Anna Liisa Westman and Edyta Pietrzak

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LOCAL DECISION MAKING II

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FOREWORDS

Today, during the time of globalisation and transnational cooperation, local decision making is facing social and financial challenges. It is not a paradox but contemporary reality in which local issues can have serious influence on translocal political and social changes. That is why this book reviews the role and responsibilities of local decision makers, municipalities in Poland, Russia, Czech Republic and Finland from different viewpoints, different cultural contexts and geopolitical locations.

The book is based on the course "IP-Programme Local Decision Making", arranged in Brno, Czech Republic on April 7th – 21st 2013 at the University of Masaryk. The partners of The IP Programme were: Inholland University, Rotterdam, the Netherlands (project coordinator and host in 2012), Karelia University of Applied Sciences, Joensuu, Finland, Togliatti State University, Togliatti, Russia, Robert, Gordon University, Aberdeen, United Kingdom, KATHO, Kortrijk, Belgium, University of Humanities and Economics, Lodz, Poland, Masaryk University, Brno, Czech Republic (host in 2013). However, this book covers only a small part of the entire results of the IP-programme.

The book examines new phenomenon of municipal work. It explores existing trends and recent developments as they relate to the overall municipal services, other duties and and administrative reforms, and how these impact on residents of municipalities. What is the relationship between municipalities on the local and European level? Could we learn something from each other when our societies and municipalities are so different by the structure and culture? What civil society means within municipalities? Could the media create active citizenship in the municipalities? What about the urban strategic planning in the context of a municipality? How far does local and global culture influence the municipal decision making processes as well as to the life of the municipal residents? When discussing services, what is the role of the non-governmental organisations? At the administrational and political decision making level there is always discussion about how to finance services. The political budgeting process is critical. These are the questions discussed in this book.

It is important to note that the municipalities of different states vary considerably in both their political and administrational systems. This includes variations in the degree of political and administrative centralisation and decentralisation. The idea of subsidiarity is present, but is is only speech without meanings? The legislation of the municipalities (local authorities) is based on EU regulations alongside laws and other statutes of the member states. For example, the ability of local services is based the political decision making of municipal councils and the ability to collect taxes. As a a consequence of differences in political structures, the organisation and financing of welfare services vary considerably with resources generated through a varying degree of taxation, social health insurance and private sources.

All in all, this book shares articles of the work and decision making processes of municipalities. We hope that this book provides new ideas. We would like to thank all our marvellous students and lecturers as well as the staff of the Masaryk University. Without all of you, this book would have never become a reality. You created an inspiring atmosphere for producing this book. Especially we would like to thank our colleagues from Russia and Czech Republic and friends who co-operated with us in the production of this book.

On the same time this book started deeper relationship between Karelia University of Applied Sciences and The Univerity of Humanities and Economics in Lodz. Our cooperation has now received a formal agreement. Without the Intensive Programme, it would not be possible.

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POLAND

GLOBAL AND LOCAL DIMENSIONS OF CIVIL SOCIETY

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Abstract: The element of civil society plays an important role in the local decision making because it shows the social dimension of that process. Nowadays during the time of globalisation and social and political changes this category has changed and developed. The article tries to answer questions as: What is civil society? How is it related with globalisation processes? Does global civil society exist?

Key words: civil society, globalisation, glocalisation.

Our reflection on global and local dimensions of civil society will have three steps taking us from one issue to another, all of which are important to the topic. We start from STEP 1 and the question: What is civil society? STEP 2 is devoted to globalisation and the relations between globalisation processes and the development of the civil society. Very often, when I talk about global civil society people ask me: Does global civil society really exist? So, this is the main question of that part of the article. And STEP 3 is a presentation of a spectacular case study of the global civil society.

STEP 1: What is civil society?

Aristotle identifies civil society with the political community which was formed by people – social beings that live in a state (*polis*) which meant one common place where their social nature could be developed. Marcus Tullius Cicero identified civic society with individual's involvement in community's political life and with related issues. Liberal philosophers started to identify civil society with a specific political system rather than with state (Locke 1992, 77-142). This system was characterized by: rule of law; limited, divided and sovereign political power; individual's freedoms of speech, association, economicl activity, private property (Pietrzak 2012, 24).

Contemporary thinkers explain civil society as an example of organizations and institutions, relations between them and the space of their existence. Ralph Dahrendorf understands civil society by the existence of autonomous organizations and institutions that represent people's free will (Darendorf 1994, 7). For Michael Walzer, civil

society is a space where people associated freely, also in nets of relationships connected to family, business, ideology, interests in order to fill this space (Walzer 1997, 7).

There is also a tendency to connect the civil society with one of a state. Norberto Bobbio states that the dispute about the civil society is, in reality, debate about state definition (Bobbio 1997, 58). Victor Perez Diaz describes two civil societies (Poboży 2007, 362-362) Civil society, *sensu largo*, as a social and political team of institutions[1]. If the members of the given society behave like citizens then we can talk about a civil society. Civil society, sensu stricto, means social organizations that are outside the state institutions and are not controlled by the government. In this situation civil society is less independent from the state and includes organizations and associations that are autonomous from the government and created directly by the citizens[2].

The essence of the dispute is the question of civil society functioning within the state's framework or outside it. The first option, combining the idea of civil society with the state, is called social–democratic and concentrates on the thesis that civil society cannot function without state's help. It is the state that must control conflicts, fight against inequality of different groups, prevent exclusion and promote political freedom and pluralism. On the other hand, the second opinion is connected to liberalism and is based on individual's autonomy and freedom (Pietrzak 2012, 27). According to Michael Walzer there must be a balance between freedom necessary to achieve political action and state activities that will help to coordinate citizens' actions. He compares state and civil society to chicken and egg (Walzer 2006, 117-124). Important steps toward equality have not been achieved without state activities, but on the other hand these activities took place because of the social pressure that the state had felt from its citizens. This pressure is possible only in a civil society. That is why civil society means a society where its members take part in public life (Poboży 2007, 363). The individual is the key component in a civil society, everything else is of secondary importance. If we would like to identify the most important elements of the civil society we would also have to focus on transparency of the public sphere, rationality of the public sphere (*public reasonabless*), public opinion and political participation.

Alexis de Tocqueville states that civil society is part of the relations between citizens who, for the common good, participate in public sphere by taking part in the decision making process[3]. That element of participation is very important for us, because of the topic of our programme. And when we try to solve the problem of civil society and the decision making process we can not do this without reference to the political system which in simple words is a complete set of institutions, interest groups (such as political parties, trade unions, lobby groups), the relationships between those institutions and the political norms and rules.

The most popular model of the political system is David Easton's model. In simple terms, Easton's behavioural approach to politics, proposed that a political system could be seen as a de-limited and fluid system of steps in decision making. Simplifying his model changes in the social or physical environment surrounding a political system

produce "demands" and "supports" for action or the status quo directed as "inputs" towards the political system, through political behaviour. These demands and supporting groups stimulate competition in a political system, leading to decisions or "outputs" directed at some aspect of the surrounding social or physical environment. After a decision or output is made (a specific policy), it interacts with its environment, and if it produces change in the environment, there are "outcomes". When a new policy interacts with its environment, outcomes may generate new demands or supports and groups in support or against the policy ("feedback") or a new policy on some related matter. Environmental feedback leads back to beginning and it is a never-ending story.
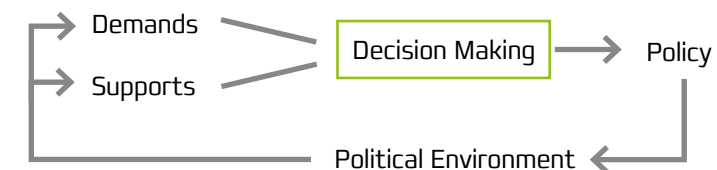

Figure 1. The Easton's model of political system. (Easton 2013)

The most significant point of our analysis is the fact, that without civil society we cannot talk about political systems. Civil society with its demand and support of political institutions, organizations and parties is at the core of the political system.

STEP 2: Global perspective of civil society

Under the title of globalisation we can understand the social, economic, cultural and demographic processes within nations and crossing borders of nations and states. The term *globalisation* first time appeared in The Webster Dictionary in 1961. Marshall McLuhan used later this term in slogan about the "global village". According to Anthony Giddens globalisation is a kind of worldwide intensification of social relations. Thanks to this intensification the local phenomena in different parts of globe connect with the phenomena from the other part of the world (Giddens 1990)[4].

We can find two different political interpretations of globalisation. One related to Francis Fukuyama's work, which describes globalisation mostly as 'homogenisation' of different parts of the world in which countries become closer to each other – HOMOGENIC PERSPECTIVE. The other belongs to Samuel Huntington, which emphasizes the idea that globalisation creates a very 'heterogeneous' cultural and political world system – HETEROGENOUS PERSPECTIVE (Pietrzak 2011, 44).

With the homogeneous perspective we can relate the concept of Global village closely associated with Marshall McLuhan, popularized in his books The Gutenberg Galaxy: the Making of Typographic Man (1962) and Understanding Media (1964). McLuhan describes how the globe has been contracted into a village by electric technology and the movement of information from every quarter to every point at the same time. Today, the term "Global Village" is mostly used as a metaphor to describe the Internet and World Wide Web where physical distance is less important to the real-time communicative activities and therefore social spheres are greatly expanded by the

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[1] That consists of five elements: public power that is constrained and responsible before the society; rule of law; public sphere that forms part of interested citizens; free market economy free from violations and corruption; and various associations of free citizens.

[2] Political parties, trade unions, associations are examples of this kind of organisations. In a broader sense political institutions are also formed by civil society; we can include in them: system of civil rights and freedoms; legislature power chosen in free elections; executive power elected directly or indirectly; an independent judiciary system.

[3] A. De Toqueville. 1996. O demokracji w Ameryce, tom 1. Krakow: Znak.

[4] A. Giddens. 1990. The Consequences of Modernity. Stanford: Stanford University Press.

openness of the web and the ease at which people can interact with others that share the same interests. Therefore, this technology fosters the idea of a conglomerate yet unified global community.

Another example of describing the homogeneous perspective of globalisation is a concept used by sociologist George Ritzer in his book The McDonaldization of Society (1993).

He describes it as the process by which a society takes on the characteristics of a fast-food restaurant. McDonaldization is a reconceptualization of rationalization, or moving from traditional to rational modes of thought, and scientific management. Where Max Weber used the model of the bureaucracy to represent the direction of this changing society, Ritzer sees the fast-food restaurant as having become a more representative contemporary paradigm. The characteristic of post-modern society is based on several factors:

1. Efficiency – the optimal method for accomplishing a task. In this context, Ritzer has a very specific meaning of "efficiency". Here, the optimal method equates to the fastest method to get from point A to point B. In the example of McDonald's customers, it is the fastest way to get from being hungry to being full. Efficiency in McDonaldization means that every aspect of the organization is geared toward the minimization of time.

2. Calculability – objectives should be quantifiable (sales) rather than subjective (taste). McDonaldization developed the notion that quantity equals quality, and that a large amount of product delivered to the customer in a short amount of time is the same as a high quality product. This allows people to quantify how much they are getting versus how much they're paying. Organisations want consumers to believe that they are getting large amounts of product for not a lot of money.

3. Predictability – standardized and uniform services. "Predictability" means that no matter where a person goes, they will receive the same service and receive the same product every time when interacting with the McDonaldized organization. This also applies to the workers in those organisations. Their tasks are highly repetitive, highly routine, and predictable.

4. Control – standardized and uniform employees, replacement of human by non-human technologies.

Globalisation is the functioning of complicated multilevel and associated processes of interpretation, translation, mutation and adaptation of global contents. A lot of theorists say that globalisation and homogenisation are the same designation of universal process. Globalisation not always result homogenisation of contents. It can cause opposing reactions connected with promoting of own culture. The idea of a global economy should not be mistaken for one homogenous world with common values. The essence of this processes describe Indigenisation. To "indigenise" means to transform things to fit the local culture. Most changes in original culture occur when western corporations impose their products on other economies - Westernizing. In world of politics, Indigenisation is the process in which non-Western cultures redefine themselves. Due to imperialism and the impetus to modernize, many countries have invoked Western values of self-determination, liberalism, democracy and independence in the

past. But now they are experiencing their own share of economic prosperity, technological sophistication, military power and political cohesion, they desire to revert to their ancestral cultures and religious beliefs[5].

We can also identify the process of creolisation, a concept that focuses on the inflow of commodities to a place (as opposed to the outflow ideas from the homogenisation concept). It is the process of seeing how commodities are assigned meanings and uses in receiving cultures. Locals select elements of the receiving culture in order to construct their own hybrid medium. Cultures become creolized as a consequence of the fusion of disparate elements that are both heterogeneous and local.

The third concept is glocalisation, popularized by Roland Robertson, who argues that the only perspective for describing globalisation is local. Local and global are not cultural oppositions, but rather principles, which penetrate each other. THINK GLOBALLY AND ACT LOCALLY.

🔢 THINK GLOBALLY AND ACT LOCALLY.

Accepting the theoretical aspects of globalisation, people and societies have to fight with real problems and consequences of that process: the development of technology and communications provides an opportunity to observe the development of consumerism; migrations of population the phenomenon of mass tourism; new opportunities for the development of less developed countries the increase of differences in the economic development; international cooperation a global arena for organized crime; the crisis of national-states, occurring difficulties in the construction of identity.

At the end of the 20th century the new political and economic order - World Wide Web became to existence. There is no global centre, rather transnational relations in the form of "complexity without borders" where nearly any change that took place in local community may encourage others to find a new way of behaviour. Public space has become dynamic and complex where new nonlinear structures are constantly being created. Social nets are good examples of complex systems functioning in contemporary public space. We can say that political system is a net of many relations between the authorities, social and nongovernmental organizations from which a new system is created defined by decisions, laws, rules and institutions (Rothert 2008, 151). Manuel Castells believes that nets create new social morphology and new type of social structure. This vision is connected to the whole and changing global order. There is no longer just one actor (state) but many actors (Rosnau 2000, 12).

The global socio-political scene should be, at least it seems like it, viewed as a place that gives options (many different possibilities and choices) because in all concepts there is a rejection of seeing people as subjects. Nevertheless people are subjects. We can even say that thesis about global homogenization of culture are connected only to a weak definition of culture reduced to materialistic goods and the ways of distribution. Globalisation in the more recent anthropological and social research is seen

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[5] S. P. Huntington writes more about Indigenisation in his book The Clash of Civilizations.

more as regionalization rather than the creation of one system. It does not lead to destruction of local contexts, but to formation new identity and expressions forms in culture, politics, society; where global products, signs and texts are used in local situations (Pietrzak 2012, 31).

In the second half of the 20th century there was an explosion of global civil associations and non-profit organizations (NGO) with global objectives. This kind of society's subjects is connected to its "place on Earth", but they are not limited by this place. They function in a dynamic way, in various institutions and nets at the same time. Global civil society is something else than non-governmental organisations, it includes individuals, companies, events, non profit organisations, social movements, various communities, celebrities, intellectuals, think tanks, charities, lobbies, protest movements, web sites, trade unions, employers' federations, international commissions, sport organisations, all of them form multilevel thick interconnected space. It exists in relationships and social dynamics. It is characterized by common traits – peaceful attitude, fight against violence and lack of tolerance (Rosnau 2000, 12). This border extending social activity

> The most important elements of that model of civil society are relationships and social dynamics.

can be understood as mode of local communities connecting with a global net. Transnational nets mark the borders of civil society and government sphere because global civil society is getting involved in decision making processes which consequently make it a rival of state institutions. In some way it is a monitoring and signalizing tool, which makes some of the local events important on the international arena (Pietrzak 2012, 32). So it is not only global and not only local society. We are witness of the new form of civil society created by the new technologies and communication forms.

