

**SUMMER SCHOOL ON DEMOCRACY 2015:
“ACCOUNTABILITY OF MASS-MEDIA
AND PUBLIC ADMINISTRATION”,**

FINAL REPORT

Institute of Political Science, University of Wrocław



Uniwersytet
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**Summer School on Democracy 2015:
“Accountability of Mass-media and Public Administration”,
Institute of Political Science, University of Wrocław**

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Part One
Accountability of the Public Administration

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SOCIAL ACCOUNTABILITY AS A FACTOR OF SUSTAINABLE DEVELOPMENT

*‘ It is not only what we do, but also what we do not do,
for which we are accountable’.*

- Moliere

Social accountability, its specific features and main actors.

Accountability is about holding people to account for their impacts on the lives of people and the environment. It involves the rights of those impacted and the obligations of those with power. Thus, accountability can be defined as the obligation of power - holders to account for or take responsibility of their actions.

Thus, social accountability can be defined as ‘the duty to provide an account or reckoning of those actions for which one is held responsible. Thus, accountability involves two responsibilities or duties: the responsibility to undertake certain actions (or forbear from taking action) and the responsibility to provide an account of those actions’.

Social accountability can be defined as an approach towards building accountability that relies on civic engagement, i.e., in which it is ordinary citizens and/or civil society organizations who participate directly or indirectly in exacting accountability. The aim of this civic engagement is to stimulate demand from citizens and thus put pressure on the state or private sector to meet their obligations to provide quality services. The supply side of this equation is about building state capability and responsiveness.

What does it mean in practice?

Social accountability mechanisms are separate from conventional accountability mechanisms such as political checks and balances, accounting and auditing systems, administrative rules and legal procedures. However, the former can complement, reinforce and in some cases activate the latter.

Examples of social accountability mechanisms include:

- Freedom of information petitions and investigative journalism;
- Citizen report cards and community score cards;
- Community monitoring of public service delivery;
- Participatory budgeting and public expenditure tracking;
- Public commissions and hearings;
- Citizen advisory boards.

Social accountability is an overall approach to governance that involves citizens and civil society organizations (CSOs) in public decision making. Using social accountability processes, citizens and CSOs can:

- explain their needs and priorities to government and service providers;
- provide ideas to government on policy making, the management of public finances and service delivery; and
- get involved in monitoring the public sector and giving feedback on government performance.

Social accountability is one way to strengthen government's own efforts to ensure that civil servants are performing appropriately, that public finances are being well-managed and that public accountability institutions (including parliament, the judiciary, and ombudsman) are responsive to the needs of citizens. There are therefore three sides to social accountability.

Responsiveness and Responsibility of the State

The role of the state is to protect and fulfil the rights of its citizens and to deliver quality services. Citizens have the right to hold duty-bearers like elected officials and civil servants to account for the protection of their rights and the provision of services. Social accountability initiatives can be set up by the state – for example, increasing access to information, inviting feedback from CSOs during policy-making processes, setting up and increasing awareness of systems through which citizens can provide feedback on the quality of public services and so on.

Rights and Role of Citizens and Civil Society Organisations

Social accountability does not only encourage and require that duty-bearers are responsive, but also that citizens tell government what they need and question duty-bearers' actions. But what is needed to mobilize ordinary citizens to engage with duty-bearers? People cannot start claiming their rights if they are not aware of what their rights are – so information on rights is one important factor to encourage people to become active citizens. Once citizens are aware of their rights, as well as their responsibilities to engage with duty-bearers and service deliverers, they are more likely to take action to engage with government to demand improvements to local development and better services. “Social Accountability” therefore is how ordinary citizens and their intermediaries, the civil society organizations, hold the duty-bearers accountable through civic engagement”.

Commitment and Motivation of Service Providers

Social Accountability provides a feedback loop from citizens to monitor the performance standards of public, NGO and private-sector service providers. It can also provide mechanisms for constructive dialogue between citizens and service providers on the design and prioritisation of services.

The rapid growth in number, influence and effectiveness of Non-Governmental Organizations (NGOs) in recent years has produced greater demands for NGO accountability; accountability to its stakeholders and to the society as a whole. Thus, Social Accountability is very crucial to organizations in general and NGOs in particular.

The very fact that NGOs aspire to improve the lives of the poor means that they have committed themselves in some manner to perform activities on behalf of others; their ability to accomplish what is expected and promised is fundamental and necessary to their relationship with others as well as to the community or poor. Such organizations are therefore not free of critique, expectations or input from those whom they serve, with whom they interact, and from which they receive legitimacy and funding.

NGOs have been struggling with the idea of evolving such tools and mechanisms which would help them to further enhance and also demonstrate their accountability towards various actors/stakeholders. Even though there is a wide consensus regarding the need and importance of greater accountability mechanisms, there is little agreement

upon the kind of mechanism which will be appropriately applicable for the voluntary sector; a mechanism that would ensure transparency and at the same time take care of the heterogeneity of the voluntary sector.

Why is it important for NGOs to be Socially Accountable?

Why is accountability agenda critical for NGOs? Are NGOs not already doing enough to justify their social accountability? Then why should an NGO devote additional energy and resources, which could have otherwise been used for charitable purposes? In this context, it is important to unravel reasons for the importance of social accountability with regard to the NGOs:

1. Increased awareness: Social Accountability makes the flow of information more transparent, thereby increasing the level of awareness among the beneficiaries and community at large.

2. Peoples' Empowerment: SAc initiatives would eventually lead to empowerment, particularly of the poor people. By providing information, and soliciting systematic feedback from the community, social accountability mechanisms provide a means to increase and aggregate the voice of the disadvantaged and vulnerable groups.

3. Better Governance: SAc practices enhance the ability of individuals and community as a whole to get involved in the development process in a more informed, organized, constructive and systematic manner. By inducing transparency, SAc would eventually make the governance more participatory and responsive to the needs of the people.

4. Increased Development Effectiveness: This is achieved through improved service delivery and more informed policy design. By enhancing the availability of information, strengthening people's voice, promoting dialogue and consultation between stakeholders, SAc mechanisms can go a long way towards improving development effectiveness.

5. Enhances the Credibility: SAc also enhances the credibility of an organization and reaffirms the trust of its stakeholders. It provides a framework in which organizations can establish their own priorities, strategic plans and performance measurement criteria.

Foundation for Sustainable Development.

The research subject is **Foundation for Sustainable Development (Fundacja EkoRozwoju – FER)**. It is a non government organization (NGO) with a mission to support the ‘according to nature’ development. FER works in environmental education, advocating sustainable development and practical nature conservation. The foundation fulfills its mission throughout active cooperation with other non government organizations, local government units, regional and national, higher schools, universities and other parties of widely understood pro-eco activity. The foundation stimulates and encourages free information exchange and social participation in making decisions.

Foundation for Sustainable Development is a member of Alliance of Associations Polish Green Network.

Main programs and activities:

- **The Barycz Valley Model** - among model activities of the Foundation there is the Programme for sustainable development of the Barycz Valley and Milicz Ponds area – one of the most precious natural areas in Poland, and a partner area in the Living Lakes network. In The Barycz Valley the Foundation (with cooperation with other NGOs) supports the development of the ecotourism and local products, and protects and promotes natural richness, animates countryside inhabitants through the programme Villages with ideas, and makes grants to local leaders and organisations. Experiences of living in harmony with nature, which were developed in the Barycz Valley, are also successfully used in other areas with valuable nature.

- **Protection of nature and landscape** - to prevent destruction of nature, the FER runs monitoring of nature, and promotes good practices friendly to nature. In this field FER focuses on protection of the river valleys, species and habitats of the European Natura 2000 network (among them project “Natura 2000 Wardens – monitoring of species and habitats disturbance” within the framework of the EEA Financial Mechanisms and the Norway Financial Mechanisms). The programmes for conservation of nature and cultural landscapes implemented by the Foundation are innovative, both on a regional and national scale. FER runs a campaign for the protection and restoration of trees such as Sadzimy dęby w Dolinie Baryczy, Aleje dla Natury (they plant oaks in

the Barycz Valley, Pathways for Nature), programmes for active protection of meadows and protection of agricultural biodiversity and traditional breeds of animals and varieties of fruit trees.

- **Environmental education** - educational activities of the FER aim at increasing knowledge and social skills in the field of sustainable development. Programs addressed to school students comprise: Nasz Krajobraz (Our landscape), Edukacja z polotem (Education with flair), Szkoły dla ekorozwoju (Schools for sustainable development) connecting education with activities for the environment and stimulation of local communities. A feature of these programs is the involvement of the local administration and businesses.

In parallel to the educational programs, the Foundation provides informational and media services. The Foundation provides the Zielona Brama (Green Gate) – the largest portal in Poland for environmental NGOs. In addition to internet services, there are TV and radio programs, the ecological journal Kropla (Drop) and other publications.

- **Ecological market** – the market for sustainable products and services benefits from the Ekojarmark – the ecological fair organized by the Foundation since 2001 which is the largest of its kind in Poland. They are complemented by the support of a distribution system for ecological products and campaigns for responsible and ecological consumption. The Foundation supports also the development of ecotourism services and the infrastructures for bike and nature tours.

- **Ambassadors of sustainable development** - transfer of knowledge and experience in sustainable development in areas of natural value is achieved by the FER's international programs. The Foundation specialized in particular in the transfer of knowledge and experience in the fields of the development of rural areas, ecotourism and market for local products and in the initiating and functioning of the inter-sectoral partnerships. Because of its location, the Foundation has for many years cooperated with partners in Germany and Czech Republic. Important international cooperation directions are also Eastern European countries, including Belarus, Moldova, Georgia and Armenia.

Projects which brought about concrete effects and left significant trace in social awareness are considered to be the Foundation biggest achievements.

Examples of such projects are presented below:

Activities for wide society:

- Ecological server “The Green Gate – EDF has been running the server since 1999, which might be found at the following address www.eko.org.pl. The Green Gate has become the most dynamically developing eco-server in the country. A couple of dozens of important eco-organizations use its services on daily basis.
- Radio broadcasts (i.e. Ptasia radio (Birds’ radio), Agro-eco), tv programs (own productions- BETACAM films Water for Wroclaw, Odra temat rzeka (Oder- subject long as a river), cooperation in realizations of various projects: Green side up, Regional runner, Eco runner).
- Eco magazine “Drop” has been published since 1995. It is addressed to all the people who are active in the process of nature protection: local government members, teachers, local leaders.
- Eco-information office – run by the FER since mid 90’s. The office makes available sources of information gathered by the Foundation. These concerns widely understood aspects of environment protection, including the aspect of the EU integration process, access to information, consumer rights. The information is available in the form of a library as well as internet stands. All information is free of charge.

Cooperating with local communities and other organizations:

- Realization of the project called “Balanced regional development of rural areas in the basin of Odra river”. 6 Polish organizations within the framework of the agricultural group took part in the project together with WWF Germany. The project started at the end of 2002 and its aim was to introduce and promote sample solutions, prepare ecologically precious areas of Nadodrze for a development that would allow to keep these values in the process of integration with the EU.
- The realization of the program called Eco-development of the Valley of Baryczin in cooperation with local governments and non government organizations started in

2002. Polish Society of Friends of Nature “pro Natura”. Within the framework of this project the FER implements the program of balanced tourism and other activities connected with economic elicitation of rural area women in the Valley of Barycz.

- Program for preservation of the native Green-Legged Partridges. Biodiversity and balanced development of rural areas 2001-2003.
- Activities in collaboration with Marshal Office of Lower Silesia province and local governments in the area of agricultural economy integration and environment protection: preparation to implement agro-environmental programs, promotion of regional products.
- Activities in the area of tourism elicitation of rural areas. Since 1995 construction and realization of biking routes “Sudety”, “Dolina Odry” (The Valley of Oder), “Dolina Baryczy” (The Valley of Barycz).
- Foundation of an international coalition “Time for Odra” (active since 1997). The coalition includes 13 organizations from Poland, 8 from Czech Republic and 5 from Germany.
- Foundation and coordination of Dolnoslaskie Forum (Lower Silesia Forum)POE since 2002. Its aim is to strengthen the activities of Lower Silesia eco organizations, especially when concerning all matters important for the region. Lower Silesia POE members have been assigned to “Karta Smieciowa” (“Litter”). The idea of this action is to create a program which would allow to manage the problem of litter in the area of Low Silesia. The initiative was suggested by Lower Silesia Marshal Office and in 2003 after yet another negotiation and consultation it received the status of provincial program of litter management.

- **Roads for the Nature** - partnership of NGO and administration to recreate wayside valleys as habitat of protected species. Realized since 2007. The project is to create samples of social partnerships for protection and recreation of wayside foliage and trees in western Poland. The mechanism of wayside trees protection created by Polish and German partners is later on passed to cooperating organizations from the Valley of Barycz, Median Odra, Warta Estuary and other regions. Methodology of stocktaking and valorization of foliage have been elaborated and tested in order to protect and recreate foliage. It is to be disseminated further on. There is an ongoing

media campaign; one of its important elements is planting trees along roads leading to one of the border crosses in the northern part of the Polish – German border. The slogan accompanying this action is “Valleys instead of borders.”

- **Ecological Fairs** - ecological Fairs are a non-commercial event promoting a sustainable way of life as well as local enterprise based on local products and eco-friendly tourism. Ecological fairs have been taking place in Wroclaw periodically since 2001, twice a year (spring and autumn). Local producers, eco-farmers, craftsmen, folk artists and all kinds of organizations which actively participate in preservation of local cultural heritage, sustainable development or ecological education are especially encouraged to take part in the fairs. The biggest advantage of eco-fairs is the possibility to educate consumers, potential recipients of local products both ecological and traditional. Each next edition will be enriched with educational-informative elements, workshops, and eco-competitions organized in tight cooperation with our partners. Since 2001 up to now there have been two editions per year.

Presentation and justification of the research questions.

1. Is it possible to initiate local policies by NGOs?

NGOs are an integral and important part of such a category of a modern political theory as civil society. Civil society today includes the whole part of the society which is not directly covered by the state and its structures. In the process of key tasks solution on civil society formation non-governmental organizations play significant role and thus form the so-called third sector, which is intended to emphasize its importance along with the other two representing the pure state and market structures. The third sector is formed on the principle of self-government, as a result of the activity of citizens "from below".

NGOs and social movements do not aim at the conquest and exercise of political power, do not achieve public control over it. They engaged in political activity only to the extent necessary to perform the tasks lying in that sphere of social life (economic, social, cultural). The political role of non-governmental organizations is to influence the process of political decision-making made by public authorities at various levels, in more or less constant pressure on government agencies.

The impact of voluntary associations on government agencies can be accomplished in two ways: through electoral representation (via the electoral system); direct, functional representation of organized interests. The basic forms and methods of pressure from non-governmental organizations and public movements to the authorities are the following:

- nominating their candidates for the representative and Executive authorities;
- support, including financial, on close elections of political parties and their candidates;
- participation in the development, the preparation of legislative and other normative acts;
 - participation in the work of parliamentary commissions, inter-agency committees, deliberative and Advisory bodies, expert groups under various state bodies;
 - organizing awareness campaigns in the media, collection signatures under the relevant provisions;
 - strikes, rallies, demonstrations, etc.

2. Is it possible to evaluate local policies by NGOs?

The evaluation of the local policy by NGOs can be accomplished in two ways:

- to evaluate the range of the issues they deal with and solve; and
- to evaluate the number of problems they are incapable or unwilling to deal with.

This knowledge will allow them, first, to make a conclusion about the extent to which local authorities perform their duties, second, to define the problematic issues that need to be solved, and third, to find out the ways out in order to solve the existing problems (writing complains, organizing local initiatives, requiring about the local referendum etc.)

3. What kind of internal resources make NGOs social supervisors?

The internal resources of any NGO can be divided into human, financial, technical, etc.

The most important kind of resources is human one. The higher level of the human resources the better the effectiveness of any organization. The level of

knowledge, the energy and willingness to solve problems in different conditions are the main assets an organization can have.

Speaking about the Foundation of Sustainable Development, its members are not specialists in the field of landscaping, so they attract teachers, professors of higher educational institutions, and also uses an active volunteer help. The organization creates quite a significant number of interesting and promising projects, which attract the attention of local residents. This mechanism really works, because since everybody is in its place, everybody treats its work in a responsible manner. The main connecting element of this chain is the Foundation, which coordinates the movement of each component.

As for the financial resources, the Foundation is not funded by the state and exists on the funds that it is able to find itself through sponsors, donors, and volunteers. But this does not lessen their activity and eagerness to fulfill their honorable mission.

Technical resources (web-site, hot lines) are also a very important component of a NGO activity as they ease the process of cooperation with the public and allow them to react immediately to the problems occurred.

