ELECTRONIC DOCUMENT FLOW: FROM THEORY TO PRACTICE

Article devoted to the practice of e-government in the Tyumen region and the problems of organization of electronic documents.

Key words: e-government, electronic document, the Russian Federation, Tyumen region.

Organization of electronic document management is one of the most debated topics in the media and among experts in the field of document management and information and communication technologies. Now, as a whole in the Russian Federation, and in the regions, the search for the optimal solution of issues related to the organization of electronic document. The application of the control system and communication technologies aimed at structuring, unification, and, as a consequence, – acceleration of decision-making on the various issues that arise during the implementation of the functions of a governing body.

The desire to change the existing regulatory support workflow system in the management bodies can be associated with the RF Government Decree of January 28, 2002 № 65 «On the federal target program «Electronic Russia»» (2002-2010), as well as by his decree of May 6, 2008 № 632-P1, which defines the main directions of state policy in the field of information and communication technologies in the socio-economic sphere and public authorities, which defines the main directions of state policy in the field of information and communication technologies in the socio-economic sphere and public authorities. Further implementation of these trends had continued in making some legal acts, which formed the basis of the electronic interaction between levels of government as a whole in the Russian Federation and its subjects. Among them: «Rules of office in the federal bodies of executive power» 2; «Regulations on the interdepartmental electronic document management system» 3.

The next important step in this area was the adoption in 2010 of the Federal Law № 210-FZ of July 27, 2010 «On the organization of state and municipal services» 4 and number 227-FZ of July 27, 2010 «On Amendments to the Certain Legislative Acts of the Russian Federation» in connection with the adoption of the previous act 5. The need for them no doubt. They removed some of the barriers in the provision of public services in electronic form, but not all. In April 2011, adopted the Federal Law № 63 «On electronic signature» 6, which established the conditions for the recognition of electronic documents signed by electronic signature, equivalent to paper and so on.

According to M. P. Bobyleva adoption of these laws may have negative consequences for the organization of electronic documents, as there are no basic laws «On electronic document» and «On information interaction of state and local control» 7. Without them, the public services in electronic form, in practice it will
be difficult to organize. Basic act «On Electronic Document» will be determined by the wording of the legal terms of the conceptual apparatus of a single system-wide legislation.

Based on the above, we can conclude that the state of the current legislation of the Russian Federation shows that the current trend of transition to electronic forms of interaction requires a large comprehensive work on the systematization of legislation and removing administrative barriers and limitations of existing legislation across the field relationships. It also points to the need to develop new projects missing federal laws establishing the principles and general procedure for organizing electronic document delivery of public services through the use of ED and electronic forms of interaction.

In the information society interaction with citizens, providing them with public services, primarily oriented and based on the principles of the virtual remote contact with ED and electronic forms of interaction, thereby implemented tools so-called «e-government». In this case, the primary means and tools of execution by public authorities of their functions and the implementation of (provision) of public services is the electronic document. However, the current legislation of the Russian Federation today, more focused on traditional forms of cooperation on the basis of document on paper and still contains a lot of administrative barriers, as well as restrictions on the use of electronic forms of interaction.

When all the gaps in the legislation of the country to move forward in the development of this direction is still going on, especially in the regions. Tyumen region is one of them, where the testing takes place and state initiatives to create e-government.

By the Government of the Tyumen region «On approval of the action plan on administrative reform in the Tyumen region in 2009–2011» dated December 31, 2008 № 1902-rp was put into operation the official portal of public authorities in the region http://admtyumen.ru and in October 2009 the site «State and municipal services Tyumen Region» http://uslugi.admtyumen.ru. The creation of this resource is aimed at reducing the costs of citizens and organizations in cooperation with state and municipal authorities and organizations in the preparation of state and municipal uslug. According to statistics in 2012 he demanded the residents of the Tyumen region quite well:

- Total available services – 1298
- Including:
  - e-map – 109
  - without electronic card – 35
  - Issued electronic cards – 3757
  - Cancelled certificates – 6 4
  - Documents obtained without the participation of the applicant – 23859
  - Users personal account – 11026.

