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PUBLIC ADMINISTRATION OF MUNICIPAL TRANSPORT IN THE CAPITAL OF UKRAINE BASED ON THE CLIENT-ORIENTED PARADIGM

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Abstract. *In the sphere of the functionality of municipal transport in the capital city of Ukraine, many problems have been identified relating to the inadequate level of service provided to residents. Mostly, these issues relate to the timetables and intervals of municipal transport, the comfort and safety levels of transportation, the establishment of contactless means of payment, the arrangement of various types of vehicles and stops for the unimpeded movement of people with disabilities, ensuring gender equality, and the environmental friendliness of these services. It is concluded that, in order to improve the quality of services in the sphere of the functionality of municipal transport, a client-oriented public administration paradigm should be undertaken on the basis of the coordinated activity of public authorities, transport enterprises, and consumers, taking into account the results of the evaluation of service quality and satisfaction levels.*

Keywords: *public administration, public authorities, service, municipal transport, client orientation, gender approach, paradigm, sustainable development.*

Reikšminiai žodžiai: *viešasis administravimas, valdžios institucijos, paslaugos, viešasis transportas, orientacija į klientą, lyčių požiūris, paradigma, darnus vystymasis.*

Introduction

One of the indicators of the successful development of the modern capital city is the efficiency of the functioning of different types of public transport. At present, in the capital of Ukraine—Kyiv—the problem of the inadequate quality of transport services has become more urgent for citizens. This inadequate quality leads to a number of issues, which include: increased time spent on transportation; non-observance of the timetables and intervals on the routes; safety and comfort of transportation; reduced environmental friendliness of the services; imperfect arrangement of stops; and a reduced level of passenger service culture in the staff of the carriers. For people with disabilities, the problem of barrier-free movement within the city is not fully resolved. For the most part, the provision of passenger transportation services is based on a gender-neutral model, since it does not involve a gender audit and does not separately take into account the needs of men and women, young people and people of retirement age, etc. Taking into account the Sustainable Development Goals, the issue of ensuring environmental safety and focusing greater efforts of the municipal authorities towards the development of environmentally friendly public transport, especially land-based electric vehicles (trolleybuses, trams), remains relevant. In order to increase their competitiveness among other modes of public transport and to increase the interest of passengers in using them for travel within the city, it is necessary to improve the quality of these services on different routes and to take measures to improve them. The lack of constant monitoring of the quality of passenger service by the municipal authorities impedes the implementation of reforms in the field of public transport, which in turn influences the further sustainable development of the capital city. Modern public administration requires public authorities to apply different methodological approaches and mechanisms for formulating and implementing service policies. The client-oriented public transport administration paradigm for the provision of public transport services involves the adoption of effective management decisions by public authorities in the development of local targets, budgets, and projects. This is accomplished on the basis of the continuous monitoring of the quality of passenger transportation services, the analysis of information directly from consumers, and the involvement of their needs and proposals.

Theoretical framework

In the field of urban passenger transportation in the cities of Ukraine—in the capital in particular—a new system for the provision of services has not yet been formed that is adequate for functioning in the current market conditions. In their activities, local authorities and transport undertakings place greater emphasis on finding a balance between the social need for non-profit transportation and the economic viability of the transport operators of all forms of ownership than on improving the quality of customer service (Ludchenko and Tretiakov 2011). The development of the transport infrastructure and the improvement of the quality of service are related both to improving the standard of living of the population and to achieving the goals of sustainable development (Dorojejeva 2016). Meeting the Global Sustainable Development Goals involves a number of

