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OPEN ACCESS POLICY
CASE STUDY OF THE LOCAL ADMINISTRATIONS OF MOSCOW AND WARSAW

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The transformation of urban policy standards is associated with changes in quality and structure of communication, expanding and differentiating in an integrated environment with the online public space. This study builds a framework to guide the programme of practical evaluation of local governance policy based on the issue of how local policy is open for citizens. The concept of "open access policy" is based on mechanisms of open public information and open public participation. This topic explores the mechanism for implementing the concept of open governance, which is to create a specific communication infrastructure for public authorities and citizens to interact with the use of new information technologies. It is difficult to objectively outline a detailed list of criteria defining a policy of open access. The significance is to broadly classify governing mechanisms and identify reasons why one mechanism sustains open access that prevails over another.

The aim of the strategic urban development principal is to make the city comfortable, safe, healthy, barrier-free, and comfortable for the lives of its citizens. The Moscow City Government has presented a programme of development[1] in which it summarised all of its collected experience, knowledge about the city, and modernisation plans of the capital until 2025. The main priorities for Moscow are to be a tech, healthy, and educated city, with a comfortable urban environment, a system of social security, a new strategy for the economy, and open data to ensure the public authorities' operation and to deliver large amounts of various data. This data can be useful not only for the public authorities but also for citizens, businesses, research, social and educational institutions, and civil society. The Polish government also presents Warsaw as an example of a long-term city development programme strategy until 2020. It is based on a capital city that has an economy based on knowledge and the financial hub of Central Europe, an open and friendly community, and a good quality of life.

The main goal of this paper is evaluate the Moscow and Warsaw local governments from the open access policy perspective and to prepare recommendations for the improvement of inhabitants' open access to local governments. The first theoretical foundations of the open access policy concept are briefly considered in the frames of political theory. The mechanisms for open access policy implementation in city governance are based on the example of Moscow and Warsaw. Findings and recommendations will be presented in the conclusion. The concepts expanded on in this study raise

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1   "The Master Plan of Moscow". The Law of the City of Moscow 5 May 2010 N 17 (as amended on 26 October 2011).

numerous questions for future research on open access policy issues in city governance as well as policy change. It should be highlighted that this policy paper relates strictly to the mechanism of open access policy instruments that are or might be implemented by local governments. However, it will not directly refer to the issue of the impact of these instruments on civil society, local communities, and their responses to the instruments.

The transition from a limited to an open access order has an economic interpretation by open access orders studied by Douglass North,[2] who under the principles of open access describes the equality of citizens, the democratic character of the state, and the impersonality receipt of services. Karl Popper defines "closed society" and "open society",[3] and put forward the idea of an open society based on liberal democracy as the only form of government allowing institutional improvements without violence and bloodshed. In such a society, individuals are free from various taboos and construct decisions on the basis of progress as a result of agreement and consensus.

The concept of public participation came from Western democracy and is seen as a public initiative and form of implementing public policy. The public sphere appears as a kind of mediator between personal interests and the interests of the citizens. Participatory democracy is a process emphasising the broad participation of constituents in the direction and operation of political systems and the ability to influence the decision-making process (strikes, elections, meetings, letters, mandates, etc.). According to Schumpeter, massive political participation is regarded as undesirable and even dangerous. Schumpeter thought that the electoral masses are incapable of political participation other than voting for their leaders. He claimed most political issues are so remote from the daily lives of ordinary people that they cannot make sound judgements about policies, although in the lives of daily citizens, the solution to various local issues can be an effective way to attract citizens to the political preparation process, consultations, and brainstorming as well as monitoring their accomplishment. Participatory democracy is a process emphasising the broad participation of actors in the political system. These phenomena are based on civic intelligence, collaborative governance, e-participation democracy, open source governance, participatory budgeting, participatory economics, and the public incubator, and strive to create a political system that will allow people to participate in politics as much as possible in a face-to-face manner.

Open government is a major doctrine that allows citizens to have regular access to documents and proceedings for effective public oversight. Open movements towards democratic principles enable any discerning citizen to construct policy as a "wiki document". The concept of co-governance is

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2   North D.C., Wallis J.J., Weingast B.R., "Violence and Social Orders: A Conceptual Framework for Interpreting Recorded Human History", Cambridge University Press, 2009, p. 110.

3   Popper K. "The Open Society and It Enemies", Princeton University Press, 2013, p. 161.

practical implementation of open access policies through dialogue between the government and the citizens.

The policy of open access as a complex of mechanisms with proposition openness and accessibility of service should be considered the framework of this research. The heart of openness, on the one hand, requires the creation of special mechanisms and social institutions that will manifest themselves as a tool to cover large cities such as city of Moscow with a population of over 12 million inhabitants. On the other hand, openness is at the same time an equally important transparency contest and politics is based on the equality of all residents in the capacity to influence the city's policies. This shows Warsaw to be a strong and developed network of NGOs and civil society activists.

What apparatus of city governance permits the emergence instruments of open access in social institutions and contributes to the strengthening of civil society?

The concept of open access policy

Open access in city governance includes access to information, access to consultation, and access to co-governance. The first two elements depend on information and source expansion, but access to co-governance by citizens is a political aspect and not utilised in a straight line, as the main condition is citizens' power. Practically, a policy of open access might be implemented through:

1. Information broadcast by citizens from a municipality (access to public information procedure, information about events and public discussions), consisting of information which is collected about citizens (sociological research and awareness of citizens' satisfaction, assortment of statistical data, attitude surveys).

The Internet has changed almost all of the techniques and community forecasts. The power of the World Wide Web helps citizens to more actively civilise their own communities in enormous number of ways. For example, online consultation provides a channel of communication with a developer or government body that is accessible, convenient, interactive, and auditable. It is a good way to engage a broad audience in consultation, including people who do not typically get involved. (*For example: System 19/115 in Warsaw operates as a unified information centre: just call one number or go on the web to get the necessary information inquiry*).