For optimal performance, this resource was necessary to establish appropriate levels of interaction between service providers and consumers. To this end, has approved the technical requirements for interoperability of information
systems in the regional system of interagency electronic interaction of Tyumen region\textsuperscript{10}.

The system of interagency electronic interaction of the Tyumen region (system SMEV TO) – automated information system of interagency electronic interaction to provide state and municipal services in electronic form, which allows you to secure electronic interaction between citizens, state and municipal employees, information systems, regional and local bodies of executive power and local branches of the federal government, organizations and institutions located in the Tyumen region in the provision of public and municipal services.

The system allows you to attach commercial and non-commercial organizations of various forms of ownership if they wish to provide or receive services with it. The accession of new members is not limited to system requirements to use certain technical solutions or means, except as defined by the legislation of the Russian Federation.

Within this system, there are a variety of modules, such as the city of Tyumen implemented the project «Information kiosks» http://infokiosk.tyumen-city.ru. With this basic information resources posted on the official website of the city administration, not only became available to Internet users, but also a wider range of residents. Working principle of «one window». For example, a resident of the city, turning on the problem in a particular division of the administration, can avoid the inconvenience, costs of obtaining information about at what stage of the decision is his address and other information of interest. It suffices to use the closest to home information kiosk.

Since 2008, annually hosts forum «E-Government – a modern management mechanism region», organized by the Government of the Tyumen region. He is an effective platform for exchange of experience in federal and regional IT projects, interaction regions and IT companies to disseminate best practices in information technology, including the implementation of transfer of state and municipal services in electronic form.

Objectives of the event:

– The study of regional and international experience in the application of information technology in public administration;
– Discussion on the creation of conditions for effective service to citizens of state and municipal services in electronic form;
– Consideration of methods to assess the quality of region governance\textsuperscript{11}.

For the successful implementation of technology «electronic government» is necessary to solve some of the problems inherent in not only the Russian management practices, but also to other countries implementing this program for the development of the information society. In this connection, we can agree with the opinion of V.P. Kupchenko that the effectiveness of the introduction of e-government depends on the existing infrastructure, providing access to information, the introduction of electronic document-based digital signature, creating a system of national information resources and access to them as well as personnel training of civil servants and citizens to implement the concept of «electronic government»\textsuperscript{12}. 
In the Tyumen region practically solved these problems. In particular the program is running «Expanding Horizons». Its purpose – to increase the level of computer literacy and access to the Internet.

Main tasks of this program are:
– Creation of conditions for educating the public modern information and communication technologies;
– The organization of free training courses for different segments of the population, depending on the level of students' knowledge: the initial, basic and advanced courses;
– Creating conditions for the population of computer technology at an affordable price: the expansion of the sales network and the development of this technique in conjunction with the banks a special loan product for its acquisition;
– Creation of conditions for increasing the availability of public Internet resources. In settlements established points of collective citizens free access to the Internet on the basis of libraries and other cultural institutions, equipped with modern computers connected to the Internet.

Tyumen region governor Vladimir Yakushev said, «We are well aware that to have Tyumentsev have equal opportunities to obtain public services, it is necessary to teach them to deal with the computer».

As part of the program to improve computer literacy «Expanding Horizons» a regional network of free internet «Tyumen Free» for the dissemination of Internet communications and the development of the IT culture of the population. 100 access points Wi-Fi will situated in all municipalities of the region: 46 access points to the Internet and 54 access points in popular vacation spots Tyumentsev, as well as cultural, educational and medical institutions in Tyumen. Thus, the administration of the Tyumen region systematically creates the infrastructure to implement the idea of e-government.

But in the circles of Russian specialists in the field of electronic document at one time expressed this opinion: «Public services to the population – it's a nice, useful, but a side effect of building a EP Regions can not deceive ourselves, and accordingly, thoughtlessly throwing away money by reducing the EP to only one service to the population».