activities aimed at, inter alia, ensuring environmental safety, achieving gender equality and inclusive accessibility, implementing innovation, and increasing investment in public transport (UNDP Ukraine 2016). Due to the emission of harmful substances, vehicles remain one of the means of negative environmental impact. The widespread use of road transport leads to problems of urban air pollution, so a paradigm shift in transport policy would be appropriate in seeking to change this situation. One of the most important factors of this approach will be to formulate a city-wide public transport strategy (Kunst 2016). Many countries are currently investing heavily in metropolitan public transit systems to increase their level of comfort, environmental friendliness, and competitiveness compared to private vehicles. Administrative and market-based methods are used to increase the demand for public transport services among the population (Ramos et al. 2019). Promoting the use of municipal transport, including electric systems, is one of the strategic goals for the implementation of the European Union's transport policy. This is firstly due to the emphasis placed on public authorities to: reduce the level of air pollution due to pollutant emissions from the use of diesel fuel by private vehicles; reduce fuel consumption and EU dependence on crude oil imports; reduce congestion and minimize congestion in urban centres; improve accident statistics; facilitate the construction of infrastructure; optimize high-speed traffic; improve traffic safety, etc. (Poliak et al. 2017).

The policies pursued by public authorities have traditionally been gender-neutral, as they apply the same tools to all members of society. Therefore, when developing and implementing management decisions (programs and projects), it is appropriate to apply a gender approach to improve the quality of delivery of public services. The reform of public services aims to improve the allocation of available resources in line with the priorities of the state and the development of the territory in the medium and long term, taking into account gender-specific needs (The Cabinet of Ministers 2017). A special place is given to the mobility of the elderly through the use of municipal transport services (Aguiar and Macário 2017), and a gender audit is appropriate (The Gender Audit Handbook 2010; Wittbom 2011; Ege 2015). According to a World Bank study (2010), gender inequality may be affected by the construction of vehicles that do not take into account the particularities of the transportation of certain categories of the population (women with children; elderly or disabled individuals) on municipal transport routes.

For the first time, the concept of the “client-oriented approach” was used in the 1990s due to the establishment of individual relationships between a company and each client. The conceptual model of the focus of the service on the consumer is based on the principle that “the consumer pays for the pleasure, not the purchase of the product or service” (Drucker 1998). The service of the state implies the transparency and openness of administrative activity, the priority of service provision, sensitivity to citizens' requests, and the involvement of non-governmental organisations (Ciecierski et al. 2016). The development of services should be built on the classic “producer of services–consumer” basis, and depends on the timely and qualitative identification of individual and group interests and the consideration of the needs of residents of territorial communities (Yevsuikova 2016).

Client-oriented public administration is “a powerful influence on the life of people by the public authorities, based on a deep study of the existing and emerging needs of the

clients through the introduction of new modern concepts of relationship management, as well as additional services and services that enhance their competitiveness and value to the consumer and guarantee their continued interest in obtaining them in order to achieve social development goals” (Kuibida, Bilynska, and Petroie 2018). We believe that public administration in the field of passenger transportation in the capital city via municipal transport should take into account the client-oriented approach, which is based on the idea of the passenger as the main consumer of this public service.

Public administration in the field of public passenger transport in the capital city on the basis of the client-oriented approach allows for the creation of high-quality, accessible, and efficient services that meet the needs of customers and satisfy their requirements, transforming them from one-time users to regular consumers. In our opinion, the awareness of public authorities of the need to take into account the requirements of consumers when making management decisions will, over time, lead to changes that will transform these processes from a client-oriented approach to a client-oriented municipal transport management paradigm in public administration, based on the principles of sustainable development.

In order to gain a better understanding of the factors that influence the satisfaction levels of citizens and to clarify their further intentions of using municipal transportation services, researchers have in recent years begun to study consumer attitudes and opinions in greater numbers (Banister 2014). The public authorities are also interested in this, as they shape local policies to reduce urban use and expand municipal transportation (Lierop and El-Geneidy 2018). The satisfaction of city residents can be determined by various sociological research methods, most of which are based on survey (de Oña and de Oña 2015). The most popular method is to conduct consumer surveys to determine the level of quality and satisfaction with municipal transport services in the city (Hansson et al. 2019).