The most important elements of that model of civil society are relationships and social dynamics. Local communities are connected with a global network in a totally new situation. There is one more element, we can't forget – civil disobedience. But what is civil disobedience? When we talk about civil disobedience are often cited two examples: Socrates and Hendry David Thoreau. Socrates did not question the right, but the court's mistake during the process, so I did not argue with the rules, but with the judges. Thoreau protested against the injustice of the law and spent the night in jail after refusing to pay the tax to the government that allowed slavery. As a result of this event, he wrote an essay "Civil Disobedience" introducing the term into the political vocabulary. For Hugo Adam Bedau, civil disobedience is a deliberate violation of applicable law, made in the

form of protest, which is public (Hołówka 2001, 393). Civil disobedience arises when people come to the conclusion that the normal channels to make changes do not work and also vice versa, if the government wants to make changes that are not in accordance with the Constitution and law. As mentioned, one of the main characteristics of civil disobedience is non-violence.

Howard Zinn defined it as one of our society problems, but we have to admit, that without civil disobedience we can not talk about true civil society.

> "Civil disobedience is not our problem. Our problem is civil obedience. Our problem is that people all over the world have obeyed the dictates of leaders…and millions have been killed because of this obedience…Our problem is that people are obedient allover the world in the face of poverty and starvation and stupidity, and war, and cruelty. Our problem is that people are obedient while the jails are full of petty thieves… [and] the grand thieves are running the country. That's our problem.[6]"

The question is what do we need to create real global civil society? Firstly, the political commitment of citizens, next political passion and believe that we really can change something. We can achieve that two first points without rising of civil awareness civil education ant of course without focusing on ethics, especially ethics of care[7] (not only traditional ethics of justice).

STEP 3: Global civil society - case study

14 February 2013 marked the largest global action in history to end violence against women and girls. V-Day's ONE BILLION RISING[8] campaign leveraged the strength of V-Day's 15-year activist network to mobilize over a billion people worldwide, inspiring women and men in 207 countries to come together and express their outrage, and to strike, dance and RISE against violence. One Billion Rising succeeded in creating visibility and understanding of the interconnection between issues such as poverty, corruption, greed, environmental plunder, imperialism, religious marginalisation, immigration, labour, political repression, and violence against women. The campaign has already spurred governments to invite local women to the table to discuss the issue of violence against women, garnered unparalleled international media attention and discourse, highlighted the push to pass the Violence Against Women Act in the U.S. Congress, and brought about a new level of awareness that the time to act is now. One Billion Rising will continue to grow and expand, not to become an annual holiday.

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[6] H. Zinn. Look at more e. g. http://www.goodreads.com/quotes/163932-civil-disobedience-is-not-our-problem-our-problem-is-civil

[7] "The ethics of care" implies that there is moral significance in the fundamental elements of relationships and dependencies in human life. Normatively, care ethics seeks to maintain relationships by contextualizing and promoting the well-being of care-givers and care-receivers in a network of social relations. Most often defined as a practice or virtue rather than a theory as such, "care" involves maintaining the world of, and meeting the needs of, ourself and others. It builds on the motivation to care for those who are dependent and vulnerable.

[8] One Bilion Rising. Look at more e. g. http://www.onebillionrising.org/pages/about-one-billion-rising

Conclusions

Useful conclusions of our reflections can be found in the theory of John Keane, who says that global civil society is

> "a dynamic nongovernmental system of interconnected socio-economic institutions that straddle the whole earth, and that have complex effects that are felt in its four corners. Global civil society is neither a static object nor aunfinished project that consists of sometimes thick, sometimes thinly stretched networks, pyramids and hub-and-spoke clusters of socio-economic institutions and actors who organise themselves across borders, with the deliberate aim of drawing the world together in new ways. These non-governmental institutions and actors tend to pluralise power and to problematise violence; consequently, their peaceful or 'civil' effects are felt everywhere, here and there, far and wide, to and from local areas, through wider regions, to the planetary level itself" (Keane: 2003, 8).

In this definition we can find both local and global aspect of civil society. Critically we should start to think about local and global phenomenons not in opposition, but attempt to create from them a new complex reality.

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RUSSIA

MEDIA AND ACTIVE CITIZENSHIP IN RUSSIA: VARIETY OF REALITIES

Liubov Gapeeva works as an editor in chief of the TV-studio of Togliatti State University while teaching within the Journalism Department of Togliatti State University. Her degree is in Russian Philology. A member of the Russian Union of Journalists, she has worked as a journalist on "Lada TV" (Togliatti) and edited "Studio special projects" at "First Channel" in Moscow. She also won the "Best Informational material" in the city competitions and continues to work as writer and documentary editor. As a coach she has been involved in several educational programmes including "The voice of the tundra" (Naryan-Mar) and the Youth Innovation Forum "iVolga" (Samara). Her professional interests include: regional information journalism in Russia, factors influencing the formation of information policy, cooperation with charitable organizations and practice-oriented teaching of television journalism.
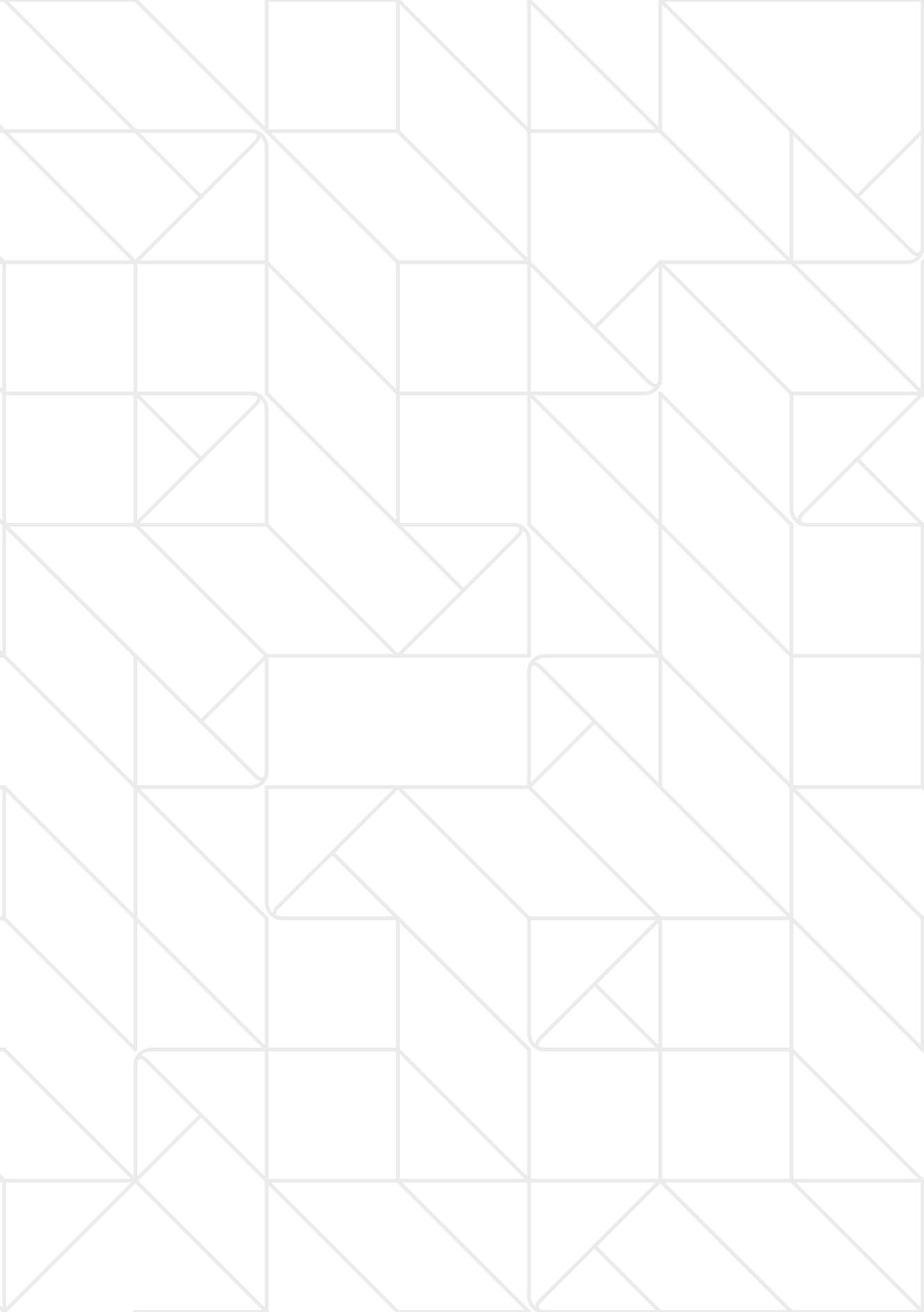
Abstract: I would like to highlight some trends that can now define the vector of development of Russian society and the media sphere. There is no doubt that to reflect all trends and to analyse the rapidly changing realities in the country are serious problems. An understanding of a "variety of realities" is the key to understanding Russian reality. Several countries exist simultaneously in the same area, among them liberal Russia, Russian Capital, "internet country", the official Russia. This list is far from exhaustive. The past year has been incredibly complicated for the country, Russian society and the media. President Vladimir Putin has placed a priority on the further development of civil society. It is important to understand what issues are the most urgent in the Russian regions. In recent times, various incidents have challenged our thinking: do we live in civil society? What does it mean in Russia?

Key words: active citizenship, media, Russia.

Recent political changes have affected all aspects of society and thus became a subject for the debate in the media and wider community. We have to note that massive protests began in 2011 with the election president campaign that had place with the disruptions.

The total sense of uncertainty grew because of the economic crisis. The protests erupted in Moscow and in Russian cities. The great number of people who took part used it to express their own decision making.

Russian protests

We have to define three forms of Russian protests. The first is the political protests (riots, marches, pickets). The "Case on the Bolotnaya square" (investigated by the Investigative Committee of the Russian criminal case of alleged mass disorders and in cases of violence against the members of law enforcement agencies) that allegedly occurred during the protests - "March of Millions" May 6, 2012. The reason was in the next – in Moscow on the way columns of protesters moving on Yakimanka street in Moscow, the proposed site of the final rally at the Bolotnaya Square. 19 members were charged with wrongdoing after the protest rally on May 6 [1].

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[1] Bolotnoe delo/Muddy work. Look at more e.g. http://bolotnoedelo.info/

The trend of the protests is a new form of civic action. It was the actual way of the protest in the spring and summer of 2012. Among the new forms of protest are "White rings", walking, walks, roving camp, Occupy Abay. "White ring" is the rally in the centre of Moscow, Occupy Abay was the opposition camp on Clean Ponds in Moscow, near the monument to Abai Kunanbaev (Kazakh poet, philosopher, composer, educator, thinker, social activist and founder of Kazakh written literature and its first classic). The camp was organized after the inauguration of the President Vladimir Putin. The people communicated organized seminars and so on. For instance, the idea of "Test walk" with famous writers and intellectual leaders arose after the mass arrests of oppositionists in the "March of Millions" on 6th of May and later during a flash mob on the boulevards, where the activists continued to protest against the violations during the parliamentary and presidential elections. The main point: "if they prohibit the rallies, no one can stop us simply walking on the streets"[2].

The third trend of the directions of protest actions is the supervision of elections at various levels as an independent mass movement. According to experts, it has involved 25 to 30 thousand people across the country[3].

Comprehensive political reform

The very important point is the activity of the Coordination Council of the Russian extra-systemic opposition. The Coordinating Council said the most important goal of the Russian opposition is the implementation of a comprehensive political reform.

Here are the problems that the Coordinating Council determines. The main elements of such a policy reform Coordinating Council believes:

1. Immediate release of political prisoners and stop the harassment against opposition activists.

2. Securing real change of power - from the President of the Russian Federation to the municipal clerk.

3. Reform of the judicial system and law enforcement · Abolition of political censorship in the media.

4. Reducing power of the President to the redistribution of power in favour of the Parliament.

5. Lowering the threshold for representation in the State Duma, the political parties and the return of the right of forming electoral blocs.

6. Returning to the four-year term of the President and State Duma.

7. The transition to the direct election of the members of the Federation Council[4].

We can say the year of the protests demonstrated that the civil society activists have become increasingly important in the political landscape of Russia. Many of them are on the list of the most influential figures in the Russian opposition.

Legislative proposals

Last year was also the time of the resonance of bills that have been approved by the State Duma of the Russian Federation. Perhaps the most talked-about of the last bills of the State Duma was the Russian answer to " The Magnitsky Act" (The Magnitsky Act, formally known as the Russia and Moldova Jackson-Vanik Repeal and Sergei Magnitsky Rule of Law Accountability Act of 2012, is a bipartisan bill which was passed by the U.S. Congress in November–December 2012). As a symmetrical response the State Duma adopted a law "On measures against persons involved in the violation of the rights of Russian citizens". The document has been called "the law of Dima Yakovlev" after a Russian child died in the heat. The boy was left in a car by his adoptive American father. The State Duma adopted "The Act of Dima Yakovlev", which became Russia's answer to the "Magnitsky Act". In particular, it prohibits adopting children from Russia to U.S. citizens[5]. "The Act of Dima Yakovlev" introduces a complex response to the so-called act of Magnitsky. Originally, it called for a ban on the entry into Russia Americans who violate the rights of Russians. After the first reading, the document was amended several times. The greatest repercussions amendment, according to which U.S. citizens are prohibited to adopt children from Russia, also provides for the closure of recruitment agency for children and denunciation of the US-Russian agreement on the adoption of minors. The new law extends the validity of the document to any country in violation of the rights of Russians, not just for Americans. The document also introduces a ban on activities in Russia funded by the U.S. non-profit organizations involved in politics, and organizations whose activities pose a threat to Russia's interests.

The law has caused a great resonance in society, as it sharpened the debate on the fate of orphans in the country as a whole. In 2012, in Russia, there were almost 660,000 orphans[6]. A Today, a lot of attention drawn to the problem, but we cannot note any change in this case. Liberal society called the law-humane and cannibalistic.

In 2012, before the "March of millions" the law toughening penalties for violation of the rules of public events was hastily passed. That sentence may incur a "massive simultaneous presence of citizens in public places", for the wearing of masks and for violation of the agreed actions. In September 2012 the State Duma introduced a bill providing for a sentence of up to five years in prison for insulting religious feelings and desecration. Independent experts have also opposed the bill, stating that it is not clear what is considered an insult to the feelings of believers and how to calculate the degree of insult.

