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**V4 CITY INSTITUTIONAL CORRUPTION INDEX**

**Project**

**Final Report Submitted to**

**Partnership for Transparency Fund**

**by Transparency International – Czech Republic**

**Project Coordinator: Michal Štíčka**

**Prague, 30 September 2004**

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## Justification of the Project<sup>1</sup>

Corruption is a serious negative social phenomenon that affects with a variable intensity both developed and developing countries of the world. Corruption has manifold devastating impacts on the life of society: it retards social and economic development, undermines the rule of law, breeds social, economic and political crises, undermines a free press and public accountability in government, wastes public resources, distorts national and international trade and commerce, threatens the sustainability of natural resources, and so on.

Although fighting corruption always entails a multi-faceted approach and dedication on part of the persons involved, political will to eliminate corrupt practices is of the greatest importance. Sometimes, however, political support is hard to gain, and that is why other players in the fight against corruption, such as the civil society organisations, have to exert pressure on the politicians in order to attain a higher level of the political commitment.

One of the ways to exert pressure on the political representation is to raise awareness of the public regarding the extent of corruption in society, which can be achieved by measuring corruption in society. Because of the high latency of corruption, “hard” data (especially police and judicial statistics) cannot show the real picture, and hence social scientific tools, such as surveys and polls are used to measure the extent of corruption in society.

Generally speaking, there are two main approaches to measuring corruption. The first (and more widespread) approach focuses on measurement of *corruption perception*.<sup>2</sup> Respondents of surveys based on this approach are usually asked to estimate the level of corruption in selected fields of life of the society; in some surveys the respondents are also asked to say whether they have been given or have actively given a bribe during a certain period of time preceding the survey. The results of such surveys then show perceived levels of corruption in the explored fields.

While measuring perceived levels of corruption proves to be a valuable tool to raise awareness of the public and, at the same time, exert pressure on politicians, it is by no means flawless: under certain circumstances the perceived level of corruption may significantly differ from the real level of corruption: for example, when the perceived levels of corruption are measured in a country, in which the sensitivity of the public to corruption is high, or, on the other hand, low. In the former case, the perceived levels of corruption may be higher than the real one; in the latter case the perceived level of corruption may score lower than the real one. That is the reason why surveys measuring perceived levels of corruption are from time to time criticised as non-reliable.

The second approach concentrates on *examination of institutions*. It explores whether certain anticorruption mechanisms or institutions are in place and seeks to evaluate their efficiency. Again, this approach has its shortcomings. For example, it does not provide an answer to the question “To what extent is the explored object corrupt?”, as does the first approach (with the caveat made above). However, it does provide a more authoritative answer to the question “What are the corruption-prone institutions?”, and as such it is not only a tool to attract public attention to the problem, but also a tool to discover the state of the surveyed institutions in the light of an “ideal” anticorruption policy.

Given these facts, Transparency International – Czech Republic (hereinafter referred to as TIC), a non-governmental not-for-profit organisation, whose aim is to monitor the level of and promote measures to eradicate corruption in the society, decided to follow the second approach and **propose an innovative methodology and carry out a survey that will measure the propensity of selected institutions to corruption. The selected institutions to be surveyed would be the capital cities’ of**

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<sup>1</sup> Taken from the Project Proposal submitted to Partnerships for Transparency Fund.

<sup>2</sup> The best-known example of corruption perception surveys is the Corruption Perception Index of Transparency International (for more details see [www.transparency.org](http://www.transparency.org)).

**the Visegrád region (hereinafter referred to as V4) public administration.** The survey was to serve as a tool to press the authorities of V4 capital cities to intensify the fight against corruption on all levels of the administration of their cities.

TIC decided to survey the capital cities of the V4 Region for the following reasons:

- 1) The cities are capitals of four Central European countries about to join the EU. We assumed that problems of the cities would overlap to a large extent, and, therefore, a comparison of the cities was possible.
- 2) Prague, Warsaw, Bratislava and Budapest are capitals of countries that – despite having common interests – are rivals in certain aspects, too (e.g. foreign direct investment). We assumed that the positive rivalry among those cities would raise the anticorruption effort of those cities scoring lower in the proposed Index V4.
- 3) Last, but not the least, TIC initiated an anticorruption co-operation among the V4 capital cities by initiating a series of annual anticorruption roundtables called “Corruption-Free Town Halls in the V4 Region”. The first roundtable took place in Prague at the beginning of 2003. One of the outcomes of the Prague roundtable was a proposal to carry out a survey of corruption in the above capitals on a comparative basis.