As proof N. A. Hramtsovskа data led the Organization for Economic Cooperation and Development (Organization for Economic Cooperation and Development, OECD), according to which «the use of public e-services in the most advanced countries, 20-50% of what is possible»

In our view, the provision of public services in electronic form to the population can not be side effect, as it was originally one of the goals of e-government in the Russian Federation: «to improve the quality and accessibility of organizations and citizens of public services, simplifying procedures and reducing the time of their delivery, reduce administrative costs by individuals and organizations associated with obtaining public services, as well as the introduction of uniform standards of service to citizens». Provision of public and municipal services is a structural element of e-government. As to the ratio using these services, there can not be total coverage, there are registries of services that can be provided in electronic form, and they are
in demand as updating them for a particular individual, based on its capabilities. In addition, there is a list of services that will never be made available in electronic form, which also must be considered.

One can only agree with the fact that the provision of electronic services is not limited to the concept of «e-government». This concept also includes the organization of electronic interaction within the management structure. Activities of governing bodies are subject to mandatory documentation and in this regard there is a reasonable question about the status of an electronic document. By itself it has no legal force, as it is not protected from change and ensure the confidentiality of information transmitted, yet remains legally relevant paper document issued by appropriate means and having an identity details. Adoption of the law «On Electronic Document» should be the air for all existing electronic document management systems, including in the Tyumen region. The regulation will help to solve one of the problems of legally significant documents in the Russian Federation. Indeed, in its basis:

- «Establish the general principles of organization of departmental records the use of information and communication technologies;»
- provision of legal conditions for the formation of a single information and legal space of the Russian Federation and the trusted environment of the electronic interaction between the subjects of the Russian Federation;
- ensuring the principle of continuity and functional equivalence to traditional paper documents;
- establishing common requirements in order to document, requirements for submission of forms and formats of ED and their details;
- establishing common requirements for the allocation of attributes forms, views, and turnover ED allows you to find the necessary document among a host of other ED;
- establishing the requirements in order of use, transmission and receipt of ED;
- establishment of rules defining what is an electronic copy of the document traditional and what is printed copy of the electronic document, and establish procedures for transition and drafting documents on paper into electronic form and vice versa;
- establishing legal regimes database and formed on the basis of their information resources;
- establishing the requirements for registration of order copies of ED (prints on paper, transforming documents into other formats);
- establishing common requirements for the protection of the ED and the procedure to apply an electronic analog of a handwritten signature, depending on the species and the importance of the documents;
- the establishment of general application of electronic signatures of officials and the press entities in the ED».18

In addition to the status of an electronic document should be resolved and the problem of timing and methods of storing these documents. For this you need a list of documents created electronically. You need to clearly define which
documents can be electronic, and any paper. Analyzing the practice of Russian law-making in the field of electronic document, it is worth noting that it does not move quite logically, developing particular aspects first, and then, thinking about the basis on which it should be built the whole system of electronic interaction. Accordingly, the problems arise that are indicated above.

Thus, the activities of e-government in the regions, particularly in the Tyumen region, is successful, but its further development is directly linked with the development of new projects missing federal laws establishing the principles and general procedure for organizing electronic document delivery of public services through the use of ED and electronic forms of interaction.

4 Федеральный закон № 210-ФЗ от 27.07.2010 г. «Об организации предоставления государственных и муниципальных услуг» // Российская газета. – 2010. – Федер. вып. № 5247. – 30 июля. – (с изм. и доп. от 01.01.2012 г.).
5 Федеральный закон «О внесении изменений в отдельные законодательные акты Российской Федерации в связи с принятием Федерального закона “Об организации предоставления государственных и муниципальных услуг”» от 27.07.2010 № 227-ФЗ (в ред. от 18.07.2011) [Электронный ресурс]. – Режим доступа: www.consultant.ru/popular/search/?g=%F4%E7+%89227&y=0 (дата обращения 01.08.2012). – Загл. с экрана.
Статью присвячено практиці створення електронного уряду в Тюменській області та проблемам організації електронного документообігу.

Ключові слова: електронний уряд, електронний документообіг, Російська Федерация, Тюменська область.

Стаття посвячена практиці створення електронного правительства в Тюменській області та проблемам організації електронного документообігу.

Ключевые слова: электронное правительство, электронный документооборот, Российская Федерация, Тюменская область.