4. What kind of external determinants make NGOs social supervisors?

We can name two external factors that make NGOs social supervisors:

- ability to present society interests. For instance, people apply to the Foundation in cases of violation of laws on ecological problems or with the request to solve some problem concerning landscaping or provide consultations (fulfillment of the necessary papers: complains, requests etc; information as for the active projects; information about other ecological organizations). The foundation does everything possible to provide these services and to help people, thus increasing its image and trust of citizens. If the problems is beyond the scope of activity of the Foundation and/or there is lack of resources for its solution it finds another organization that addresses such issues or has more capacity to find the way out;

- ability to represent a third part in the court considering cases between local authorities and citizens. The Foundation represents the interests of nature through proofs, trying to convince or refute in the interest of the public.

5. Do local self-government bodies feel obliged to account for their performance to the public?

One of the key notions in the legislative definition of local self-government is “independent and under its own responsibility” activity of the population on issues of local importance. It is held by population largely through local governments. It is therefore important at the outset to ensure the dependence of bodies and officials of local self-government from the public – the main subject of the rights of local self-government. These are the different kinds of responsibility of bodies and officials of local self-government to the people, as enshrined in the law on local self-government.

On the basis of the principles of organization of local self-government it is possible to conclude that lack of responsibility of local government bodies and officials towards the population leads to the loss of public confidence and trust. This legal category of “loss of public confidence” is the key element of not only legal doctrine of local and municipal democracy, but of democracy in general.

In the process of ensuring real accountability of local self-government bodies and officials and to control their activity, an important role is played by initiatives of the inhabitants, their self-organization, awareness of their rights and interests, their interest in becoming a full right participant of decision-making process.

Citizens, feeling the irresponsibility of the local self-government, have the right to make a complaint about inaction or improper performance of their specific duties of the authority or of certain officials. Accordingly, these officials will have administrative or disciplinary responsibility, which reduces the level of trust in the entire system of government.

6. Which types of mechanisms/tools do make local authorities open to accountability processes?

There are several important and effective mechanisms that make local authorities be accountable. Among them are:

- public consultations and local referendums. Public consultation is a regulatory process by which the public's input on matters affecting them is sought. Its

main goals are in improving the efficiency, transparency and public involvement in large-scale projects or laws and policies.

- public councils under local and state authorities. There is presented an opportunity for any interested civil society institutions to participate in the development and implementation of public policy. Public councils under Executive bodies have the right to:

- ✓ to provide proposals obligatory for the consideration for legal acts and content of the work of officers;
- ✓ conduct public anti-corruption expertise of normative legal acts and to require officials of anti-corruption legislation;
- ✓ conduct a public examination of the activities of the authority;
- ✓ implement public control over accounting of the government's proposals and comments of the public;
- ✓ prepare a tentative plan and conduct public hearings on matters within the competence of public authorities;

- mass media. Local authorities are interested to great extend in timely and adequate notification of the population about the activities of government. The most effective tool of communication between local government and population is mass media. Such cooperation makes real the right of every citizen to monitor the work of municipal governments, to obtain complete and accurate information about the activities of local government bodies;

- control by civil organizations as one of the types of social control that is carried out by associations of citizens and citizens themselves. Social control as a means of ensuring legality in the work of public authorities differs significantly from other types of control. This difference is in that all subjects of social control (public associations and political parties, trade unions, youth and other public organizations, community organizations, labor groups, gatherings of citizens at the place of residence, as well as individual citizens) on behalf of the public, not the state. Their supervisory powers usually have no legally authoritative content, and the decision on the results of inspections has, as a rule, a recommendation character.

Comparative analysis of the research results in reference to the situation in Ukraine.

The Kiev ecological and cultural center (KECC) — the Ukrainian non-governmental environmental organization. It was established in 1989.

The Center is an official member of the International society for the protection of animals — WSPA, a member of the International Socio-ecological Union — MAES, a member of the International Union for conservation of nature — IUCN.

Kiev ecological and cultural center is not funded by the state and exists only thanks to the funds that it is able to earn itself. All of its environmental activities are conducted at its own expense or at the expense of private patrons, not getting a dime from government agencies or foreign funds.

The Center is engaged in legislative activity, leads the courts in the protection of nature, since 1999, publishes "Humanitarian environmental magazine», organizes seminars and conferences on various issues of nature conservation, organizing campaigns in defense of primroses, bison, moles, dolphins, wolves, ancient trees, is engaged in the fight against poaching, the creation of the natural reserve Fund.

Center publishes books and booklets on nature protection. For the first time in Ukraine there were developed courses in environmental ethics and environmental aesthetics for schools. The center has conducted more than 60 different international and Ukrainian conferences and seminars on the protection of nature. The center develops and promotes two perspectives environmental vision for the future — the rights of nature and the idea of absolute wilderness.

During its existence, the Centre has established or expanded 336 objects of natural reserve Fund in 20 regions of Ukraine. The Verkhovna Rada of Ukraine approved 9 environmental laws, developed by the Center together with a number of NGOs and people's deputies. The center has published more than 150 books on nature protection, 1999 published 50 issues «Humanitarian environmental magazine», as well as 28 issue of «The Bulletin Protection of biodiversity and wilderness protection in Ukraine».

For the preparation of the complete dying young Centre conducts annual seminars and Protected school Boreyko-Wojciechowski (together with the Polish ecological organization «For the benefit of all beings»).

In Conjunction with another public organisation — «Ecopravo-Kyiv», the Center has won 29 of the courts in environmental matters against the Cabinet of Ministers of Ukraine, Ministry of environment, Ministry of education, Ministry of agrarian policy, the state forestry Committee of Ukraine.

The Center has achieved the approval of Ministry of environment protection of the rules of keeping wild animals in captivity, and from the Ministry of education of Ukraine — List of alternative methods and objects to use instead of the experimental animals, and the order of carrying out scientific research organizations, experiments on animals.

2004 — prohibition of the spring isolavanna in Ukraine;

2011 — the prohibition on the use of traps

2007 — prohibition on commercial hunting of bison;

2008 — ban on catching dolphins;

2010 — the ban on hunting in national parks.

In 2012, the Centre, together with the Association of animal protection organizations of Ukraine, gained approval in the Ministry of agrarian policy of Ukraine the use of animals in agriculture, normative act, which allows to protect agricultural animals was launched from abuse.

Since 2009, the Center in cooperation with the state service of wilderness began conducting the all-Ukrainian census of the ancient trees. There are about 300 ancient trees, of which 43 wood, which is 1000 years or more. According to the materials of the census, more than 160 of ancient trees from 12 regions of Ukraine received the status of natural monument.

In 2011, the Centre, together with the fishermen Community of Ukraine, has made legal ban on the manufacture, sale and use of illegal guns (poisonous baits, prickly, daulaci and capinordic gear, electric rods, explosives, bird glue and monotoca nets of twine) and the prohibition on the importation into Ukraine of traps, monthly nets of twine and electric rods, which are used exclusively for the illegal purpose.

In 2012, the Centre, together with the fishermen Community of Ukraine has achieved a return of the rights of the public environmental inspectors to draw up protocols on poachers, as well as the prohibition on the importation into Ukraine of poison-baits.

Publications

Series 'History of conservation» (all available in the Internet Series 'Environmental advocacy» (all available online A series of "nature» (all available online Abstracts of conferences and seminars, published KECC (all available online "Humanitarian environmental magazine» (all available on the Internet).

Conclusions

Non-governmental organizations as institutions of civil society are the carriers of non-state authorities. They can be considered as intermediaries between citizens and local authorities. Cooperation between local authorities and NGOs must be based on the dialogue framework between two equal participants.

Non-governmental organizations themselves are accountable to the people as their members are individuals who do their job on voluntary basis, eager to help the public in solving different problems fulfilling educational, representative, protective and control functions. NGOs control the local authorities' activity in order to bring them into legal dimension and make the local self-government bodies be effective and responsible for their actions. That is why NGOs demand the local authorities be accountable to the people contributing to rise the trust of the society in them, on the one hand, and thus to their transparency and close effective social dialogue with the public, on the other hand.

Team B

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Introduction

At the present time we can see many defects in existing management systems. This is particularly shown in the inability of the authorities to establish a feedback with citizens. The political system starts to become unstable, and appears such a phenomenon like a crisis of legitimacy. This problem should be put under analytical microscope. The government ignores the needs and interests of citizens, and they in turn lose the sense of legal obligation. This results in a low level of trust between citizens and the state, and in a low efficiency and accountability of governance. The fundamental principle of democratic government is accountability. This principle eliminates the aforementioned disadvantages, but the biggest interest is the social accountability. Social accountability is the understanding that all government decisions have an impact on the social environment, and should determine the amount of responsibility for them, and thus we get good governance. Thus, there is a comprehensive integration of the public in imperious process of lobbying, from social initiatives to budget planning. The primary condition for the implementation of social accountability is the elimination of information barriers and setting up an information interchange. Citizens should be endowed with the ability to monitor government activities, for example to have open access to process documents. This greatly hinders the phenomenon of nepotism and inappropriate uses of public funds. Politically speaking, the government will take responsibility and in socially speaking, the government will overcome exclusion of people. Public participation in decision-making processes will improve the quality of public services. In particular, will improve government programs, will improve resource allocation. They will reflect the priorities and needs of the citizens, so their activities will become more focused than before. Instead, the government will get the stability and legitimacy.

I. Accountability.

Nowadays accountability is an important part of political discourse. Accountability as an important element of democracy is one of the main pillars forming social development strategy. There are many interpretations of the concept of

accountability; particularly important issue is the presence of many synonyms of the term, their blending and blurring.

The concept of accountability is usually understood as the obligation of power-holders to take responsibility for their actions, trying to make their activities as transparent for citizens. The power-holders are those, who hold political, financial or other forms of power and are one of the officials of the government, private corporations, international financial institutions and civil society organizations.

Accountability serves as the right of citizens to demand accountability and as the obligation of public figures to be responsible for their activities.

An important principle of democracy is that elected officials and public servants should carry out their activities properly, to be responsible to the voters, do not abuse their powers, do not use status and privileges for selfish purposes must comply with the law, and most importantly - the public interests must implemented by effective ways.

The basis of the normal functioning of society should be based on accountability which will open transparency of public figures to their citizens. Accountability is a consequence of the implicit social contract between citizens and their authorized representatives in democracy. It is known that accountability exists in two aspects: moral and normative. In both aspects accountability is answerability, blameworthiness, liability. As the normative aspect, the aspect of management, accountability is central topic in discussions related to problems in the public sector, non-profit and private (corporate) sector. In the moral aspect, the aspect of leadership, accountability serves as are cognition and acceptance of responsibility for actions, products, decisions management and implementation of the commitments and cover report, explain and be responsible for the consequences as a result.

Important to analyze the main types of accountability:

1. Political accountability includes elected representatives, political parties, voters, and media. Political accountability has a descriptive character.
2. Legal accountability includes courts. Legal accountability is the only kind of accountability that creates legal institution, and makes them responsible to the public.

3. Administrative accountability includes auditors, inspectors and controllers. The main idea of administrative accountability is to account day to day activity of the state.

4. Professional accountability includes professional peers. Professional accountability is profitable, is someone pays, and somebody gets. This type of accountability implies that anyone who wants to achieve the desired result pays professionals which can help achieve this desired result.

5. Public Accountability. Nowadays an important aspect of accountability acts social networks, blogs. This kind of accountability creates favourable conditions for increasing public confidence in the organizations. Public accountability makes closer citizens with certain organizations, strengthens relationships between them, and simplifies access to information about their activities.

6. Social accountability includes interest groups, charities and other stakeholders.

Social accountability is an important part of our research. Social accountability can be defined as an approach to building accountability that relies on civic engagement, in which all ordinary citizens and organizations participating directly or indirectly in the requirements of accountability. Mechanisms of social responsibility can be initiated and supported by the state and supported by the citizens.

Considerable question is 'Why is social accountability important?' - There are three main aspects of social accountability – governance, development effectiveness, and empowerment.

II. Social accountability.

Social accountability is an approach that defines a set of mechanisms and tools of public influence on government activities. The basic principle of this approach is the distribution responsibility of the organizations for the impact of its decisions and impact of their activities on society.

In this context distinguish "internal" (governmental) and "external" (social) mechanisms of accountability, for greater efficiency, they should complement each other. Also, within the framework of social accountability used official and unofficial sanctions and penalties. In particular, informal sanctions exert influence through public

pressure, for example, protests and media. However, you can resort to formal sanctions, to solve the problem using the legal system, addressing the ombudsman. If you meet with defects of the system, you can lobby for reform the system. We can also select "hybrid" partially formalized, as the example: citizen oversight committees or grievance redress mechanisms (with varying degrees of formality and legal authority). The introduction of social accountability positively affects the level of public awareness, integration of vulnerable groups, management, and trust of stakeholders. Information becomes more accessible and activity becomes transparent. Thus, social accountability gives resistance to sinister phenomenon such as corruption. Also because of the introduction of social accountability level of public activity increased, relations between citizens and the state become more strengths and public influence are increased.

The practice of social accountability significantly can expand rights and opportunities which previously ignored by social groups, namely poor people with whom authority does not provide feedback and does not unresponsive to their needs. In this case, an important element of social responsibility is tracking budget expenditures. Citizens can monitor and evaluate using of public resources, and we can remember certain tools such as accounting policies and social audit. There is analysis of the impact of budgetary allocations, and the ability to measure compliance with social obligations. The process of gathering information achieved from disbursement records of finance ministries, accounts submitted by line agencies, as well as from independent agencies of information.

Instead of the usual forms of social influence on power, such as protest, more productive is the close interaction with it. In particular, the joint budgeting, directly involving the public in resource allocation, because frequent cases of improper distribution of budget funds and corruption. Discussion of the same things can happen at public hearings. These meetings take place at the community level, in the official format, where there are local officials, which can hold dialogue. In this process they can achieve optimal solutions when exchange of information between the public and authorities, where the first one can make comments and suggestions, and the second one perceive the needs of citizens.

Also, in this context, implementation of a model of electronic government will be effective. It is based on advanced information and communication technologies,

it is completely rebuilds the relationship citizen-state. The quality of the provided administrative and social services increased because large amounts of information available in a single streamlined system. Bureaucracy losing ground, disappear as a number of obstacles in the form of lengthy bureaucratic procedures. Corruption is disappears, because the power of the process is transparent, and the influence of backstage disappears. It becomes much easier to track the flow of public funds, including public procurement electronically. This system will have a universal character, and will be aimed at service to all citizens, without selectivity.

III. Social accountability in NGOs.

In the analysis of the concept of social accountability we cannot ignore nongovernmental organizations. Interest to them only grows in our time and growing of the interest is directly proportional to growing of influence NGOs.

Nongovernmental organizations is a public association united by common interests and certain defined purposes. Their vocation (ideally) is not achieving enrichment or political heights, their vocation must be achieving goals, defending the rights and interests of certain groups. A definition of nongovernmental organizations as public associations enables us to understand the cogency and importance of the social direction of these organizations and their undeniable social component. Social accountability is (or, at least, should be) an essential part of NGOs. From social accountability, responsibility depend confidence of citizens to some NGO. NGOs in their activities are guided by interests of society so a confidence from their sides is critical to their successful operation. Also, increase the level of social accountability is a challenge of time because the number and influence of NGOs is increasing, causing appearing the public demand for transparency and accessibility of their activities.

Achieving social responsibility is quite important. So, it is important to understand how to achieve social accountability. Scientists distinguish two main ways. The first one includes transparency and openness. This path involves increasing of activeness NGOs on social media. This step provides transparency of organization, its closeness to society, openness to dialogue. This provides greater visibility of nongovernmental organizations and citizens understand the willingness of organizations to listen their opinions, readiness to certain reports on their activities. It can enhance the

level of trust to nongovernmental organization, to their actions. In our time that, of course, is very important for nongovernmental organization.

The second way achievement social accountability includes measurement and evaluation. This step provides transparency of financial flows organizations reporting of donations and expenditures. Also important is the opportunity of organization to adequate assessment of their own work done, provision of certain reports on completed and outstanding tasks. Exactly making of a strategy and plan and adequate assessment of their performance is a major factor in achieving public confidence and, therefore, successful social responsibility. Another part of this path is to involve citizens, helping to raise the level of confidence, and hence accountability.

Thus, the main components of social accountability we can call transparency and openness, building plans clear, honest evaluation of their activities and involvement of citizens. The combination of these factors helps to fully achieve social responsibility, gain the trust of the citizens and their support. Indeed, this aspect is one of the fundamental activities in NGOs.

Of course, social accountability is not the only one type of accountability of NGOs. Types of accountability depend with whom NGOs cooperates in their activity. Therefore NGOs inherent large range accountability except social - financial, contractual, legal, etc. There are many discussions on that account, which type of accountability is a priority for NGOs. However the most priority type, ideally, is a social accountability, because orientation to society should be a prerogative of NGOs.