## Project Goals

The project goals were the following:

- 1) To design an innovative survey methodology that will establish the existence and evaluate the functionality of anticorruption institutions (“corruption propensity”) in the public administration on the local and regional levels. The survey methodology would take the second approach to measuring corruption, as described above in the Project Justification.
- 2) To establish the existence and evaluate the functionality of anticorruption institutions in the public administration of the V4 capitals, and rank the capitals according to the quality of the anticorruption institutions in their administration.
- 3) To raise awareness of the public with respect to the problem of corruption on the level of V4 capital cities public administration.

## Summary of Project Activities

Activity	Description	Date
<b>Setting anticorruption standards in the field of:</b> <ul style="list-style-type: none"> <li>– <b>public procurement</b></li> <li>– <b>internal audit and control mechanisms</b></li> <li>– <b>codes of ethics</b></li> <li>– <b>conflict of interest</b></li> <li>– <b>access to information</b></li> </ul>	<p>The aim of this activity was to create a set of anticorruption standards<sup>3</sup> for the mentioned fields in order to get a benchmark, against which the examined institutions (Visegrad 4 capital cities’ public administrations) would be assessed.</p> <p>The standards were set in co-operation with 10 Czech and foreign experts.</p>	<p>End of February 2004</p>
<b>Selection of a supplier of the sociological survey for the objective and subjective part of the</b>	<p><b>The activity was successfully completed.</b></p> <p>The supplier was to collect data for the Index.</p> <p>TIC approached three agencies specialising in public opinion surveys: Gallup Institute, Tambor,</p>	<p>February 2004 (contract signed; negotiations since September 2003)</p>

<sup>3</sup> A list of anticorruption measures of legislative and / or organisational nature that should apply in a given field.

<b>Index<sup>4</sup></b>	and GfK. Only <b>GfK</b> was able to give a reasonable offer for conducting the survey – about 26.000 EUR (the other two offers exceeded 30.000 EUR).	
<b>Development of the Index methodology</b>	<p><b>The activity was successfully completed.</b></p> <p>The methodology of the Index is based on two pillars – objective and subjective (for details see the footnote). For each of the pillars, a questionnaire had to be designed. The questions were based on standards set by the experts (see above).</p> <p>The questionnaires were designed by TIC in co-operation with GfK Czech Republic. GfK had them translated into Slovak, Polish, and Hungarian; proofreading of translations was arranged by TIC.</p>	February-March 2004
<b>Collection of data concerning the objective part of the Index</b>	<p><b>The activity was successfully completed.</b></p> <p>The aim of the objective part was to find out what anticorruption tools were applied in the normative framework, in which the cities’ administrations operated. This was supposed to provide us with the first comparison of the quality of the anticorruption environment in the V4 capitals.</p> <p>The data were collected by means of interviews with 2 top managers of the city administration (the head of the office, and head of the legal dept. or internal audit dept.). In each of the city, local GfK representatives carried out the interviews.</p>	March 2004 (Data concerning Bratislava were recollected in May – June 2004).
<b>Collection of data concerning the evaluative part of the Index</b>	<p><b>The activity was successfully completed.</b></p> <p>The aim of the evaluative (“subjective”) part of the Index was to assess the functionality of selected anticorruption tools in each of the cities. The negative value thereof rendered the examined “corruption propensity” of the city public administration.</p> <p>In each of the cities, the data were collected by representatives of local GfK. The target groups were selected according to their knowledge of the city affairs: city councillors, city officials, journalists writing about city matters and “active citizens” (NGO representatives and developers). The number of respondents in each of the city was 100 people.</p> <p><b>The activity was successfully completed.</b></p>	April 2004 (Data concerning Bratislava were recollected in June 2004).

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<sup>4</sup> The methodology of the Index is based on two pillars: the goal of the first one is to establish what anticorruption tools are set forth in the normative framework, in which the cities operate. This pillar of the survey is therefore called by its working title “objective”. The goal of the second part of the survey is to assess the functionality of the above anticorruption tools by means of a quantitative sociological survey. The working title of this part of the survey is therefore “subjective” (or evaluative).