This year also the bill applied to nonprofit organizations. NGOs will be required to report on how they receive money from foreign partners and what they spend. If the assistance is from the abroad, the NGO shall inform that it is a foreign agent. Violation is threatened by heavy fines[7]. The law has caused the outrage with human rights

[2] Aktualnaya prawda/ Actual truth. Look at more e.g. http://apravda.com/content/kontrolnaya-progulka-kak-metod-kontrolya

[3] Grazdannyi navludatel/ Citizen observer. Look at more e.g. http://nabludatel.org/

[4] Koordynacyinyi cvet oppozycyi/Coordinating Council of Opposition. Look at more e.g. http://kso-russia.org/o-sovete

[5] Rosyiskaia gazeta/Russian newspaper. 28.12.12. Look at more e.g. http://www.rg.ru/2012/12/29/zakon-dok.html

[6] Novosti ekonomiki w cifrah/Economics in numbers. 1.10.12. Look at more e.g. http://www.webecon.ru/novosti-politiki-i-organov-vlasti/newssoc/kolichestvo-detei-sirot-zaregistrirovanyh-v-rosi-prevysilo-660-tysjach.html

[7] Rosyiskaia gazeta/Russian newspaper. 23.7.12. Look at more e.g. http://www.rg.ru/2012/07/23/nko-dok.html

organizations, who claimed it was almost impossible to have received a grant from the Russian authorities. The label of "foreign agent" in the minds of the majority of Russians leaves negative associations. Unprecedented mass inspection covered 13 regions of the country and hundreds of NGOs for compliance with NGO law on the extremism[8].

The law on the control of expenses of officials will operate next year in Russia. It was adopted after several years of declarations by officials were treated with either laughter or anger. Experts on anti-corruption legislation argued that income and assets are not enough. Now officials are required to report on acquisitions and members of their family and explain where they have the extra money. Otherwise, the officer may be interested in prosecution. The idea is to alleviate the problem of corruption among public officials. However, they see the same deputies in law loopholes.

The Criminal Code has returned to the article "The slander" [9]. It threatens community service for up to 480 hours and a fine of up to 5 million of rubles. The journalists and human rights defenders throughout the course of the discussion of the amendments to the Criminal Code protested, pointing out that the law will be applied primarily to the critics of the government. Initially legislators pressed for libel and imprisonment, but then the rule has disappeared.

Some laws are directly related to the media. The law "On the protection of children from information harmful to their health and development" came into force on 1 September 2012[10]. It is accompanied by a decree according to which Russia is a single register of banned sites to which access is blocked. The law has caused a broad discussion and misunderstanding by Russian media. The law made waves still under discussion and continues to cause controversy. "Wikipedia", "Yandex", "Live Journal", "VKontakte" pointed out that it restricts the freedom of access to information on the web. The law has become the source of many curiosities.

To cite one example: "2x2 channel" had to move the animated series "South Park" at a later time - now the audience will see it after 23.00. General Director of TV Leo Makarov said that the software, which is subject to the new law "will be a certain degree of irony to retouch." "For example, we will close the screen and write the ticker text banter. Some heroes are noisy cursing," - said Makarov[11]. As a result, many Soviet cartoons might be banned. At the moment this law cannot be considered effective. But certainly we can say that this is a peculiar way to regulate media. But the state leaders deny that the law is repressive.

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[8] Zagolovki/Headlines. 22.3.13. Look at more e.g http://www.zagolovki.ru/daytheme/obiski_nko/22Mar2013

[9] Novosti/News. 13.7.12. Look at more e.g. http://news.mail.ru/politics/9577558/?frommail=1

[10] Rosyiskaia gazeta/Russian newspaper. 31.12.10. Look at more e.g. http://www.rg.ru/2010/12/31/deti-inform-dok.html

[11] Rosyiskaia gazeta/Russian newspaper. 30.8.12. Look at more e.g. http://www.rg.ru/2012/08/30/mult-anons.html

Freedom of press

The Press Freedom Index is an annual ranking of countries compiled and published by "Reporters without Borders" based upon the organization's assessment of the countries' press freedom records in the previous year. This year Russia is ranked 148th out of 179 countries (last year it was 142). Russia is adjacent to the Philippines and Singapore, close to Iraq and the Gambia. Countries such as Cambodia and Bangladesh have a higher rank. Finland and the Netherlands are traditionally the highest rated[12].

There are some critical trends in the media landscape in Russia. The growing influence of Internet-platforms (the blogging is now on the rise, it is easily accessible to many people, allowing anyone to publish stories that ignore the mainstream media. The internet is rapidly becoming more and more accessible, and for much more than simply entertainment. For many it has become a virtual forum where their voices are not only heard, but is guaranteed to sweep echo across the country in a few hours. The social blogging is coming out of the boundaries of the virtual space and moved to the real space)

> » the national trends of internet-consumption:
>> » 55% of Russian citizens are users of Internet,
>> » 82% of them have accounts in social networks
> » Russian political community "haunts" in Facebook
> » Media experts forecast that the Russian Parliament will continue the struggle for the influence in Runet

According to the official version (due to economic inefficiency) the major publications were closed. This media shared liberal points of view. The outflow of well-known and respected journalists came out of the profession

Next point is very bright example of the relationship between protests, positions of official authority and media. "The Term" is the documentary film directed by Pavel Kostomarov and Alexander Rastorguev and journalist Alexei Pivovarov. This is a documentary and on-line project. It began as documentary about the leaders of the protests. But later the conception was changed. In summer 2012 the documentary was presented at a film festival in Karlovy Vary. The project is not the chronicle of the protests, but the fixation of the thoughts and emotions of the characters. The project is unique because of its direct interaction with the reality. When the case about the disorders on Bolotnaya squire was started camera man and director of this project Pavel Kostomarov was questioned, videos were taken, he had given a written non-disclosure of secrets investigation. Now the project is going on one of the popular news sites Lenta.ru.

The trend continues that the federal television channels are broadcasting pseudo-unmasking materials about the opposition members and civil society activists. The film about "Pussy Riot" called «Provocateurs»[13]. The main objective of these projects is not a media, but rather propaganda.

The next trend in media area in Russia is the movement in the labour market. There are key moments – the owner or the founder of media dismisses an editor. For instance, the excuse is used that the format of the publication needs to change or the owner does not like the cover of the media. Owners of publication were dissatisfied with the con-

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[12] Reporters without Borders. Press Fredom Index 2013. Look at more e.g. http://en.rsf.org/press-freedom-index-2013,1054.html

[13] Vesti/News.25.4.2012. Look at more e.g. http://www.vesti.ru/doc.html?id=779736

tent and the subject to be changed direction towards the lifestyle, come to new readers and advertisers. One of the most interesting projects in the Russian media space is the project Colta.ru[14]. After the resource Openspace.ru was closed because of political matters, the journalists created the Colta.ru. The edition gives such a characterization of this media: this is the public media on the culture and spirit of the times, and this site about culture and society becomes in fact, the only public media in Russia. The site Colta.ru no owner - either public or private. The basis of his life - it is individual donations and grants. Colta.ru says: "This means that our website will exist without the help of the state, without the owners and investors, only at the expense of society. The site is completely independent and it promises to work well on its territory - the territory of culture and spirit of the times. This is an experiment. We do not know how it will end... we hope that it will be interesting to you"[15]. Some experts called Colta.ru the utopia of our day: the democratic, cultural, leisure, the separate and independent spaces. It is quite unique in the Russian-speaking space experiment of the crowd funding that in the business of manufacturing and consumption of high-quality content, this model should be. It is the first example of crowd funding in Russian media in general.

Noteworthy is the fact that the media involve more of their activities in civic participation. Trend: the media project dedicated to civil initiatives or media presents their own civil initiatives. Russian media has shown this year, his interest in changing lives, in their influence on decision-making at all levels.

Media projects

One of the stylish and advanced Russian media projects – the site so called city newspaper "The Village". They created the project "Parking Douche". It's a pretty ingenious way to solve Russia's urban parking problem: "We decided to show the worst examples of parking around town. We made an application that allows citizens to collect and share information on cases illegal parking. To use it, you need to take a photo of the car and its number, select the type of body colour of the car and send the information to the server will be shown photos offender residents nearby houses - for this application writes the coordinates of where the photo was taken. When you try to read an article on the website it has a banner with the image of the nearest offender..... indifferent users can simply close the banner. Improperly parked cars will be known to the whole city, and the owners know friends, colleagues and neighbours. So we can change the situation on the streets and make this behavior acceptable in the public consciousness"[16].

The "change agents" in Russia are the increasing activities of civil activists: some of the most influential figures of the Russian opposition and Russian policy are civic society activists, civic society activists are becoming independent lawmakers (independents, that is, not members of a large party, began to appear in Moscow, but it is expected that such a movement will manifest itself in the Russian regions), strong development of the volunteer movement, large number of community organizations came (their task is to improve the urban environment, helping people in difficult situations).

Society "Blue Buckets" is Russian social movement whose members are in favor of that "flashers" (flashing lights) were used only on a vehicle emergency and protest against their use by senior government officials. Protest is expressed by flash mobs Simulator "flashers", usually used innocuous items such as baby blue plastic bucket to be applied with tape or placed on the roof of the vehicle.

"Lisa Alert" is the volunteer detachment that is engaged in search for missing people. They say about themselves: "Over the two and a half years we have become specialists in search of the missing in the city, in the woods. Children, the elderly, adults, people with mental disabilities. We have opened a free hotline for missing children across Russia. Developed methods for all types of searches and the kidnapping, continuously working to prevent the escape and disappearance. We have completed hundreds of successful searches. Volunteers are the only ones in Russia know how to find people in the woods. And only in our country that can be effective in this regard are volunteers. Because we have in contrast to departmental staff very high motivation". Today the squads of the movement Lisa Alert are in all regions of Russia and in Togliatti also.

2010 year was the year of the wildfire in many regions of Russia and in Togliatti. Some years ago we had forest as the part of the city, but after fires occurred we lost almost the half of all forests. Environmental assessment suggests it will take more than 50 years to restore.

During forest fires in the summer of 2010 the volunteers were able to assist in fire suppression and prevention of new, now many of them help with the planting of new trees. Volunteers were involved including social networks and no one can tell the exact number of people who have been involved in patrolling the burning wood and planting new seedlings. The City Charitable Foundation "Fund Togliatti" together with the partners continues the restoration and the preservation programme "Togliatti forest". The programme is implemented solely for charitable donations of organizations and individuals.

The 2012 Russian floods occurred in southwest Russia in early July, mainly in Krasnodar Krai near the coast of the Black Sea. The equivalent of five months of rain fell overnight in some southern parts of the country according to the Hydro meteorological Centre of Russia. 171 people died during the floods, and Russian police said the floods damaged the homes of nearly 13,000 people. According to the governor of Krasnodar Krai, Alexander Tkachyov, "there was nothing of the kind for the last 70 years". The flood was part of the aftermath of an intense storm that hit Krasnodar, dropping almost half a year's worth of rainfall on the region over two days. As of July 11, 2012 30,000 people have been affected by the floods. The volunteers were able to quickly mobilize and organize assistance to victims. No one can tell the exact number of people who have been involved in patrolling the burning wood and planting new seedlings [17].

The next trend of the Russian life has the issue of "internalization" of the Russian population. That is why there are a lot of internet platforms that were created by enthusiasts. For instance, Uprava.ru or Дом.Двор.Дороги.ру (domdvordorogi.ru) with which you can complain to the relevant authorities on the dirty road, a pit in the courtyard, the lack of road signs and other troubles. Because we live in a system with very strong bureaucracy, such resources are for people just saving.

14 Planeta.ru/Planet.ru.2013. Look at more e.g. http://start.planeta.ru/campaigns/350

15 Colta.ru. 2013. Look at more e.g. http://www.colta.ru/about

16 The Village.ru. 2013. Look at more e.g. http://specials.the-village.ru/pages/specials/parking

17 Lizaalert.org. 2013. Look at more e.g. http://lizaalert.org/about.asp?sf=1&sfp=1

"Virtual Rynda" - a tool for the coordination of mutual aid, whose mission - to unlock the potential of the Russian community network of cooperation among Internet users and the various organizations, including nonprofit organizations, government agencies and businesses. This site allows everyone to communicate their distress or willingness to help. Messages come into the public space and allow drawing attention to a range of events and issues. The collection, analysis, processing and providing this information help maximize tie in the events with those who can help them.

Very important trend is the development of the civic society activity: new ideas and forms of interaction (blogs, lectures, meetings, exhibitions, projects, "marathon urban action", funds etc.), "fashion for" urbanism, interest in improving the urban environment, 2 ways for civic society activists: "do it yourself" or "force official institutes to work".

Perhaps the reason of the growing popularity of different social activities of Russian population is in the next point: sociological studies have shown that the current generation of young Russians are critical of the authorities and sceptical of the opposition. In addition, young people are becoming increasingly interested in charity work and volunteering, "today's youth believes that Russia has a glorious past and a bright future, but its present is miserable".

The negativity of the young is by no means threatening to boil over into a revolution. Most of those polled stated that they had not participated in the recent protests because they distrust the current opposition leaders. The trend is the social blogging out of the boundaries of the virtual space and moved into the space of the real.

The movement "Partisaning. Participatory urban replanning" says in the manifesto: "Throughout the 20th century, artistic movements have sought to challenge and break from traditional notions of art. This constant blurring of boundaries now means that any act or work done by an artist may be regarded as an object of art. Today, the distinction between art and non-art is almost impossible to make, and any classification is subjective. Since the 1920s, radical artistic experiments have sought to destroy the boundaries between art and everyday life. Old industrial buildings, city streets, the Internet and mass media are increasingly replacing museums and galleries as the ideal forums and exhibition venues for modern art. Today's activist urban residents do not think of art a distinct system. They use the language of art as a tool to challenge and change their daily reality: from DIY urban repair to struggling for new forms of state representation. Unsanctioned interventions and interactions in our urban environments, combined with mass media connectivity, have become effective transformative tactics for a new, alternative vision for the future. Partizaning is not just the name of our website. It is also a term to define a new phenomenon and strategy at the intersection of street art and social activism. We devised this term in Russia, where we demonstrate in a revolutionary tradition how self-motivated, unauthorized statements and unsolicited action can become key drivers of social and cultural change. Our goal is to reflect and promote the idea of art-based DIY activism aimed at rethinking, restructuring and improving urban environments and communities"[18].

Partizaning - it is not only the name of blog, but also the name of a new phenomenon, born at the intersection of street art and social activities. The activists put forward the term is in Russia, where no one unauthorized private witty words or actions may be

a key form of social and cultural change. The aim of the project is the reflection and the promotion of the idea of free speech or action aimed at rethinking and restructuring of the urban environment and society in general[19].

Instead of waiting for Moscow's government to update their worst ever map of the subway, the activists of Partizaning decided to create their own, unsanctioned map of the city's metro system. Without any commission (but using the donated funds from one of the readers in Germany) they designed, printed and posted this map in several metro wagons. They admit that the map is not perfect and they are not pretending to create a real official map. There are lots of things to improve. But the goal was to highlights some of the social and transport problems that need to be widely discussed and solved.

The fund "City projects" has great large influence in the country. The authors are popular blogger Ilya Varlamov and young politician Maxim Katz. The fund says about itself: "We know and love the city. And we see that in Russia, with the cities the situation is very bad. They are dark and gray, they are dirty and uncomfortable. This situation we want to change. We want to see the city again turned to face the man. People with disabilities in our cities made to feel productive members of the society. Streets you can safely move on bicycles. Public transport that is easy and effective. We want to see the city was clean! This is very important. Every person has a right to go in white pants to the city at any time of year! And we know how to do it simply. Within urban projects we will translate and publish good books and movies. We will bring to Moscow and to other cities of the world's leading experts on urban issues. We will organize exhibitions, seminars and lectures. We will be an example of our cities offer a variety of improvement projects. We will do the research and explain why the bad parking on the sidewalk and trees on Tverskaya street well. But the main idea of "City projects" that it will only work if it is to the interest of the people".