IV. Information on the research organization, participating in the research.

Wroclaw Beautifying Association(TUMW) was founded in the Internet in 2004. Area of operations is TUMW Polish territory, in particularly the city of Wroclaw and its metropolitan area, with the possibility of achieving the objectives specified in the Regulations beyond the Polish borders. TUMW business objectives are to introduce and initiate new solutions, to improve quality within the following areas:

- 1) Aesthetics and functions of public area;
- 2) Protecting and shaping surface within architecture and urban planning;
- 3) The political identity of the city of Wroclaw;

4) Group and individual communication.¹

Taking into particular consideration the cultural heritage and environmental protection. The means of achieving the objectives TUMW activities are in particular: 1) cooperation with public administration, business sector and other bodies and organizations, national and international; 2) The organization of lectures, meetings, conferences and public debates; 3) initiating, promoting and implementing projects designed to serve purposes TUMW; 4) encouraging the public to actively participate in shaping further and closer environment; 5) developing and evaluating strategies, studies, plans, programs, concept, design and urban planning decisions, investment, transport and social infrastructure; 6) issuing opinions on laws and regulations and their projects, and topical legislation and their projects; 7) presentation in the media TUMW opinions and positions; 8) search for, collect and share documents and studies activities related to the objectives TUMW; 9) running a website.

TUMW membership can be obtained by anyone who:

- Possesses Polish citizenship or citizenship of another country, irrespective of city and country of residence;
- Has full capacity and motivation to act for a common good;
- Has never been convicted for an offense prosecuted by indictment or fiscal offense.

Among the group of all members of TUMW. There are three groups: ordinary members (person, who has submitted a written declaration of membership TUMW, received the recommendation in writing at least two ordinary members); honorary members (person of particular merit for implementation TUMW business purposes); supporting members (person who: has submitted a written declaration of membership TUMW, including declared support for TUMW and support its activities, the member Supporter can change the contents of his declaration, in consultation with the Board TUMW); received the recommendation in writing at least two ordinary members TUMW). Supporting member TUMW is each new member TUMW, with the possibility the transition to a group of ordinary members six months after the adoption as members TUMW, in consultation with the Board TUMW. An ordinary member may be a member of the supporting, in consultation with the Board TUMW. The supporting member may be a

¹Manifest TUMW: <http://tumw.pl/o-nas/>

member of the ordinary, with the transfer in writing such declaration to the Board TUMW. The list of members TUMW conducted by the Board TUMW is open to all TUMW members.

Each member has the right to: 1) to attend and speak at the General Assembly TUMW; 2) submit the initiative to the Board TUMW and the General Assembly TUMW; 3) to co-create documents and opinions expressed views on matters TUMW activities related to the objectives TUMW; 4) expect help from the TUMW and use it in the implementation of matters activities related to the objectives TUMW; 5) access to documents and papers of TUMW. An ordinary member has also the right to elect and be elected to the Board TUMW, vote at the General Meeting of TUMW.

Organizational structure. TUMW authorities are TUMW the General Assembly and the Executive Board TUMW. The General Meeting may be convened by the Management Board TUMW or at least 1/4 of the members TUMW ordinary and shall inform the Management Board TUMW. The Management Board shall convene the General Assembly TUMW at least once a quarter, it inform the members about the time and place of the General Assembly TUMW electronically, with at least 7 days in advance.

The exclusive competence of the General Assembly should adopt resolutions TUMW in

the following matters: 1) adoption of the new Regulations or amendments to existing Regulations; 2) the adoption of other internal documents; 3) appointment and dismissal of members of the Board TUMW, including the President TUMW, TUMW Vice President and Secretary of the Board TUMW; 4) reviewing and approving reports of the Board; 5) the adoption and deleting members; 6) TUMW solutions; 7) the rules for payment of membership fees; 8) adopting regulations of the General Assembly TUMW. Resolutions of the General Assembly TUMW are taken in writing a simple majority votes, in open court, and in the presence of at least half of those entitled to TUMW voting members. The General Assembly may adopt a resolution TUMW to vote by secret ballot. In the case of absence of at least half of the members entitled to vote TUMW, the Management Board shall be convened TUMW the next General Assembly, to be held not earlier than seven days and not later than 30 days after the previous one.

With so convened TUMW the General Assembly to adopt a resolution sufficient is the presence of 1/4

members entitled to vote TUMW. General Assembly TUMW chaired by the President or another member of the ordinary TUMW appointed by him. The agenda decided by the President of the General Assembly TUMW. Changes may be introduced by the General Assembly TUMW, at the request of at least two members ordinary.

The Management Board directs the activities of TUMW between General Assemblies TUMW. The Board TUMW consists of five ordinary members. The Board TUMW should take all matters not reserved for the exclusive competence of the General Assembly TUMW. Decisions are taken by simple majority, in open court, with the participation of at least three members of the Board TUMW. Actions, including the decisions of the Board TUMW shall be documented in the form written or fixation in a different way, allowing for quick and easy access by members of TUMW. The Management Board TUMW shall report in writing on its activities at each TUMW General Assembly. The term of office of the Board TUMW is 3 years. Organizational Regulations of the Board TUMW if it has been drawn up, subject approved by the General Assembly TUMW. Regulations define in particular the scope or the principles of segregation of duties between members of the Board TUMW. The President shall TUMW is responsible for the day-to representation TUMW out. Vice President TUMW is responsible for the current representation TUMW out in the absence of the President TUMW and in agreement with him. Members of the Board TUMW may not be members of political parties.

This main goal of the NGO is to see Wroclaw as beautiful, opened and tolerant city, in which almost every resident will feel comfortable and will be proud of the city. NGO has a deal with aesthetics of the city, with its architects and constructors. The first project was about one of the shopping malls and was generated in the Internet (The starting idea seemed ridiculous to the locals and was lacking the support. The NGO managed to cooperate with the project managers and the local government through letters and suggestions. The negotiations turned out to be successful enough for changing the main design of the building). However, the local governments were quite passive at the beginning, taking the NGO notice as a joke. Despite the resistance from the government at the very beginning, the NGO established tight connections with the

local authorities and is creating a new strategy for the city along with the heads of the local government. Theoretically, NGO includes 30 members, but practically – only 5, who are constantly working on the project development and promotion. The lack of the professional staff is the main issue that the NGO is facing today.

The biggest campaign created by the NGO was about money, received for reconstruction of the old buildings, named «Action to move money from Krakow to Wroclaw». The project was managed by establishing billboards in Cracow promoting the ideal through the main media channels nation-wide. One of the request the NGO has settled is to appoint the person who would be responsible for the aesthetics in the local government. It is the matter of time to find a person who would do the job for the common interest.

The most important initiatives and projects² of the association are: proposals to recast environment Swiebodzki Station in Wroclaw; an open letter on the devastation and demolition of monuments of Wroclaw former; presentation of "9 Theses Urban," the Chairman of the City Council; repair of building facades proposals Square Nowy Targ; opposition to the proposed renaming the portion of the Old Town Promenade; discussion on price increases, public transport tickets; proposal reconstruction helmets church towers in the Old Town; co-organizing with the Council of the City of Wroclaw "Wroclaw Debates"; Notification professor Reinhard Selten for the title of Honorary Citizen of Wroclaw. TUMW refers to the tradition of pre-war societies beautification, which enjoyed considerable popularity in the late nineteenth and early twentieth century, is the ideological "Breslauer Verschönerungsverein", an association formed in 1893.³

V. Research results

When it comes to initiating the local policy by NGOs – many things depend on the details. Some discussion regarding the new strategy were held years ago, but the idea did not reach the process of implementation, since the local authorities could not see the use. However, government lost the election and now they want to change everything. Most of the project usually seems like joke to the government, but the last

²Projekty TUMW: <http://tumw.pl/tag/projekty-tumw/>

³Towarzystwo Upięszania Miasta Wrocławia:

https://pl.wikipedia.org/wiki/Towarzystwo_Upi%C4%99kszania_Miasta_Wroc%C5%82awia

Polish election showed us that most of the politicians used the ideas presented by the NGO in their pre-election campaigns.

Members pay the membership fee every month, but the usage for the money but there has not been the proper purpose for the money expenditure for years. The main promotion of the NGO is conducted through the mass media and the fact that more and more politicians start using social media today, is making the whole idea for an easier dialogue among the government, the NGO and the public is getting more realistic.

After the last elections in Poland, cooperation between all political actors in Wrocław is on a new level since the new authorities are becoming closer to the public by trying to decrease the power distance and form a new perception.

There are two types of social accountability – formal and informal.

Free information act. Every resident can request local government any kind of information. Sadly, the local authorities are not eager enough to revile the information. Following from this, the NGO has the full right to require the necessary data, but the process for acquiring it can sometimes be too bureaucratic.

There are two types of activity by NGO – one of them is legal – using Polish Constitution (an article about that public authorities are obliged necessary information not only about taken activities by local government but also about all efforts in public authority), and the other one is – dealing with transpiration in practical way.

However, the Constitution mentions two meanings of the acceptance of the information about public authorities – “white acceptance”, which means that you can get any information you need, and “idea of public openness in narrow sense” – which means information gets sorted– government selects what information it can present to the public.

There are two possibilities to acquire the information by NGO: to request the data (the NGO representatives are to apply for the information), or to conduct a research from the website of the local government. In reality, the process turns out to be, again, too bureaucratic, because the office members do not well established communication connection and the data collection system. If the local government manages to make their work more transparent - it will automatically influence the efficiency and productivity of the NGOs.

The NGO uses personal and financial resources in order to become social supervisors. One of the unfair and illegal thing the NGO does in sending its “spying volunteers”, so-called the NGO-members who work for the government at the same time. The NGO controls the work of the government through the “list” who in case the government does something non-beneficial for the NGO, reveal the secret documents or blackmail the local authorities. Social supervisors shouldn't be depended on the money and donors – many organizations just take money and do all that the donors want. Unfortunately, today we can whiteness that most of the aspects of the NGO-Local Government cooperation is conducted for the interests of some certain political interests.

VI. Social accountability in Ukraine.

As mentioned above, social accountability - one of the important components that forms the democratic society. Ukraine – a new country that is just starting its way for democratization. Therefore, the level of social accountability is more germinal than full, but it is just the beginning.

Someone might say that social accountability in Ukraine does not exist. Perhaps one reason for the relatively slow development of this kind of accountability is the low level of public awareness, especially in the area of their own rights and opportunities. This situation is caused by low level of development civil society that is the result of communist past of our country. The level of political culture is low, because of the youth of the state. And, in fact, a great responsibility in this regard must rely on the various organizations that are designed not only to provide awareness of the citizens, but also their own accountability and transparency. This is not an easy task, but in order to establish real democracy, Ukrainian society, including the young generations is highly encourage to learning and picking up the knowledge and experiencing in the field accountability from other countries. However, because of long-term transformation processes and transition of the state, accountability to society is not a priority in the activities of governmental and non-governmental organizations. The political regime in Ukraine can be classified as hybrid. This means that we still have insufficient development of the civil society and a strong tendency to authoritarian rule. As a result, in Ukraine notion of "control" dominates the concept of "accountability". State and

society forces organizations to be accountable to them through legislation and political pressure. Very often NGOs do not represent the interests of the community and play rather a symbolic function, the function of creating visibility of public activity, but not really engaged the protection of the real interests of the citizens.

Another negative phenomenon in the field of Ukrainian NGOs is dependency on grants. There are NGO that are created just for the competition to get grats. The real goal is to get funds through grants from international foundations. Such organizations are detached from the public, and they are essentially commercial. Most NGOs in Ukraine aim at solving some tactical objectives and are not functioning more than one year. More powerful and influential organizations are usually dependent on the parties and large financial-industrial groups are ac functioning on their behalf or/and for their own interest.

However, recent developments in Ukraine give us the right to say that the basis of Ukrainian social accountability appeared from the volunteer ground. Against the background of Russian aggression on Ukraine large voluntary movements in support of the army emerged. The possibilities for development of these movements popped up due to the increasing influence of the Internet, media and social networks. Citizens are united, they are donating funds and the representatives of the voluntary organizations are reporting directly to the people through the social networks. In this way anyone can get information regarding the activities and results of such associations. The reluctance to carry out such activities through official methods to determine the very low confidence to the Ukrainian state and its desire to avoid bureaucracy at all levels of a specific problems. Exactly new information technologies make it possible to protect and realize their interests in Ukraine.

VII. Comparative analysis of the research results in reference to the situation in Ukraine.

In Ukraine, we also can observe the rapid growth in numbers, influence and effectiveness of different NGOs. However, we should remember that there is a huge difference between NGO and profit making organization. Increasing a number of NGOs in Ukraine caused the transformation from NGO to making profit organizations. Also, Poland has the same situation – as a lot of NGOs just created for taking part in grand's

projects. Thus caused NGO social accountability to many different stakeholders – both Ukrainian and Poland NGOs are account at first to the donors, staff on the NGO, and only finally – to the society.

Main areas of activity of Polish NGOs are: sports, tourism and hobby (53 %), education (47 %), culture (31%), health care (19%), social assistance (17 %), local development (16 %), environmental protection (10 %) In Ukraine the same situation – only a few of NGOs want to take part in local development because of the difficult form of cooperating between government and NGO. Not all Ukrainian NGOs can take part in public consulting because of the lack of professional staff that are willing to work for free. Usually NGOs in both countries consider that local government will not take into consideration, and just perceive as a joke.

Only in Lviv region there are registered among 300 NGOs, however, only a few of them are still active and try to purpose their goals. A few NGOs (for exam Lviv region NGO – "Samopomich" ("Self-Help")) has a strong support from the government, especially such organizations that focus on business and economic development. Moreover, we are to notice that such NGOs transformed into a huge organization and become disconnected from the society.

Non-governmental organization "Samopomich" ("Self-Help") was founded November 4, 2004 in Lviv. The organization was created by Andriy Sadovyi, which was the deputy of council of the city. The basic principles of activity of social organization were proclaimed self-government, self-organization, self-discipline. The main slogan of the organization: "Be yourself, working with other, help those in need". The basic directions of activity of "Samopomich" ("Self-Help") were such directions as the establishment of associations on the principle of self-organization, raising legal literacy of citizens, organization of volunteerism, promoting a healthy lifestyle. "Samopomich" ("Self-Help") - an organization that makes people stronger, teaching them to solve problems and develop them. Every day for ten years, organization worked with citizens, providing free support to all residents. The organization has a clear position, responds to social phenomena, carries out public control of Lviv people and provides useful information. "Samopomich" ("Self-Help") helps improve quality of life, the aim of the association is to promote self residents increase their public activity and social protection, assistance in defending the rights and legal interests.

Subsequently NGO "Samopomich" ("Self-Help") developed «Strategy for the Development of Lviv», that focused on the main problems of the city and helped solve them, contributed to the development of Lviv. As result Lviv began to occupy a prominent place in the rankings of competitiveness, investment attractiveness and popularity among other cities.

The NGO has its own newspaper, also called the "Samopomich" ("Self-Help") and it distributed free of charge. There is also telecast of non-governmental organization, which is called "Samopomich ("Self-Help") - pulse of the city". These actions of NGO have helped increase the level of its popularity among the population.

Citizens perceive NGO "Samopomich" ("Self-Help") positively. Because this is organization which has a clear position, it responds to social phenomena. The organization always introduces new initiatives for all residents. So the main goal of this organization is the cooperation with citizens, their awareness of the situation of the city and measures for its improvement, promotion a self organisation of residents. A Program of NGO "Samopomich" ("Self-Help") for the development of a city repelled by the needs of residents. Importantly, this NGO helps to improve the quality of life not only on paper, but it is trying to implement different measures in the cultural, social, sporting, legal aspect.

After some time the popularity of "Samopomich" ("Self-Help") has increased significantly, and its branches started to create in other cities of Ukraine. In 2006 leader of "Samopomich" ("Self-Help") Andriy Sadovyi was elected as mayor of the city. In 2010 was re-elected on that post and realized that he need to create political party and use Self Reliance as basement for his party. As result in 2012 was created political party with the same name - "Samopomich" ("Self-Help"), which is one of the most important political parties in our parliament.⁴

Main objectives of the organization:

- 1) Providing advice and assistance to the media active residents of the city, defending their rights;
- 2) Providing legal protection of residents, promote their rights and legal interests, campaigning legal education of citizens;
- 3) Promotion and coordination of the activities of self-residents;

⁴ "Self Reliance" (information about the organization): <http://lviv.samopomich.ua/diyalnist/>

4) Study and summarize the situation for social, economic, cultural, spiritual and other problems of today;

5) Propaganda values of rule of law, civil society and local authorities, ways and methods of achieving them in Ukraine;

6) Dialogue, exchange of information and cooperation with NGOs, governments and local authorities, other institutions of civil society.

The practical activity: 1) juridical service for Lviv residents - clarification and legal advice to all those in need; 2) hotline - reception and processing of citizens on various issues; 2) working with residents - active response to problems of residents, the implementation of interventions; 3) social department - training programs and workshops for schoolchildren organization of family, children, youth actions and projects; sports department - promotion of a healthy lifestyle (health days in kindergartens - promotion of active physical development of children, sports fair).