The quality of service on municipal transport routes is determined by quantitative and qualitative parameters. The former includes indicators such as: accessibility; travel time; waiting time; comfort; safety; walking distance; and bus frequency (in the evening, on weekdays, and at weekends), among others (Andaleeb, Haq, and Ahmed 2007; Das and Pandit 2013). Passengers can describe qualitative parameters by, for example, describing the use of clean technologies on a route, discussing the behavior of staff, or providing other such characteristics (Transportation Research Board, and Kittelson and Associates, Inc. 2003; Eboliand and Mazzulla 2007). The level of quality of services provided for the transportation of passengers by municipal transport is considered to be assured if, based on results in relation to a control sample, the actual values of the quality indicators meet the requirements of the current legislation, and thus fulfillfulfil the contract between customer and carrier (The Ministry of Construction, Architecture, Housing and Communal Economy of Ukraine 2006).

Methodological approach

In order to provide recommendations to public authorities in the process of developing and making sound management decisions in the sphere of the functioning of various types of municipal transport in Kyiv, we conducted a sociological survey of the perma-

nent residents of the metropolitan city (i.e., the consumers of public services) regarding their level of satisfaction with municipal transport services. During the survey, which was conducted from 7 to 25 October 2019, the respondents were asked to fill out a questionnaire and answer 20 questions regarding: most common mode of transportation; types of municipal transport; purpose of travel; satisfaction with transport services; methods of payment for fares; methods of payment for travel waiting time (tram, trolleybus, bus, or minibus); duration of a one way trip; number of transfers on a route; staff ratio; technical equipment of vehicles; safety of movement; level of awareness of stops; accessibility of services for people with disabilities; ways to navigate at night; stop arrangements, and more. In addition, the questionnaire asked questions regarding the gender, age, education, marital status, type of employment, and income of the respondents. 200 people participated in the survey, of which 100 were female and 100 male. Of these, 8.3% of those who completed the questionnaire were under 18 years of age, 25.1% aged 18 to 25, 37.5% aged 26 to 40, 20.8% aged 41 to 60, and 8.3% over 60 years of age. For the sake of accuracy, the survey was conducted in all 10 districts of Kyiv. With respect to gender balance, in each district we interviewed 20 respondents, of whom 10 were male and 10 were female. The characteristics of the transport system were rated by the respondents on a five-point scale from 1 to 5 (from worst to best) to assess the quality of service and the level of satisfaction with municipal transport. Accordingly, a score of 1 represents the worst grade point, 2 – below average, 3 – average, 4 – higher than average, and 5 represents the best grade point. In the course of communication with the respondents, their comments and suggestions on the quality of passenger transportation services provided by municipal transport were examined separately. The authors also used general scientific methods of research: induction and deduction; comparative and system analysis; and generalisation.

Results and discussion

In the process of analysing and summarising the results of the questionnaire data, it was found that 8.3% of respondents most often travel on foot in Kyiv, 7.3% travel by bicycle (including scooters and motorcycles), 5.0% travel by company vehicle, 16.7% travel via their personal vehicle, and 62.7% use municipal transport. Therefore, the results of this study will relate to the assessments of the permanent residents of the capital city of the state of functioning of municipal transport, and their levels of satisfaction with passenger transportation services.

Overall, the majority of respondents—58.3%—rated the functionality of reforms in the sphere of municipal transport in Kyiv as “3”, 25.0% rated it “4”, and 16.7% rated it “2”. We believe that this shows that the policy of the municipal authorities is not always based on the principles of human-centrism. Therefore, there is now a need to reconsider the relationship between the public authorities and the public in the field of municipal transport on the basis of a client-oriented paradigm.