Electronic map services/mapping is an effective non-verbal way of finding out how people view their area. It is a good way to gather and present site-specific data, understand differences in perception, and stimulate debate as a basis for joint planning. (*For example, the tourist attraction portal "Know Moscow"*[4] *is built on the principle of Wikipedia, where anyone can suggest a*

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4 um.mos.ru

route or add information on objects including audio-visual elements on the city map).

Newsletters are a traditional way to communicate information to people living or working in a limited geographical area. They can be posted through letterboxes and left at convenient pick-up points, and are thus useful when appealing to unspecific persons. They are usually A4 format, but can be any size. E-newsletters are increasingly popular on governmental websites and offer information about city events. In addition, brochures are a good foundation for spread information to inform citizens how to answer their own questions: the description of the procedure with step-by-step solutions.

Thus, information resources allow actors to act independently, based on the rules of institutional arrangements. Free access to information is the basis of institutional development and possible inclusion of citizens to discuss urban issues. Citizens should promote their ideas about city infrastructure, encourage people-to-people contact and support associations, build people-to-people connections and promote dialogue, increase participation, and promote ideas of activism and urbanism. These activities build the platform of public consultation.

2. Consultation that bring citizens to the discussion. However, if consulting citizens is not combined with other modes of participation this rung of the ladder is a sham, as it offers no assurance that citizen concerns and ideas will be taken into account.[5] The most frequent methods used for consulting people are neighbourhood meetings, public hearings, work commissions of dialogue, workshops, and comments on official's websites, etc.

This is the second stage of achieving a city policy of open access, which manifests the development of social institutions and the maturity of civic awareness. The most frequent methods used for consulting people are neighbourhood meetings and public hearings.

A citizen advisory group is a group of between 10 and 30 public members usually, which informs and advises decision makers. It can take many forms and Warsaw has good examples, such as Wola Zmian[6] (District of Changes) which was established in 2009. Citizens came together because of a local protest against an investor initiative to build a residence in a local area, as they wanted to prevent this plan and save the area by creating a citizens' union to protect and develop the territory. A citizens' panel is large demographically representative group of citizens used regularly to assess public preferences and opinions. For example, in Moscow such meetings with municipal deputies are held on the eve of elections, or at least once a year. The protocols of such meetings are fixed by particular departments and directed to review and monitor decision-making in the framework of the responsible department

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5   Arnstein Sherry R. "A Ladder of Citizen Participation", JAIP, vol. 35, no. 4, July 1969, pp. 216-224.
6   http://wolazmian.pl/

supervising particular spheres of city governance such as transport, housing, health, environmental, and social protection.

Open days are one-time actions in which service users are invited to stand on the other side and see what was going on behind the scenes. Open days are often used to generate interest and momentum, and practically used for cultural events such as "Night of the Museums" or theatre day; open doors day apply in some organisations.

An open space workshop is a process which provides a highly democratic framework for enabling any group of people to create their own debate agenda on almost any topic without much training. In Warsaw, many NGOs use the workshop method, for example the Unit for Social Innovation and Research – Shipyard. Innovation usually begins with the problem and starts from an idea that came from the people and by the people. A Polish example of the co-design approach to social problems called Project Rainbow (in Polish "Tęcza") was launched, which involves close and extensive cooperation between children with disabilities (physical but in many cases also mental), their parents, therapists, and professional designers. The aim of this cooperation is to better understand the needs of both the children and their therapists in order to design, build, and test prototype items (toys and tools) fully customised to their daily lives and disabilities.

Design Fest is an event where creative ideas for the future of an area are developed by multidisciplinary design teams to develop and present their ideas in public. This is a good way to stimulate debate and develop imaginative solutions, particularly on controversial issues. One particularly good example in Moscow is the portal Planeta.ru,[7] established in 2011. The project works as a crowd-funding service functioning on the principle of the "corporatisation" of civic initiatives and design projects such as children's playgrounds and parking zones, among others.

Urban design studios are special units attached to a university or other educational establishments which undertake environmental project work, usually in the immediate locality. They can provide both a valuable educational experience for students and an important resource for local communities. In Moscow, the popular Strelka *Institute* for *media, architecture, and design*[8] international educational project was founded in 2009. "Strelka" combines a curriculum of the city environment and urban development unit, a summer programme of public events, and Strelka Press publishing house.

The Centre for Entrepreneurial Learning supports the social economy and collective economic activity (cooperatives), and is usually supported by the Department of Labour.

The wide application of various communication channels and operation of various platforms for discussion is fundamental for civic activity, precisely

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7   http://planeta.ru/
8   http://www.strelka.com/

due to the enabling environment for open access to city policy and the establishment mechanisms of openness that work on the principle of "fake it 'til you make it", i.e., by imitation or remote activity via the Internet, when it becomes possible to develop a new quality of social responsibility and civic engagement among citizens, who under greenhouse conditions, like in an "incubator", seem to realise themselves as active citizens, or more specifically, as a "self-realised citizens".

3. Co-governance and co-participation in the administrative process, which operate by mechanisms of contribution to local initiatives, development budget, referenda, and co-productions of services, etc. In Sherry Arnstein's interpretation, civic participation is composed of developmental stages figuratively called "the ladder of citizen participation", which can be quantitatively measured according to data of civic engagement, estimated as "degrees of citizen power", and which includes mechanism partnerships, delegated power, and citizen control. The outcome of co-governance can be conceptualised as a shift from "governance by officials" towards "governance by citizens". This framework of local administration represents citizens' interests and abilities equally and open implementation of local governance. Co-governance requires citizens to take an active responsibility for their own well-being and that of their community.[9] Roles range from very formal, for example civil society activists working in the public consultation organisations (public chambers), to more informal membership of a user citizens' advisory group. Public services can support co-governance by empowering users and citizens as well as providing opportunities for them to be heard.

Participatory budgeting mechanisms bring local communities closer to the decision-making process regarding the allocation of public budgets. Warsaw has organised a participatory platform for participation and organisation public discussion of urban issues by experts, NGOs, municipal leaders, and citizens.

Referenda or elections on the issue under discussion have exceptional value, and may be used for strategic planning issues and local issues such as paid parking area projects in Moscow.