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The Effectiveness of Accountability Mechanisms: Comparison of Local Administration in South-Eastern Europe and Poland

1. Introductory remarks

During the last three decades, with the rise of what has been labeled in Anglo-Saxon settings the “new public management”, “accountability” has developed into those panacea umbrella-words for answerability, responsibility, responsiveness, transparency, both in public and in private affairs, although the impact on the “new public management” has been particularly influential. The elusive facet of the word has been constantly emphasized (Pollit 2003; Bovens 2006; McGee 1980; Dubnick 2002, etc.), for “accountability” in public affairs has evolved into “a Good Thing, of which it seems we cannot have enough”, “a hurrah-word, to which no one can object”, “one of those evocative political words that can be used to patch up a rambling argument, to evoke an image of trustworthiness, fidelity, and justice, or to hold critics at bay”, “an icon for good governance”, “an ideograph, a rhetorical tool to convey an image of good governance and to rally supporters” (Bovens 2006, 7). The richness of the metaphorical connotations the word bears poses a serious question in respect to its amenability to empirical analysis and comprehensive operationalization.

Actually, Chemers (1993: 117) defines accountability as “the extent to which people feel their behavior is going to be observed and evaluated by others, and that meaningful rewards and punishments are contingent upon these evaluations”. The most common forms of administrative accountability refer to provisions provided by laws and regulations, specific evaluation systems, mechanisms of social control. For Koppell (2005), “accountability” can be measured across five indicators, each of them partly elusive and quite problematic in operationalization: “transparency”, “liability”, “controllability”, “responsibility”, “responsiveness”. Pollitt (2003, 89) defines “accountability” as essentially a social relationship “between an actor, the accountor, and a forum, the account-holder, or accountee”. Lupia (2003, 35) finds “accountability” to be somehow synonymous with “control”: “An agent is accountable to a principal if the principal can exercise control over the agent.” [italics added]. Bovens (1998) convincingly differentiates between (a) “(pro)active responsibility” or “responsibility-

as-virtue” (a control founded on responsible behavior of public servants, on their moral dimension in “discretion”, undertaken ex ante facto), and (b) “passive (retrospective) responsibility” or “responsibility-as-accountability” (a control that is undertaken ex post facto).

2. Methodological framework

Accountability is defined as an integral part of good local democratic governance. It has two dimensions. First, it refers to the virtue of the actor – it implies that the actor will do the right thing, that his public policies will be effective and timely. Secondly, it refers to the idea that actors will inform other actors, forums, etc., about effectiveness of their policies, money spent, that they were authorised to act on a specific matter etc, and in the end that they will be held accountable for their actions and sanctioned if necessary. The actors are accountable not only to other public bodies, but also to the professional peers, the public, media, courts NGOs, etc. Therefore sanctions can be diverse – from court rulings, public condemnations, lost elections etc. (Žiljak, 2014: 127). In this analysis, we shall use types of accountability based on the nature of forum suggested by Bovens – political accountability, legal accountability, administrative accountability, professional accountability and social accountability (Bovens, 2006). The paper utilizes the methodological framework put forward by Bovens, as stated above.

Additionally, this report uses complementary tools of gathering the relevant data for assessing the level of administrative accountability and its efficiency at the local level. The research is focused on the case-study approach as the main research method; five case studies were considered, for a comparative undertaking in East-Central Europe: Zagreb and Split (in Croatia), Ljubljana (in Slovenia), Bucharest (in Romania), and Wrocław. While the data for the Polish case was gathered through the administration of an interview with a public servant working for the Municipality of the city, the construction of the other four profiles of local administrative accountability was based on a document-analysis on the media coverage and pieces of legislation. The findings refer to period June-July 2015.

For this report, we have devised two main research questions. These are as following:

1. Which types of accountability mechanisms are characteristics for local administration?
2. Are the accountability mechanisms in each case effective?

For the interview, we have formulated a series of nine questions:

1. Who are the “actors” of accountability, according to the administrative point of view (mayor, Council, etc.)?
2. Who is the “forum” and what is the relationship between the “forum” and the “actors”?
3. In what cases/ spheres of activity are the “forums” more active (e.g., environment, education, etc.)?
4. What are the indicators of transparency for the local administration in Wrocław?
5. How long does the decision-making process last?
6. How are the citizens involved in the decision-making process?
7. Are these decisions discussed in the local media?
8. How many decisions were approved/ not approved by the wojwód?
9. How many inspections or audits are conducted each year?

3. Empirical research

3.1 The case of Mayor of Zagreb Milan Bandić

3.1.1 A recent history of Zagreb administration

In 2001, Croatia adopted new regulations (Act on Local and Regional Self-Government) which introduced certain changes in the system of state administration and

local and regional self-government. With these regulations, operations of central/state government were decentralized and transferred to the local and regional levels, meaning that the mentioned levels were separated from state administration affairs. The scope of local and regional self-government became different than before, so, areas of cities and municipalities activity are oriented towards the issues of local importance which directly address the needs of citizens and which are not constitutionally or legally assigned to government bodies, such as: organization of settlements and housing, spatial and urban planning, utility services, childcare, social welfare, primary health care, primary education, culture, physical culture and sports, consumer protection, the protection and improvement of the environment, fire and civil protection, traffic in its territory and other activities in accordance with special legislation, while counties' activities are oriented towards the issues of regional significance, particularly matters related to: education, healthcare, urban planning, economic development, transport and transport infrastructure development, public road maintenance, planning and development of a network of educational, health, social and cultural institutions, publishing construction and location permits (Zakon o lokalnoj i područnoj (regionalnoj) samoupravi, pročišćeni tekst zakona, NN 33/01, 60/01, 129/05, 109/07, 125/08, 36/09, 36/09, 150/11, 144/12, 19/13).

Before the mentioned regulations of local and regional government, the so-called first phase from 1993 to 2001, the counties were units of local government, and then became units of a regional one. At this first stage, institutions of the mayor and county offices as government bodies served as a support and instrument of government centralization. Their structure was based on political and not administrative - technical criteria. Unfortunately, this kind of regulations made space for maneuvers and accumulation of inefficient and politicized administration rather than development of the self-governing scope (wider Koprić, 2001a; Koprić, 2007: 90-92). It is important to emphasize that the counties had been tailored to the political needs of the moment, and not the historical, social and technical criteria (Antulov, 2000: 6), and the result was weak economic capacity of counties which was unsuitable for running and supporting regional development (Rasic Bakarić et al., 2007).

In the second phase, after the new law was introduced, the county authority was redefined, and the new configuration guaranteed to the counties the self-governing scope different from the previous one, with radical change of major institutions. Since 2001, the mayor is no longer the representative of the state government in the county, and he became a directly elected body, fully politically dependent on the County Assembly, whose role is thus particularly increased. The whole structure of the county offices is rationalized and reduced to 20 state administration offices, one in each county, and the number of officers was halved. In addition, government offices, as well as national authorities were completely organizationally, personally and financially separated from the counties that became self-governing units (Koprić, 2012.).

There are also different instruments that can affect on performance of local and regional governance. Citizens can also be included in local and regional activity through direct participation in decision-making policy as is participation in referenda and local citizens' meetings. Thus, they have the possibility to express dissatisfaction with local or regional governance. Another important factor is the central government body in charge of local and regional government, which is supervising the legality of work of representative body. Also, it is important to highlight the media, which can have a strong impact on the public opinion in relation to local and regional governance.

Zagreb is the capital of Croatia. Its status is defined by the Constitution (Kongres lokalnih i regionalnih vlasti Vijeća Europe, 2008). With the Law on the City of Zagreb, from 2001 onwards, the elections of the mayor and the city council completely depend on the results of the local elections. Before that, the President of the Republic had a power of veto – if he did not like the elected representative, he could just veto the will of the people. He could even appoint a mayor after he vetoed the election results for the second time (Ivanišević, 2007: 378). After 2001⁵, members of the City Assembly elect the mayor among themselves, which means that the party or coalition that wins the elections (proportional system) had the right to elect the mayor. The mayor is also presiding over the City Council that is comprised of himself, his two deputies and 12 other members (ibid.). This is de facto Zagreb's executive power, which is accountable to the Assembly. In 2007, direct elections (majority system) for the mayors and

⁵ *The change occurred after 2000 parliamentary elections when HDZ (Croatian Democratic Community) was defeated by a coalition of parties led by SDP (Social Democratic Party).*

governors was introduced (Koprić & Vukojičić Tomić). According to the Law of 2005, Zagreb is also a large city with a substantial budget on its disposal (Rogić Lugarić, 2010).

3.1.2 Milan Bandić and Democratic Local Governance Accountability

From 2001 until this day, although with short “breaks”, the mayor of Zagreb is Milan Bandić. Therefore, the focus of this analysis will be on the actors, or rather one actor – the mayor of the City of Zagreb.

As stated before, Milan Bandić is a long lasting mayor of Zagreb, who also had presidential aspirations. So far, he has been mayor of Zagreb five consecutive terms (Matić, 2014). His leadership style in Zagreb could be described as a combination of what Koprić calls managerial (“I’m working like a horse!”) and authoritarian style (Koprić, 2009)⁶. His personal leadership style, while managing the city but during election campaigns as well, is very strongly imbued with populist rhetoric (Matić, 2014; Zakošek, 2010).

Bandić is guilty, although not exactly charged, for many transgressions. As Zakošek notes, Bandić’s policies, while managing Zagreb, were mostly rentier-clientelistic. He used Zagreb’s substantial budget for creating a vast clientelistic network, from different social groups (students, retired persons, etc.) to targeted entrepreneurs who received privileged deals from the city of Zagreb or the City Holding, and numerous “followers” that were employed by him in the city or Holding (Zakošek, 2010: 8). This had enormous consequences for the city. The power was quickly centralised with a strict hierarchy. This enabled Bandić to have a firm grip on all segments of the city’s administration as well as a firm grip over the City Holding. Moreover, he was, as the city mayor, the only member of the Holding’s assembly. The power also got extremely personalised due to the fact that Bandić was the person who was in control of all or at least all the major decisions in the city. He was also appointing the people he trusted and were loyal to him to the administration of the city, as well as to the Zagreb’s SDP. This way, he created an “army” of people who were dependent and thus loyal to him. Furthermore, public policies were totally unpredictable, there were no public debates on policies and development of the city,

⁶ In Croatia, this type of leadership is also called “Local Sheriff” style.

while the policies depended only on the whims of the mayor and his entourage (ibid.: 9). In 2009, he was forced out of the SDP because he decided to run in the presidential elections. Even during the campaign, he used public funds for his campaign and to further expand his clientelistic networks that were supposed to, at least he hoped so, win. He did not win and was defeated on the national level. Still, he remained the undisputed “Local Sheriff” of Zagreb.

3.1.3 Political accountability

Technically, Bandić, as a mayor, is accountable to the City Assembly. However, due to many of the reasons that were stated above, he managed to circumvent this barrier. For instance, in 2002, he was caught driving while drunk. This later escalated into a full political crisis and Bandić had to step down. He was succeeded by his deputy Vlasta Pavić, while he assumed the mantle of her deputy. However, although, nominally, she was supposed to be in control of the city, the fact of the matter is that Bandić had the real control. This was due to the fact that, although she was the boss of him within the political structure of the city, he was her boss within the party structure – he was the president of Zagreb’s SDP, while she was also a party member and his subordinate. In 2005, after the local elections, Bandić again became the city’s mayor (Ivanišević, 2007: 382-383). He also won two future consecutive elections. After 2009 and his split with the SDP, he created his own, for 2013 elections, list of independents that became the largest faction in the Assembly, with 17 seats, while SDP, for the first time in the last decade, lost its majority (Raos, 2013).

One would imagine that his transgressions – split with his former party and decisive defeat in the 2010 presidential elections, and by a member of his former party, no less – would lead to his ultimate fall, but, as seen from above, this was not the case. Although his former party believed him to be politically “dead”, he was anything but. Even the early polls showed the future political landscape of Zagreb (Henjak, 2013). This was probably due to his clientelistic networks – all the people who depended on him in Zagreb just could not afford his departure –, but there are other reasons. Although he was a former member of the Communist Party and later a member of SDP, both the left- and right-orientated voters prefer him. The combination of his populist rhetoric (Matić 2014; Zakošek, 2010) and his vague ideological stances – he tries not

alienate either of the camps by going too far in each direction – managed to pull the votes from both camps. He even succeeded to mobilise younger voters (in comparison with the voters of the other parties) (Henjak, 2013: 35). Thus, we can say that he was truly “triumphant” (ibid.).

Different (online) media outlets followed Bandić’s misdeeds very thoroughly. After his arrest last October, the news about it have spread like wildfire, not just in Croatian media, but in foreign media as well. In the month prior to his arrest, his name was mentioned in average 300 times a day. On the day of his arrest, he was mentioned 8767 times in Croatian and 784 times in foreign media (Biberović, 2014).

3.1.4 Legal accountability

As stated above, Bandić was arrested, with over a dozen of his associates, in October 2014, on several charges of corruption (Uhićen Milan Bandić!, 2014). Due to the fear that he would, if he stayed on freedom, influence the witnesses, the bail was set to 15 millions of kunas (Jakelić, 2014). However, due to the decision of the Constitutional Court, Bandić was released in April to defend himself in court from freedom (Bandić pušten na slobodu: “Hvala svima”, 2015). Moreover, the court decided that Bandić can again assume the role of the mayor of Zagreb because the sentence was not issued yet, which of course he did (24sata, 2015a). Bandić saw this opportunity to “cleanse” his possible opponents, namely within the administration of the city and the board of the Zagreb Holding (24sata, 2015b). However, USKOK (Office for Combating Corruption and Organised Crime), after a more thorough investigation, issued a new indictment on the charges of abuse of power against Bandić just few days ago (Arežina & Klančir, 2015). How this judicial case will play out remains to be seen.

3.1.5 Professional accountability

After his split with SDP, and especially during the campaign for the 2013 local elections, Bandić was heavily criticized by his previous party colleagues. Furthermore, SDP’s campaign in Zagreb was mostly based on the political conflict with Bandić (Henjak, 2013). After his arrest in October last year, some member of Croatian political elite, when referring to Bandić, concluded that “no one is untouchable and that the institutions should do their job” (Političari o Bandiću kratko i jasno: nitko nije nedodirljiv, neka se institucije pobrinu, 2014). Bandić’s former party colleague and

prime minister of Croatia Zoran Milanović was first reluctant to comment, although he acknowledged that there is a wide spread corruption in Zagreb, and afterwards concluded that the arrest of Milan Bandić and his associates is a “disgrace for Croatia” (Milanović o Bandiću: To je sramota za Hrvatsku, 2014). President of Zagreb’s City Assembly Darinko Kosor from HSLS (Croatian Social Liberal Party) concluded that Bandić cannot attend Assembly’s sessions nor determine the daily order of these sessions (Gradski zastupnici tražili izvještaj o Bandiću, Tepeš prozvao Švaljek, 2014).

3.1.6 Social Accountability

For his decisions and policies, Milan Bandić did not receive a lot of criticism from NGOs and interest groups. On April the 20th this year, Facebook initiative “For the city without mafia” announced a protest against Bandić (Danas u Zagrebu prosvjed protiv Bandića, 2015). The protest was a debacle – only seven people participated. In the end there were more reporters than protesters (Na prosvjedu protiv gradonačelnika Bandića okupilo se sedam prosvjednika, 2015). Ironically, Bandić supported the protest claiming that he and the protesters have the same goal – zero tolerance on corruption and criminal activities (Kuburaš & Rebac, 2015).

Moreover, civil society organizations, like GONG, have long warned about corruption and illegal activities of Milan Bandić. GONG has especially warned that public funds from the city budget are being used to finance Bandić’s campaign in the 2013 local elections (tportal.hr, 2013). The campaign report showed that Milan Bandić did not have enough funds to pay for all of the campaign expenses – he was 6.7 million kunas short. However, although GONG warned about the missing money, Dragan Zelić from GONG explained that, despite the fact that they were warning about it, no one seemed to care (Penić & Dešković, 2014).