In analysing the types of municipal transport, it was found that, of those respondents who use public transportation in the capital city, 70.8% use metro services, 41.7% use minibuses, 25.1% trams, 4.3% trolley and bus services, and 5.1% funiculars. The

results of the study show that on average one-way trips within the city, 35.1% of the interviewed residents spend 30 minutes to 1 hour, 28.3% more than 1 hour, 20.4% from 15 to 30 minutes, and 16.2% under 15 minutes. When making a one-way trip, 35.8% make one changeover, 26.7% none, 29.2% two, and 8.3% make more than two. The most frequent purposes of the trips of respondents using municipal transport services within the capital of Ukraine are provided in Table 1.

Table 1. The most frequent purposes of trips on municipal transport for the residents of Kyiv

What is the most frequent destination of your trip?	% of responses
store / market	8.7
kindergarten / school with children	4.1
place of study (educational institution, course, or training)	15.3
place of work	23.7
polyclinic, medical institution	5.6
sports facility (fitness club, pool, or gym) or beauty salon	6.7
out of town	5.3
leisure (cinema, theatre, concert, bar, restaurant, night club, or park)	18.4
visiting friends, relatives, or acquaintances	12.2
Total	100.0

Source: authors

The results in table 1 indicate that the most frequent reasons for the residents of Kyiv to use municipal transport services are commuting (23.7%), leisure (18.4%), and study (15.3%). Municipal transport services are used by respondents least frequently (4.1%) to transport children to kindergartens or schools. Obviously, this is due to parents choosing institutions of this nature nearest to their place of residence, so in most cases parents with young children and schoolchildren move on foot.

Monitoring is a necessary part of the public administration process, as it enables the evaluation and performance of the service delivery system. Consumer satisfaction, accessibility, comfort, and quality of service is evaluated using surveys (Vasylieva 2013).

Overall, 53.2% of respondents described themselves as “more satisfied than not” when describing the municipal transport services that operate in Kyiv; 37.5% were “more dissatisfied than not”; 4.2% were “completely satisfied”; and 5.1% were “completely dissatisfied”. Table 2 shows the results of the level of satisfaction of consumers who use the services of different types of municipal transport in the city of Kyiv: land electric (tram, trolleybus, and cable car); funicular; metro; bus; and minibus. By assigning a score of 1 to 5 they evaluated the routes, the condition and level of comfort of the vehicles, and the work of the staff (drivers, conductors, employees of metro stations, etc.) on these routes. Table 2 shows the highest-rated scores and the percentage of respondents that supplied them.

Table 2. Results of the survey of respondents on the evaluation of the routes, vehicles, and staff of different types of municipal transport in Kyiv

Indicator	Type of transport:									
	land electric transport		funicular		metro		bus		minibus	
	point	%	point	%	point	%	point	%	point	%
Evaluation of the routes										
Travel speed and travel time	3	62.5	4	41.7	5	58.3	4	50.0	4	45.8
Waiting time and changeover	3	50.0	5	37.5	5	45.8	3	41.7	3	58.3
Availability and arrangement of stops	4	37.5	5	50.0	5	66.7	3	33.3	4	45.8
Clarity of adherence to the timetable	3	50.0	5	87.5	5	75.0	3	33.3	3	33.3
Cost of the trip	3	41.7	5	29.2	5	33.3	3	41.7	3	41.7
Use of a single ticket for all modes of transport	4	37.5	4	41.7	4	41.7	5	33.3	1	45.8
Sufficiency of vehicles on the route at “rush hour”	4	29.2	3	29.2	4	29.2	2	41.7	2	29.2
Possibility of travel at night	2	37.5	3	37.5	5	33.3	3	33.3	3	33.3
Evaluation of the condition of the vehicles and their comfort level										
Safety of transportation	4	37.5	5	41.7	5	50.0	3	45.8	2	45.8
Appearance and cleanliness of the interiors of vehicles	3	37.5	4	50.0	3	37.5	5	33.3	2	45.8
Cooling and heating of the interiors of vehicles	2	45.8	4	41.7	4	37.5	1	45.8	2	41.7
Meeting the inclusive needs of all passengers	1	50.0	2	29.2	2	29.2	3	33.3	1	37.5
Wi-Fi network availability	3	29.2	2	50.0	2	37.5	3	29.2	1	58.3
Sufficiency of seating available	3	37.5	5	29.2	2	41.7	4	50.0	1	50.0
Availability of electronic payment devices	4	33.3	4	45.8	5	37.5	4	29.2	1	45.8
Evaluation of the staff										
Appearance of staff	4	45.8	4	58.3	5	54.2	3	50.0	3	45.8
Professionalism and politeness of staff	3	45.8	4	54.2	5	45.8	4	41.7	2	41.7