Moscow and Warsaw were selected for case studies using the criterion of diversity, taking into account geographical location, administrative position (both them are capitals), history and cultural experience, and comparable strategic plans of city development.

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9   Newman J., "Modernizing Governance: New Labour, Policy and Society", SAGE, 2001, p. 16.
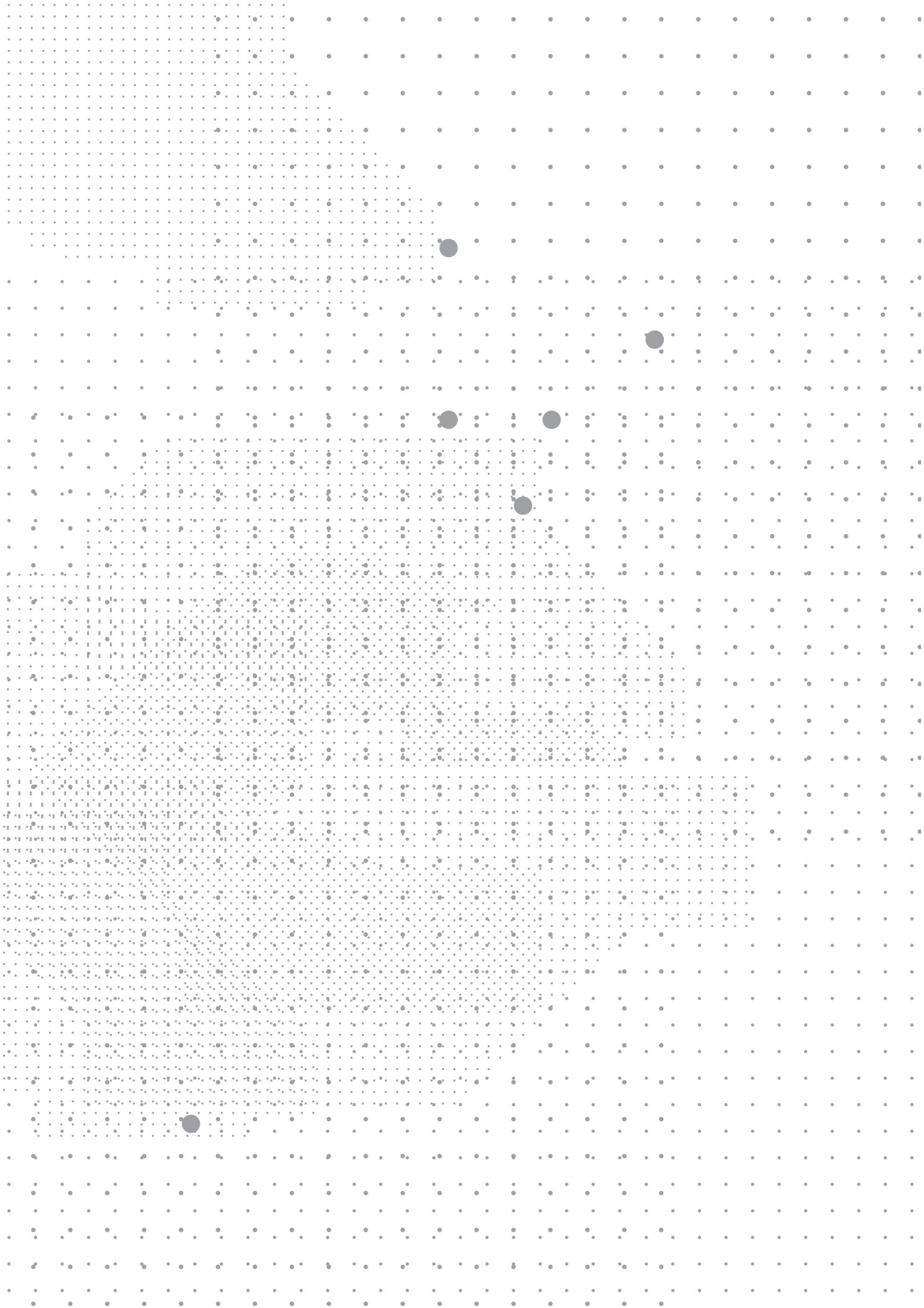
The concepts introduced above suggest the presence of a set of variables that constrain the impact of a policy of open access on local governance. How can the public mood be addressed and what are the findings of the implementation principles of openness in Moscow and Warsaw? What mechanisms for taking into account the interests of citizens and involving them in resolving urban issues have proved to be effective? Moscow has actively developed digital services and instruments of digital consultation. More details on what mechanisms exactly support this set of boundaries in local governance in Moscow will be observed.

1. Information

The main sources of information on a city, its daily life, and problems, are its residents. Feedback mechanisms, collection and analysis of city data, and governance and forecasting of development have been evolving for well over a decade. However, the number of issues that modern technology can be used to resolve is also constantly increasing. At the same time, the opportunity for citizens to influence what is happening in the city with the help of IT solutions is also increasing in importance.

Centralisation of official Moscow portals illustrates the city governance structure and gives specific references to information and the ability for feedback. mos.ru is the official website of the mayor and government of Moscow, and is connected with: electronic services for citizens,[10] the universal electronic Moscow card,[11] state financing of programmes in a friendly format,[12] facts from Moscow's information system,[13] Moscow's official guide,[14] the Moscow GIS portal,[15] and investor information.[16] These portals have a mostly informational function, although one of them – the Our City[17] portal – used to engage citizens through Internet technologies. The typical operating principle of the portal is to take advantage of the public, as what could be easier than a "solution to the problem in two clicks". The assignment of the actor is to see

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10   pgu.mos.ru
11   uec.mos.ru
12   budget.mos.ru
13   data.mos.ru
14   travel.mos.ru
15   eatlas.mos.ru
16   investmoscow.ru
17   good.mos.ru

the problem (for example: a broken road in the courtyard, a dirty staircase, expired food products in local shops and illegal trading, text message spam, or even complaints about the inaction of officials), followed by underscoring the problem: as formal treatment requires the official form, the site automatically generates a treatment prescribed form and guides the responsible authority.