3.2 The case of Mayor of Ljubljana Zoran Janković

3.2.1 Zoran Janković and Democratic Local Governance Accountability

The mayor of Ljubljana is Zoran Janković. His career started between 1979 and 1984, when he represented the Grič Zagreb business as a sales manager and was

appointed as acting director of Mercator Investa in 1984. In 1997, Zoran Janković was appointed CEO of retailer Mercator, which he successfully led until November 2005. That led him to test himself in a political way, so he decided to run for the position of mayor of Ljubljana. He succeeded for the first time on October 22, 2006, when he received 62.99% of the votes cast by the citizens of Ljubljana. In the first round, he was overwhelmingly elected Mayor of the capital of the Republic of Slovenia. In the parallel election for the City Council, his list of candidates took a majority of the votes cast, and in his first term of office 23 candidates from Zoran Janković's List were elected to the 45-member Council. (Ljubljana) At that time, in addition to his work on individual projects, Mayor Zoran Janković, with various colleagues from Mercator, also reshaped the management team of the City of Ljubljana, and transformed the motivation of the city administration and its project focus. Before that, the President of the Republic had a power of veto, if he did not like the elected representative. He could just veto the will of the people. He could even appoint a mayor after he vetoed the election results for the second time. The mayor has the power over the City Council, deciding about the rights and the duties of City Council. The City Council also has the executive power and is accountable to the National Assembly. (Ljubljana)

His mandate began in 2006 and he is still incumbent. For the second time in the first round, on Sunday, October 10, 2010, Zoran Janković took a majority of votes cast (64.79%) and was duly elected as Mayor of the Slovenian capital. Once again, his List took most of the voters' support, and won 25 seats on the 45-member City Council. For the third time in the first round, on Sunday, March 25, 2012, he won a majority of votes cast (60.99%) and was duly elected as Mayor of the Slovenian capital. (Wikipedia)

At the mayoral elections of October 5, 2014, the voters have entrusted Zoran Janković with another mandate as a Mayor of the City of Ljubljana. Receiving 57.5% of votes he was again voted in the first round of the elections.

On the 11th of October 2011, Janković, then mayor of Ljubljana, announced that he would participate in the early parliamentary election, following the fall of the government of Prime Minister Borut Pahor. The charter of the new party was enacted on the 22nd of October 2011, where Janković was unanimously elected president. Their

ideology was centre-left. The party received 2.96% of the votes in the Slovenian parliamentary election on the 13th of July 2014, and did not win any seats in the Parliament.

3.2.2 Political accountability

In theory, Zoran Janković, as a mayor, is accountable to the City Council. City Council is the supreme body that determines all matters in the framework of the rights and obligations of MOL. It has 45 members who meet in regular, extraordinary and gala meetings. The City Council may set up commissions and boards, which, in the framework of their working area in line with this Statute and the standing orders of the City Council, deal with matters within the competences of the City Council and put to the City Council opinions and proposals.

The commissions and boards of the City Council may propose to the City Council the adoption of decrees and other acts within its competences, other than the budget and excluding the closing of the final budget and other acts for which law or the statute determines that adoption is by the City Council on the proposal of the Mayor.

Members of commissions and boards are appointed by the City Council from among its own members, but also from among other residents of Ljubljana, but to a maximum of half of the members. The work of working bodies of the City Council is led by a member of the City Council as president. Members of a commission or board may not be members of MOL's Supervisory Board and may not work in the City Administration.

As it was mentioned before, Zoran Janković entered the political scene with his political party Pozitivna Slovenija. His ideology was "Make a better world for all Slovenians, beyond current political doctrines and practices". "Positive Slovenia" won 28.51% of the vote, thus gaining 28 parliamentary seats at the early Slovenian 2011 parliamentary election: the most of all participating political parties. Janković was favorite to become Prime Minister, and "Positive Slovenia" led coalition negotiations, primarily with the Social Democrats (SD), Gregor Virant's Civic List (LGV), and DeSUS. A preliminary coalition agreement was reached, but LGV withdrew two days later and endorsed a Slovenian Democratic Party-led centre-right government,

leaving “Positive Slovenia” in opposition. The leader of the party then became Alenka Bratušek and, in 2014, she became the Prime Minister (Wikipedia). That caused a scandal in the media and people’s opinion about him has changed.

In relation to the 2013 allegations made by the official Commission for the Prevention of Corruption of the Republic of Slovenia, the party temporarily suspended Janković from all functions. The president has become Alenka Bratušek.

In the 2014 European election, PS received a mere 6.61% of the vote, failing to return any MEPs. The party received 2.96% of the vote in the Slovenian parliamentary elections on the 13th of July 2014, and did not win any seats in parliament.

3.2.3 Legal accountability

In 2012, Ljubljana’s Mayor Zoran Janković was arrested in one of the largest corruption probes in Slovenia. As a part of the investigation of corruption and economic crime, the Slovenian police searched the mayor’s house and another 21 locations the city. According to the media, the police also sealed off entrances to the city offices so employees could not report to work. According to the Tax Administration information, the Mayor of Ljubljana abused office, incurring damages to the city and allowing his companies and companies owned by his family members to obtain large financial gain (B92, B92, 2012).

The mayor has denied the charges of conflict of interest and abuse of official position. He also rejected claims that the reason he found himself accused of wrongdoing and under fire of the media in Slovenia had to do with his Serb background. “I am proud of my origins, I claim that I am a thoroughbred mixed breed, and do not accept to be claimed by anyone,” Janković noted. Some of the claims were dropped and some are still in the process on the court (B92, B92, 2012).

3.2.4 Professional accountability

Zoran Janković left the economic field and entered the political elite. He had good connections and support from previous co-workers. After the scandal with the corruption, almost every colleague supported him and most of the media support was on his side.

3.2.5 Social Accountability

For every decision and policy, Janković had always good critics on his side. He did a lot for Ljubljana and its citizens. Also he spent a lot of money for different projects like: Stadium Stožice, parks, Čevljarski bridge, and a lot of renovation of the city. He was criticized for spending too much money and some citizens were really angry about it. However, he is still loveable by most of Ljubljana's citizens, but not in other regions in Slovenia. As citizens of Ljubljana, we see the different point of view of Zoran Janković. We remember the time before Zoran Janković, almost nothing was done for Ljubljana citizens and a lot of people did not even know how the budget was used. However, there is a negative side of Zoran Janković. A lot of people ignored the background of non-paid workers and not good investments in some projects. Zoran Janković took a lot of money from these projects. He is spending too much and this affects the citizens. He is not realizing that almost every citizen has a debt and the municipality does not have the resources to realizing other projects.

3.3 The case of local administration in Bucharest

3.3.1 A history of local administration of Bucharest

The legal framework according to which the local administration is organized in Romania is established in the Law no. 215/2001. The law does not refer specifically to forms of accountability for the elected officials and the public servants, although it provides a general image on the distribution of powers and responsibilities at the local level (see Annexes 1 and 2). Moreover, in Romanian, two words are employed as partial equivalents for accountability: "răspundere" and "responsabilitate". While the latter notion is used as a general term for assuming responsibility, both personally (individually) and institutionally, or otherwise, the former refers to a more specialized institutional or professional responsibility. Usually, bearing a more clearly inner dimension, the second term denotes also a moral character, a normative meaning, hinting to "what is right to do".

The Law no. 215/2001 specifies that the Local Council in Romania is the authority that deliberates on the specific interests of its local collectivity, and decides, in accordance with the limits of the law, on the manner in which these interests are to be

achieved, without any interference from the county/ regional or central levels. Hence, the Local Council is responsible exclusively by the management of these local interests. The political accountability of the Local Council bears exclusively an electoral dimension, for otherwise, this body is completely autonomous in all aspects of public administration. The General Municipal Council of Bucharest comprises 31 councilors. The Mayor, the local executive authority, is responsible for the implementation of the decisions of the Local Council.

Law no. 393/2004 makes the distinction between the “obligations” and the “responsibility” (i.e. accountability) of the local elected officials. The elected officials’ responsibility is an administrative one; the administrative accountability can be both: (1) individual, and (2) collective, for the resolutions adopted through their vote.

Generally, the forms of accountability for the local civil servants comprise the following:

- (1) disciplinary responsibility;
- (2) material responsibility.
- (3) penal accountability;
- (4) delictual, civil accountability;
- (5) contraventional accountability⁷.

According to V. Vedinas (2003), five types of accountability can be attributed to the public servant generally:

- (1) disciplinary accountability (based on the breaching of discipline norms specific to the public function one is fulfilling);
- (2) contraventional accountability (for undertaking some antisocial acts, qualified by the law as contraventions);
- (3) patrimonial accountability (founded on the provisions of art. 52 of the Romanian Constitution, and on the provisions of Law no. 544/2004 of administrative audit);
- (4) civil accountability (derived from the personal deeds of the public servant, due to his weaknesses and imperfections inherent in the human being, deeds through

⁷ See, for detailed data on the topic: <http://www.scribub.com/sociologie/resurse-umane/Formele-de-raspundere-a-functi9416231120.php>, last accessed: 28.06.2015.

which shortcomings are determined for the others, without them being connected with the exercise of the public function);

(5) penal accountability (intervening when the public official has committed acts provided for as “crimes” in the Penal Code and in other special pieces of legislation).

As a matter of fact, Law no. 188/1999, art. 69, regulates the Statute of the Public Servants, and distinguishes among several types of accountability:

1. disciplinary accountability (i.e. breaching the responsibilities and obligations specific cu the public function the public servant holds and of the norms of professional and civic conduct provided by law; e.g. systematically being late in the undertaking of the tasks, repeated negligence in fulfilling the tasks, unjustified absences from work, the ignorance towards the working hours and working schedule, personal interventions outside the legal framework for the resolution of particular applications, breaching the professional secret; involvement in politics and in electoral campaigns, etc.);
2. contraventional accountability;
3. civil accountability, and
4. penal accountability.

The Mayor bears a patrimonial responsibility, as well, towards his/ her local community which has elected him and has given him a mandate of representation.

For Bucharest, the institutional framework differs somehow from the regularly local public administrative one in Romania, for the simple reason Bucharest is six times bigger than the second biggest city in Romania (from a demographical perspective) and, consequently, it poses different challenges for both good governance and management and accountability-related issues of public service. Administratively, Bucharest is divided into six district-like municipalities, with the General City-Hall and the Bucharest General City Council overseeing the activity of the six units. As a matter of fact, such an overview and scrutiny is general in scope, for the six districts elect their own councils and mayors (Consiliu de sector, Primar de sector); subsequently, the decisions of these councils and the authority of the mayors are subject to the principle of local autonomy: the district councils can create auxiliary agencies and institutions for

providing public services, decide on the distribution of funds among schools, hospitals, and recreational centers in their area, vote their own budget and their town organizational chart, etc. The prerogatives of the General City Council and of the General Mayor refer to those grand infrastructural works that exceed the territorial limits of one district (e.g. the extension of the subway system, the management of trans-district services, such as public heating or water systems, etc.).

3.3.2 Political accountability

Citizens' participation and citizens' scrutiny on local representatives is generally exercised through the following mechanisms:

- Participative planning regarding the efficient allocation of finances and of the local budget, connected with budgetary transparency;
- Law 544/ 2001 provides for the citizen's right to information; at the local level, this refers to: information regarding the constitution and functioning of each local authority and administrative department, their timetables; access to the records of the local budget, investment plan; access to the minutes of the meeting of the Local Councils and to annual activity reports of the Mayors and local councilors and access to their interest and wealth declarations; these pieces of information are available at the Town-Hall boards, on the websites of each municipality or through specific request;
- The citizen is free to attend meetings of the Local/ County Councils and is invited in public debates concerning the decision-making process at the local level (Law 52/ 2003); also, the citizen can request a meeting ("audiență") with the Mayor, Prefect, the President of the County Council and other authorities, during the established timetable, concerning some specific issues⁸;
- The citizen is also asked for consultation through the forwarding of written proposals to specific projects concerning the community; he may likewise require to be included in a database for receiving periodical announcements regarding the activity of the local authorities and consultations;

⁸ See, for instance, the example of the District 6: <http://www.primarie6.ro/sesizari-petitii-reclamatii/>, last accessed: 28.06.2015.

- The citizen can petition, at the local level, for the resolution of specific matters, with the local authorities being legally obliged to provide an answer in 30 days (Law 233/ 2002).

Informally, local media may exert an important scrutiny on the elected officials and, partly, on the civil servants. Nevertheless, such a scrutiny and control over the elected officials and the public servants is impossible when most of the local publications are the speaking trumpet of the Mayor (e.g. it is the case of *ring*, the newspaper with the largest circulation in Bucharest, owned by two young businessmen, Robert and Ionuț Negoită, the former being the Mayor of District 3). Another significant “forum” for accountability at the level of local administration is the role of the party potentates, of local “barons”, who may exert pressure and may scrutinize over the activity of those who, otherwise, they themselves supported in acquiring political power. This situation is particular for smaller municipalities and it is not necessarily characteristic for Bucharest, where pressure and monitoring coming from various “forums” can impede the direct implication of party magnates.

3.3.3 Legal accountability

The number of cases processed by the local courts regarding acts of disciplinary misconduct and alike is relatively low. The most recent one has been centered on Ioan Chiliman, the Mayor of District 1, the largest district of Bucharest. Chiliman, Mayor since 2004, has been retained by Anti-corruption National Direction (DNA), on charges of constituting an organized crime group and being accomplice to trading in influence, after allegedly receiving money for the attribution of contracts of public utility to key businessmen⁹; the investigations are under way, and the charges have yet to be confirmed. The notorious case is the one of the semi literate Mayor of District 5, probably the poorest district of Bucharest: being famously known for his clientelistic, “socially protective” approach on the leadership of the district since his first mandate in 2000, Marian Vanghelie has been charged and subsequently even served time for receiving bribe in exchange of favoring the contracts with the companies owned by a particular local businessman involved in the public works for the district. Vanghelie’s

⁹ See, in more detail, <http://stirileprotv.ro/stiri/actualitate/perchezitii-la-primaria-sectorului-1-andrei-chiliman-si-alte-trei-persoane-conduse-la-sediul-dna-pentru-audieri.html>, last accessed: 28.06.2015.

preferential treatment cost him his position and mayor and almost five months in jail¹⁰. Nevertheless, generally, in his capacity as the main credit release accountant, the Mayor signs the final acts for the distribution of funds reserved for the implementation of different projects. But, for this to happen, the projects proposed by the Mayor are drafted by the experts within the City-hall, who draft all the necessary documentation. When the documentation is completed, the project must be voted for by the City Council; only after the Council's approving vote, the project returns to the main credit release accountant (i.e. the Mayor), who approves the distribution of the necessary funds. In conclusion, a Mayor (or the President of the County Council) is not the only responsible person for the mismatch and mistakes sprung during his activity.

3.3.4 Administrative accountability (Diagonal accountability)

Generally, audit activities constitute a special form of monitoring, supervising, controlling the correctness of a (financial) action or activity. The audit can be done internally, usually by an ad-hoc branch within the supervised organization, or externally, by an actor outside the organization where the audit is undertaken. Similarly, while, most of the time, the "audit" presupposes financial audit, such a control and monitoring activity may imply a "statutory" dimension, as well.

For the specific discussion of accountability in public administration, the place of the "internal public audit" in the Romanian administration system is extremely important. What exactly encompasses such a process of monitoring and control?

- it involves an audit, i.e. the professional examination of an activity, in view of expressing a responsible and independent opinion through the comparison to a quality criterion (standard, norm);
- it involves an audit exerted upon a public institution of any kind, including economic entities subordinated to a public institution or with a majoritarian public capital, or any other person and entity who utilizes public funds (from state budget and communitarian funds);

¹⁰ See, in more detail: <http://www.mediafax.ro/social/primarul-marian-vanghelie-arestat-preventiv-in-dosarul-de-coruptie-13984221>, last accessed: 28.05.2015.

- it involves an audit that is exerted by a person or a component/ department subordinated to the leader of the monitored public institution, hence by one entity that is from inside the public system.

Each district Council and the General City Council of Bucharest work with an Audit Committee. Impressive audit measures are regularly popularized by the media, but the Prefect of Bucharest is establishing an independent audit commission two times a year.

3.3.5 Professional accountability

A specific Code of Conduct for the civil servants exists as an addendum to the Law no. 188 regarding the Statute of the civil servants¹¹. Since the public functionaries enjoy a special statute among the Romanian employees, most of the disciplinary accountability mechanisms are undertaken through the application of such a Code of Conduct, which includes ethical aspects, as well (fairness, honesty, responsiveness, equal treatment for similar situations, etc.). Monitoring and control over the observance of the Code of Conduct by the public servants are done by the Human Resources Department in each City-Hall, and the frequency of sanctions is significantly high.

3.3.6 Social accountability

As in any still infant democracy, the tradition and practice of social accountability at the local level are extremely sporadic. The most important NGOs and pressure groups are located in Bucharest and they may be the only ones to exert some form of criticism on the municipal authority. Presently, the most vocal contestational organizations are those of bike riders¹², since Bucharest has been constantly struggling with the setting of special routes for bike transportation. Equally, at the district level, the most frequent topics of friction between organized citizens (mainly, client associations) and the municipality refer to the rehabilitation of blocs of flats (dating from the communist era)¹³.