<b>Completion and calculation of the Index</b>	<p>In April 2004, relevant objective and subjective data were received from Prague, Warsaw, and Budapest only.</p> <p>Data concerning Bratislava turned out to be incorrect. That is why the Index was completed and calculated for all cities except for Bratislava; data from Bratislava to complement the whole V4 Index were available on 15 June 2004. In the following week, the Index V4 was completed and calculated, and final ranking of the cities according to the existence and functioning of their anticorruption tools was made.</p> <p>A final report summarising the results of the survey was written in Czech and translated into English.</p>	<p>April-May 2004 (all data except for Bratislava – available in June 2004)</p>
<b>Presentation of the Index</b>	<p><b>The activity was successfully completed.</b></p> <p>The methodology of the Index as well as some illustrative data of the objective part were presented at the “Corruption-free Town Halls in the Visegrad Region” Roundtable organised by Batory Foundation in Warsaw on 14 May (hereinafter referred to as Warsaw Roundtable).</p> <p>The final results of the Index V4 were presented on 30 June 2004 at a press conference held in Prague. A press release was issued in English, Czech, Slovak, Hungarian, and Polish, and sent to Czech, Slovak, Polish, Hungarian and other international media.</p>	<p>14 May 2004</p> <p>30 June 2004</p>
<b>Project Follow-Up</b>	<p><b>The activity was successfully completed.</b></p> <p>Both activities carried out so far and planned for the future are described in detail below.</p>	<p>July 2004 -</p>

## **Progress of the Project Monitoring and Feedback from Project Participants**

### ***Progress Monitoring***

During the implementation of the project’s crucial period (from methodology development to publication of the Index results), TIC proceeded according to a detailed schedule that had been agreed on with GfK, the main TIC contractor. Whether the activities were carried out in compliance with the schedule was assessed weekly.

### ***Feedback***

- 1) The objective part of the Index covered existence of selected anticorruption measures in the normative framework in which the cities operated. While the data concerning Prague, Warsaw, and Budapest presented at the Warsaw roundtable in a plenary session were left unquestioned, delegates from Bratislava protested that some measures claimed non-existent in Bratislava’s public administration were actually in place (and vice versa). That is why TIC had the objective data concerning Bratislava collected again.

- 2) The methodology was subject of a comprehensive discussion during one of the seminars at the Warsaw roundtable. In the seminar, these major points concerning the design of the methodology were raised:
  - a) the two pillars, on which the methodology was based were not summarised in “one Index” (one number summarising both objective and subjective results);
  - b) weights put on the fields under examination (public procurement, conflict of interest...) were equal (for instance, anticorruption measures in the field of codes of ethics “counted” the same as measures in the field of public procurement). Some participants maintained that unequal weights should have been put on the different fields in the final Index;
  - c) there was a time lag between the adoption of a new anticorruption measure (which immediately affected the objective part of the Index), and the change in perception of functioning of such a measure in the target group (which was examined by the subjective part of the Index).

These points were addressed in the following way:

- a) It was not possible to join the two pillars in one Index (one number) under the current design of the methodology, as TIC had been advised. Still, the Index results allow for drawing valid conclusions concerning the quality of the existing institutional environment, which was the main point of the survey.
- b) When creating the methodology of the Index with GfK, TIC discussed the issue thoroughly, and decided not to put different weights on the examined fields in the end. TIC assumed that it would have been impossible to assign different percentage values to the individual fields, for it would have certainly met with a criticism from a different point of view (“how come codes of ethics count for 5% of the Index only, whereas access to information counts for 20%?”). Rather, TIC assumed that assigning the same value to all selected fields would have underscored the interwoven nature of anticorruption measures, which contributed to the whole integrity system. In addition, the information about scores in the selected fields did not “get lost” – the Index values of different fields were published as well as the total Index for each of the city. That is why TIC asserts that it is not necessary to make any changes in the design of the project in this respect.
- c) The advantage of the two-pillar methodology is that it examines anticorruption institutions from the normative and subjective perspective, both having their own dynamics. Since the survey will be carried out again (it is envisaged to carry out the survey in two years time), the dynamics should be captured.

