia</td>
<td>36</td>
<td>male</td>
<td>36-55</td>
<td>high school</td>
</tr>
<tr>
<td>Municipal employees</td>
<td>Ukraine</td>
<td>53</td>
<td>female</td>
<td>&gt;=5</td>
<td>undergrad degree</td>
</tr>
<tr>
<td></td>
<td>USA</td>
<td>42</td>
<td></td>
<td></td>
<td>Ph.D.</td>
</tr>
<tr>
<td>Commissioners</td>
<td>Russia</td>
<td>14</td>
<td>male</td>
<td>36-55</td>
<td>high school</td>
</tr>
<tr>
<td></td>
<td>Ukraine</td>
<td>9</td>
<td>female</td>
<td>&gt;=5</td>
<td>undergrad degree</td>
</tr>
<tr>
<td></td>
<td>USA</td>
<td>4</td>
<td></td>
<td></td>
<td>Ph.D.</td>
</tr>
<tr>
<td>Business</td>
<td>Russia</td>
<td>8</td>
<td>male</td>
<td>&lt;=3</td>
<td>high school</td>
</tr>
<tr>
<td></td>
<td>Ukraine</td>
<td>7</td>
<td>female</td>
<td>36-55</td>
<td>undergrad degree</td>
</tr>
<tr>
<td></td>
<td>USA</td>
<td>21</td>
<td></td>
<td>&gt;=5</td>
<td>Ph.D.</td>
</tr>
<tr>
<td>Public organizations</td>
<td>Russia</td>
<td>5</td>
<td>male</td>
<td>&lt;=3</td>
<td>high school</td>
</tr>
<tr>
<td></td>
<td>Ukraine</td>
<td>5</td>
<td>female</td>
<td>36-55</td>
<td>undergrad degree</td>
</tr>
<tr>
<td></td>
<td>USA</td>
<td>9</td>
<td></td>
<td>&gt;=5</td>
<td>Ph.D.</td>
</tr>
<tr>
<td>Citizens</td>
<td>Russia</td>
<td>12</td>
<td>male</td>
<td>&lt;=3</td>
<td>high school</td>
</tr>
<tr>
<td></td>
<td>Ukraine</td>
<td>11</td>
<td>female</td>
<td>36-55</td>
<td>undergrad degree</td>
</tr>
<tr>
<td></td>
<td>USA</td>
<td>17</td>
<td></td>
<td>&gt;=5</td>
<td>Ph.D.</td>
</tr>
</tbody>
</table>

Notice: Commissioners are city/county council members

3.4 Data processing and analysis
The structure of EMMPI-3 scales was revealed with the help of exploratory factor analysis. The high and acceptable internal stability for 12 of 15 allocated scales was registered. The allocation of priorities in municipal policy was made on the basis of criteria of exceeding the threshold of uncertainty of mean estimations of administrative practices appearance and their ranging.

The linear regression analysis was used to reveal practices highly associated with specific policies.

4. Allocation of priorities in practices of implementation of municipal management policy in USA, Ukraine and Russia

4.1 Countries differences on priorities in municipal policy implementation

Comparison of meanings on scales of EMMPI-3 between the countries (fig. 1) with the help of ANOVA demonstrates strong statistical differences. Comparison of USA and Ukraine data demonstrates the differences on the following factors: F1, F2, F3, F4, F5, F6, F7, F9, F12, F13, F14.
Ordering of scales’ means on American data shows presence of the obviously expressed priorities in municipal policy implementation. The following complexes of effective municipal management practices are clearly demonstrated:

- Activity of elected officials within their election districts and provide of high quality and efficient municipal services for citizens - F3,
- Allocation of modern informative, legal and technological support and appropriate wages to municipal employees and departments - F1,
- Stability of social and economical status of municipal employees - F5M.