Openness of information realised by the open data portal,[18] an electronic information bank of Moscow which summarises data on more than 200,000 city facilities. The portal is regularly updated with useful data: information about urban infrastructure facilities. Information is available in a table and on an interactive visual map.

Electronic services appear to support the introduction of new urban services, and in connection with the introduction of paid parking a new service was launched in 2013.[19] The "Moscow Parking" website contains answers to almost all questions related to parking: causes of the introduction of fees, costs, the residents' agreement, information about the conditions for special categories of the population, fines, questions, suggestions, and reviews.

Another portal was created by the NGO Angry Citizen.[20] Similar resources exist in quite prosperous countries, such as SeeClickFix[21] in the United States, and FixMyStreet[22] in the UK – a British mapping service that allows users to report city issues. The user enters the zip or postal code of the street and the system shows a map with several surrounding locations and marked problems in this particular area. The next step is to specify the location of the problem area and briefly describe it. The system automatically determines the organisation responsible for deciding and sends the officials responsible. The objective of the project is to build an effective model of communication between users and local councils, to create a fast tool to respond to urban problems.

2. Consultation

In large cities in developing countries such as Moscow, different social groups – first and foremost, the growing middle class – are increasingly voicing their demands in relation to the urban environment, living conditions, and the quality of decisions related to governance.

An important technique of a policy of open access in Moscow is public hearings.[23] When there is a lack of mechanisms for interaction between different levels of government and citizens, urban development issues –

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18   data.mos.ru

19   parking.mos.ru

20   http://www.angrycitizen.ru/

21   http://www.seeclickfix.com/

22   http://www.fixmystreet.com/

23   "On Legal Acts of Moscow". The Law of the City of Moscow 8 July 2009 N 25 (as amended on 28 November 2012). Article 9. Public hearings and public discussion of draft regulations.

the establishment of imposition restrictions on entry to the city centre, construction on the site of a former park, or a large development project – become fertile ground for conflict, as is evident from recent protests in several cities, and it is becoming increasingly clear that city administrators often do not know how to solve highly specialised issues.

The Public Chamber of the City of Moscow has established a transparent and effective apparatus for public consultation, as a mechanism of public inspection and awareness of civil initiatives. The Chamber brings together leaders and NGO representatives from each administrative district. Work discussions are built around a number of issues carried out by specialised commissions. For participation in the formulation and implementation of economic and social policies of the city of Moscow in response to a Moscow Government Decree[24] and "The development of the Public Council of the City of Moscow",[25] extensive infrastructure interaction of executive authorities of the city of Moscow was formed with civil society, including a territorial profile and public advisory bodies (including operating and coordinating expert functions), as well as public councils of district structural units.

Increasing the availability of public services held in Moscow, not only on the Internet but also by the convenient location of mini governmental district bureaus – IGSC (integrated government service centres) – centralise regional and federal agencies to supply essential services to assemble residents' needs. These centres based on citizens' availability to obtain advice from experts of the centre combine public communication functions with the Department of Social Protection, the Department of Housing Policy and Housing Stock, the Department of Environmental Protection, the Civil Registration Directorate, the City Centre for Housing Subsidies State Enterprise, the State Housing Inspectorate, the Moscow City Technical Inventory Office State Unitary Enterprise, the District Housing Services, the Prefecture of Moscow's Administrative Area, and the District Council.

The foremost suggestion is to utilise government service centres and electronic services to expand on the availability of services and information transparency. The basis of construction communication channels between officials and citizens in Moscow is guided by the creation of positive motivation and development of simple and portable communication tools for the convenience of use by citizens, a new philosophy of the policy of open access of the organisation of services, modern means of communication, and cooperation without personal participation with officials for transparency. The user and community perspective often triggers public service innovation. For example, the application for consultations can add value to council and public agency websites. Most public websites are overloaded with information

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24 "On the Concept of development of cooperation of the executive authorities of the city of Moscow with the public and other non-profit organizations in 2006-2010".Moscow Government Decree, 25.07. 2006 № 564-PP.
25 "The development of the Public Council of the City of Moscow", № 5 of the Decree and the Mayor of Moscow 10.06.2008 № 41-UM.

and difficult to navigate. This could be changed, for example, by co-design with service users and official departments.

Digital participation is represented in Moscow by the pilot project "What Moscow Wants",[26] where young designers and architects lead professionals in the urban environment field. According to results of the vote of the Moscow Urban Forum 2013, specialists select the top 10 designer concepts and architects that presented projects for implementation by the relevant departments of the Government of Moscow. This practice started as a pilot project and continues to actively expand.

The Moscow crowdsourcing project Probok.net[27] ("No traffic jams") that is based on obtaining useful information from residents about improving the transport situation regarding public city transportation, the traffic system, pedestrian traffic, automobile parking, and bicycle parking. Best proposals come from ordinary drivers who as road users see the situation better. The most successful practices can be translated to other regions, such as right turn on red, or simply right on red, which is a law permitting vehicles at traffic lights showing a red signal to turn right that was introduced in many countries with right-hand drive traffic – and recently using in Moscow to offload traffic in the city centre. The website is able to offer the idea of traffic organisation and evaluate the proposals of others, and has become a popular programme of traffic management in Moscow. The movement is also actively associated with supporters and arranges collection of signatures in defence of their proposals.

Residents of large cities such as Moscow are increasingly voicing their demands in relation to the comfort of the urban environment and the quality of the work of the city authorities. Their perception of comfort is not based on local experience, but rather on comparisons with their hometowns and other cities around the world. This also applies to the relationship between citizens and the authorities: the increasing overall level of informatisation of life is perceived as normal by citizens, while out-dated mechanisms for interaction cause irritation.