11 *The reference point is Law no. 7/2014, regarding the Code of Conduct for Public Servants, <http://www.euroavocatura.ro/print2.php?print2=lege&idItem=1139>, last accessed: 28.06.2015.*

12 *See, more details on the topic, at <http://www.antena3.ro/economic/media/protestul-biciclistilor-din-bucuresti-in-presainternationala-228540.html>, last accessed: 28.06.2015. The protests of the bike riders in Bucharest have been covered by the international media, as well.*

13 *<http://www.primarie6.ro/imobile-care-au-dosar-aprobat/>, last accessed: 28.06.2015.*

3.4 The case of the Mayor of Split Željko Kerum

3.4.1 The profile of Željko Kerum

Željko Kerum started his career by founding the company Kerum in 1989, and opening his first [convenience store](#) in 1990. Six years later, he opened his first [supermarket](#) in Split. In 2003, he bought the Diokom industrial facilities (ex-Jugoplastika) and, in 2007, he opened the Joker Shopping Mall, at the time the largest in [Dalmatia](#). As his business grew, so grew his political ambitions. This resulted in his candidacy for the mayoral elections of Split, the second largest city in Croatia. In the first round of the 2009 elections for the mayor of Split, Kerum (independent) won 40.21% of the popular vote, while his closest rival [Ranko Ostojić \(SDP\)](#) won 34.72%. On May 31, in the second round, he won 58.42% of the vote, making him the incumbent mayor of Split. This success of Željko Kerum can be attributed to his populism that fell on fertile ground. Kerum exploited the disappointment of the populace with the political elites; he posed as successful businessman who shall use his skills which brought him success in private business to successfully advance the people's interests and lead the city to prosperity. He associated himself with ordinary people, spoke in local dialect, tried to arouse the basest instincts, and used religion in his electoral strategy (Matić, 2014: 175-176).

His ambitions went unbounded and on September 25, 2009, he founded, as announced before, the Croatian Civic Party. He made public his expectation that he will win at least 10 seats in the Parliament. He did not get the expected 10 seats, but he and his sister Nevenka Bečić, otherwise his closest assistant, managed to enter in the Croatian Parliament after the 2011 elections. Events and scandals that marked his mayoral term resulted in electoral defeat in the 2013 mayoral elections. He won only 18.57% of the popular vote, which did not qualify him for the second round of the elections. Also, Kerum's [Croatian Civic Party](#) won only 12.41% of the popular votes for the City Council of Split.

3.4.2 Political Accountability

The governing bodies of the city of Split are the City Council and the Mayor. The authority and obligations in the self-governing domain of the city are divided between

the City Council, as the representative branch, and the Mayor, as the executive branch. The 35-member City Council is the representative body elected directly by the people. The Council is considered established when it elects its president at the first session attended by the majority of its members. The Mayor is representing the city of Split for a period of 4 years and is also elected directly. The Mayor submits reports concerning his activities twice a year, attends the meetings of the City Council and performs other activities and duties as required by law and the city statute (City Statute). How Kerum decided to exploit his mandate to further his personal interests and those of his family and friends is best shown in the example of the park-forest Marjan. There, Kerum attempted to change the city master plan to allow the construction of restaurants and bars in a beach area by a company owned by his mistress Fani Horvat. The project involved the destruction of a protected forest area. This plan was prevented by a protest rally staged by the citizens of [Split](#) on January 16, 2011 at the Prva voda beach, organized on initiative of an informal group of citizens gathered on [Facebook](#) (24sata.hr, 2011.)

3.4.3 Legal Accountability

When talking about legal accountability, one can cite the affair known as the “kindergarten affair” which erupted soon following the beginning of his term in office. Under the guise of the concern for the youngest ones, Kerum awarded the six million kunas worth kindergarten building project to his friend, Ivica Livaja. The municipality, secretly bypassing the public tender, signed two contracts which authorized Livaja to manage the whole project engaging 27 subcontractors (index.hr 2013, večernji.hr 2013).

We can pay tribute here to two actors exposing this malversation, first the journalists of the website Index, who, one month following the signature of these contracts, published a story about the operation ”kindergartens”, after which Kerum convened a press conference where he announced the suspension of the works. He cited the call from the Public Attorney to deliver all documentation related to the kindergarten as the reason for this move. When asked why is he suspending the works if everything is right with Livaja, the Mayor of the city of Split totally lost his temper and fell below all levels of decency accusing the author of the incriminating text to have blown up the affair from nothing, and this for a bribe of 500 kunas (index.hr, 2013). The

other actor that timely reacted was precisely the Public Attorney's office who, after the publication of the article, filled an indictment against Kerum and the city of Split for violation of the public procurement act. Željko Kerum was sentenced by the Misdemeanor court to a 10,000 kunas fine, which has been reduced to 5,000 kunas by the High Misdemeanor court, citing Kerum's clean past criminal record as the mitigating factor. The city of Split was definitively cleared. It is perhaps interesting that during the four years of his term in office, a whole series of suspect cases has been discovered, above all the disappearance of 60 million kunas allocated to the rehabilitation of the city landfill Karepovac. The shortfall was discovered by the state revision agency; the case, together with several others, is under scrutiny of the Public Attorney, but, until now, nothing particular emerged. In 2009, Index warned that Livaja is only the screen for Kerum's capital and interests. However, the law enforcement authorities have not found the resolve to investigate this aspect of the affair and all ended up as a banal transgression of the public procurement act (index.hr, 2013).

3.4.4 Professional Accountability

In this respect, Kerum also fell short of expectations. During the major part of his term, he was absent from his office, and he extended this behavior to his mandate in the Croatian Parliament. According to one of the candidates for mayor of the city of Split in the 2013 elections, it was estimated that, following the Kerum's term of office, a deficit of 350 million kunas accumulated in the city treasury, a minus of 60 million kunas for the landfill Karepovac, a minus of 120 million kunas for the unnecessary 250-personnel in the city administration and communal enterprises, the debt of the soccer club "Hajduk" amounting to 20 million kunas, his absence from work 1,5 million kunas, the damages related to the Spaladium arena of at least 76 million kunas and a 2 million kunas debt of the Croatian National Theatre. The total damage, according to her, is about 800 million kunas, with the expectations that the final amount might exceed the one billion mark (poslovnih.hr, 2013). As punishment for all of the above, one can say that he was sanctioned by the citizens of Split by losing the mayoral (re)election campaign of 2013, being eliminated in the first round, coming third.

3.4.5 Social Accountability

As an example of this kind of accountability, we can cite Kerum's appearance on the HRT talk-show named "Sundays at 2.00 P.M.", on September 20, 2009, when he declared that "the Serbs and Montenegrins can't bring anything good", that "they should know where their place is", that he would never allow a Serb to become a member of his family because he was "so raised". His declarations were met with protests and condemnations on the Croatian public scene, where they were understood as expressions of Serbophobia and hate speech, and with the government of Serbia joining the protests (index.hr., 2009).

Kerum afterwards explained his statements, saying that he was "provoked", and following an official communication where he explained his views, the Public Attorney abstained from criminal prosecution.

3.5 The case of local administration in Wrocław

3.5.1 The profile of the interviewee

The data gathered for the Polish case – the city of Wrocław – are dominantly based on the administration of an interview guide on Bartek/ Bartłomiej Świerczewski, Chief of a special department in the local administration framework of the Municipality, established one year ago and dealing with public relations and citizens' involvement in the local decision-making process: Biuro ds. Partycypacji Społecznej ["Office for Social/ Citizens' Participation"]. Bartek Świerczewski was assisted during the interview by Mariola Józków, responsible for the sub-department on Citizens' Consultations, and a colleague in the said department. Given the nature of the interviewees' work, the answers referred particularly to the political accountability and to social accountability.

3.5.2 Political and social accountability

According to the interviewees, in Wrocław, it all started with the elections of 2014, when the Mayor, Rafał Dutkiewicz (incumbent since 2002), got reelected: this time, nevertheless, he had a hard time actually getting reelected, mainly due to the fact that, while many and many citizens wanted to express their opinions and views on the development of their town, the Mayor remained rather ignorant to such demands:

“People wanted to talk more”. Since this ignorance generated a lowering of support for the Mayor, the establishment of a department within the Municipality covering the dialogue between the citizens and the local decision-makers was a natural solution. The focus of the department the interviewee is conducting is political and social accountability, i.e. citizens’ consultations on development projects put forward by the Municipality. Two examples were illustrative for the fashion in which accountability mechanisms function in Wrocław: (a) one concerns one building located in one of the Ostrows, that was rendered to the public and, after several consultations, transformed into a mixed business-cultural center; (b) the other regards the rules established for the protection of the historical and cultural heritage of the city center, Stare Miasto: the special regulations for preserving the historical monuments and the atmosphere of the old center were decided upon together with the citizens of the city. Quite clearly, the Municipality acknowledged the importance of accountability, having the citizens as “forum”: “We [the local authorities] understood that we need to create the system to involve the citizens, because they would like to have a voice.” This is particularly the reason why, the department for citizens’ consultations has designed three types of programmes, addressing two main types of “forums”, i.e. the “concerned citizenry” and the NGOs:

(1) the programme for NGOs;

(2) the “Wrocław Citizens’ Budget”/ participative budget (a yearly project-based competition, enjoying a budget of 20 mil. złoti, put at the disposal of the citizenry; the projects are assisted and evaluated by the Municipality, and the most voted for are being implemented in the consecutive year by the municipality; according to the interviewee, in 2014, 90 small projects got implemented, in such areas as: sports, playgrounds for children, environment, bike and pedestrian roads, etc.);

(3) the citizens’ public consultations, organized regularly between 5 and 7 p.m., in different places in the city; special events are organized, as well.

In terms of the time span in decision-making of this practice of permanent citizens’ consultations, generally:

- (a) the “Wrocław Citizens’ Budget” competition process lasts for approximately 10 months;
- (b) the citizens’ consultations are organized in series for three weeks before taking a decision on a specific issue.

Both facilitating the dialogue between the Municipality and its citizens and fastening the decision-making process at the local level, the website www.wroclaw.pl represents an important tool of citizens’ scrutiny, simultaneously “informing, showing what other think, and collecting in turn suggestions, opinions, thoughts on specific issues of interest”, the interviewee stressed. Moreover, through the means of the website and other media devices, “people can call us, write to us, access us through social media”, or they can simply inform themselves from the materials available at the public consultations.

Equally important – the interviewees assessed – are the local projects dedicated to the young segments of the population of the city and centered on educating the spirit of participation in public affairs and asking for accountability of the local officials. One of such projects, “Citizens’ Laboratories”, is implemented in schools, where civil servants talk to kids about their city and about the importance of civil practice, of getting involved in the matters of the city; the dummy replicas imagined and designed by the children for the improvement and development of their city are subsequently given to the citizens for consultations and decision, in such “planning free” settings.

In reference to the recurrent spheres of activities/ topics on which the consultation and debate with the citizens are the most stringent, the interviewees have mentioned:

- (a) for the “Wrocław Citizens’ Budget”: environmental issues; bike and pedestrian roads; places of recreation and sports;
- (b) for the citizens’ consultations: it is quite premature to assess, since such a practice is in its very infancy. Nevertheless, the topics discussed bear a certain similarity with the ones in the “Wrocław Citizens’ Budget” programme. For instance, the next public consultation, held on July 7, will tackle the issue of gas emissions.

With respect to the magnitude of the citizens’ scrutiny of and interactions with the local authorities in Wrocław, the interviewee estimated that:

- (a) around 150,000 inhabitants with voting rights participating in the voting for the “Wrocław Citizens’ Budget” programme (accounting for 40% of the inhabitants with voting rights in the city, the usual average that participates in the local elections, as well);
- (b) the website of the Municipality of Wrocław garnered approximately 3 million views.

While citizens’ scrutiny and perpetual dialogue with the local authorities is the most important mark of political accountability locally and seems beautifully implemented in the case of Wrocław, the media scrutiny – another significant facet of political accountability – is to be improved: the interviewees’ reply was parsimonious: “Sometimes they are satisfied [with the information provided by the Municipality], sometimes they are asking for more.”

3.5.3 Professional accountability

A Code of Ethics does exist in the Polish national legal framework, designed to getting the civil servants accountable for their actions, but its provisions are applicable to the local officers. Nevertheless, what Bovens calls “(pro)active responsibility” is exerted in this regard, simply because the public servants are accustomed in “showing everything to the public”, as the interviewee revealed.

3.5.4 Administrative accountability

The work for an open, easily accessible registry of agreements between the Municipality and other actors (e.g. from NGOs, think-tanks, to private businesses) is underway, in order to increase transparency of local administration in Wrocław, and to circumvent any hypothetical corruption allegations, the interviewee informed. The registry would also function as part of the internal audit mechanism. As far as the external audit mechanisms, scrutinizing upon the legality, validity, and correctness of the bureaucratic works undertaken by the local administration in Wrocław, two types of “forums” were briefly discussed by the interviewees:

- (1) the national public audit institutions and agencies (e.g. the National Chamber of Control, the National Anti-Corruption Office, the Financial Audit Office, etc.). Such institutions/ agencies work either on the basis of citizens’ complaints and notices, or on self-notice. The latter was particularly the case during the recent

years, when Wrocław managed and accomplished several of its biggest local investments and infrastructural development plans (e.g. the Stadium, the Music Hall, the Afrikarium of the Zoo, the Music Theater Capitol, etc.); each of these big investments was investigated for the legal and correct use of funds. In addition, the Financial Audit Office is conducting an audit on the local administration of Wrocław every three months. In spite of the repeated inspections, supervisions, and controls, “for the last twenty years, no case of corruption has been registered in Wrocław” local administration, the interviewees emphasized.

(2) the legal check of the wojwód (voivode), particularly in those circumstances in which a decision of the central Government is to be translated locally (concerning, for instance, environmental standards and alike). Nevertheless, the interviewees appreciated that, giving the amount of the decisions of the City Council in Wrocław and of other town councils in the Voivodeship of Lower Silesia (the City Council meets in one session per month, during which it discusses and approves around 40 resolutions), the manner in which the Office of the Voivode approves these decisions is at times chaotic (e.g. the same decision is approved for some other municipality, while being disapproved for Wrocław). The majority of the decisions of the City Council in Wrocław are approved for legality by the Voivode. In case of a negative response from the Voivode on a City Council’s act, citizens can easily react, by contesting the Voivode’s decision in court.

3.6 Comparison of transparency in Zagreb and Wrocław

The city of Wrocław is a Polish major social and economic hub. High public involvement is the result of numerous social programs launched by the city and civic organisations. Furthermore, the number of corporations and foreign companies is higher than the national average. The city of Zagreb, the capital of Croatia, an emerging tourist center, is similar to Wrocław in many ways. In addition to demographic data, Wrocław and Zagreb share some characteristics of transparency. In order to determine which and in what extent, the interview given by the public servant from City Council of Wrocław

and official documents related to Zagreb local policy will be used as a methodological tool. Therefore, mixed methodology will be used. Focus is put on the five criteria for transparency: (1) public consultancy, (2) ICT solutions, (3) Information Commissioner, (4) external supervision, and (5) the existence of a Code of Ethics.

3.6.1 Wrocław

Wrocław is governed by the city's mayor Rafał Dutkiewicz and a municipal legislature known as "the City Council" consisting of 37 directly elected councilors. Mr. Dutkiewicz is governing since 2002 and was re-elected in June 2014. Our interviewee, public servant of the City Council of Wrocław, firmly claims that Wrocław can be called a transparent city.

3.6.1.1 Public consultancy

One of the indicators of Wrocław's transparency is its public consultancy. Normally, the procedure of public consultations lasts three weeks, and the implementation of a specific project can last up to 10 months. Public consultancy meetings are organised between 17 and 19h, due to the fact that people are working. Moreover, not every citizen has Internet, which is the reason why paper-version consultancy is provided as well. Illustrative example of the citizen participation refers to sale of one of the buildings in the city centre. Thanks to the citizen involvement via the model of public consultations, selling was suspended.

3.6.1.2 ICT

Local authorities have a specific website where citizens can decide on projects of primary importance. They are given one part of Wrocław's budget and can decide what to do with it. Therefore, each citizen can create a specific project. The one winning most of the votes is adopted. Attendance site exceeds one million and the number of active citizens is equivalent to the number of people voting on local elections. In total, 150,000 or 40% of city's population participates in the project of participatory budgeting. Even if some projects are not adopted at the beginning, local authorities are collecting all suggested projects which can be implemented later on. Additionally, the City Council is organizing special public events aiming to attract more of the public opinion. The citizens of Wrocław are the most active on issues regarding environment, city roads, sport and recreation.

3.6.1.3 Information Commissioner

Even though City Council of Wrocław does not have an Information Commissioner, our interviewee considers Wrocław very transparent. “It is easy to get information if you want it”, claims our interviewee. Not only can all the necessary information be given on the simple request of citizens via email and social media, but there is also an efficient external monitoring.

3.6.1.4 External supervision

First of all, there are legal supervisors, namely the Voivode, which is acting *ex ante*. They have real effect both on the Municipal Council and the Mayor. Second of all, there are financial supervisors, Financial Audit Chamber, acting *ex post* and momentarily. Finally, relevant is the fact that due to the successful work of Central Anticorruption Office, there has been no case of corruption at the local level in Wrocław for the last 20 years. Thus, there is no doubt that this type of administrative supervision favors Wrocław’s profile as a transparent city.