Besides the mean level for four scales exceed a level of uncertain estimations:
- Result based payment to LG employees and fare (good) professional relationship within the government - F7,
- Innovative municipal governance and provide of quality and effective services to citizens - F9,
- All levels/structures of municipal government follow the “good governance” of city officials - F8
- Social and economical situation in the country is favorable/stimulating for municipal development - F4

The estimations on all other scales connected on the content to organizational development and social capital of city are in an uncertain zone.

It is necessary to notice, that the mean estimations of the municipal staff and elected officials demonstrates much higher assessment of presence of effective practices in comparison with other groups of the respondents - representatives of business, not governmental organizations and ordinary citizens. In accordance with municipal authorities estimations already 11 of 16 scales exceed a threshold of an uncertain zone and are perceived as more or less presented in existing municipal governance reality.
The estimations on only two scales have exceeded the uncertainty zone on both the Ukrainian and Russian data (fig. 2):
- Gender equality in municipal government (F2) and
- All levels/structures of municipal government follow the “good governance” of city officials (F8)

Besides the threshold level for Russia is achieved by scale F1 – “Allocation of modern informative, legal and technological support and appropriate wages to municipal employees and LG departments”. The threshold level for Ukraine is also achieved for the scale F6 - on a pole "Authoritative style of LG activity in a rigid hierarchical structure". About 60 % of the representatives of municipal authorities and 90 % of other groups of the interrogated inhabitants of Ukrainian cities and accordingly 50 % and 70 % in Russia see the style of municipal governments work in such manner.

The factor F11 – “Rational and professional close-cooperation of all government levels and professionalism of the elected officials”, i.e. integrity and interaction of municipal and central governments is nearer to a threshold of a recognition of presence in practice of a municipal governments both in Russia and in Ukraine. About 50 % of the citizens and about two thirds of representatives of municipal authorities of Ukraine and Russia demonstrate this position. Besides it is necessary to pay attention to a recognition by 66 % of the representatives of municipal authorities and by 90 % of the interrogated citizens unfavorability of political and social-economic conditions for municipalities development in Ukraine (F4). For Russia this factor is perceived a little more optimistically.

The distributions of estimations on remaining 11 groups of practices or factors of effective municipal management in Ukraine and Russia specify uncertainty and sometimes discrepancy of their perception in an existing reality of a municipal governance.

The dominant practices of municipal policy implementation in the considered countries are shown in tab. 3.

Tab. 3. The structure of dominant practices of municipal policy implementation for three countries

<table>
<thead>
<tr>
<th>USA</th>
<th>Ukraine</th>
<th>Russia</th>
</tr>
</thead>
<tbody>
<tr>
<td>EOA + Quality Services (F3M)</td>
<td>Gender equality in LG (F2M)</td>
<td>Gender equality in LG (F2M)</td>
</tr>
<tr>
<td>Internal Support of municipal</td>
<td>Manageability of municipal</td>
<td>Manageability of municipal</td>
</tr>
</tbody>
</table>
5. Regression models for implementation of policy of quality services delivering to citizens

5.1 Input data for regression models

The answers to initial item of a questionnaire A5 “Services provided to the citizens by the government are of high quality and efficiency” were used as dependent variable for policy implementation modeling.

As independent variables the initial statements representing separate practices of municipal management and factor scales representing complexes of practices of municipal management were used.

5.1.1 Descriptive Statistics of dependent variable and correlations

In accordance with US data the positive estimations demonstrating the recognition of presence of practice of delivering qualitative services to citizens (a mean value 1.38 – it is position between judgements "the given practice more probably takes place” and “Takes place”). For Ukraine and Russia of these estimations are much lower - accordingly - 0.36 and - 0.63, i.e. are in a range between "May or may not take place" and "More probably does not take place". The domination of the uncertain answers in Ukraine and Russia testifies that the local authority bodies give the population some services. But they do not satisfy the criteria of quality services. Distinctions in estimations between the countries are statistically significant. It specifies the variety in character of perception of results of this policy implementation in the examined countries.