The fund "City projects" proved influential, for instance in story of the discussion of the trolleybuses in Togliatti. Togliatti Mayor Sergei Andreyev affected by the active criticism of the policy of virtual elimination of this kind, in a meeting with bloggers it made clear that the attacks on him due to the fact that the tender for the development of the transport strategy of win "wrong." It provoked a furious reaction from the fund "City projects" based Muscovites Maxim Katz and Ilya Varlamov.

It should be noted that since Maxim Katz and Ilya Varlamov are among the most popular bloggers in the country leading to a wide public response. For example, they highlighted the problem Klimovka (abandoned village near Togliatti). It is also very important to note that Katz is the member of the Coordination Council of Russian opposition.

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[18] Da.Krasnodar.ru.8.7.12. Look at more e.g.http://dakrasnodar.ru/info/news-kuban/08-07-2012-navodnenie-v-krymske-7-iyulya-foto-video-tkachev-kuban.html

[19] Partizaning. 2013. Look at more e.g.http://eng.partizaning.org/

Conclusion

It was only the attempt to draw a picture of the set of realities Russia. Currently the most discussed topic in the Russian community is the theme of the new law dedicated to "propaganda of non-traditional sexual relations". It is no exaggeration to say that this topic has become a new reason for the total split of Russian society and new challenge to the civil society. The real proportion of forces, as well as the actual ability or, conversely, the inability of the Russian opposition to be the real political power will show in the upcoming elections (autumn 2013) in the municipal authorities and in particular the mayoral election in Moscow.

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URBAN STRATEGIC PLANNING IN TOGLIATTI

Abstract: This article focuses on the concept of urban strategic planning (USP) and its implementation in Togliatti. For its achievement those tasks was reviewed: the examination of the theory of Urban Strategic Planning and the investigation of the main stages of USP; the analysis of the USP process in Togliatti and determination of the main directions of the city development.

Key words: urban strategic planning, strategic plan, strategy.
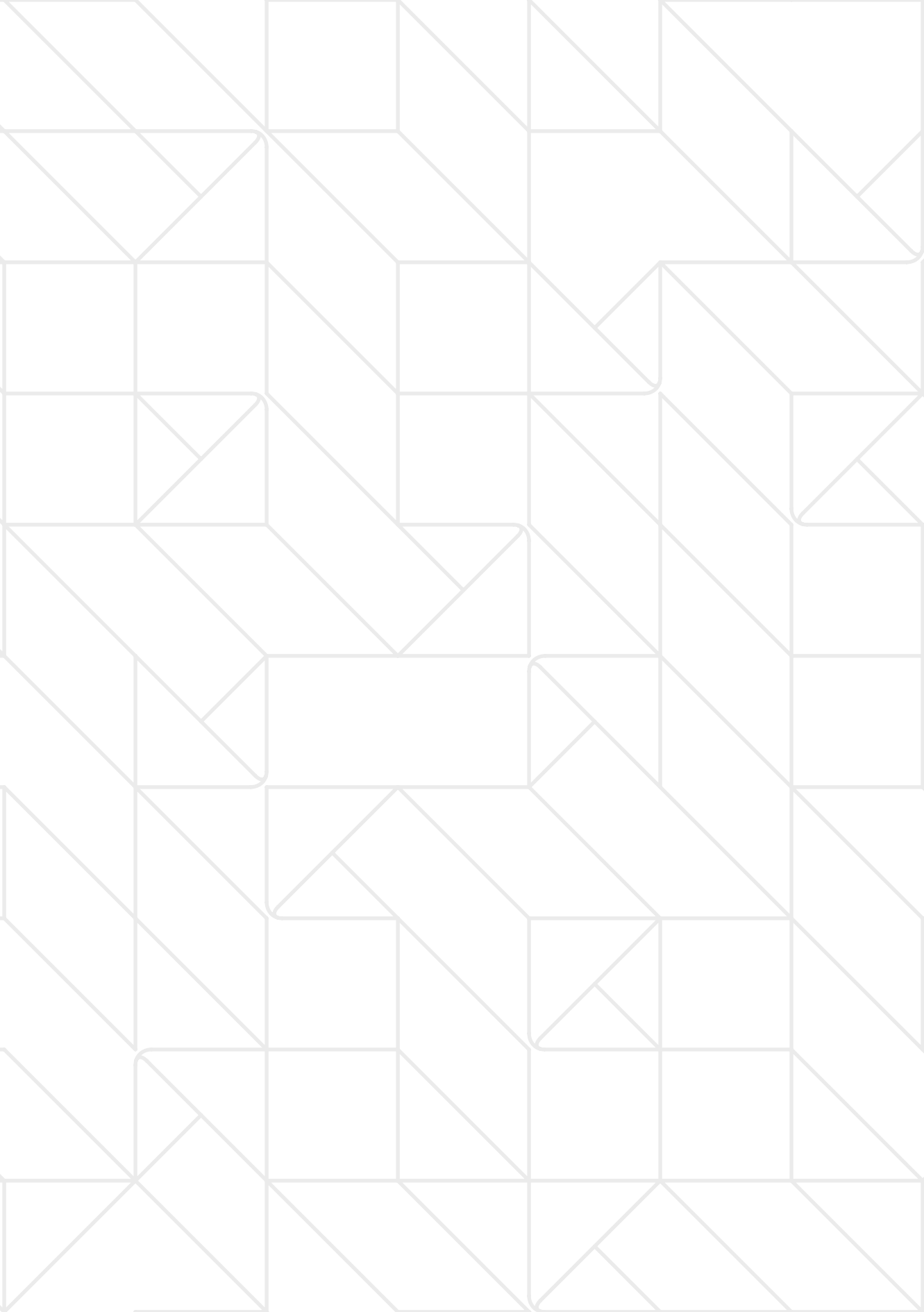
Nowadays the problem of defining the directions of urban strategic planning is becoming more and more important. Throughout Russia (and particularly in Togliatti) urban strategic planning has only recently started to develop. That is why there are a lot of open questions in this sphere. We have decided to focus on this theme allowing is to view the process of Urban Strategic Planning in Togliatti from the inside.

The first attempt of setting the USP mechanism that took into consideration the character of city development was implemented in 2004. The Strategic Plan of City Development up to 2020 was approved in 2008. Togliatti has only the five years experience in the implementation of strategic plans.

The most important USP became for Togliatti in the crisis and post-crisis periods (2008-2009), when all of the problems became more prominent. Adopting operational actions was not enough to solve problems, it was necessary to make a long-term strategic plan, which would include all the necessary stages: analysis of current situation, goals and development priorities, the decision-making process and possible ways to implement planned actions. In this work such sources as internet websites, articles, statistics, tutorials and information given by the Office of Mayor, were all used.

Definition and the main stages of the urban strategic planning process

Urban Strategic Planning is recognized as independent, collective and volitional goal setting establishing the main direction of social and economic development in a dynamic competitive environment. The emergence of local self-government, market reforms and local government in Russia, created an opportunity to shift hierarchical planning to urban strategy planning. Rohchin et. al. notes that recently the need for

urban strategy planning system has grown up because of the long-term character of decision-making in defense, social, technological and economic fields (Rohchin, Jilkin & Znamenskaya 2010, 58). The USP system is aimed at:

» the determination of the optimal transition from current social and economic situation to the desired state

» the concentration of resources of different (financial, organisational, informative and human) quality for achieving of the planned goals

» the consolidation of all the economic entities for achieving goals of social and economic city development

The basic functions of urban strategic planning are defined according to the goals:

a) the determination of internal and external conditions and tendencies of social and economic development, identification of possibilities and disabilities of the social and economic development

b) the determination of the city development goals and the priorities of socio-economic policy

c) the selection of ways and methods of goals achievement, which provide efficiency of using the available recourses

d) the organisation of the package of measures, which provide strategic goals implementation in appropriate fields

e) the determination of the recourses which are necessary for achievement of social and economic development goals and purposes

f) the cooperation of the planned activities on achieving strategic goals between different levels of state government, business and society

g) the realization of strategic control

h) the people ware, scientific, technological and information provision of urban strategy planning on social and economic development

The strategy concentrates on city prospects and it should reduce key factors in every field. It does not cancel or replace other kinds of planning, but it gives a direction in the most important areas of life. The formation of the strategy is not only an administrative process. It is rather the conclusion of a contract of social agreement, and in according to it governments, enterprises and public organisations, assume particular obligations. It is formed and implemented by all of the participants, who influences on the city development, in the interests of and cooperation with the citizens. Strategy is addressed to all of the local community, it orientates citizens, shows the prospects to the business, government, citizens and potential outside investors.

The lack of social-approved and government-taken urban strategy leads to the decrease of the management quality, damages external and internal image of the city and its administration. Two main features which help to determine the specificity of the strategy planning system in the city can be distinguished:

1. "the competitiveness of the city". The system of urban strategy planning should only concern the main factors for survival, adaptation and sustainable development of the city in the competitive market environment. First of all, the subject of strategy planning is the competitiveness of the whole city as the place for a living and business activity. It can be seen in the quality of life indicators, formed by separate branches of urban economy and the social sector.

2. "the urban dialogue". One of the main problems of USP is the decrease of the uncertainty of the future. Particularly, it is achieved by defining, discussion, clarifying and coordination of actions of stakeholders of city development. Thus, the strategy can be developed only by multilateral and constructive cooperation of the business, government and society.

The USP is the kind of management activity, which consists in the planning of such goals of the city development and the strategic perspective and the ways of its achieving, which should provide its effective functioning on the base of in-time adaptation to the shifting environment. From the definition of the USP we can see its content, which can be defined by those consistently implemented stages of planned works, differentiated in goals, purposes and kinds of providing:

» the analysis of the initial conditions and preconditions of the city development;

» grounds of goals and priorities of strategic development and the implementation arrangements

» the preparation of the management decisions on the reaching of goals set in a form of the concept of the city development, the development programmes, investment projects, etc.

» the control of the implementation of strategic goals on city development

The contents of every stage of the work in the strategic planning area are described below. The analysis of the initial conditions and preconditions of the city development is the key stage of the scheduled works. The importance of this process is in the big range of predetermination of strategic city development by the quality and quantity of the social and economic potential using and external factors. On this stage the complex range of analytical activities is held. These activities are concerned with the study of the origin and the defining of the inner city development appropriateness with the analysis of the influence of internal and external factors on the city development perspectives with the complex evaluation of social and economic situation. Essentially, in the process of the realization of the strategic analysis of initial conditions and preconditions of the city development on the perspective considered, the storage and the handling of the information, essential for the determination of the goals and priorities of city development and the development of strategic decisions, is directed on the achievement of the goals.

The justification of goals and priorities of city strategic development is the second stage in the urban strategic planning. At this stage the justification of priority func-

tions, which will be implemented in the strategic perspective, is realized as good as the determination of main goals and priorities in city's social and environmental spheres, economy and management systems, mechanisms of its practical implementation. The importance of this stage is in the dependence on the future management decisions by the urban strategic planning area from the results of made analytical works and forecast analysis.

The third stage of USP is connected with the preparation of such documents as the concept of urban strategic planning, programmes, planes and projects, which develop, specify and implement the strategy. The importance of this stage of planning is in the principal fact of the formation of the practical implement mechanism of strategic conception of the city development.

The monitoring stage containing the implementation of control and analytical functions, which connected with the estimation of the plan implementation, the development of offers aimed at the increase of positive and the decrease of negative tendencies at the achievement of goals of the city development intended on the strategic perspective. A different method of concepts, programmes and project planning is supposed to be used during the implementation of the introduced kind of urban strategic planning.

Urban strategic planning in Togliatti and the main directions of the city development

USP is the essential element at the city management system, that helps local authorities to provide effective current solutions according to long-term goals, to create proper conditions for development of the Togliatti and to act as a tool for the consolidation of efforts of bodies of local self-government and the whole society in local decision-making and reputation improvement of the city.

During the USP process the directions of the Togliatti development are determined as good as the conditions of the environment-forming and the development of infrastructures in the interest of the urban society and local government. The strategic plan is the regulatory act, which gives a direction to the long-term activity of the local government bodies and urban society which is aimed at the Togliatti development.

The urban strategy planning in Togliatti is aimed at:

» the observation of long-term prior directions and goals of the city development (up to 2020)

» the evaluation of the social and economic development potential of the city

» the coordination of the short-term policy and long-term strategic development priorities

» the provision of coordinated actions and the definition of the themes for partnership of federal executive authority, bodies of local government, representatives of commercial and non-profit organizations, including public ones

» the provision of the coordination of federal government of Samara Region and local government actions

In order to provide consensus of different social groups of urban public the strategic planning implementation is realized in public. The publicity is achieved by the direct participation of urban society and representatives of business in the public discussion and in the process of urban strategic planning. During the strategic planning of Togliatti up to 2020 by the city public (public organisations, businessmen and citizens), 438 offers were introduced and have been taken into consideration. Everyone could introduce

his proposals by internet on the specially-made website (Strategic plan of city development up to 2020, 2010).

The Togliatti urban strategy planning includes such stages as:

I.   Analysis of the conditions and tendencies of the city development

II. Setting of strategic goals on the city development

III. Defining the steps and planning the actions

IV. Implementation of strategic goals

The first stage defines the initial situation, positive and negative tendencies of social and economic city development makes forecasts and possible future development. The second stage of urban strategic planning includes the substantiation of the mission, main middle-term and long-term goals, the strategic ways main goal achievement, problems and steps on every development direction; the characteristics of every strategic spheres; foreground directions of science, technology and technique development and the list of critical technologies in the urban area of Togliatti. The third stage is the defining of the list of activities for implementation of urban strategy and it consists of the defining of possible results, effectiveness and long-term effects; the estimation of its costs and risks; the development of action plan on the implementation and its control. The fourth stage is the implementation of the strategy itself, its projects and programs.

Togliatti is characterised by this apparatus of strategic planning (Jilkin 2006, 36):

» City Strategic Council (CSC)

» Social council on strategic planning

» Council of experts on strategic planning

» Working Group on strategic planning

Strategic Council leads the process of strategic planning and implementation, organises and coordinates the cooperation of the bodies of strategic planning. The Strategic Council makes decisions within its competence on the matter of strategic planning. It is chaired by the Mayor of the city of Togliatti. The Strategic Council includes 20 representatives of leading enterprises, bodies and infrastructures of the city.

The public advisory body - the social council is set up in order to provide a consensus amongst different social groups on urban public during the strategic planning and implementation. This includes public examination of the concept of strategic plan, strategic planning project; participation in the designing of strategic plan and independent projects; contributing in the implementation of strategic plan and independent projects.

Scientific advisory body - the council of experts is set up in order to provide the scientific validity of strategic plan and its parts. The council of experts includes leading scientists and experts on the issue of development of municipal units. Personal membership of the council of experts is approved by major resolution by the presentation of universities chancellors. If necessary The Major and chairman of City Duma can order expert advices on a contractual basis.