## **Problems Encountered during the Implementation of the Project**

The main problem encountered during the implementation of the project appeared at the beginning of May, before the Warsaw roundtable. By that time, all activities had been carried out in a satisfactory way and in accordance with the schedule. GfK Czech Republic (commissioned by TIC to coordinate its sister agencies in other V4 countries) had both objective and subjective data from all the V4 capitals collected, they were completing and calculating the Index and working on the final report.

During this last phase of their work, it turned out that subjective data concerning Bratislava were incorrect: while having the weakest anticorruption institutional framework (as shown by the then-known results objective part of the Index), the results of Bratislava in the subjective part of the survey (evaluation of the anticorruption institutions) were far more positive than those of the other cities (the difference was striking: whereas Budapest, the “leader” after the objective part scored approximately 0,6 in the subjective part, Bratislava scored 0,8 out of the 1,0 total). Therefore, GfK Czech Rep. asked their Slovak colleagues, whether a mistake could not have been made during the collection of the

subjective data. Having received a negative response, GfK Czech Republic made their own control telephone survey, which proved that the subjective data gathered by GfK Slovakia were wrong.

Because the invalidity of the Slovak data was discovered at the beginning of May, it was not possible to carry out the subjective part of the survey in Bratislava again, so that the whole Index could be presented in two weeks time at the Warsaw Roundtable. Therefore, TIC and GfK Czech Republic agreed that only methodology and some of the objective data would be presented at the roundtable as interim results of the project, and subjective data concerning Bratislava would be collected again later. The end of June was set as a date of the final Index publication.

Unfortunately, it was discovered during the Warsaw roundtable that even some objective data concerning Bratislava were incorrect. That was why TIC asked GfK Czech Republic to enter into the supply contract in place of GfK Slovakia and collect both objective data and subjective data in Bratislava once more. GfK Czech Rep. collected the objective data at the end of May, and commissioned Focus, a polling agency, to collect the subjective data (completed by 15 June).

Regardless of the above problem, no deviation from the original project proposal was encountered during the implementation of the project.

## **Lessons Learnt**

There are 3 main lessons learnt:

- 1) It is necessary to engage a reliable partner (a polling agency) for the collection of data.
- 2) In its objective part, the methodology relies on qualitative research of a certain - limited - scope (2 in-depth interviews with a head of the office and with a head of the legal dept. of the city office, plus study of relevant rules). It would be better to include a larger number of interviewees during this part of the survey in future. It may increase the costs of the survey, but it will diminish the risk of gaining incorrect information.
- 3) One of the main challenges for TIC was to persuade the city representatives to participate in the survey. The survey could not be accomplished successfully without a prior intensive communication with the cities' political representation and other high-ranking officials of the cities.

## **Results Achieved by the Project (incl. Impact of the Project on Reducing Corruption)**

### ***Outputs Delivered***

#### **Innovative Methodology of Surveying Corruption**

The innovativeness of the V4 Index survey methodology rests with the fact that it is a tool for measuring corruption by focusing on anticorruption institutions and their functionality, rather than on perception of corruption (an approach that has prevailed so far). A similar approach has been taken, for instance, by the US Center for Public Integrity – see the Center's Public Integrity Index.<sup>5</sup> In our view, the methodology of the V4 Index survey has a great potential to be applied in a cross-country examination of similar public institutions (such as municipality and regional administrations).

The validity of the methodology is documented by the results of the Index: there is a high level of correlation between the Index findings, and other surveys using a different methodology (e.g. CPI of Transparency International).

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<sup>5</sup> The Public Integrity Index “assesses the institutions and practices that citizens can use to hold their governments accountable to the public interest. The Public Integrity Index does not measure corruption itself, but rather the opposite of corruption: the extent of citizens' ability to ensure their government is open and accountable.” <http://www.publicintegrity.org/ga/> (visited on 15 September 2004).



## **V4 Index as “Corruption Ranking” of V4 Capitals**

In the absence of data concerning the extent of corruption in the V4 capitals, the V4 Index results show the “corruption map” of Central Europe (V4 countries) from a new perspective. Instead of examining a perceived extent of corruption affecting the affairs of cities concerned, it gives a picture of the completeness and, at the same time, the perception of functionality of the anticorruption institutional environment of V4 capitals’ public administration.