3.6.1.5 Code of Ethics

However, there is a space for improvement for Wrocław’s transparency. Not only is there no Information Commissioner, but also the City Council does not provide a single training for its employees. Furthermore, there is neither Ethics Commissioner, nor common Code of Ethics.

3.6.2 Zagreb

Like in Wrocław, the Mayor is Zagreb’s *de facto* executive power. Previously mentioned Milan Bandić is presiding over City Assembly and the city of Zagreb already for 15 years. But the main question is to what extent is the city of Zagreb transparent.

3.6.2.1 Public consultancy

According to the last report of the Information Commissioner, consultations with the public associated with specific policies are still insufficient and often untimely. Avoiding the inclusion of a broad array of stakeholders (employers, trade unions, professional associations, non-governmental organizations, citizens, etc.) is a potential cause for proposals of sectoral policies of lower quality.

In the implementation of the law on access to information, there are still serious deficiencies – lack of information by public authorities of their legal obligations, insufficient training of information officers and other employees in the public administration, the implementation of legal obligations for reuse of information and consultation with the public, insufficient capacity of the Commissioner for Information in relation to the tasks and duties.

3.6.2.2 ICT

Public administration is inadequately using ICT solutions. In the Croatian public administration, ICT is preferably used as a means for creating and for writing and computing, that is, as typewriter and calculator. To deal with these types of problems, projects such as E-citizens and Paperless State are launched.

3.6.2.3 Information Commissioner

While, on the one hand, the right of access to information is an important tool for ensuring the rule of law and good governance, on the other hand, citizens' participation in decision-making became democratic standard. In order to facilitate this participation dedicated work of the Information Commissioner (IC) is necessary. Last year, the Office of the IC had received and successfully solved more than 1,569 requests. In addition, the official website of Information Commissioner, <http://www.pristupinfo.hr/>, is an example of good practice.

3.6.2.4 External supervision

One of the fundamental deficiencies of the current administrative system is the insufficient supervision of its functioning. Implementation reports often have only descriptive character, without numerical indicators.

3.6.2.5 Code of Ethics / Ethic Commissioner

The Civil Service Law and the Code of Ethics for civil servants apply only to civil servants and not to other employees in government agencies, while specific codes, such as the Code of Ethics of the police officers apply only to certain categories of civil servants. Therefore, it is necessary to establish a single system of standards of conduct and ethics for employees in the public sector. According to the Code of Ethics of civil servants, in all state bodies, an Ethics Commissioner is appointed by the head of the

body from among the civil servants. However, the procedures for proposal and choice of the Ethics Commissioner are not sufficiently transparent.

4. Concluding remarks

The five cases under scrutiny by the present report on accountability in the local public administration are seemingly quite different. The mechanisms of accountability exist in each case, although their implementation is still in its infant state. In the case of Zagreb, we have identified the following mechanisms: political accountability, legal accountability, social accountability, administrative accountability, and professional accountability. Unfortunately, due to the high degree of personalization of power in Zagreb, these mechanisms are completely ineffective. The legal accountability is probably the most effective mechanism in this case.

Having to account for the activity of a large administrative apparatus, the Municipality of Bucharest has enforced the whole range of accountability mechanisms. Probably, the most effective mechanisms refer to the administrative and legal accountability, since the Audit commissions are implemented once every 3 months, and are doubled by Government-commissioned audit actions. DNA, the penal body prosecuting cases of corruption has become, in recent years, particularly effective. The political accountability mechanisms face a highly atomized population of Bucharest and are rarely utilized.

In Ljubljana, in spite of the fact that all accountability mechanisms are accessible, their level of efficiency is similarly low, as in the case of Zagreb. Comparably, the most effective accountability mechanism is the social one, as we noticed that the Mayor of the City still enjoys considerable popular support, based on his charismatic personality. Recently, the Anti-Corruption Commission, at the central level, has been particularly effective in implementing mechanisms of legal accountability; the outcomes are still pending.

In the case of Split, almost all of the accountability mechanisms failed during Kerum's term in office. When he won his mandate, he started behaving in the manner of a local sheriff, bringing decisions which promoted his own interest instead of the interest of the city, using city means for this purpose. We can say that the citizens of

Split recognized this pattern of Kerum's behavior, and sanctioned him in the next elections.

The case of Wrocław seems to be the most peculiar one, due to the fact that the most effective mechanism is the social accountability one. When it comes to public consultations, participatory budgeting is the example of a good practice. It is obvious that citizens of Wrocław want to be more engaged in the local decision-making process. To make that possible, it is of crucial importance to ensure the right to information for citizens. Not only this is an important tool for good governance, but also shows that Wrocław is a transparent city. However, the drawback is the absence of Information Commissioner and common Ethics Code for public officials.

All in all, the accountability mechanisms function as intertwined pillars of democratic standards, being particularly important in ensuring good governance and rule of law. Given the fact that the case studies are existing within the framework of young democracies, it should be expected that the lack of political culture and of social capital might lead to such results.

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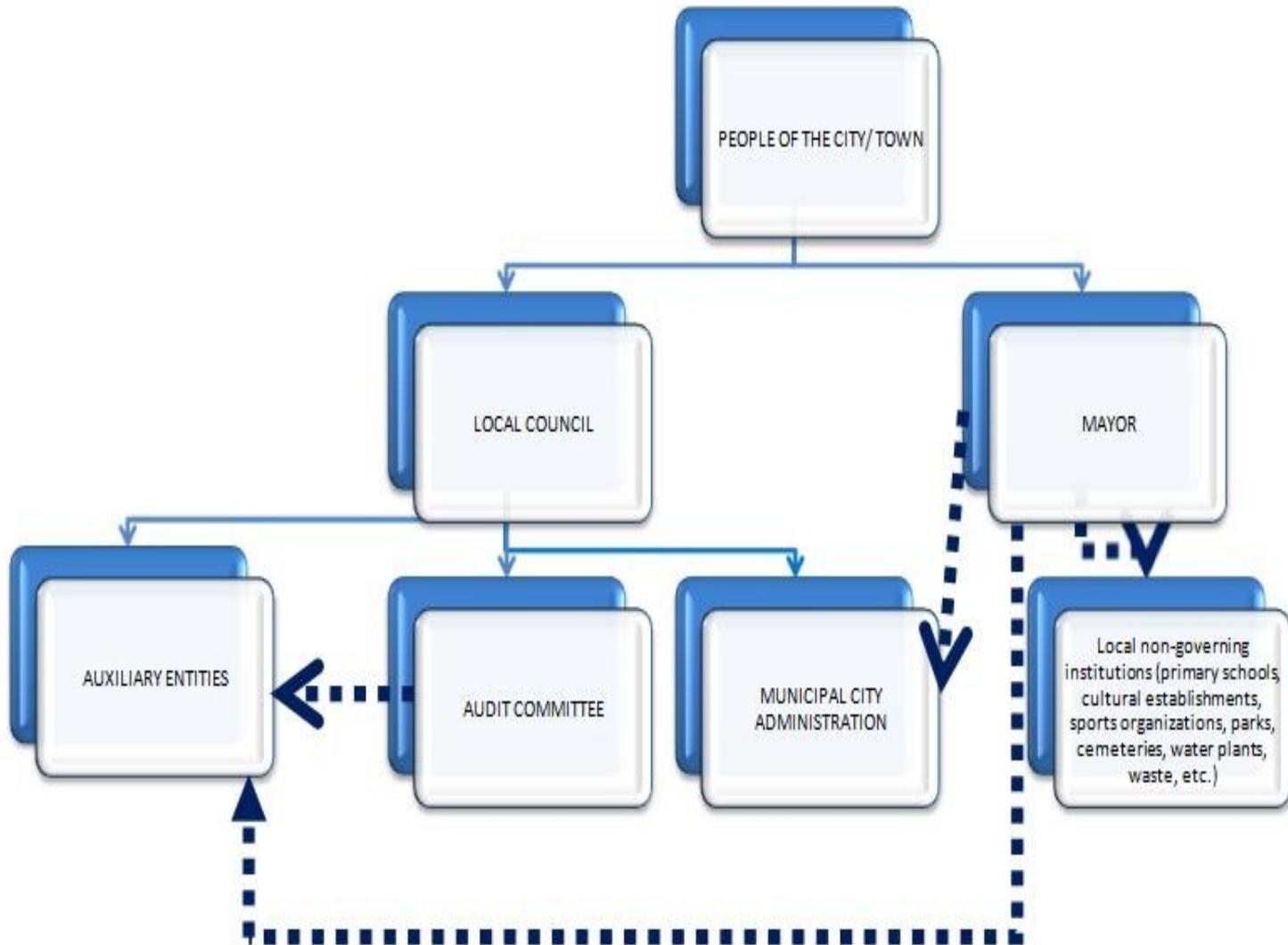
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6. Annexes

	Municipality (town/ city/ commune)	County	Central
Roads and infrastructure	Ownership, maintenance and improvements of local	Ownership, maintenance and investments in county	Ownership, ma national and E



Graph 1. The institutional organization of local public administration in Romania (in solid line – creation; in dashed line – control and supervision).

Table 1. Providing public services for the local community – Allocation of functions and responsibilities among tiers of public administration

Part Two
Accountability of Mass-media

Team D

From the “Masaryk University”

-Tereza Hašková, BA student

-Matěj Pospíchal, BA student

MA index Czech republic questionnaire

1 Introduction

The Czech republic is a democratic state in central Europe. It has got population about 10 millions of people and its capital Prague has got population about 1,2 milion of people. The Czech Republic includes the historical territories of Bohemia, Moravia and Silesia. Czech republic has got parliamentary political system, it is a pluralist multi-party representative democracy, with Prime Minister as the head of government. It is a member state of EU since 2004. It has also become part of the Schengen Area of free move of people in 2007. This country is also involved in OSN, NATO and many other international organizations.

Czech media market is quite differentiated. After the collapse of communist system in 1989, media became free of propaganda and censorship. The press freedom is guaranteed by the constitution. In 1990's there was big privatization of media houses. Foreign publishing houses, ofter German companies, bought regional and also national press media. (Waschková-Císařová 2013)

The former only one state TV, so called ČT1 (Czech TV) transformed into public service TV. It also had to face new competitors: commercial TV as TV Nova or Prima TV.

The market of viewers and readers is quite small, therefore the competition between media for audience is large. The situation in press media is moreover influenced by the expansion of internet news distribution. The internet was first only academic sphere in 1994 in Czech republic, but during late 1990 and after 2000 became common for all users, which provides the possibility to create web journalism and news website. There appeared first news website Idnes.cz in 1998.

The media market has got significant tabloid news media like Blesk and Aha!. The press and also TV are under big commercial pressure, which sometimes end in violation of journalism ethic standards. Although there is a possibility to protect personality against libel in media, the courts usually give no penalties or small penalties.

Few media experts also point out that the independence of media is not appropriate. There are influences of czech billionaire as Zdeněk Bakala, Daniel Křetínský or Jaromír Soukup. The problem became actual again in case of Andrej Babiš, slovak billionaire,

leader of new political party ANO2011, who bought in 2013 the most influential serious news paper in Czech republic, MF Dnes (and another news press, TV and radio channels). Babiš also became minister of finances and vice-prime minister in 2013. Since that the political independence of his news papers is questioned. (Slížek 2013)

Sources:

1. WASCHKOVÁ CÍSAŘOVÁ, Lenka. Český lokální a regionální tisk mezi lety 1989 a 2009. Vyd. 1. Brno: Masarykova univerzita, 2013, 339 s. ISBN 978-80-210-6478-2.
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2 Methodology and sampling

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Czech republic – sample of News media

We decided to work with five most influential media from each of this group: newspaper, TV and news websites. Let me start with the websites.

There are two tabloid newspapers on the top of the list of the most sold and also probably most read newspapers in the Czech Republic. Blesk and Aha! are both part of the media group Czech News Centre. MF Dnes is the most read serious newspaper which covers Czech republic nation-wide. The second one most sold serious paper is Právo, which is unique due to its left-wing political orientation. The rest of independent Czech serious newspapers are rather right-wing oriented. The fifth position on the newspapers market has got Deník, that is basically regional one newspaper, but covers all the territory of the Czech republic and incorporates also national news.

Number of sold papers daily in average April 2015

1. Blesk 207 240
2. Aha 57 970
3. MF Dnes 56 250
4. Právo 49 049
5. Deník 43 148

*basically regional one newspaper, but covers all the territory of the Czech republic

Source: ABC ČR <http://www.abccr.cz/overovana-data/periodicky-tisk-1/?filterYear=2015&filterMonth=4¬Verified=1>

The research sample includes also the five most viewed TV channels. We can find three commercial channels and two channels of public service TV – ČT (Czech TV). TV Nova maintains its top position from the beginning of its broadcasting in 1994. In 1990 's the TV became very popular thank to investigative journalism, actual and direct news production and many other skills. Nowadays the situation is different: former leader of news broadcasting lacks quality and it has become a target of jokes in not only intellectual elites, but also broad public.

The only one competitor who can sometimes overcome TV Nova is FTV Prima, but it remains in average not that much popular. There is also new small commercial TV called TV Barrandov. It started to broadcast in 2009. The main in public service channel ČT 1 provides basic news reports and ČT 24 is devoted specially to news service to the public. It provides all the day long reports, analysis and also discussion-based shows.

Sources:

Štindl, Ondřej. Nova vás baví - už deset let. BBC ČR. Available at:
http://www.bbc.co.uk/czech/specials/1811_nova_10years/index.shtml

Share of TV stations May 2015

TV Nova	23 %
ČT 1	14 %
FTV Prima	12 %
ČT 24	3,84 %
TV Barrandov	3,75 %

Source: Nielsen Mediaresearch. Available at: http://www.nielsen-admosphere.eu/wp-content/uploads/2014/06/M%C4%9Bs%C3%AD%C4%8Dn%C3%AD-zpr%C3%A1va-2015_05.pdf

The most viewed news websites in the Czech republic are usually connected with newspapers, but they are not only online mutations of the press. This concerns mainly idnes.cz, lidovky.cz, denik.cz. There are often two separate newsrooms, separate personnel but sometimes both provides similar topics. The most viewed news website according to the allyoucanread.com are Novinky.cz and Idnes.cz. Novinky.cz are partly connected to the Seznam.cz, the biggest czech search engine on the internet, which is in the Czech republic more popular than Google.com. But they are also connected with the newspaper Právo. Therefore it is also more left-wing oriented media. The news website aktuálně.cz is owned by a group Economia, which is also owner of economy-oriented newspapers and magazines.

The most viewed news websites:

Novinky.cz

Idnes.cz

akruálně.cz

lidovky.cz

denik.cz

3 Questionnaire

1. Does the constitution contain warranties that provide transparency for the media system?

The Czech constitution contains also The Bill of basic civil rights and freedom.

There is an article 17 in the 2nd section that guarantees (1.) the freedom of speech and the right for information for every single citizen.

2. Everyone has got a right to express his or her opinion by speech, written articles, press, video, or any other possible form of communication.

Everyone can receive and spread information with no regard to the state borders.

3. Censorship is forbidden.

4. the freedom of speech and the right for information can be limited only by a special law,

in case of protection of basic human rights, national safety, public safety or protection of public health and morality.

5. State institutions and institutions of self-government are obliged to give information about their work in an appropriate way.

Transparency in media system is not obviously warrantied in the constitution itself. But it is somehow part of the Media act.

Evaluation: 3

2. Is information on media company ownership accessible and available?

Generally yes, the company owning the media publishing house or TV channel is known and available also on the internet. It is also generally well-known in the Czech society which billionaires are owners of these companies. The information on web pages of media is accessible, although there is usually written only the name of company, not the structure of owners in deep. But the overview of media companies and their consortium are available at Mediaguru pages.