The working group on strategic planning is the direct executor at the operational structure of strategic planning. The activity of working group on strategic planning is concentrate on the development and implementation of strategic plan (SP). The membership of the working group on strategic planning is approved by resolution. To negotiate the limitations and obstacles in the city development, it is necessary for all the parties concerned (they are government, business, non-profit groups and society) to

understand and to take part in decision-making process. Today there is a Strategic plan for city development until 2020, which was approved and in order to solve the strategic problems and to achieve strategic goals at. In the SP marked such development priorities as (Strategic plan of city development up to 2020, 2010):

1. The all-round development of people potential
2. The support of intensive economic development
3. Maintenance and improvement of the environment
4. The development of local self-government in Togliatti

Each of mentioned priorities has its problems and goals, which are necessary to be solved for achievement of main strategic goals. The complex of projects and measures is set for each of the problems:

I. The all-round development of people potential
    1.1 The population policy, health protection and promotion
    1.2 The development of science and education
    1.3 The development of proper conditions for cultural diversity, preservation and increasing of sport, scientific and art progress

II. The support of intensive economic development
    2.1 The increase of investment attractiveness of the city
    2.2 An active support of the small and medium businesses and formation of competitive playing field.
    2.3 The producing of proper conditions for innovation development for production incentives, based on now-how principles and innovations.
    2.4 An active development of service industry, including recreation and tourism sphere.
    2.5 An increasing of income and optimization of budget expenses in the city

III. Maintenance and improvement of the environment
    3.1 Improvement of ecological conditions and provision of an environmental safety for people and city area
    3.2 Enforcement of law and order, the safety of people's life by lowering the level of crime activity
    3.3 Optimization of the expenses on infrastructures
    3.4 The development of the transport
    3.5 The development of food supply security and protection of consumers

IV. The development of the local self-government
    4.1. The development of civil society in Togliatti.
    4.2. The rising of the efficiency of the local government and institutional development system.
    4.3. The increase of business social responsibility. Introduction of the social partnership principles.
    4.4. An improvement of an efficient cooperation of government bodies, business enterprises, science and non-profit organisations.

In conclusion, the main advantages of Togliatti are an efficient economic and geographical position, developed processing industry, social infrastructure, competent manpower resources and large labour potential. But all these advantages should be set against the lack of diversification in economy. The monopolization in all of the spheres of life was developed historically and based on special position of AVTOVAZ. Under conditions of the world changes in economic trends it turned to be basic obstruction for the city development.

Thus, the main feature of Togliatti economic development is in the absence of diversity. More than 80% of economy is focused on income from the automobile industry. It places Togliatti with a strong dependence on strategic development of OJSC AVTOVAZ (Statistics Samara region 2012).

» For solving this problem the careful work need to be done at following directions:
» The branch diversity of the economy
» The optimization of budgetary process. Possibilities of Togliatti budget are limited. The current situation demonstrates an incapability of development to exist only by domestic investments.
» The formation of clear investment policy
» The support of small enterprises.

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CULTURE OF THINKING FOR MANAGEMENT OF THE FUTURE
– LOCAL MODELS IN THE CREATION OF SYSTEMIC EFFECTS

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Abstract: Natural essence of every living thing, systematic character of relations both at micro- and macro levels tell about most important warning for a modern human: cultural aggression can cause to the return global ecological aggression which a human is unlikely to withstand, despite all the scientific versions and conversions. The conflict of cultural norms, the identity crisis and ignoring of a natural essence of a human all this make the basis for the ecological crisis of modernity.

Key words: culture of thinking, scenarios effects, complex systems, dynamic integrity, strategy, forecasting.

Complex Systems and Systematic Effects

An attempt to formulate a possible course of events was undertaken by a distinguished American mathematician and meteorologist Edward Lorenz. His famous "butterfly effect" talks about the impossibility of predicting a condition of any natural system if there are errors in its initial state observation.

According to James B. Glattfelder, a researcher of complex systems behavior, they live at the level of interrelations and interconditionalities and are composed of simple plots and elementary actions. Any complex system functions in a network binding with the voltage nods which form qualitative conditions for the entire system functioning. "Systemic effects" arise from time to time in such systems. Society and cities represent absolute models of a "complex system" with "systemic effects" and sometimes start behaving unexpectedly or unpredictably. The whole is much more than the sum of its parts. Concentration on the laws of interaction becomes important.

IP LDM is aimed at detection of unique and common features of various national and regional communities which have agreed about common rules of the game at a certain moment of time. Nowadays, global rearrangements of value guidelines at the global level inevitably create a conflict of interests knocking together various forces and sharpening contradictions, forcing a new agenda to be formed. Technological and hu-

manitarian worlds tune mankind to a more complex scenario of interaction. We can`t predict the intensity with which the scenario will unfold, but it is already possible to identify the voltage nods and start acting.

Reflection. Right reaction to natural processes
Man follows Earth.
Earth follows heaven.
Heaven follows the Dao.
The Dao follows its own natural.
XXV Aphorism of Dào Dé Jīng

Natural processes both in nature and in society can be and should be observed, analyzed and anticipated but unlikely to be successfully projected. Otherwise, live and thus often unpredictable and hard to manage relations and processes, complex system effects which try to have a dialogue with each other disappear. This dialogue is not always peaceful and does not always look like a dialogue but alternative ways and compromises are to be found in any case.

In order to build interrelations with the external world and its challenges we can use the method of reflection which allows us to move aside from the current situation and try to see it in a polyhedral way. If we take into account that we encounter external environment challenges which are often aggressive but we also face the challenges of our own ego, which is sometimes more difficult to fight and negotiate with, the use of several types of reflection can help us in this not easy struggle. Let us use definitions given by colleagues from "Future-Designing" group:

» Reflection – learn to look at yourself with your opponent's eyes;

» Multilevel reflection – learn to look with his eyes, as You look how he looks at You;

» External observer – learn to look "from above" at him and at yourself at the same time;

» Position of quantum observer – learn to look at him, yourself and external observer from other space and time;

» Balance "reflection – activity" – learn to stop building up new floors of reflection at the right time, make decisions and go to action.

And some more important definitions which hold the whole in capacious form: from the concept of the "strategy" viewed as the ability to set and range goals and the "big strategy" where it is important to define the mission and your own commensurateness to this mission to understanding the role of a politician as a leader with a sustainable picture of the world as well as the significance of economy which task is to sustain a decent level of life of the society as a whole and its every member. And undoubtedly the readiness to a serious trial in crisis periods.

The concept of the way and the tasks scale choice is becoming crucial. Public consent is difficult to achieve but nevertheless quite palpable reality which sources date back to ancient Chinese philosophy where people were ready to live and die for their ruler without fear and doubts. At the same time the issue of the model of consent remains open.

Forecasts and scenarios.
Ecology of spirit or "pure energy of the future"

It makes sense to work with the future and forecasting its possible scenarios only beyond the horizon of no more than 20-25 years when a qualitative change of a generation happens and it makes a choice of values. We get technological and demographical shifts which have no return.

According to venture investor Alexander Galitsky "there is a distinct border between people who create knowledge and those who use the knowledge for creation of something useful. The first type of people roughly saying can be called scientists, the second – engineers. But there is also the third category of people – the ones who are able to "fly up and come down" which means to see a perspective. There are not many people of that type. They see the future and what is to happen… Any constructive labour begins with some kind of vision of the ambient space and an attempt to figure out the future. The issue is how to find such people and move them forward so that they could develop big projects." (Galitsky 2013).
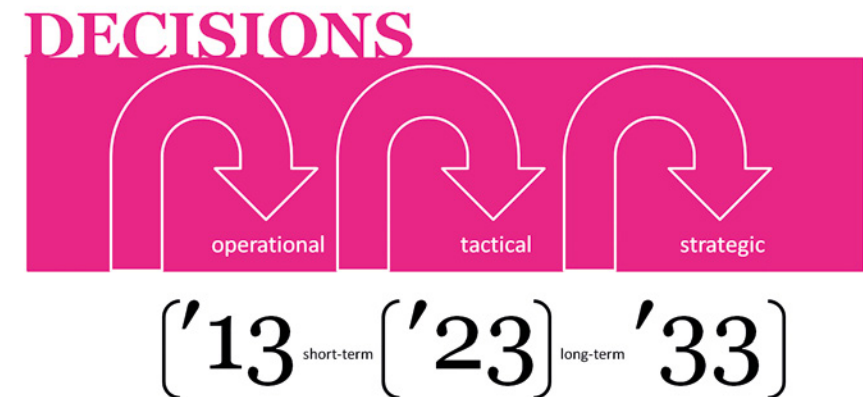
Figure 1. Operational, tactical and strategic decision. (see more Galitsky 2013).

Nowadays, the topic of forecasting is one of the most popular and intellectually profitable in Russia. This fact can mostly be seen as a reflection of complex inter-relations and dramatically dying down production of material assets, loss of craft and as a result an opportunity to realize innovation potential. Understated demand for stable economic development causes flourishing of scenario and forecast plots. In other words, we are in the blessed space and time for pristine experiments where ecology of spirit

crystallizes and "pure energy of the Future" offers a way out. And if history gives us this chance, it would wasteful to fail to use it.

At the moment a community of intellectuals is being formed. They work not only on long-term forecasts but also with specific local plots trying to put together a mosaic that will become a map of the country. "Centre for Strategic Research "North-West" based in St. Petersburg is one of the leaders in territory development. Being an independent public institution, the Foundation has become an authoritative platform for strategic research and expertise in a vast number of social and economic issues. Owing to the expanding geography, it already includes forty regions and cities participating in the project. The centre focuses on three key topics: strategic development of regions, strategic development of cities, and strategic development of key spheres of economy. It also focuses on a multidisciplinary format of applied research which involves urban planning policy, economic development, health of the nation, human capital development. The Centre carries out research in the field of special development, innovative infrastructure, economic crises, public spaces in cities, resource-saving, the creative industry, "smart" consumption, the healthcare industry and etc.

Efficiency of such centres is difficult but necessary to discuss, which should be done through their specific stories of success. At the same time it is important for local managers as well as for the teams which make global decisions in the country scale to have an unfolded open access to the methodological and research recourses which have been forming the country's "road map".

There are also a number of unique groups of thinkers who work with big figures and try to see a distant perspective. "Future-Designing" and "Metaver" groups are one of them. In contrast with "North-West" participants of the latter concentrate on educational space and the methodology of forecasting and most important on understanding the strategy as thinking. And it is important to know how to use this tool!

This is the mission of "Metaver": "Metaver is new education technologies movement, the space where new formats of education are developed and applied. They are "tomorrow"-oriented and not "yesterday"-oriented. Every year the Russian "official" educational system is becoming rustier, increasingly useless for both students and employers. The future does not forgive neglect, that is why we – teachers, experts, scientists, technologists, students- together respond to its challenges by creating new education." (Metaver 2011).

"Future-Designing" Group positions itself as a "thought factory". Being a non-governmental research organization, it works in the segment of long-term forecasting and research in the field of the future management. Problems of modern global, social, political, economic, technological development are in the focus of their attention. Participants of this group urgently advise to be attentive towards "prognostic wars" and "prognostic trolling" and set our own scenarios for total agitation.

This type of consolidation with each other can often be seen in university lecture rooms, in governmental and corporate offices, during foresight sessions and discussions of various formats. They give a stable focus for perception of the future to a substantial number of potential participants of scenario stories.

What makes such consolidations based on common interests most valuable is the generation gap which is compensated by the freedom of "topic holding" by representatives of different technological, emotional and humanitarian setups. Such intellectually "pure exchange of energies" is the most valuable that can happen in the "look over the horizon" process. It is this look that allows us to make the present stable and worthy of intent attention in the light of the past and expected that is currently projected future, experience. This process used to be a closed cluster interest with complicated terms and

"products" difficult for perception of those from outside. Nowadays, it is becoming an exciting journey. A tangible and ready to be presented to the society result is not less important than the need for communication and exchange of energies. Implementation of an idea if the best thing that any life scenario can give! According to a famous British entrepreneur Richard Branson, "investment in the humanity" is the most valuable of all when you can afford them.

Global scenarios of the future. Three scenarios of new round of existence

Image-bearing model of a possible future is excellently conveyed by the "three scenario" format suggested by "Metaver" (Metaver 2011) group in the horizon of 30+: cyberpunk, the Apocalypse and green cognitivity (new ethics, new spirituality, new economy). They talk about phase levels from stagnation ("technologic development without qualitative change of social and economic technologies and psychotechnologies") to a catastrophe ("collapse of the modern civilization as a result of technological or humanitarian catastrophe") and then a transition ("emergence of a qualitatively new civilization structure based on psychophysical (cognitive) and ecological technologies in the first place"). These macro scenarios idealize outmost images and unfold in the limit of complex systems and inevitable systemic effects.

Society in all its structural, national, spiritual and religious, mental diversity becomes a hostage of its own development or degradation from the ability to make emphases in the use of humanitarian (managing) and material (providing) technologies. The authors of this concept suggest to operate the image of a Big Mac with upper and lower levels:

> » the "upper" part represents technologies of public institutions and psychic management (from economic, political, normative and value and etc. to religious and secular) which determine variation of the lower material level;

> » the "lower" part represents technologies of working with substance and energy (from the energy of living beings, energy of renewable and non-renewable sources to the model of physical infrastructure of human communications) which limit possibilities and diversity of the upper level.

This approach shows visually the conflict of interests between humanistic and technical knowledge and important role of management technologies in the process of decision making, in the struggle for limited resources and intellect, for sustainable development and prosperity or endless conflicts of interest which lead us to self-destruction.

Conclusion

Lotus blossom as a tool for future management and IP-LDM 2013. Local models in creation of systemic effects

In the conclusion some words about the reality in which meanings are set, value guidelines are defined, tactical skills are sharpened and the idea of "leaders of the future" are formulated.

In April 2013 the second stage of IP-LDM took place. Participants of the programme from seven countries (the Netherlands, Belgium, Poland, Finland, Czech Republic, Russia, United Kingdom) were encouraged to try going beyond the bounds of habitual and

set guideline for the year 2033 within a team brainstorm based on Lotus Blossom Technique (the technique which allows to structure maximum flow of ideas around a key task and shows hierarchy of meanings and tasks). That is to overcome a small interval between the past and the future, in "only" 20 years. The participants were to make a step in their mature prospects and try jointly to envisage the image of the world, the country and city in which they will live, create and possibly to manage new circumstances in the position of leaders, parties, municipalities, companies, heads of their families and perhaps national governments. It has a possibility to turn out not just castles in the air but tangible outcomes as we deal with future management elite, economists, journalists, political scientists and humanitarians. The task was to find out trends in their territory development in those directions which they considered of top priority for their countries and cities and maybe for all the humanity. This was an experiment and at the same time an improvised test capable to detect the ability to feel the present and understand where the world is moving, where new points for growth might appear, where nonstandard decisions and approaches will be needed.

In the previous section we have already mentioned the importance of responsible choices, individuals and teams who do decision-making, the role of managerial technologies in crisis and in the time of peace, in the era of technological breakthroughs and humanitarian disasters. The vector of the decision influences whether peaceful atom can become a weapon of mass destruction and lead to environmental disaster, the achievements in the field of biochemistry, neurosurgery, engineering and information technology can fill our world not with assistants but with cyborgs who are capable of supplanting a human, whether the Internet becomes neuronet and paralyzes completely the ability to learning, to natural reflection and emotional experiences, to the formation and perception of ethical norms. The world will inevitably change so what is it like in the opinion of this generation? How bright and unpredictable is it?

The results of the express-forecasting according to the specified patterns turned out the same patterns for the most part. The participants of the discussion found it incredibly hard to get out of the problem field of the current moment and begin projecting for a start the most breakthrough and striking the imagination ideas that are already in the focus of developers from different areas and are presented generously not only in specialized forums but are also located in the Internet space, which has become an organic part of our everyday life.