How can the authorities rely on independent opinions and use them to improve the quality of their work and increase the confidence of citizens? The Government of Moscow tends to be in step with the times and actively uses modern technology to interact with its residents. In May 2014, the Government of Moscow submitted an application "Active Citizen"[28] for iOS and Android. The application has already been subscribed to by 140,000 people in just one month of operation. The Active Citizen app to engage Muscovites in city governance was launched on Mayor Sobyanin's orders and intended for Muscovites to participate in weekly polls as in "electronic

26 http://blog.moscowidea.ru/
27 http://probok.net/
28 http://ag.mos.ru/

referenda" on development issues and to address problems in Moscow. The Mayor of Moscow has given us instructions to create a special service to maintain constant dialogue and to think over a system to motivate proactive residents. The relevant priority city issues that range from transport and area improvement to healthcare and education will be put on online referendums everyday. Referenda will be initiated personally by the mayor, as well as by the members of the Government of Moscow and the territorial authorities. The city will also monitor topics that are most discussed on the Internet and put them to vote as well. This mechanism is an effective platform to organise Internet referenda mobile app that will allow Muscovites to take part in governing their city, which is unique in Russia.

"Active Citizen" is a system of electronic referenda on urban issues. Active users will receive benefits such as free museum and theatre tickets, the Troika card, an hour of free parking, bicycle rental, or other city services using gaming techniques and competitions. Participating in surveys earns points; 1,000 points gives participants the status of "active citizen" and access to bonus products. The use of gaming techniques allows the activity of Muscovites to be stimulated. Points can be exchanged for urban services: paid parking areas, bike rental, theatre, museums, and cinema tickets.

Unique pilot projects launch the creation and development of communication tools with residents and continuously expand the circle of participants in co-governance projects. Crowdsourcing as a mechanism has already produced results: 9,635 participants identified areas of the development of the portal "Our City"; 9,369 proposals have already been posted, including 1,542 new features and 629 for new ways to control authorities. In 2011 the mayor's office launched the Our City portal and Mobile Reception Office app that can be used to monitor the quality of city services. A poll conducted in spring 2014 among those using the resources showed that 77% were interested in deeper cooperation with the authorities over city issues. This project can be seen as a particular example for involving citizens in consultation. For the Government of Moscow, this project provides an opportunity to fill the information gap between the authorities and citizens, and increase the number of involved citizens to participate in city politics. For citizens, these services allow them to feel empathy towards the city administration and receive bonuses for their active citizen position. The question for the near future is put to a public discussion additional services in the parks, ordering non-stationary trade, the improvement of specially protected areas, and landscaping yards, etc. It should be noted that there are no analogues of such projects in Russia yet.

3. Co-governance

Currently, Moscow does not hold referenda, but has created instructions to maintain constant dialogue and a regulatory framework for it. The Charter of the City of Moscow[29] recognises the following forms of direct democracy: the right of citizens to directly participate in the exercise of power by participating in elections and referenda, through using the right of legislative initiative. Moscow referenda may be conducted on two levels: as the city of Moscow and as local referenda. To identify views of the population of Moscow – the Moscow City Council, the Mayor of Moscow, the Government of Moscow, territorial executive authorities of the city of Moscow on the city life of Moscow, and local self-government on local issues may carry out advisory and other surveys, public hearings, and discussions of urban and local issues in the media.

Which of society's strengths can be used to increase the involvement of citizens in resolving the problems of the city? Access to policy involves the implementation of actor-to-actor relations. In recent years, Moscow has implemented or launched several important reforms, with significant results being achieved in a range of spheres including transportation, infrastructure, and the urban environment. Today, the involvement of citizens through these mechanisms in Moscow are an open question, and the Government of Moscow searches for these mechanisms through the launching of pilot projects and development of mobile technologies that can be used to monitor the quality of services and public discussion. Moscow uses the service approach to interact with citizens via mobile services and front office, such as mini governmental district bureaus – IGSC (integrated government service centres), which leads to the available services coming personally and via the Internet. Such strategy allows a large amount of people to be reached, as there are more than 12 million inhabitants in Moscow, from which only 5% are willing to take a personal part, 10% are ready to discuss plans, and 20% are willing to be involved in either form.[30] Currently, Moscow conducts active organisation work on the procedure of public hearings in the traditional form, as well as pass approbation pilot projects on the Internet – opinion polls on urban facilities as mechanisms to introduce instruments of direct decision-making and co-governance.

29　The Charter of the City of Moscow. The Law of the City of Moscow, 28 June 1995 (as amended on 19 December 2012).
30　Rakova A., "Self-realized citizens: how can they be encouraged to actively participate in the city's affairs". The report on Moscow urban forum December 2013.

Warsaw case study from the perspective of the open access policy concept

In Warsaw, the policy of open access may be considered through access to information, access to public consultation, and procedures involving citizens in co-governance. How is the development of public spaces in the city connected to the opportunity for residents to express their interests? How can strategic development projects be implemented under the conditions of interaction between different social groups? What role can modern technology play in interaction with residents?

1. Information

Access to information has a legislative procedure in the Charter on Access to Public Information,[31] a very powerful instrument to supply information to citizens as a complete and open resource about life in the city, through the official procedure of request for any kind of information that is in the authorities' possession. Article 8[32] legislates a special service for informational support through an official publication – the Public Information Bulletin.[33] The Public Information Bulletin contains basic information about city services, news, contact with the local authorities, information for citizens, investors, and tourists, cultural events, media services, education, urban greening programme, the Police, the emergency services, a list of mass events, a list of public governance, family and social policies, advocacy, infrastructure, public consultations, social programmes, and general information about strategies and programmes.

Information is provided through a number of websites: the website of the Warsaw Centre for Civic Cooperation (the project is co-funded from the budget of Warsaw), which contains comprehensive assistance, organisational, technical, informational, and training support for Warsaw organisations and other social initiatives;[34] the City of Warsaw website, dedicated to cooperation with NGOs;[35] the Facebook profile of the City of Warsaw, dedicated to its cooperation with NGOs;[36] and the website of NGOs from Warsaw, managed by

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31 USTAWA z dnia 6 września 2001 r.o dostępie do informacji publicznej. Opracowano na pod-stawie: Dz. U. z 2001 r. Nr 112.