In particular, the V4 Index findings demonstrate that Budapest has the “densest” framework of selected anticorruption tools (compared to other V4 capitals). At the same time, the perception of the anticorruption framework being capable of preventing corruption (i.e. this framework functionality) does not differ much among the cities, and, in fact, is quite weak (for overall results of the Index see the Appendix).

## ***Medium / Long Term Results of the Project***

### **V4 Index Results as a Prerequisite for an Intensified Fight against Corruption**

According to TIC, the Index findings have serious political implications:

- 1) As documented by the “objective part” of the Index results, all cities have deficiencies in their anticorruption institutional framework. In all cities, some of the examined anticorruption tools are missing. The only difference between them is the extent of institutional deficiencies. In all cities, there is a room for improvement of their anticorruption institutional framework.
- 2) The subjective part of the Index fuels the above argument by calling for immediate action: the perception of functionality of the anticorruption tools is relatively weak in all the examined cities (differences being negligible).

In other words, the availability of data concerning the existence of anticorruption tools in the public administration of V4 capitals, and perception of functionality of these tools is a prerequisite for an intensified fight against corruption in these cities. First, it enables the city officials to redefine their anticorruption policies vis-à-vis those of other cities. Second, the cities’ watchdog NGOs can now use the Index data as an argument for intensification of the anticorruption combat on the part of the city representatives whenever they deal with them in the future. As a result of joint anticorruption efforts, corruption should decrease in the V4 capitals.

## **Follow-up of the Project**

### ***Making the Anticorruption Change Happen***

As the V4 Index project author and main driving force, TIC will, first, disseminate the Index (full) results,<sup>6</sup> and seek to play a pivotal role in making the anticorruption policy on the V4 capitals’ level happen.

This objective will be accomplished by:

- 1) Providing the V4 capitals’ representatives and local NGOs with full Index findings;
- 2) Meetings with V4 capitals’ representatives and local NGOs;
- 3) Writing letters to V4 capitals’ representatives urging them to adopt selected anticorruption measures;
- 4) Monitoring the progress made in the change of the institutional environment;

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<sup>6</sup> In a press conference held in Prague on 30 June 2004, TIC launched a press release containing overall indices. The main target of the conference was the general public.

## **Sharing out Results**

The survey results have been provided to our partner organisations in Poland (Batory Foundation), and Slovakia (TI – Slovakia). TIC also delivered the results of the objective part to the City of Prague representatives. A letter with the Index results attached is still to be sent to the other V4 capitals, and NGOs with the seat therein.

## **Meetings with V4 capitals' representatives**

In July 2004, TIC had a meeting with the head of the City of Prague Office. TIC presented him the Index results, and agreed on a framework of co-operation. The first results of the co-operation are comments on the City of Prague Office Employees' Code of Conduct.

Technically, it is difficult for TIC to meet the other capitals' representatives. Therefore, TIC will either make use of various international fora, in which TIC partakes (such as the Corruption-free City Halls in the Visegrad Region series of Roundtables), or will co-operate with its partner organisations in the other V4 capitals in promoting the institutional change in the other cities.

## **Letters to V4 Capitals' Representatives**

In case the anticorruption effort in the concerned cities weakens, TIC and its partner organisations will send open letters to the V4 capitals' representatives, urging them to intensify their anticorruption drive. In each media appearance, TIC will also refer to the Index findings.

## **Progress Monitoring**

The progress in adoption of anticorruption measures will be monitored once a year till the next V4 Index publication (see below).

## ***Developing the Methodology of the Survey***

Secondly, TIC will further develop the methodology of the survey. In particular, TIC will discuss the issue of selection of anticorruption tools subject to the Index enquiry. TIC would also like to merge the objective part and subjective part indices into one single index. Finally, the problem of the anticorruption environment's quality effect on perceptions and expectations of respondents should be addressed.

In this respect, TIC will cooperate with experts, whom TIC representatives met at the Paris OECD symposium dedicated to the assessment of anticorruption measures. At this symposium, V4 Index was successfully presented.

## ***Repetition of the Survey***

Last, but not the least, TIC will repeat the V4 Index survey in 2-3 years time in order to assess changes in the anticorruption institutional environment present in the V4 capitals' public administration.