Newspaper title	owner	accessibility of information
1. Blesk Tkáč (CZ)	Czech News Center owned by CNC Holding – Daniel Křetínský and Patrik Tkáč (CZ)	
2. Aha	Czech News Center	
3. MF Dnes	MAFRA a.s., part of Agrofert holding, owned by Andrej Babiš (CZ/SK)	
4. Právo	Borgis (CZ) - Zdeněk Porybný	
5. Deník	Vltava-Labe-press, part of Verlagsgruppe-Passau, German publishing house. (GER)	

Sources:

Mediaguru. http://www.mediaguru.cz/2014/06/infografika-vlastnici-ceskych-medii-a-jejich-dosah-na-trhu/#.VZD-b_ntmkq

VPL official sites. <http://www.vlp.cz/o-vlp/o-firme.html>

TV

TV Nova CET21 Central European media enterprises, owned by Time Warner USA

ČT 1 public service TV (CZ)

FTV Prima FTV Prima Holding owned half by MTG Broadcasting (SE) and half by GES Media Group (CZ), namely Ivan Zach

ČT 24 public service TV (CZ)

TV Barrandov Empresa Media – owned by Jaromír Soukup (CZ), owner of media agency Médea

Sources:

Mediaguru. http://www.mediaguru.cz/2014/06/infografika-vlastnici-ceskych-medii-a-jejich-dosah-na-trhu/#.VZD-b_ntmkq

News websites:

Novinky.cz Seznam.cz and Právo - Borgis (CZ) – Zdeněk Porybný

Idnes.cz MAFRA a.s., part of Agrofert holding, owned by Andrej Babiš (CZ/SK)

akruálně.cz Economia a.s. owned by czech billionaire Zdeněk Bakala (CZ)

lidovky.cz MAFRA a.s., part of Agrofert holding, owned by Andrej Babiš (CZ/SK)

denik.cz Vltava-Labe-press, part of Verlagsgruppe-Passau, german publishing house. (GER)

Sources:

Mediaguru. http://www.mediaguru.cz/2014/06/infografika-vlastnici-ceskych-medii-a-jejich-dosah-na-trhu/#.VZD-b_ntmkq

Final evaluation: 15 points

points:

0 0 points

1-3 1 point

4-6 2 point

7-9 3 point

10-12 4 points

13-15 5 points

3. Is the management of the public service broadcasting transparent and free from political power?

(gather information about public service media, management and state control, parliament control or governmental control)

Czech TV (ČT) and Czech radio (ČRo) are together with Czech press office (ČTK) only public service media. ČT and ČRo have got their own councils, which members are elected by the members of Czech parliament. This was a goal of certain critique, because members of the council are elected by the political parties with partisan clue, not the professional clue. The members of councils decides for the general director of their media institution, so their function is very important. There were two moments when this structure was criticized: first was during the strike in Czech TV in 2001 and 2002, second was in 2014, where 23 journalists left the TV claiming about political influence in this institution. (They claimed that there are certain topics that they are not allowed to report about.)

Evaluation: 3 points

4. institutions

1. ombudsman

In the Czech Republic, there is no such a thing as media ombudsman.

Points: 0

2. Regulatory authority

There is a national broadcasting council called Council for the radio and TV broadcasting (RRTV) in the Czech republic. The Council plays important role because it provides and controls the licensees for Radio channels and TV channels too. The influence of RRTV is limited, they often control and penalize TV or radio channels only for the usage of vulgarism and sexual content during the day (sexual content is permitted after 10 p. m.), they try to maintain some moral standards, although the

violence on TV is not forbidden, only labeled by a star meaning inappropriate content for children.

“RRTV supervises on observance of legal regulations in the area of broadcasting and conditions stipulated in the decision on granting a license or in decision on registration; grants, changes, and withdraws licenses for broadcasting operation; issues, changes, and cancel decision about registration for operation of taken over broadcasting; and keeps a record of broadcasting operators and operators of taken over broadcasting. It monitors content of radio and television broadcasting, advises the broadcasting operators and operators of taken over broadcasting on infringement of their duties stipulated by Act No. 231/2001 Coll., or conditions of granted license, and schedules a term to them for remedy and imposes sanctions.

The function and responsibilities of the RRTV are set out in the Broadcasting Act of 2001. It is the central State administration body, which performs administration in the area of radio and television broadcasting, and in the area of audio-visual media services on request provided under Act No. 132/2010 Coll. It supervises on adherence to and development of plurality of the program offers and information in the area of broadcasting and taken over broadcasting, and attends to contentual independence of broadcasting and taken over broadcasting.”

Sources: Mediaspeak.org <http://www.mediaspeak.org/czech-republic-regulatory-authorities/>

Evaluation: 4

3. press council

The Media act does not provide any regulatory authority, central regulatory council or any other administrative tool for the news press. Therefore in Czech republic, there is no regulatory authority for news press.

Source: Media act for the periodical press release <http://www.nkp.cz/o-knihovne/odborne-cinnosti/oddeleni-periodik/povinny-vytisk/zakonypv#zak46>

Evaluation: 0

4. Journalistic associations

There is a voluntary professional association of journalists called Syndikát novinářů ČR. But the association has got no impact on media scene and production.

Source: Syndikát novinářů. <http://www.syndikat-novinaru.cz/>

Evaluation: 2

5. Media trade journals

There are two czech journals concerned analysis of media production, media trade and professional skills. First one is MediaGuru, the second one is Lupa.cz and also Mediář.cz Their professional standards are high and their impact on media scene is quite big especially for the journalists, marketers and other workers in media industry. They are probably not well-known for usual audience, but sometimes they can be cited as a source of information and analysis for newspapers stories.

Evaluation: 4

6. Journalists' education

There are universities in the Czech republic which provides public (that means not payed) education in fields as Journalism and Media studies. Two main are Karlova university in Prague and Masaryk university in Brno. There are also another one public universities and private universities which are concerned at this subject. The subject is connected to social sciences in Brno and faculty of arts in Prague. The level of quality of both universities is very high, but usually a person does not need a university education to become journalist.

Evaluation: 5

7. General code of ethics

There is only one code of ethics which is shared by the majority of serious press-media journalists. It is the ethical code of Syndicate of Czech journalists. (Syndikát novinářů ČR). It is not an official part of any press-control institution, but the Council for the radio and TV broadcasting (RRTV) recommends it to the journalists. Usually the tabloid journalists are not much aware of this code of ethics.

Evaluation: 4

8. Internal code of ethics

MF Dnes probably has got some, but it is not common feature. The production of news is more effected by the daily routines of each media. But there is new publishing codex between the MAFRA company and the Agrofert signed by Andrej Babiš which should guarantee the independence of all media from political influence, free space to management of chief editors. This is quite strange, because it is the basic condition for media production and it is usually not needed to write it somewhere for the public.

Source: http://data.idnes.cz/soubory/mafra_all/A131010_BOP_KODEX.PDF

1. Blesk yes <http://www.mediar.cz/sef-blesku-pavel-safr-bartosova-se-lidem-omrzela-dnes-je-vetsi-celebritou-david-rath/>

2. Aha yes the same

3. MF Dnes yes ethical codex http://www.krustecky.cz/VismoOnline_ActionScripts/File.ashx?id_org=450018&id_dokumenty=1663723

4. Právo not sure, not available on the internet

5. Deník yes

evaluation: 4 points, 1 unknown

TV Nova yes internal <http://www.novinky.cz/koktejl/167941-reporter-tv-nova-dostal-vypoved-za-video-k-praseci-chripce.html>

ČT 1 yes Ethical codex <http://www.ceskatelevize.cz/vse-o-ct/kodex-ct/preambule-a-vyklad-pojmu/>

FTV Prima yes Ethical codex of the Syndiucate of journalist ČR

ČT 24 yes Ethical codex <http://www.ceskatelevize.cz/vse-o-ct/kodex-ct/preambule-a-vyklad-pojmu/>

TV Barrandov not known

evaluation: 4 points, 1 unknown

Novinky.cz no known

Idnes.cz MAFRA ethical codex

akruálně.cz yes <http://nazory.aktualne.cz/eticky-kodex-obsahovych-sluzeb/r~i:article:747/>

lidovky.cz MAFRA ethical codex

denik.cz yes

4 yes, 1 unknown

final evaluation: 10 (some had got not functional code of ethics)

9. Transparent correction management

Usually there are no things as correct button or other possibility how can a reader directly propose changes in the text of the news article. On news websites there are often only contact to the journalists or editor in chief which can incorporate proposed

changes into another article about the same topic. The change of facts could be also a subject of the court process, where stakeholders of the article feel somehow offend by it and they take legal action against the editorial office (newsroom).

Evaluation: 2 from 15 points

10. Style book

Rules of creating news and writing are basic part of media production in press, TV, and news websites, but the role of daily routines is sometimes bigger than the role of style book, sometimes they are both the same. 13 out of 15 media has not got some.

Evaluation: 2 from 15 points

11. Published mission papers

Orientation of media is in many cases written on the web pages of media company. There is the goal they want to reach, the principles that the chief editor beliefs in and other information about the basic political ideas and moral standards.

12. Published news policy documents

This does not exist in major part of Europe except the skandinavian states.

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5. practices

1. research process is transparent.

The resources journalist used are in serious media quoted and linked if it is possible. Very different level we can find in tabloid media like Blesk! and Aha! There is often no clear information about the source of the information, labeled like a „someone from the

close surroundings of celebrity“, or „says one of his friends who did not want to be named“. Also the level of TV journalism is very different in commercial media and public service media, which provided much more balanced news.

Newspapers: 3 transparent, 2 non-transparent (Blesk, Aha!)

Websites: all 5 transparent

TV: 3 transparent, 2 non-transparent (TV Nova, TV Barrandov)

2. company editorial guideline (stylebook in fact)

viz 2 points

3 fixed complaint procedures

Fixed complaint procedures are always part of journalism, thanks to the Media act.

15 p.

4. guidelines are a part of employment agreement ???

internal critique section

news agencies as sources

legal department or media lawyer

media page as an own beat

public critique session

6.

7. Outside journalism

Comparative analysis of those points that every country – limited by our sources, so gather and compare the materials

Team E

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The Republic of Serbia

1. Introduction

The Republic of Serbia is a sovereign state that is geographically located between the Central and Southeast Europe. According to the Census (2011), it counts approximately 7.2 millions of inhabitants. Serbia's capital Belgrade is one of the most populated capitals in Southeast Europe. The Republic of Serbia is a member of the UN, the Council of Europe, OSCE, PfP, BSEC and CEFTA. Furthermore, this state is a candidate for the EU membership. Serbia is upper-middle income economy with a dominant service sector, followed by the industrial sector and agriculture. It has a high Human Development Index¹⁴ (ranked 77th in the world in 2014) and a medium-high Global Peace Index¹⁵ (ranked 52nd in the world in 2014).

As a country that was formed after the disintegration of the former Yugoslavia, the Republic of Serbia is characterized with the post-socialist transition from a planned economy and one-party system to a market economy and a multiparty system. This transition is reflected in the media system as well. Although previously conducted research show that some indicators of media freedom and pluralism are realized, many practices of modern media democratization have yet to be reached. „Like many other Central and Eastern European countries the introduction of freedom of speech was followed by the adaptation of free market economy ideals in the press market and an establishment of the dual system in the sector of broadcasting“. However, Serbia is still in the process of directing media strategy by creating legislative developments that would be the most appropriate for Serbian situation and at the same time would be completely in line with European standards in the media. Furthermore, the development of new technologies requires Serbia to „jump from one transition to another, bearing in mind that the country has not yet managed to complete the first transition. Hence, the

¹⁴ Mostly developed in the studies made by economists Sen and ul Haq, this measure considers the life expectancy, levels of literacy and education, standard of living and quality of life. Its aim is to show the impact of economic policies on the welfare of a given country.

¹⁵ This index attempts to measure the relative position of nations and regions in terms of a peacefulness.

current discussions on media accountability (MA) and self-regulation in Serbia are still related to the performance of traditional media organizations, which have yet to fully develop their own MA system.¹⁶

2. Methodology & Sampling

The content analysis of official websites was used as a methodological background of the study. We followed 5 biggest-selling newspapers, 5 most watched TV channels and 5 most visited news sites. The selection criteria are based on the recently published scientific and professional information. As the biggest-selling newspapers, the following media outlets are included¹⁷: Blic, Vecernje Novosti, Kurir, Alo and Politika. As the most popular TV channels, the following media outlets are included¹⁸: RTS, TV Pink, B 92, 1 Prva and Happy TV. As the most popular news sites, the following media outlets are included¹⁹: www.blic.rs, www.kurir.rs, www.b92.net, www.telegraf.rs, www.alo.rs and www.novosti.rs.

3. Questionnaire

MEDIA ENVIRONMENT: please rate on a scale from 0 (the element does not exist) to 5 (the element has a major efficacy and impact in terms of accountability and transparency)

- | | |
|--|---|
| 1. Does the constitution contain warranties that provide transparency for the media system? | There are some legal acts regarding the freedom of the speech and the right on true information, but there is no media as the keyword in the constitution |
| 2. Is information on media company ownership accessible and available? | 14 available, 1 not available |
| 3. Is the management of the public service broadcasting transparent and free from political power? | Not free (1 public media) |

DO THIS SET OF MEDIA ACCOUNTABILITY INSTRUMENTS EXIST IN YOUR COUNTRY (WHETHER COMPULSUORY OR NOT)? Please rate on a scale from 0 (the instrument does not exist) to 5 (the instrument has a major efficacy and impact in terms of accountability and transparency)

¹⁶ Glowacki, Michal; Kuš, Michal (2011) *From one transformation to Another: Towards an understanding of challenges for media accountability online in Serbia. MediAact Working Paper, University of Tampere, Finland.*

¹⁷ Source: www.audience.rs

¹⁸ Source: Partner Research Solutions survey conducted on approx. 1 200 respondents (2014).

¹⁹ Source: *Mapping of Digital Media: Serbia (2014).*

**HIGH DEGREES OF
INSTITUTIONALIZATION**

1. Ombudsman	The institution generally exist, but not only for the media issues
2. Regulatory Authority/Agency for Media (Broadcasting, Newspapers, Online Outlets) exist	Republic Broadcasting Agency of Serbia Regulatory Agency for Electronic Communications and Postal Services
3. Press Council	It exists
4. Journalist associations dealing with media accountability	Some Examples: Journalists' Association of Serbia The Independent Journalists' Association of Serbia
5. Media/Journalism trade journals	Some Examples: Dosije Telekomunikacije Some Examples:
6. Continuous education for journalists	Journalism and Communication – Undergraduate Study (Faculty of Political Science, University of Belgrade) Graduate Academic Studies in Journalism (Faculty of Political Science, University of Belgrade) PhD in Cultural and Media Studies (Faculty of Political Science, University of Belgrade) School of Video Journalism (organized by the Journalists' Association of Serbia)
7. General Code of ethics (Country level)	It exist; it is adopted by Journalists' Association of Serbia and The Independent Journalists' Association of Serbia
8. Internal Code of ethics (Company level)	N/A (no e-mail reply from contacted journalists)
9. Transparent correction management	1 YES, 14 NO
10. Style book	1 YES, 14 NO
11. Published mission papers/mission statement	2 YES, 13 NO
12. Published news policy document	1 YES, 14 NO

COULD YOU TELL IF IN THE MOST IMPORTANT NEWROOMS DO THESE PRACTICES EXIST? Please rate on a scale from 0 (the practice does not exist) to 5 (the practice has a major efficacy and impact in terms of

accountability and transparency)		
LOW DEGREES OF INSTITUTIONALIZATION	1. Research processes made transparent (e.g. deep links)	Only one media outlet use deep links; 9 media outlets use links, 5 media outlets do not use links
	2. Company editorial guidelines are made public	2 YES, 13 NO
	3. Fixed complaint procedures	2 YES, 13 NO
	4. Guidelines are part of the employment agreement/employment contract	N/A (no e-mail reply from contacted journalists)
	5. Internal critique session	N/A (no e-mail reply from contacted journalists)
	6. Specifying which news agencies are used as sources	N/A (no e-mail reply from contacted journalists)
	7. Legal department/media lawyer	N/A (no e-mail reply from contacted journalists)
	8. Media page/media journalism as a own beat	15 NO
	9. Public critique session	N/A (no e-mail reply from contacted journalists)

ONLINE AND OFFLINE INTERACTION Please rate on a scale from 0 (the instrument does not exist) to 5 (the instrument has a major efficacy and impact in terms of accountability and transparency)

1. Is there a way to contact the journalists?	3YES, 12 NO
2. Do letters to the editor exist?	4 YES, 11 NO
3. Are there regularly social media activities from journalists concerned with media accountability?	15 NO
4. Do news websites provide space for user's comments?	15 YES (mostly comments behind news; Facebook; forums; blogs)

OUTSIDE JOURNALISM Please rate on a scale from 0 (the instrument does not exist) to 5 (the instrument has a major efficacy and impact in terms of accountability and transparency)

HIGH DEGREES OF INSTITUTIONALIZATION		
N	1. Is there an "advisory council" consisting of users?	N/A (no e-mail reply from contacted journalists)
	2. Do consumer groups related to media exist?	Such groups exist on a general level, but not only considering the media issues
	3. Do academics or observatories produce periodically critical books or reports?	YES
	4. Does a media observatory exist?	Considering the European level, it exists. However, it observes the media issues related to

	Serbia. (http://rs.ejo-online.eu/)
5. Do media-related NGOs, Foundations or no profit research exist?	Some Examples: 1. BIRN Serbia 2. Media & Reform Center Niš 3. Serbian Center for Investigative Journalism (CINS)
6. Is media education generally taught at school?	N/A (no e-mail reply from the Ministry of Education)
7. Are courses in media (ethics) well established at universities?	NO
8. Is media ethics part of journalism education?	YES
LOW DEGREES OF INSTITUTIONALIZATION	
1. Do media satire shows/reports exist?	www.njuz.net
2. Do academic media watch websites/blogs exist?	www.medijskapismenost.net
3. Do activist media watch websites/blogs exist?	NO
4. Do regular social media activities from the audience concerned with media accountability exist?	Some Examples: 10. Let's improve the Pirot District 11. Stop the media violence 12. Stop censorship on the media and fake diplomas