32 USTAWA z dnia 16 września 2011 r. o zmianie ustawy o dostępie do informacji publicznej oraz niektórych innych ustaw. Opracowano na podstawie: Dz. U. z 2011 r. Nr 204. http://www.mpips.gov.pl/bip/akty-prawne/ustawy/uustawa-o-dostepie-do-informacji-publicznej/#akapit3

33 BIP – Biuletyn Informacji Publicznej http://bip.warszawa.pl/

34 http://www.centrumwspolpracy.org.pl

35 http://www.ngo.um.warszawa

36 http://www.facebook.com/Warszawa.pozarzadowa

the Klon/Jawor Association (the project is co-funded from the City of Warsaw's budget).[37]

2. Consultation

Public consultation is a form of dialogue that leads officials to seek citizens' views on various important issues. Consultations differ from social research because of their duration and participants, and consideration to local needs provides the conceptual apparatus for the operationalisation of indicators and analysis of the quality and effectiveness of mechanisms for public consultation. This procedure gives an open opportunity to see feedback and support or correct some initiatives. Workshops may also be organised with a number of stages, the participation of which depend on citizens' level of engagement and readiness to give their personal time, as well as the level of citizen "interactivity" by use of the results of any changes that have been made, of what kind, and how many comments have been adopted. Through this procedure, some citizens' proposals are submitted, while some are discarded. The use of the results of public consultations and their ultimate impact depend on the administrative unit, as not all areas have the same level of development and the civil activity of local organisations has regional specificity. Public consultations are organised by the district town hall. The logic of the consultation process is based on the dialogical procedure: spreading information about public comments, the procedure of allaying these comments, research of previous positive experiences, and approving their results for future activity in participation to provide political effect or demonstrate mistrust. Final projects may include the majority of the reported needs, or only be a small part of them. Public consultation is an obligatory procedure for collective decision-making regarding public issues, and is bound by this procedure due to the importance of the local community and taking into consideration the views of the majority. Most residents consult on issues of land use planning and new investment, as well as the modernisation of the street or square, discussion of and plans for the future track of the city.

In the opinion of local activists – Dariusz Swed (city resident and local activist) and Aneta Skubida (leader of Wola Zmian/District of Changes): "Polish people have a low level of trust, citizens do not believe in the power of their own voice, because they think that their opinion does not have significant weight, and that they can not influence the decision, which is eventually adopted by the officials." However, public consultation opens up possibilities for dialogue discussion meetings or workshops with officials and experts. During the consultation it is important to exchange views and hear proposals by others.

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37 http://www.warszawa.ngo.pl

3. Co-governance

Participatory budgeting is one of the mechanisms of direct democracy, allowing residents to decide how to spend a city's budget. The mechanism was invented in Porto Alegre, Brazil, in 1989, and soon spread around the world: urban residents in Spain, the US, the UK, and since last year, Poland, participate in this experiment of self-government. The essence of participatory budgeting not only involves citizens in controlling what their money is spent on, but also returns direct democracy to urban governance. The participatory budget is a mechanism of power distribution: the city administration agrees to give city residents the choice on how to use either the whole of the city budget or a part of the budget. This decision was difficult for some Polish politicians. The total amount of funds is about 0.5 to 1.1% of the city budget by district, which are submitted for the collective discussion of the citizens. In addition, in 2013, district teams were appointed for the participatory budget consisting of representatives of citizens, NGOs, district councillors, and officials of the district. The participatory budgeting mechanism is organised by residents reports proposals of tasks/projects that are voted on by local residents. Thus, the inhabitants of the city are involved in a co-decision with a specified pool of public funds. The main objective of participatory budgeting is to educate residents about the structure of public funds and to hold a direct discussion of financial issues.

Conclusion
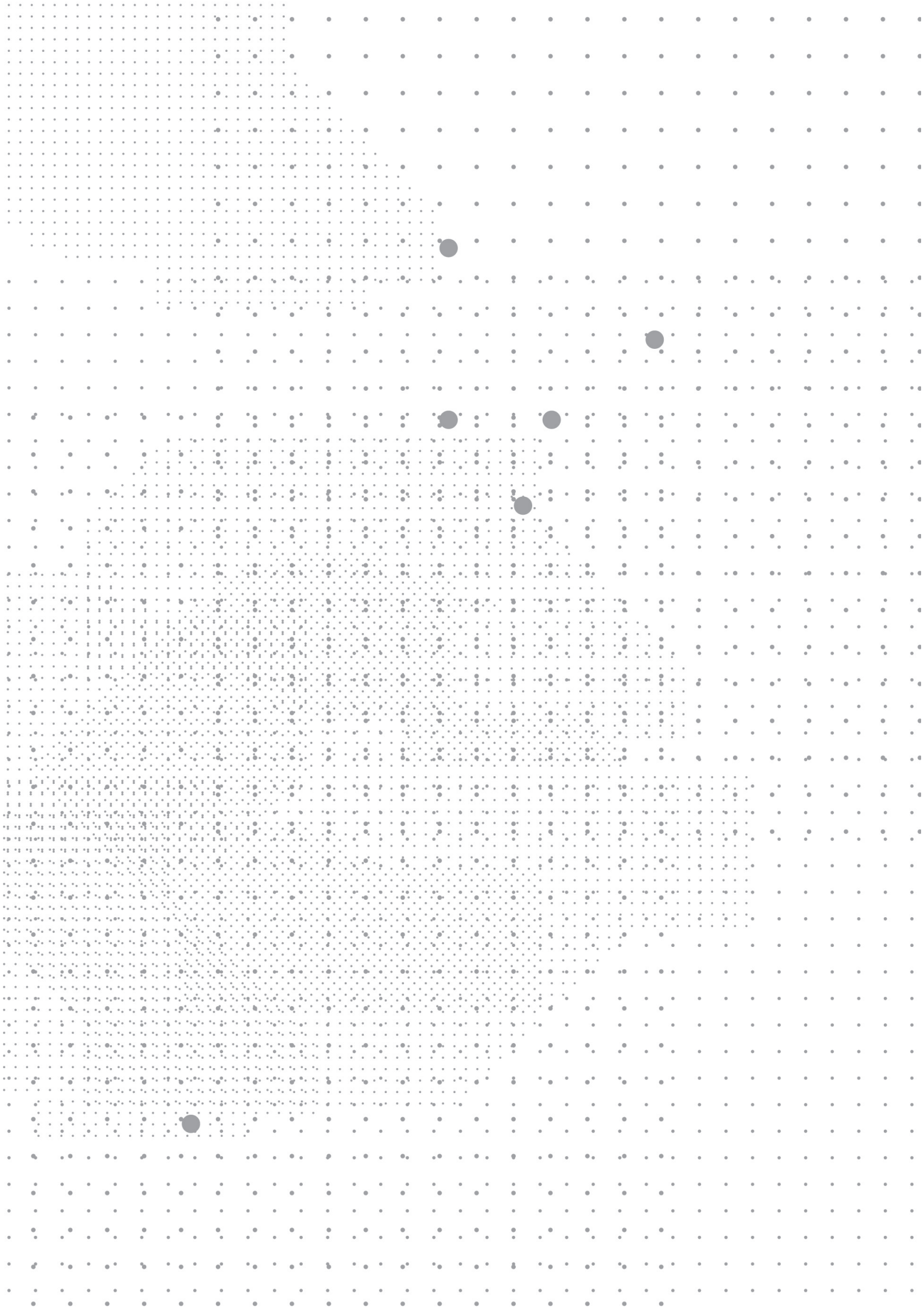
The above case studies suggest three key elements that determine the stage of providing a policy of open access in local governing regarding the local administrations of Moscow and Warsaw. They are analytically separable and all three criteria concern the capacity of an open access policy programme of local governance. This study has built up a conceptual framework to guide focused empirical research of open access policy mechanisms. The concept of open access forms the basis for examining the impact of instructional development and implementation mechanisms operating by access to information, access to consultation, and access to co-governance.