Source: authors

While communicating with consumers on the qualitative evaluation of municipal transportation services, we encountered complaints regarding the lack of complete information about timetables and routes at stops, and the lack of timely updates on the websites of carriers. In addition, not all vehicles are equipped with devices that allow for the use of the smart-card as the only electronic ticket for travel within the capital, especially minibuses. The periodic malfunction of validators is observed by anyone who travels within the city, and overcrowding does not allow passengers to use these terminals quickly. Therefore, there is the constant inconvenience of having to carry cash to pay for travel. Usually, delays on routes are due to the selfishness of private car drivers who, despite fines, violate traffic rules and traverse the city via lanes that are dedicated to municipal transport. Their irresponsible attitude to parking often impedes the movement of trams on tram tracks, which in turn leads to stoppages along the entire route. Approximately half of the respondents complained about the culture of service and the behaviour of the staff of individual vehicles, noting: insufficient politeness of minibus drivers and their misbehaviour; impudent attitudes towards the transportation of people with disabilities; lack of uniforms for staff in almost all types of vehicles; overcrowding of passenger lounges due to the interest of staff in increased income during the transportation of consumers at “rush hour”, and other such behaviorsbehaviours.

The results of the evaluation of satisfaction are an important indicator of the efficiency of transport companies, as management decisions are made to improve municipal transport policy on the basis of valuable information. It is especially important to conduct such studies in order to compare similar indicators across different cities (Friman and Felleson 2009). According to the results of the sociological surveys on the level of customer satisfaction with services, municipal authorities together with transport agencies can solve the problems of congestion, traffic noise, and air pollution in the city through the implementation of measures to improve the functioning of the system of municipal transport. Particular attention should be paid to measures aimed at reducing the number of private vehicles and fuel consumption (Imam 2014).

In order to improve municipal transport services for public authorities and municipal transport companies, it is important to take into account the opinions of consumers in order to understand which indicators (criteria) of using transport services are of major importance for residents of the capital city (Table 3).

Table 3. Results of the survey of the respondents on the opinion of consumers for improving the municipal transport service in Kyiv, (% of answers)

Does the following matter to you?	Yes	No
the physical condition of the driver of the vehicle	83.3	16.7
the appearance of the driver of the vehicle	54.2	45.8
the driver's polite attitude towards the passengers	95.8	4.2
the technical condition of the vehicle	91.7	8.3
the cooling and heating of the vehicle	83.3	16.7

Does the following matter to you?	Yes	No
the availability of contactless payment for travel	62.5	37.5
the existence of wireless internet connection Wi-Fi	62.2	37.8
the availability of information regarding transport routes at stops	85.5	14.5
the availability of information regarding vehicle arrival time at stops	87.5	12.5
the inclusive accessibility of vehicles and road infrastructure	88.7	11.3

Source: authors

The results of the survey show that in order to ensure the safety of passengers on municipal transport, municipal authorities should focus their attention towards monitoring the technical condition of the vehicles and updating their fleets, ensuring that they meet the modern needs of customers for comfort of movement, whilst gradually moving towards introducing contactless payment for fares. Stops with information stands (and electronic timetables) will help to ensure that passengers are better informed about routes and departure/arrival times. At the same time, municipal transport companies should be responsible for selecting and training staff, introducing various tools to motivate them, providing them with uniforms, continuously assessing the service provided by drivers on their routes, and implementing a transparent system of response to customer complaints and suggestions.