The lack of a positive perception of the future by 20-year-olds, a feeling of pressing circumstances and danger is somewhat surprising, especially when we are used to association the future with our boldest dreams and hopes and attribute ideal features to it. However, it is possible to identify the importance of the social factor in all the forecasts made: for example, the Czech team sorted out three key blocks that deserve attention in the year 2033: environment (the key factors were "green technology", ecological transport , health, etc.), society and education; the Dutch team indicated the problems of social disintegration, the need to develop the city's infrastructure further where the role of public transport and large main roads will increase, as well as the government role reduction (Governor power loss) as «imaginary policeman" (pretend Policing) and etc.

The meaning of prognostic practices for future managers is difficult to overestimate, that is why it is necessary to saturate "big joint processes" with various forms of interaction and construction of visual matrixes of joint activity with further reflection, discussion and "live' informational background which is open to fresh ideas and systemic decisions.

Figure 2. Main Subject.

Figure 3. Some Duties of Municipalities.

Rotterdam

Figure 4. Developing Municipalities.

2. Togliatti   3. Brno   4. Lodz

5. Kortrijk   6. Aberdeen   7. Joensuu

Figure 5. Lotus Blossom - a Tool for Future Management in the Municipalities.

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CZECH REPUBLIC

NGOs
IN LOCAL DECISION MAKING

Aneta Pinková works as a research fellow at the International Institute of Political Science, Faculty of Social Studies, Masaryk University, and Assistant at the Department of Political Science, FSS MU, where she received her Ph.D. She wrote her dissertation on employer and business interest groups in the Czech Republic and the promotion of organised interests. Her research focuses on systems of interest mediation, Europeanisation of interest groups, Scandinavian political systems, employer and business groups in the Czech Republic, and corruption.

Abstract: The article provides a basic overview of the role and functions non-governmental groups play or can play in local decision making. It outlines both the ways in which including NGOs into the decision making process promotes good governance, types of groups typical for local levels and the problems and risks connected with their activity.

Key words: NGOs, non-governmental organizations, lobbying, local authorities, good governance.

This chapter includes some reflections on the role interest groups play or can possibly play in local decision making. We will focus on non-governmental organizations (NGOs), which is the most visible and usually also the most influential "type" of interest groups. However, since the research on NGOs strongly overlaps with the research on social movements organizations (SMOs), interest groups, which do not necessarily have to be non-governmental etc., most of the thoughts included in this article could be applied on other types of groups and organizations as well. Readers interested in the differences between various types of groups and organizations, both in theory and at a practical level, can find vast amounts of literature more or less successfully dealing with conceptual questions and definitions (see e.g. Cisar 2012, Diani 2011, Maisel et al. 2010). For our purpose, it is sufficient to define NGOs as a private sector, voluntary and non-profit organization (for more definitions see e.g. Lewis 2009).

Today, NGOs are an inherent part of decision making everywhere in the democratic world. Their involvement often has strong normative connotations, both positive and negative, which we will at least briefly explore later in the text. The role interest groups play in the decision making process is influenced or even determined by a number of different variables, such as legal framework, political culture, political situation, character of incumbent elites (both from the governmental and non-governmental scene) and the issues in question. This makes the involvement of NGOs in the political process a very complex topic which is relevant in many fields of social science, such as political science, sociology, psychology, international relations, security studies but of course also law, economics etc.

Most of the academic literature focuses on the role of NGOs at the national (and increasingly transnational) level. Studies of NGOs at local levels of the political system are significantly less common. Those that exist are mostly case studies of particular NGOs or (less often) particular municipalities. Even case studies can, however, provide valuable information on the general principles NGO activities and influence have at local levels, as was shown e.g. by Robert Dahl, whose seminal work on interest groups and one of the most influential books of American political science *Who Governs? Democracy and Power in an American City* (1961) is actually an analysis of interest group activity in the city of New Haven, Connecticut.

This text will outline answers to some of the basic questions related to NGO activity in the local decision making process. Due to very limited space, the article provides references for those readers, who wish to find more information on the subject.

Why should decision makers care what NGOs do at the local levels?

NGOs and interest groups in general are largely considered essential for proper functioning of liberal democracies. Creation of a functioning system of interest group intermediation is, among other things, viewed by many authors to be one of the prerequisites for consolidating a democratic regime in a formerly non-democratic country (see Beyme 1999, Merkel 2008). Together with political parties, they create a bridge between the society and the state, the people and the authorities and perform many other functions in the democratic societies (see below). There are several basic roles NGOs play (not only) in local politics. Every NGO at local and any other level will play at least one of these roles[1]:

Advocacy: NGOs promote and defend the interests of specific social groups both towards the authorities and towards other entities. Social group is understood very loosely here and can be defined either by common characteristics of its members (such as profession, age, ethnicity, disability etc.) or by their shared interest (sport, hobby, common believes in human rights or environmental protection etc.).

Examples of groups with strong advocacy function include neighborhood associations, sports clubs, local environmental groups, historical societies etc.

Agenda setting: This role is closely connected to advocacy. NGOs bring new issues and topics into the public discussion and influence the selection of issues dealt with by the authorities.

Examples of groups with strong agenda setting function include environmental and human rights groups, NIMBY groups etc.

Mobilisation: NGOs encourage their members and public in general to take interest in public affairs. They facilitate participation in local decision making process and offer a way for citizens to actively take part in public affairs.

Examples of groups with strong mobilization function include NIMBY groups and usually any other group with strong agenda setting and / or advocacy role.

Social contact: NGOs provide a meeting place for members (and often also non-members) with similar interests. They can promote local patriotism and sense of community.

Examples of groups with strong social function include neighborhood associations, sports clubs, cultural organizations etc.

Services: NGOs provide services to their members and / or other members of the public. These services duplicate, complement or supplement services provided by the authorities and can often be financed from public budgets (via subsidies, grants etc.).

Examples of groups with strong service function include humanitarian organizations, business associations etc.

Which NGOs are relevant to decision-makers at local levels?

This question seems to be (deceptively) easy. The obvious answer is that decision makers should concern themselves with groups attempting to influence the decision making process or make demands on the local authorities – this type of groups was called "political groups" by early pluralist writers such as David B. Truman (1951). This approach is mostly considered outdated now and political scientists have long since acknowledged that any type of group can become "political" given the right set of circumstances (see e.g. Kelso 1978).

Take the example of a local gardening association, a type of organisation which does not usually lay demands on the local authorities and focuses its activities on its members. However, should a draft of new zoning laws declare the part of the town, where most members have their gardens, a new industrial development site, the association is likely to oppose such proposition and start lobbying for a new draft of zoning laws. All the sudden, the gardening association can become a very "political" group.

Therefore, any NGO is at least potentially relevant to local decision making. While some organisations (like those established with the primary goal to influence local decision making) are of course likely to be more relevant and usually also more influential than other, no NGO should be totally disregarded as a potential player on the local political scene.

How do interest groups promote good governance?

Good governance should be the best possible outcome of any decision making process and the ultimate goal for any authority at all levels of the state. The term "good governance" is widely used, but somewhat elusive, since prominent international intergovernmental organisations such as the UN, the World Bank, the Council of Europe, and the International Monetary Fund tend to formulate their own definitions of the concept.

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[1] For more elaborate information on the roles of NGOs see e.g. Banks, Hulme 2012, Huock 1999.

While other institutions use different ways to define good governance, the overall and almost generally accepted meaning of the term is succinctly summed up by the UN, which sees good governance as

» consensus oriented

» participatory

» following the rule of law

» effective and efficient

» accountable

» transparent

» responsive

» equitable and inclusive

(United Nations ESCAP 2013)

There are many ways in which NGOs can promote good governance. However, it is important to say that NGOs can just as well be detrimental to good governance, depending on their character, membership base, goals etc. The impact of NGO activity is in this sense (like in many others) parallel to the role of political parties: while in general political parties present the key component of democratic governance in modern political systems, some types of parties can be outright anti-democratic and have as their explicit goal to dismantle the current liberal democratic systems (e.g. traditional "hard-core" communist parties). At the same time, it is safe to say that like political parties, most NGOs tend to promote, rather than hinder, good governance, at least in the long term. This is done in several ways:

» **NGOs check the power of majorities:** Many minorities and many social groups have troubles gaining representation in the representative bodies such as national parliaments and regional and local councils. By participating in the decision making process and performing a watchdog role (see below), NGOs help to make sure that rights and interests of groups not represented in the council are upheld (for more see e.g. Weller 2010).

Most advocacy groups can be seen as checking the power of majorities. Examples include organisations promoting interests of ethnic majorities, councils for refugees, etc.

» **NGOs allow better representation of interests:** As pointed out above, many social groups cannot gain representation in local councils. This is for many reasons starting with electoral systems and ending with the fact there are usually more social groups seeking influence than available mandates. Establishing an NGO promoting and defending the interests of minorities or specific social group is therefore an alternative way to direct representation in the local council. Many NGOs also focus on a specific issue area and do not want to participate in the work of the local councils with their comprehensive agendas. By including NGOs in the decision making process, local authorities enhance equitable and inclusive, as well as responsive governance (for more see e.g. Lang 2012).

Any politically active NGO which manages to take part in the decision making process promotes better representation of interests.

» **NGOs provide avenue for political involvement (promote civic participation):** Apart from promoting better representation of interest, many NGO activities also promote civic participation in public affairs by mobilizing and encouraging their members and supporters to take part in the NGO activity. Many politicians or public personalities in general started their career in the non-governmental sector (for more see e.g. Corrigall-Brown 2012).

This effect of NGO activity is especially significant e.g. in social movement organizations (SMOs).

» **NGOs perform a watchdog role vis-a-vis local authorities**. Media and NGOs (sometimes in collaboration with each other) are the two main institutions performing the watchdog role towards the authorities. Watchdog role means that NGO or another type of organization or even an individual (so called whistleblowers) makes sure that already establishes laws and rules are being followed. They mainly do so by monitoring the activities of authorities and by publicizing the cases where the authorities break the rules (this process is also referred to as "blowing the whistle"). By doing this, they promote the rule of law and accountability of the governing bodies. By publicizing inefficient, overly costly or even corrupt decisions, they also promote effective and efficient governance (for more see e.g. Arszulowicz 2011, Rao 1998).

Typical examples of watchdog NGOs include anti-corruption, human rights and environmental organizations.

» **NGOs disperse the costs of decision-making process:** Many NGOs are single issue organisations or are at least strongly focused on a particular set of issues. They often have expert knowledge in these particular areas and share this knowledge with local authorities in an effort to promote their own goals. Local authorities using expert knowledge of the NGOs do not have to carry out or commission studies and/or hire experts and thus can lower the costs of informed decision making (for more see e.g. Johnson 2006).

Apart from providing expert information to the local authorities, NGOs can disperse costs of governance e.g. by providing social services or promoting awareness of various issues of public interest.

Is the role of NGOs at the local (and regional) level different from national and transnational levels?

Generally, the basic roles of NGOs (as described above) are the same regardless of at which level they function. There are some obvious differences, e.g. the social role of NGOs is likely to be much stronger at the local than at the transnational level. Otherwise, the characteristics of any given NGO are more important than the level at which it primarily functions. We can find two basic types of groups operating at the local levels: 1) local branches and affiliates of national or transnational groups or national or transnational groups operating at the local level (the latter usually in connection with a specific "local" issue with national significance, e.g. nuclear power plant construction etc.), 2) local groups with local membership base and mostly locally defined goals.

Two types of groups are typical for the local levels of the political system and can rarely be found elsewhere. The first are the so called NIMBY (Not In My Back Yard) groups[2]. NIMBY groups are groups created in order to block a particular project or projects in the neighborhood where they function. They usually promote the status quo, which can be understood in many ways – the ambience of the neighborhood, architectural style, landscape, character of the community etc. They are usually short term, ad hoc organizations, which are likely to cease to exist if they achieve their goal (block the project) or if they are irreversibly unsuccessful (the project is implemented and there is no hope of changing the new situation). Some NIMBY groups can, however, turn into long-term organisations, especially when the original project they oppose is also a long-term one or is under discussion for a long time (for more see e.g. Saint et al. 2009).

> A typical long-lived NIMBY group would be local historical society opposing any new developments in the vicinity of a historical town.

The second type of organisation typical for local level are neighborhood associations. They are community oriented groups consisting of residents and/or property owners in the area. They are usually active both towards their members, providing various services (e.g. organizing social activities, neighborhood watch etc.), and on the outside of the community (e.g. lobbying the municipal authorities to build new sport facilities or parks etc.; for more see e.g. Silverman 2004).

How do interest groups influence local decision making?

The level of NGO participation in the decision making process is determined by two basic factors: inclusivity and responsivity of the political system and strategies and capacities of the NGOs. This is true for local decision making as well.

Inclusivity and responsivity is determined both by the willingness of local authorities to include NGOs into the decision making process and the number and quality of institutional platforms giving NGOs and interest groups in general access to the decision making process. Institutional platforms can have multiple forms, the most common being a mandatory consultation process with selected groups and (usually advisory) committees with NGO participation. The willingness of local authorities to consult NGOs and to take their opinions into consideration (which is not necessarily the outcome of consultations, since consultations can be only pro forma) depends mainly on the political culture and the attitudes of local elites.

The second factor determining the impact of the NGO participation in the decision making process can be summed up as the capabilities of NGOs themselves. Naturally, the ability to influence authorities will differ NGO from NGO and depends not only on the goals the NGO is trying to achieve. Apart from the prerequisite of having at least

some kind of access to the decision making process, the level of a NGO's influence will depend on its resources, legitimacy and its ability to sanction. Resources have to be understood broadly, not only as financial and material resources, but also as know-how, experience, information, sufficient membership base, ability to mobilize members, quality of elites etc.

The ability to choose and employ the most effective strategies to achieve its goals can also be viewed as a specific NGO resource. There are many types of strategies and methods NGOs can use: direct strategies aimed at the decision makers (lobbying, petitions, demonstrations etc.) and indirect strategies designed to gain public support for the issue (PR campaigns, fundraising, awareness campaigns etc.); formal (using institutional platforms) and informal (informal lobbying, network building, data collection) and also legal (all the above mentioned) and illegal (violent demonstrations, destruction of property, corruption etc.; for more see e.g. Bindekrantz, A. 2004).

Legitimacy refers both to the organisation itself and to its goals. NGOs promoting goals which are generally accepted in the society as legitimate are likely to be more influential than groups with goals which are unacceptable for most of the society. Legitimacy of the organisation itself refers to whether or not it is viewed as having the right to speak on behalf of the social group it claims to represent. E.g. an established group with large membership base and history of successful work in its area of interest will probably be seen as more legitimate than a new group with small membership base. The ability to sanction refers to whether the group has the capacity to cause the local authorities or other actors some kind of loss. Most often the loss for local authorities will take the form of the loss of support from the NGO's members and supporters and negative PR, which can be particularly important before the election. The sanctions can also be more material, e.g. when a local trade union of civil servants organizes a strike of municipal employees.

What are the risks and problems of NGO involvement in local decision making?