5.1.2 "Direct" factor-regression models for "Deliverings of quality services to citizens" (A5) on a base of factor scales of administrative practices

This model considers practice of Delivering quality services (A5) as a result of parallel associative complex of two factors representing "an active position of elected officials in resolving citizens’ problems” (F3), “innovative approach in municipal policy” (F9) and, at the same time, as function of the other factors (Fig. 3).
Tab. 4. Variables Entered in regression models of A5 – “Delivering of quality services to citizens”.

<table>
<thead>
<tr>
<th>Common data USA</th>
<th>Model</th>
<th>Common data Ukraine</th>
<th>Russia</th>
</tr>
</thead>
<tbody>
<tr>
<td>USA</td>
<td>Without</td>
<td>Without</td>
<td>Without</td>
</tr>
<tr>
<td>Mean A5</td>
<td>0,20</td>
<td>0,20</td>
<td>1,38</td>
</tr>
<tr>
<td>1</td>
<td>F3M</td>
<td>F7M</td>
<td>F1M</td>
</tr>
<tr>
<td>2</td>
<td>F9M</td>
<td>F1M</td>
<td>F4M</td>
</tr>
<tr>
<td>3</td>
<td>F12M</td>
<td>F6M</td>
<td>F10M</td>
</tr>
<tr>
<td>4</td>
<td>F11M</td>
<td>F4M</td>
<td>F13M</td>
</tr>
<tr>
<td>5</td>
<td>F5M</td>
<td>F14M</td>
<td></td>
</tr>
</tbody>
</table>

On the data received in Ukraine A5 is associated with authoritative-command style of municipal government work (F6), with payment for work of the municipal employees based on productivity, (F7), with cooperation inside an administrative vertical of the country (F11) and with management on the basis of law (F13).

For USA A5 associates with material conditions/supply of municipal government activity (F1), with rationality of tax system and favorability of socio-economic conditions in the country (F4) and with participation of the population in a municipal government (F10).

Thus, in Ukraine the delivering of quality services to citizens associates with character of the organizational-administrative relations inside the authority system. It is macro problem. Its state and resolution or the ignoring depends upon the basic decisions and coordinations between levels inside authority institutions. For USA the delivering of services to citizens is considered as a function of resource maintenance for municipal services activity and participation of population in municipal governance. Apparently, it is the certificate or consequences of basic focus of municipal authorities on this function performance. The issue just concerns of greater or smaller expressiveness of this policy. The quality of this kind of municipal authorities’ activity is the key issue. And already it is connected with presence of resources and their correct orientation that is determined by inclusion of the population in management process, presence of a really working feedback in municipal system.
Fig. 3. “Direct" factor-analytical model for "Delivering quality services to citizens" on a basis of factor scales of administrative/managerial practices

5.1.3 Regression model of A5 based on initial statements
We have considered also the regression model for A5 as a function of effective practices of municipal management represented by the initial statements of the Indicator. The lists of practices, which have come into the regression models for each country are submitted in the following tables.

On the American data the regression equation for A5 includes the following practices:
A6   The municipal government performs assessments of citizen needs
B4   City elected officials, managers and department heads spend free time together
B6   The city departments employ modern information technologies
B8   Municipal employees have access to professional information, reference materials and necessary legal documents
G9/non F   Enterprises/businesses are economically stable

The regression equation for A5 for Ukraine includes completely different practice of municipal management:
A2   The municipal government is committed to simplifying the procedures for registering and obtaining business licenses
A7   Municipal employees sometimes provide special favors for or special treatment to their friends, acquaintances or relatives
A9   Official decisions to solve specific citizen problems are not sometimes modified or lost as the solutions are implemented by the many levels of bureaucracy
B3   Municipal offices are modern and well-equipped
B29   There exist special people or teams within the city administration who generate ideas and proposals, design new approaches or mechanisms, and implement reforms
B34   Municipal elected officials have the ability to actively influence the work of executive city authorities in formation of municipal policy.
B35   Professional relationships within the municipal government are good
V1   City managers have different attitudes toward their subordinated female and male employees