Conclusions

1. The results of this study give grounds to argue that client-orientation is the way forward for public administration. It is based on the knowledge of clients and their needs, which allows for the cultivation of consumer loyalty, the retention of regular users, and the attraction of new customers via the introduction of innovative offers that satisfy their needs to the greatest extent. Population satisfaction is a metric that can be measured, compared, and analysed. Therefore, there is a need for the continuous monitoring of any process in order to identify its compliance with the desired result or initial assumption, and to gather the information necessary to study public opinion.
2. The client-oriented paradigm of public administration is a response to the demands of society, which requires the development of a new service-oriented management ideology aimed at improving the quality of municipal transport services. Its content lies in the systematic application of the various principles, approaches, methods, mechanisms, and instruments of public administration to the development of the passenger transportation sector via municipal transport, and it should be formed on the basis of the coordinated activities of its subjects (customers of services with local governments; service providers with municipal and/or private enterprises; and service recipients with passengers).

3. Applying a gender approach to financing public services in the field of municipal transport will increase the quality, accessibility, and comfort of services provided, and will allow for the establishment of goodwill between the population and both the private and public sectors (represented by service providers) on the basis of sustainable urban development. Achieving public consensus will facilitate the adoption of rational management decisions by local authorities that will meet the needs of each resident, taking into account age, gender, special needs, etc. This is especially important in the context of limited funding for local targets and budget programs.
4. Determining the level of passenger satisfaction with municipal transport services depends on many factors and indicators. These include: proximity and accessibility to municipal transport stations; punctuality and frequency of vehicles; continuity of services; optimal speed; appearance and cleanliness of vehicles; conditions of comfortable passage in cabins regardless of the season; travel safety; provision of information on travel options; and the cost and validity of tickets. The level of customer satisfaction in a service depends on the further actions of the management of transport companies towards improving services in this field. Such measures will, in turn, reduce the number of urban residents using their own cars and thereby reduce the level of environmental pollution (Pawlasová 2015). These activities are aimed at ensuring the achievement of the Sustainable Development Goals.
5. The client-oriented paradigm requires the use of different types of municipal transport adapted to the needs of different groups of city dwellers, thereby ensuring that they exercise their rights on an equal basis with others. Taking into account the principle of inclusive access will allow passengers with disabilities, those with young children, pregnant women, the elderly, or those traveling with suitcases or bicycles to realise their rights in practice, in particular regarding access to free movement via municipal transport. The results of this study can be used by local authorities in different cities for strategic planning in the development of municipal transport, and will allow for the improvement of the quality of passenger services.

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Savivaldybių transporto viešasis administravimas Ukrainos sostinėje remiantis į klientą orientuota paradigma

Anotacija

Komunalinio transporto, veikiančio Ukrainos sostinėje, srityje buvo nustatyta daug problemų, susijusių su netinkamu paslaugų miesto gyventojams lygiu. Dauguma jų yra susijusios su komunalinio transporto tvarkaraščiu ir intervalu, susisiekimo saugos ir patogumo lygiu, bekontaktį mokėjimo priemonių nustatymu, įvairių tipų transporto priemonių ir stotelių išdėstymu, kad neįgalieji galėtų laisvai judėti, kad būtų užtikrinta lyčių lygybė ir draugiška paslaugų aplinką, kt. Įrodyta, kad, siekiant pagerinti teikiamų paslaugų kokybę komunalinio transporto srityje, turėtų būti suformuota į klientą orientuota viešojo administravimo paradigma, koordinuojančia visuomenės valdžios institucijas, transporto įmones ir vartotojus, atsižvelgiant į paslaugų kokybės ir pasitenkinimo įvertinimo stebėsenos rezultatus.

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