In the sections above, we have focused mostly on the advantages of NGO activities. However, there are also numerous challenges connected with NGOs and interest groups trying to influence decisions of the (local and other) authorities. While today's literature in political science mostly views NGOs as enhancing democracy or even as necessary precondition for democracy, some traditional approaches to representative democracy disagree (e.g. Thatcherism). From their point of view, political parties and elections should be the sole mechanism of determining who will make the decisions and rule the state. The relevance of this approach and the ensuing debate to the actual practice of local decision making is, however, limited because the fact is that NGOs are present and active in all larger municipalities and many smaller ones. There are, however, also practical problems connected with NGO activity. The notorious ones are:

Concentrated groups are more powerful than dispersed or/and unorganized groups. Some groups in the society such as businesses, sportsmen etc. are better able to organize themselves than others. Organized groups able to present a united front are more likely to achieve their goals. On the other hand, there are important groups in the society, such as drivers, patients, parents etc., which often have strong common interests, but lack the incentives or means to organize themselves. Even if there are NGOs representing these social groups, they are usually run by a smaller number of dedicated individuals who have problems gaining members or mobilizing their existing members to take part in the NGO activity. This fact has been acknowledged in many seminal works

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[2] There are many other abbreviations and terms used in connection with this or similar type of groups, eg. NIMN – Not In My Neighborhood, NIABY – Not In Anyone's Backyard, NAMBI – Not Against My Business or Industry, SOBBY – Some Other Bugger's Backyard. Some of them (such as NIMBYism, BANANA strategy – Build Absolutely Nothing Anywhere Near Anyone) have strong negative correlations. These are used by critics of NIMBY groups who view their activity as detrimental to local development.

on interest group activity (such as Olson 1956), and can be very detrimental to achieving balanced and inclusive interest representation. The solution to this problem lies in the awareness of this danger on the part of the authorities, who should understand that the most visible group or the group with the most persuasive arguments does not necessarily represent the interests of the majority of the citizens in their town.

> A popular example of the difference between organized and diffused groups is the comparison between highway contractors and drivers. While there are many more drivers than construction firms, construction firms may often be able to push through decisions which will make highway constructions more costly and/or time consuming etc. While this is advantageous for the constructor, it goes against the interests of the drivers. It is, however, unlikely, that the drivers will be able to organize themselves to the extent necessary to counteract the influence of the construction lobby.

NGO activities are often informal and rely on personal connections (so called "old boys networks"). This problem can be especially prominent at the local levels where the members of the political elite tend to know each other personally. Informality can often be more effective than negotiations in more formal settings, however always lacks transparency, which is one of the key characteristics of good governance.

Lobbying is often viewed as corruption. It is quite common to view NGOs as the "good guys" trying to achieve common good. Despite the fact that there is no universally accepted "common good", we sometimes tend to view organizations we like and/or whose beliefs we share as NGOs and those we do not like or those we view as opposing our interests as (less legitimate) "interest groups". We should, however, keep in mind that e.g. an association of local businessman and an environmental group are both non-governmental organizations and their involvement in local decision making should be governed by the same rules as for any other types of groups. This brings us to another highly controversial term: lobbying. In many countries, the term lobbying has strongly negative connotations and the activity is seen as something unsavory or downright negative. Despite the popular opinion, lobbying does not equal corruption. There is no universally accepted definition of lobbying in political science, but generally it can be understood as negotiations or exchange of information between the lobbyist and public official. Therefore an NGO trying to achieve its goals through negotiation with public officials is lobbying. By the same logic, a representative of an NGO negotiating with local authorities is a lobbyist regardless of whether he represents local businessmen or a human rights organization. Lobbying, unlike corruption, does not involve the misuse of public power for private gains on the part of the decision maker. If such misuse is present, the process should no longer be referred to as lobbying, but as corruption. So the perception that lobbying involves corruption actually comes mainly from the misunderstanding and misuse of the term "lobbying" (for more on lobbying see e.g. Zetter 2011, Thomson, John 2007).

Conclusion

Dealing with NGOs is an essential part of what local authorities (more or less willingly) do. While there are many advantages in including NGOs into the decision making process, there are also numerous risks. This article can't cover all the complexity of this complicated topic. What I have attempted is to provide a very basic overview which should provide interested readers with some context. There is a vast body of literature (some of it included in references in this article) available to those who want to find out more about the role NGOs and interest groups play in political systems.

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FINLAND

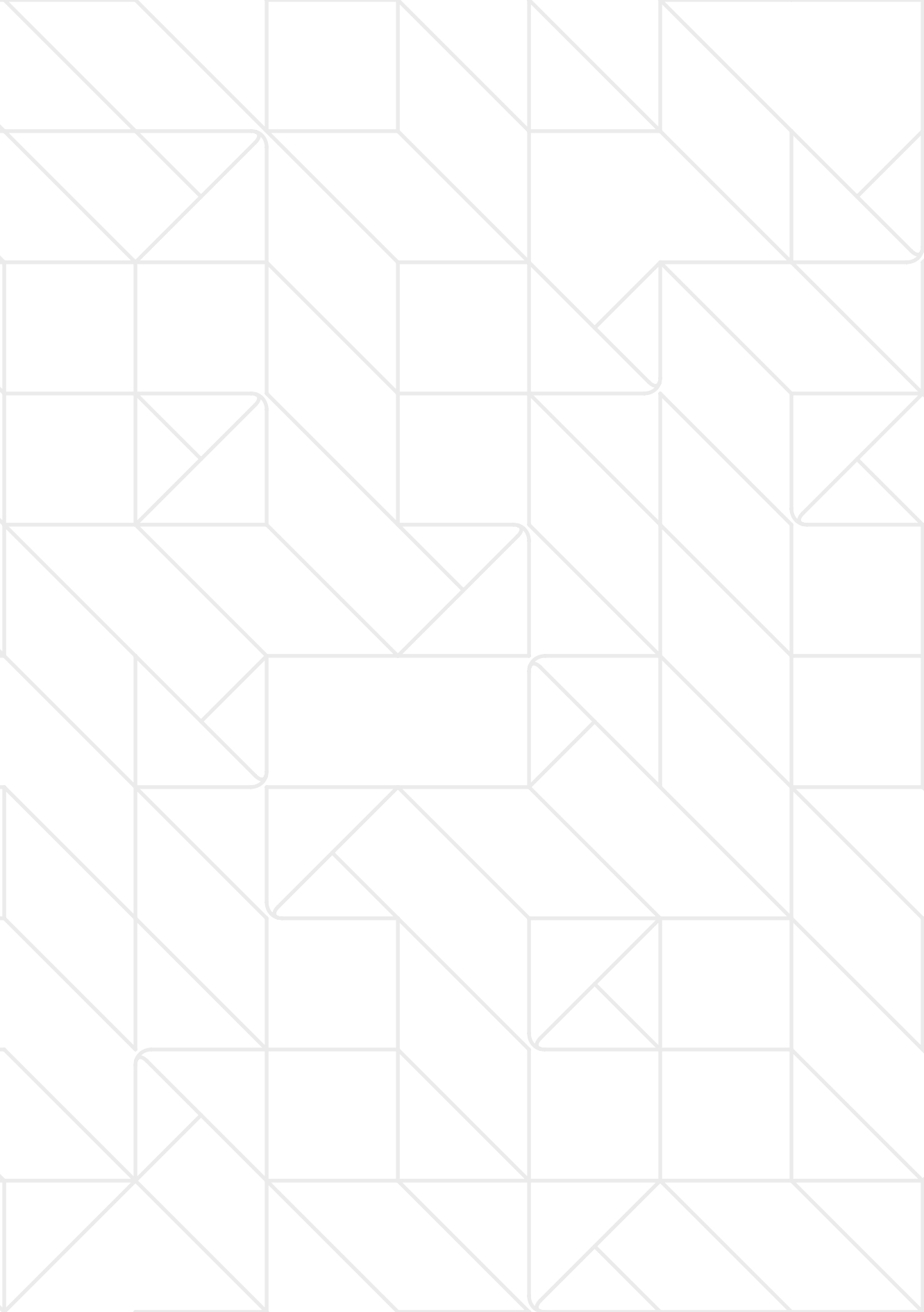# MUNICIPAL BUDGETING
AS A TOOL
FOR PRODUCING
WELFARE SERVICES

Anna Liisa Westman works in the Centre for Business and Engineering of the Karelia University of Applied Sciences. She is also a Reader at The University of Eastern Finland (earlier the University of Joensuu). Her Ph.D. studied municipal leadership. Her scientific and teaching interests focus on municipal studies (law and politics), developing working life, gender and educational studies. She has worked at all levels within municipal administration from secretary to municipal manager (Mayor).

Abstract: The municipal budget is the main tool to deliver welfare services for the residents of the municipality. Every year the municipal council decides the budget. The decision making of the municipal budget is based on political ideologies of the selected councillors. Of course individual opinions, the political climate of the society as well as the financial and social situations of a municipality influence to the budget process. Typically women and minority groups are underrepresented in the budget processes. That is why it is important to understand different needs of the municipal residents: old, middle age, young, disabled, women, men, those who have ethnical background etc. Also, it should be remembered the roots of a municipality. A municipality is for its residents creating welfare inside the local community – not for the business! For having welfare services to the residents of the municipality by the equal way, the budget process should be very open and it should also be evaluated from the viewpoint of gender. This kind of methodological solution includes all minority groups creating equality between residents of a municipality.

Key words: Budget, municipality, welfare, gender.

Budgeting

In a municipal administration, a budget proposal is annually accepted by the municipal council according to the municipal act (365/1995). In a municipal budget process the first step is the beneficiary assessment. This means analysis of opinions on how far services and programmes meet the needs and priorities of municipal residents. The municipal budget itself is a plan how money will be obtained and spent during calendar year for municipal services. In this way budget process involves a lot of power. The political aims will be seen in the budget process: who will have money or who have not opportunity to have money for welfare services of the residents.

That is why, when we are thinking work of the municipalities, we should ask:

1. What the services produced by a municipality mean to the residents of the municipalities? For example is it a question of life, health, living conditions, safety or some basic rights of a human being.

2. How do we define the role of a municipality as a service producer for the residents of the municipalities? Important issues include the safety of the residents, the opportunity to develop the living area (municipal area) and democratic decision making.

3. What is the meaning of economy for the municipality? (Valtiovarainministeriö/The Ministry of Finance 2013).

A budget is the most comprehensive statement of a municipality's social and economic plans and priorities. The municipal budget should agree how to spend public money for the services of the residents. In tracking where the money comes from and where it goes, the budget determines how public funds are raised, used and who benefits from them. Therefore, implementing commitments towards gender equality requires intentional measures to incorporate a gender perspective in planning and budgeting frameworks and concrete investment in addressing gender gaps. (UN Women 2013.)

Income transfers like unemployment services, child benefit, maternity benefit etc. can affect residents in different ways: women, men, disabled, foreigners etc. The support of agriculture, entrepreneurship and industrial development have different influences for people. Women are using more public services than men. For women public health-care, support for the elderly, day-care etc. are typically more important than for men, because women earn less money and single parents (predominantly women) are generally poorer than men. Of course all public services are important for men and women. The question is then the politics. What are the values of the society? Do we want welfare society or society based on the idea of neoliberalism? In this time (2013) the Finnish government is in the hands of the National Coalition, Finnish Social Democratic Party, Left Alliance, The Finnish Christian Democratic Party, The Green Party and The Swedish Speaking People Party. The opposition consists of The Centre Party and True Finns – party. The state supports and guidance municipalities by many ways.

The list of services provided by Finnish municipalities (local governments) includes over 535 tasks based on 138 Acts or other statutes, under 10 ministries. (Valtiovarainministeriö 2011). The main services are:

» Health care, both primary and secondary

» Dental services

» Social services, including social welfare, child day care and services for the elderly and disabled

» Education, including pre-school, primary, secondary, vocational training, adult education, and library services

» Culture and sport programme

» Land use planning

» Construction and maintenance of local infrastructure and the municipal environment, including streets, energy management, water and wastewater, waste management, and harbours

» Public transportation

» Promotion of local business and employment (see more Sutton et. al. 2011.)

The municipalities of Finland are separate from the State Government. The municipalities will have financial support from the State. The Ministry of Finance supports municipalities and joint municipalities. It also advices municipalities, though municipalities are the independent organisations from the State (see legislation 731/1999; 365/1995). It is based on the different kind of financial issues. The municipalities should take into account the gender perspective systematically in the budgeting processes (The process of SUVAUS, in Finnish). (see The Association of Finnish Municipal Authorities 2009.) In practice this can be only a dream in many municipalities!

Financing municipal services are granted with the authority to collect revenue through a combination of income tax, real estate tax, corporate tax, transfers from the central government (state), sales revenue and other local charges. Each municipality

in Finland can set its own local income tax rate. According to Sutton et. al. (2011) average income tax rate in Finland was 18.5 per cent in 2010. In 2001, 95.4 per cent of local revenue came from personal and corporate income taxes. In Europe this situation is rather different.

There are a lot of small municipalities in Finland, which face difficulties in financing welfare services demanded by the statutes. A critical factor is an ageing population. In addition the industrial production is moving to the states of cheap labour. This has influenced so that the poverty gap between people has grown up year by year as well as unemployment. That is why the Government of Finland decided to start the development process named PARAS (The Best) in 2005. It it a long term process by which the state and the municipalities want to restructure municipalities and municipal services.

The number of the municipalities have declined from 415 (year 2007) to 342 (year 2010). The average population size in Finnish municipalities is about 13,000 residents. The benefit of larger municipalities is larger economy scale by which to produce welfare services. The quality of the welfare production is still a key element in PARAS process. The Association of Finnish Local and Regional Authorities states (2012) that:

> "The aim of PARAS can only be achieved if structural reforms, staff competence, decision-making mechanism and clients ´ opportunities to exert influence are in balance."

However a paradox between state and municipalities rests with the problem of taxation. The municipalities need to have more taxes for finance welfare services, but the state politicians want to reduce tax revenue!

Developing governance and budget process

Good governance includes the idea of gender mainstreaming and gender budgeting:

> "Gender budgeting, as defined by the Council of Europe, is gender mainstreaming in the budgetary processes. Good governance in general and gender mainstreaming in particular calls for others to be brought into the process, including civil society, parliamentarians, social partners, trade unions, gender experts and academics (Quinn 2009, 5) ".

The roots of it are in the critical theory based on an understanding of feminism. The main idea is to understand budgeting process from the viewpoint of women. Women are not only one category. There are differences between women with different political and social understanding of municipal governmental processes and welfare services. However, it can be argued that some general conditions exist for feminist democratisation. It means that in the budget process gender differences should be recognised. In the budget process differences between women, women and men, as well as differences due to age, class, ethnicity, religion or sexuality and what public or private production of welfare services means to people should be understand.

Typically women are under representation in the budget project as well as minority groups. That is why women should have at least 30% of political seats for having the opportunity to influence budget politics. Power positions of women in politics are typically weaker than men. It is important to empower women in the local political life. In the budget processes women friendly politics should be developed to achieve gender based equality. (Carr & Kemmis 1986; Donovan 2000; Klatzer & Mader 2008.)

Gender Budgeting (called also Gender Responsive Budgeting) is used as a tool for promoting social and gender based equality between women, men, minority groups, ethnical background, disabled etc. It is a concept for budgetary and economic policies. We can ask: how could gender equality, national budgets and municipal budgets be spoken of in the same breath? (compare Quinn 2009, 6). The aim is to deepen democratic practice, gender awareness, active citizenship, equity and equality. In the gender budgeting, the political, policy and economic processes are interwoven. Budgets always reflect the political, economic and social situation of a municipality. It also mirrors the values of the municipality. It is a result of political decision making. In that way a budget represents political power. Budget has different impacts on women and men. In that way budget can create equality or inequality between genders and social groups.