Access to information exists in a basic form, and both Moscow and Warsaw have a similar form in the massive development of city websites and the development of Internet technologies. The centralisation of official Moscow portals has positive qualities, as it illustrates the city governance structure, although the authorities run the risk of relying on the massive use of IT technology and the willingness of citizens to use the Internet to participate in city politics.

The other approach taken by Warsaw was when all the city portals demonstrate a point of reference for citizens, from the "Public Information Bulletin about the city services and events" to the "website of the Warsaw Centre for Civic Cooperation", and the "Warsaw website of cooperation with NGO organisations". At this point, the qualitative difference between Moscow and Warsaw is in organisational development. Moscow is increasing the quality of services and adjusting channels of communication with the residents. Completing its institutional arrangement procedure, Warsaw has already moved to the next stage of interaction with the residents. Public consultation in Warsaw is organised by various government entities and local government, although it is often organised by the district town hall. The Meeting of the Moscow Public Chamber does not provide consultation work with its citizens. The Communication Centre of the City of Warsaw, however, supports access to public consultation, and the fact that this special communication centre exists proves the second advantageous difference between Moscow's technological electronic web/mobile IT/applicant and Warsaw's open phone/web/personal communication.

Finally, access to co-governance is also in an early stage of expansion. Warsaw's local government only shares 0.5 to 1.1% of the city budget for inhabitants' discussions in pilot projects of the participatory budget. The organisation and functioning of these procedures has formed a participatory platform for concern over public discussion of urban needs by experts, citizens,

NGOs, and municipal leaders. At the legislative level, the defined fundamental document is the strategy of social development, which determines the perspective of directions of urban development in the near future (2020, 2025). All these mechanisms attract residents to an open city policy designed for the greater than ever involvement of citizens in policy level decisions and local solutions, which are small, specific, and close to citizens' problems, and which ultimately allows greater open access to political co-governance, not limited by participation in elections.

Thus, the examples of Warsaw and Moscow have formed two ways of conducting a policy of open access. Warsaw attracts publicity through public consultation, the adoption of regulations, and a participatory budget; and therefore, at present Moscow is actively developing IT pilot projects to attract civic initiatives.

Approaches to strategic planning for city development and problems related to implementing strategies is primarily in the context of the interaction between various stakeholders and citizens. What is the value of strategic planning for city development? The development of institutional channels carrying open access is necessary, as the Government of Moscow is guided by the principles of transparency in its long-term strategy for the development of the city (2025), and applying a policy of open access is an inevitable resource for achieving its goals. Warsaw's long-term strategy also includes programmes to build the conditions for transmitting specific public tasks to local citizens' community and NGOs. Lessons can be learned from the knowledge and successful experiences of the past, which should also be complemented with new solutions and innovations. The World Bank has indicated that it is important for cities to be aware of three aspects: planning growth, interacting with other cities and areas, including international markets, and financing the development of infrastructure and the service sphere.

A policy of open access also requires real accessible organisational entities operating in the relations of officials and citizens. Moscow uses a service model that is based on agreement, and impersonal service delivery areas transmit public responsibility to the local level. From the perspective of information transparency, the Government actively develops actions through the department's website and via mobile applications, providing statistical information about their work on the sites of relevant departments, although the current practice of taking on citizens for political participation are through particular cases: pilot projects and public hearings.

In both cases we see a common purpose, but various stages of implementation of institutional and social development. The initial stage of development of civil participation requires the minimum conditions of technical and resource provision, supporting civic initiatives and developing mechanisms of local policy discussions between the authorities and citizens. Currently, Moscow and Warsaw are actively launching new mechanisms and

starting pilot projects to support civil initiatives. However, the conclusion is that Warsaw is slightly ahead in the framework of institutional development. Thus, the proposed methodology for assessing the policy of open access suggests that in a short time and with sufficient support, it will be able to involve more citizens in the public participation stage. These arguments suggest designing institutional arrangements to promote a policy of open access and its mechanisms in policy practice at the local governance level. The development of IT services is excellent in expanding the availability of increasing participation, as it saves resources and allows more mobile citizens to be attracted. We can conclude that Moscow's experience has reached a new level of organisation of working with citizens. However, the basis to form participation is actively developing in Warsaw. Thus, Moscow should support the foundation of civic participation, along with modern methods. Warsaw in this case should look at the experience of the Moscow pilot IT mechanisms to involve citizens.