Obtained regression models show, that the rather high average level of a recognition of implementation of policy of qualitative services delivering to citizens in the American cities connects it first of all with the practice of population needs evaluation, with mutual understanding between the chiefs of various structures of municipal authority, with modern maintenance of professional activity of the municipal employees, and with economic stability of an industry and business. The presence of successful, stable business in cities provides material resources for activity of municipal authorities and their efforts on maintenance of citizens’ life quality in their cities. In other words delivering of quality services is determined by the coordinated professional actions of the personnel of system of a municipal government, their operative access to information and legal resources and knowledge of real needs of the population. Such set of practices traces the local responsibility of municipal authorities for a rule of situation in their cities.

The domination of negative estimations for A5 in Ukraine is connected with various aspects of ethical and professional relations inside institutions of a municipal government and relations of its’ representatives with citizens, with a level of equipment of municipal services, role of the elected officials in determination of municipal policy and presence of the experts on mechanisms for development and implementation of reform initiatives. Thus, the level quality services policy implementation in Ukrainian cities is associated with a complex of organizational
processes inside municipal government and basically becomes connected with relationship between the subjects of municipal governance.

5.2 Conclusion: Some proposals for Ukraine to promote the delivery of quality services to citizens

By results of the survey conducted basically in two US cities in 2004 84 % of respondents recognize the presence of qualitative services delivering to citizens. 4 % give uncertain estimations and 12 % - negative. In Ukraine and Russia presence of qualitative services delivering to citizens recognizes accordingly 33% and 37 % of respondents. The uncertain position have 13 % and 7 % of respondents. Accordingly, 54 % and 56 % of respondents deny the presence of quality services delivering. Hence, both in Ukraine, and in Russia about two thirds of respondents do not recognize the presence of quality services delivering to citizens on the part of municipal governments. In USA, on the contrary, the delivering of quality services to citizens is definitely included into the number of dominant practices of municipal management. By results of factor analysis of joint data the delivering of quality services to citizens is included in two factors of effective practices - Activity of elected officials within their election districts (F3M) and Change management (F9M).

In activity of USA municipal governments the presence 7 dominant groups of effective municipal management practices are highly expressed (tab. 3). Both in Ukraine and Russia the effective implementation of just two practices - gender equality in local authority bodies and managerability of municipal structures are allocated.

As a whole, the received results demonstrate the deep distinctions in perception of efficiency of municipal policy implementation between the American cities and cities of Ukraine and Russia. It demonstrates also the diagnostic opportunities of the developed Indicator and the possibility of its use for analysis of municipal policy implementation in the various countries.

The study of effective practices of municipal management associated with delivering of quality services to citizens shows the presence of various behavior models of the given policy implementation in the examined countries.

In case of USA, where the delivering of quality services to citizens is one of priority tasks in city management, this policy first of all is associated with citizens’ needs evaluation, with presence of mutual understanding between the chiefs of various structures of municipal authority, with modern maintenance of professional activity of the municipal employees, with economic stability of an industry and business.

In case of Ukraine and Russia the delivering of quality services to citizens, as a rule, is not included into priorities of municipal governments. This hypothesis has received obvious confirmation as a result of the carried out research. Thus the level of delivering of qualitative services to citizens associates with a complex of organizational processes and interpersonal professional relations inside structure of municipal management. The study demonstrated that system of a municipal government functions substantially on the basis of degraded/fuzzy rules and norms. The satisfaction of population interests, and delivering quality services to them are not priority criterions for authority functioning.

The comparative analysis of perception of various practices of a municipal governance in the given context allows to proceed from abstract conceptual discussion to description of operational mechanisms and ways for implementation this policy in concrete organizational, cultural and political-economic conditions of definite cities.
References:


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