Civil society can strengthen governmental (state and municipality) aims for gender budgeting. It can support social and economic development processes from the viewpoint of gender so that the processes have gender-sensitive outcomes. The commitments of governments under CEDAW (1979) have four main budget dimensions:

» Revenue - collect finance (taxation, fees for public services, sales of public assets/privatisation, grants)

» Expenditure - spend resources (for women and men)

» Macroeconomics of the budget

» Budget - decision–making processes.

Both state and municipal budget impacts on the everyday life of people, for example distributing resources (social support, health-care....) and collecting taxes and fees. Budgets impact on employment, inflation and economic growth. It is a question, what the political decisions inside budget process means to women, men, girls and boys, old and young, healthy and sick. That is why it is important that the decision makers, as well as staff of the municipalities, evaluate budgets via a gender lense. (Huckerby 2008.)

Developing Budgeting

Gender-responsive budgeting seeks to ensure that the collection and allocation of public resources is carried out in ways that are effective and contribute to advancing gender and social equality as well as women's empowerment. It should be based on in-depth analysis that identifies effective interventions for implementing welfare policies. It provides tools to assess the different needs and contributions of men and women, boys, girls, disabled etc. within the existing revenues, expenditures and allocations and calls for adjusting budget policies to benefit all residents of a municipality. Gender-responsive budget analysis, along with legislation, and other practical policy measures can address gender bias and discrimination. It is a step towards accountability to women's rights and greater public transparency. (UN Women 2013.)

Gender equality has long roots in Finland. It is enshrined in the Constitution (731/1999) and in the Act of Equality between Women and Men (Equality Act 609/1986). In addition the Non Discrimination Act supports minority groups. Finland has committed to the international agreements including CEDAW, Declaration of Peking, Commission on the Status of Women, CWS; Committee of Equality, CDEG etc.

The Ministry of Social Affairs and Health (MSAH) has key competence to promote gender equality. MSAH finances the Gender Equality Unit, Ombudsman for Equality, Equality Board and Council for Gender Equality (TANE). All of these administrational bodies are working for gender equity and equality. MSAH launched a pilot project of gendered budgeting in 2004. (MSAH 2009.) The ministries oblige municipalities to work according earlier mentioned advices and agreements.

The Nordic Council of Ministries has published "The Government Programmes" (2003 – 2007, 2008 - 2011). It commits Finland to promote gender mainstreaming in the state administration. Gender mainstreaming in Finland aims to ensure that gender perspectives are included in all areas of decision-making.

Mainstreaming is applied in the following areas:

1. Gender impact assessment in the drafting legislation

2. Promotion of gender equality in projects

3. Promotion of gender equality in personal policy

4. Performance guidance of the agencies and institutions in the ministries´ administrative sectors

5. Drafting the budget (Nordic Council of Ministries 2006, 25 - 26.)

The ministries have trained in gender impact assessment their staff. MSAH emphasises the impact of each legislation project on women´s and men´s:

"[1] economic position, [2] opportunities to parenting and for reconciling work and family life, [3] education and training, and professional development, [4] job opportunities, employment and unempolyment, quality of work, professional and carrier development, [5] realisation of their opportunities for influence and participation in society, [6] health and morbidity and related need for services, [7] security and threat of violence, [8] securing their social inclusion, [9] time use, leisure activities, and need for recreation and other factors that are relevant to the realisation of gender equality." (Nordic Council of Ministries 2006, 27-28.)

The Finnish Government Action Plan for Gender Equality 2012 – 2015 as well as earlier plan 2008 – 2011[1] obligates each ministry to select at least one major project for mainstreaming with regard to the gender perspective. Prime Minister´s Office supports Finnish people in the bodies of EU. The Ministry of Social Affairs and Health is working for the changing social security (SATA-committee). The Ministry of Environment wants to reduce long-term roofless. The Ministry of Justice selected under the work the overall reform of the Criminal Investigations Acts, The Coercive Measures Act and the Police Act. The aim of the Ministry of Interior is to take gender equality perspective in all training and to increase the number of women involved in civil crisis management. It is working a lot with the municipalities. The Ministry of Education works in three projects: (1) The significance of gender in policies relating to children, young people, and families; (2) The anticipatory project concerning workforce and training needs, and (3) Training for sports club directors and coaches. The Ministry for Employment and the Economy deals with adoption of the gender perspective, gender impact assessment and gender equality mainstreaming in ministerial legislative projects and development and female entrepreneurship.

The Ministry of Agriculture and Forestry focuses on the National Forest Programme 2015 from the viewpoint of women as forests owners and various rural development projects. The Ministry of Defence argues the significance of gender in relation to Finland´s military crisis management and development of training from the gender equality perspective. The Ministry of Finance focuses the municipal and service structure reform.

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[1] The Government approved the new Action Plan for Gender Equality on 14 June 2012. (Valtioneuvoston periaatepäätös 2012)

Also the budgetary process from the gendered viewpoint will be under the work as well as "Future manager-programme" and "Productivity-programme". The Ministry for Foreign Affairs works for Finland´s action programmes (water, sanitation), families in the foreign services (salary, family, career opportunities etc.), rural water and sanitation projects etc.

Gendered budgeting must be focused on accurate information. Statistical development in Finland is in the hands of Finnish Statistics office. The statistical situation has improved considerably over the last decade. However, a lot qualitative and quantitative data is needed from the perspective of women, men and minority groups. Municipalities and other service providers need information for developing budgets and gender sensitive services, like day-car, old people home, schooling. (see The Statistics of Finland 2009.)

Gender budgeting has been pushed forward in Finland. However, the country is far removed from Swedish practices. Finland can learn also from the experiences of other states (see more Hofbauer Balmori 2003).

Tools for budgeting via gender glasses (lenses)

Gender glasses enable a person to see things from gender perspective. The idea is that the proper glasses have two lenses, one for the female perspective and one of the male. Both are needed to see the whole picture. It is a permanent gender mainstreaming action in the government administration. The aim is to provide gender mainstreaming training for the management and other staff of the government ministries. The portal "gender glasses" advice to put on your gender glasses, assess gender impact and take note of the results.

In that way gender perspective should take into account when drafting, working or evaluating:

» legislation

» budget

» project and programmes

» data and statistics

» research

Gender perspective will be needed in all actions of the society on the individual and organisational level. The idea is that both women and men are investigated in advance, so that neither gender is directly or indirectly discriminated. That is why it is important to look at public expenditure through gender glasses.

The gender perspective (how matters affect women and men) will become a part of all operations when it is bounded to operational and financial planning. The aim is to have gender perspective included into the guidelines of administration of each ministry (as well as municipalities and companies).

Five steps of budgeting

1. An analysis of the situation for women and men and girls and boys (and the different sub-groups) in a given sector.

2. An assessment of the extent to which the sector's policy addresses the gender issues and gaps described in the first step. This step should include an assessment of the relevant legislation, policies, programs and schemes. It includes an analysis of both the written policy as well as the implicit policy reflected in government activities. It should examine the extent to which the above meet the socio-economic and other rights of women.

3. An assessment of the adequacy of budget allocations to implement the gender sensitive policies and programmes identified in step 2 above.

4. Monitoring whether the money was spent as planned, what was delivered and to whom? This involves checking both financially and the physical deliverables (disaggregated by sex)

5. An assessment of the impact of the policy / programme / scheme and the extent to which the situation described in step 1 has been changed, in the direction of greater gender equality. (Gender Budgeting 2013)

Gender budgeting

The process of mainstreaming gender budgeting should eventually result in gender responsive budgets. The terms gender responsive budgets, gender-sensitive budgets, gender budgets and women's budgets are often used inter-changeably. Gender budgeting refers to the process of planning, approving, executing, monitoring, analysing and auditing budgets in a gender-sensitive way. It helps municipalities to decide how policies need to be made and how these policies influence residents of the municipalities.

Stage 3. Work systematically to embed gender within all budgetary processes.

Stage 1. Analysis of the budget from a gender perspective to determine the differential impact of the budget on women and men

Stage 2. Reformulating budgetary policies and the distribution of resources to achieve gender equality outcomes.
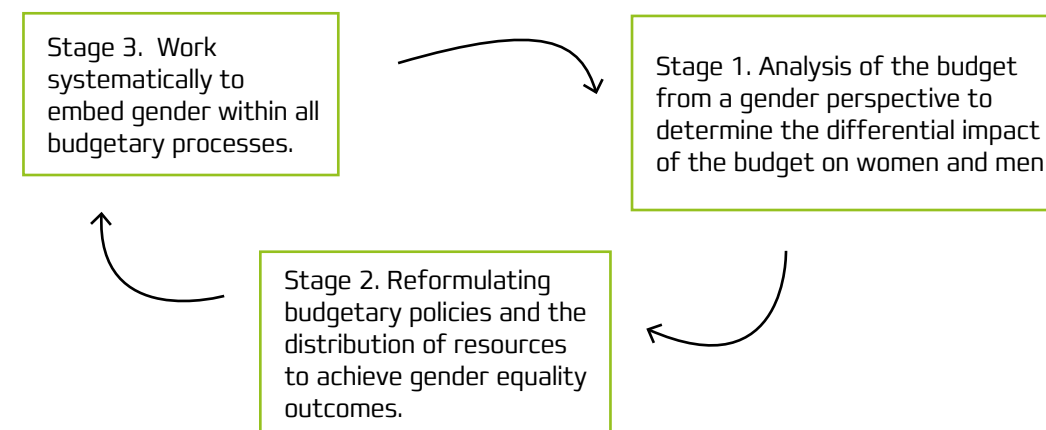
Figure 1. The three stages of gender budgeting (Quinn 2009, 17.)

The Gender Budgeting process is followed by Gender Auditing. It reviews financial outcomes, quality of the services, production etc. through gender lenses. Analysing should be both qualitative and quantitative. In the municipal context, it is useful to explore relationships between budgetary process (especially the specialist of economic issues), administrational process (common municipal administration under the municipal manager) and political process (municipal politicians). Gaps from the aims and budget process highlight the need to develop more co-operation and mutual understanding of gendered budgeting. The three main components of Gender Budgeting are Policy Appraisal, Gender Budgeting and Gender Auditing.

Promoting equality

Statisticians in Finland collect and publish gender based surveys. The universities of Finland, especially feminist units, study gender and society, as well as other research institutes like The Government Institute for Economic Research. Projects are also good methods for studying gender. The Ministry of Social Affairs and Health (MSAH) has a responsibility to promote gender equality. It "leads" other ministries by training gender awareness. It has a good portal for gender questions. It finances work of Ombudsman for Equality, the Gender Equality Unit, and the Council for Gender Equality. The Association of Finnish Local Authorities has done and published gender based material for the municipal official and politicians. It has also portal and the network of gender questions.

Gender based evaluation should include present and future politics, public expenditure, public versus private services, time consuming (women/men: paid/unpaid work) and of course the budget of the government. When the evaluation of incomes will be done, it should include the assessment of taxation on the personal and household level, assessment of property taxes, valued added taxes and fees. Invisible discrimination should be open to visible.

All in all, I cannot believe that Municipal budget is gender neutral. That is why all statutes will be based on gender impact assessment during legislation process as well as municipal planning and budget processes In the budget there should be specific gender information for example from gender gap, equality, where money is going, why women face poverty more often than men, what s public tax transformation means. Supporting gender equality of women and men is a key topic in the budgetary processes of the municipalities. The capability approach is a method to evaluate municipal budget as follows.

Department	Being Educated	Living Healthy/ Having Health Care Services	Having Social Services	Having Opportunities to Influence Land Use and Local Infracsre	Having Access to Welfare Services	Having Cultural Activities	Feeling Secure	Being Informed
Education								
Social- and Health Care								
Equal Opportunities								
Urban Planning								
Culture								
Service Planning								
Decision Making, Budget, Administration								

Table 1. Modern municipal budget (modified by Quinn 2009, 34.)

Applying the capability approach to budgeting as well as gender mainstreaming is a new innovation. However it has applied in many European states and municipalities, including Austria, Belgium and the U.K. The capability approach is a conceptual framework for evaluating municipal contributes to human well-being. It concentrates more on human well-being than welfare services. The idea is to understand what well-being means to different residents. In that way Modern municipal budgets humanise the budget process. This approach also focuses on gender budgeting and minority groups in the municipality. The aim is to create equality between municipal residents.

If we look at table 1., it illustrates the situation in a typical Finnish municipality. There are about 7 – 10 different departments producing welfare services. The matrix allows interaction between departments, giving opportunities to see duties and responsibilities of each department. For example being healthy, involves health-care services as well as information how these services can be reached. This approach is a holistic way to see the production as well as finance of the production. It pushes departments to work together for the well-being of the municipal residents.

Rhonda Sharp (2003) has developed the model of gender budgeting within the framework of output and outcomes. An aim of this style of budgeting is create more transparency. I have modified this model for the Finnish municipal context as follows:
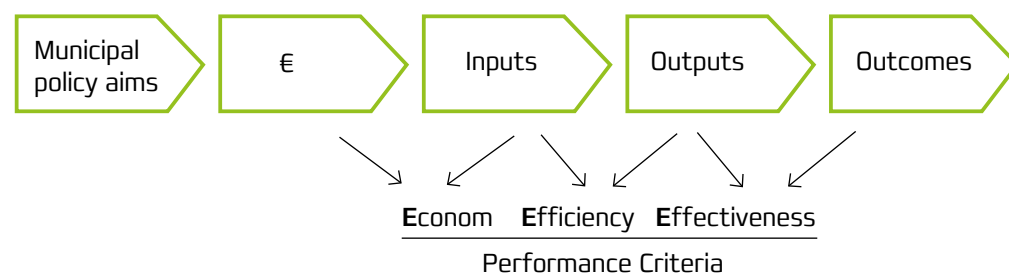

Figure 2. Budgeting for equity (Look at more Sharp 2003).

Inputs are measured by euros related to the economy of a municipality. Outputs are measured according to efficiency and outcomes in relation to their effectiveness. The influence of gender has measured from inputs, outputs and outcomes. In addition the reflection of gender is measured in the context of economy, efficiency and effectiveness. All the time the budget process is underlining gender equality "through gender lenses" in the municipal context. The budgeting process can include the three other "E"s (economy, efficiency, effectiveness).

The role of the civil society, as well as municipalities, is an important driver of gender budget work. Civil society groups and municipalities can promote gender budgeting and via that macroeconomic policies from a gender perspective. Gender budgeting can expose weakness of policy in an attempt to achieve equality in the civil society. For that we need more studies and development work. We need greater understanding of how national budgets (state budget) and municipal budgets are formulated in order to provide greater welfare to residents of the municipalities. For that we need more models, tools, handbooks, trained staff and studies from gender budgeting. The municipal politicians and those who are in duty of budgeting process are in critical positions. Strengthening the practices of gender budgeting in civil society influences political decision making. It is about the allocation of public money in equal measure to all citizens.

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"Local Decision Making" includes articles from Poland, Russia, Czech Republic and Finland touching the main theme from different perspectives. Edyta Pietrzak starts her analysis with considering the global face of civil society and its relationship with local dimensions. Aneta Pinkova explores the problems of practical functioning of civil society within NGOs. Liubov Gapeeva focuses on the relationship of civil society within the sphere of social communication and media. Kseniya Burtseva studies practical issues of decision making within urban planning. Elena Shlienkova discusses the cultural aspects of managing modern local societies. The book concludes with Anna Liisa Westman exploring the impact of budgeting in the welfare of municipal residents.

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