Many countries face the problems of material and social stratification. This issue manifests very clearly at the level of cities: according to United Nations data, up to 30% of the population of large cities in developing countries live in slums, without full access to the most basic infrastructure for a comfortable life, including social services such as healthcare, education, culture, and the Internet, etc. This situation cannot be overcome in problem areas without changing people's attitudes to the city. This issue, which is related to the development of social infrastructure, is typical for cities, and the provision of access to social benefits is problematic. Not only is the quantitative evaluation of these technique important, qualitative impetus is also significant for the development of civic consciousness that manifests itself in familiarising citizens to regularly participate in city policy. The concept of open access policy has put forward bigger questions: what reforms are needed in the social sphere and how can sustainable results be achieved? What solutions and approaches are used in different megacities to improve the quality of life – on the level of regional policy and local communities? Is it possible to rely on structures and solutions created by officials, citizens, and social entrepreneurs, and what can local communities do towards the future of a local open access policy?

Recommendations to implement a policy of open access ◀◀◀
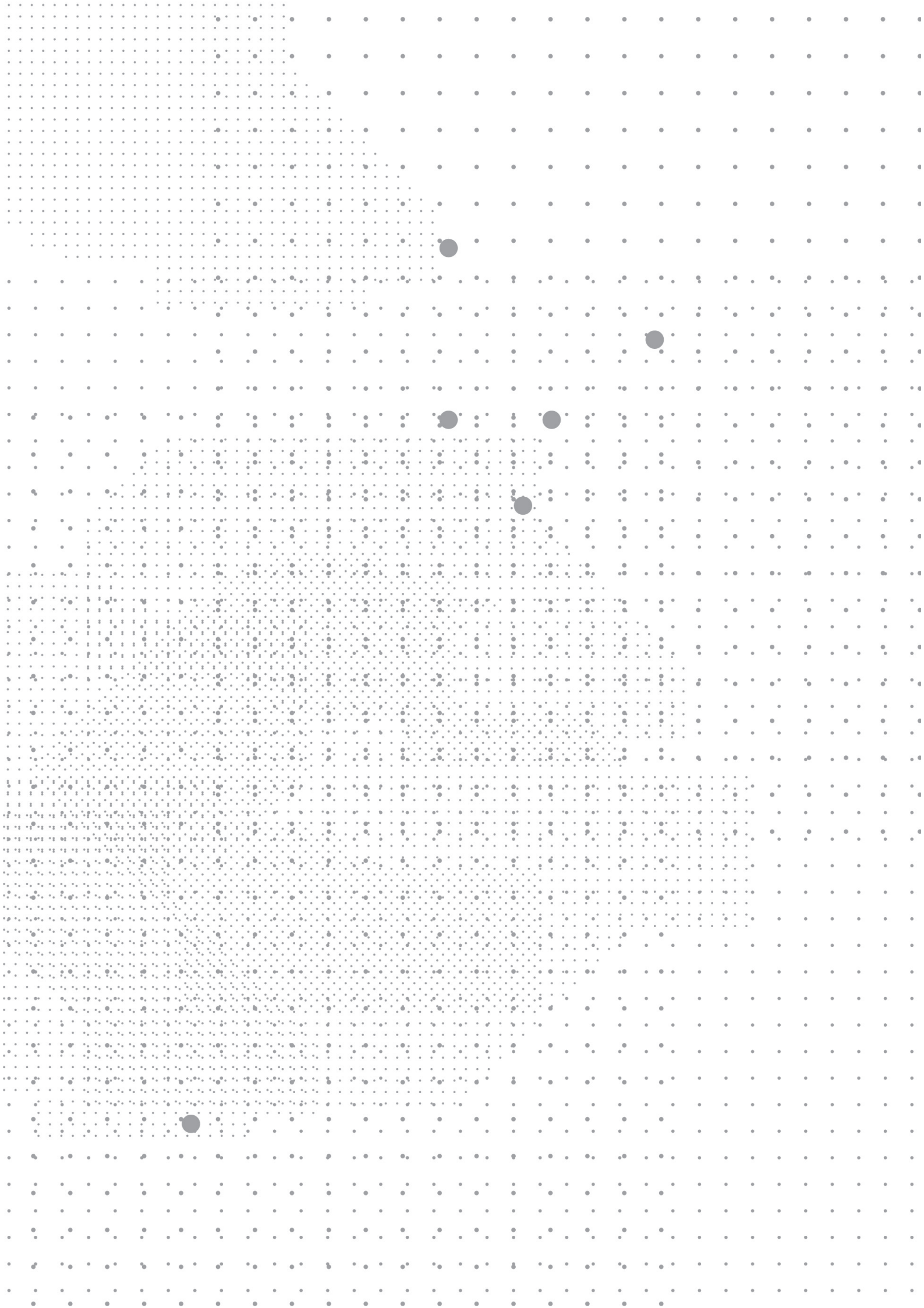
- Encourage direct civic participation through the Internet and new technology (by creating free Wi-Fi zones in public spaces, interactive desks in bus stops, and well designed information desks in public places);
- Create government/NGO agencies of civic participation (these could be district communication centres, public chambers, and activist groups);
- Sustain development of new communication technologies (expand apple/android add-ons for public services and communication, and electronic map services/mapping);
- Support initiatives (reflect on ideas and supply sponsorship through co-financing and granting);
- Provide open access to the Internet; build friendly connections with department-to-department links for easy dialogue with citizens (create a comfortable internal communication services and simplified interaction between officials);
- Contribute to co-production of public services (encourage people-to-people contact and support associations);
- Build people-to-people connections and encourage dialogue (use networks and social capacity of the World Wide Web);
- Increase participation (by sustaining ideas regarding city infrastructure, activism and urbanism ideas, design fests, open space workshops, open days, citizens' panels, and citizen advisory groups);
- Support procedures designed to empower access to information (through advertisement, social information, open doors days, details of contact information on websites, and newsletters as a traditional way to spread information);
- Inform citizens about local government activity and budget system (through blueprint brochures and step-by-step instructions, as well as participatory budgeting mechanisms).