## Appendix – V4 Index Results Summary

### A) The existence of a selection of anti-corruption tools in the public administration of the Visegrad Four capitals (V4 INDEX – objective part)

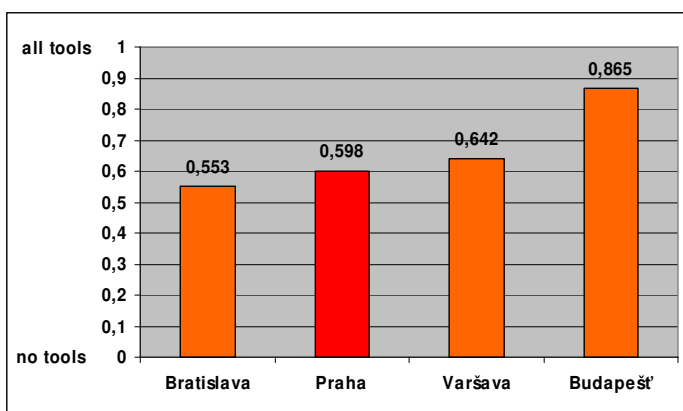
According to the results of this – objective – part of V4 INDEX<sup>7</sup>, designed to map the existing anti-corruption tools in the five public administration areas mentioned above, the institutional environment is best regulated in Budapest (INDEX V4<sub>HU</sub>=0.865). The second place in this ranking was occupied by Warsaw whose total INDEX V4<sub>PL</sub>=0.642. Prague finished third with V4<sub>CZ</sub>=0.598. Prague is relatively strong in the field of codes of ethical conduct. Prague achieved above-average results also in the internal audit area. In contrast, conflicts of interest are covered insufficiently by existing regulations, and it is precisely this area where Prague's standing is the worst compared to the other capitals. Bratislava was last and its overall index value is V4<sub>SK</sub>=0.553.

#### OBJECTIVE PART – INDEX READINGS

	Prague	Bratislava	Warsaw	Budapest
<b>Overall Index</b>	<b>0.598</b>	<b>0.553</b>	<b>0.642</b>	<b>0.865</b>
Public Procurement Tenders	0.607	0.356	0.904	0.963
Internal Audit and Control Mechanisms	0.728	0.933	0.617	0.761
Codes of Ethical Conduct	0.800	0.222	0.000	0.928
Conflicts of Interest	0.357	0.643	0.857	0.786
Open Information Policies	0.500	0.611	0.833	0.889

The index ranges between 0 and 1.

#### Overall Index - Results



**Deleted:** Na objektivní sběr dat navazovala další tzv. subjektivní část výzkumu, jejíž cílem bylo zmapovat fungování vybraných antikorupčních nástrojů ve veřejné správě. Zjistit, jak zainteresovaná veřejnost vnímá efektivnost uplatňování těchto nástrojů v praxi. Kompletní výsledky této části nejsou ještě k dispozici, protože v některých zemích výzkum ještě stále probíhá. Dotazování se uskutečnilo mezi členy zastupitelstva těchto měst, zaměstnanci magistrátů, novináři, zástupci neziskových organizací a podnikateli. Předmětem obou částí výzkumu bylo 5 základních oblastí boje proti korupci, a to: zadávání veřejných zakázek, interní audit a kontrolní mechanismy, používání etických kodexů, oblast střetu zájmů a informační otevřenost veřejné správy/přístup k informacím. ¶  
 Jak již ze samotného názvu projektu vyplývá, výzkum si klade za cíl přinést komparativní pohled v oblasti boje proti korupci v zemích tzv. Visegrádu. Z objektivních dat byl sestrojen pro každou zemi Index, který souhrnným způsobem mapuje uplatňování antikorupčních nástrojů ve veřejné správě jednotlivých zemí, vypovídá o šíři uplatňovaných protikorupčních opatření.¶

<sup>7</sup> The values of the Objective V4 Index range from 0 to 1 where a “0” indicates the absence of anti-corruption measures in the public administration and a “1” means that all of the studied measures are in operation.

## ***B) The functionality of a selection of anti-corruption tools in the public administration of the Visegrad Four capitals (V4 INDEX – subjective part)***

According to the results of the second stage of the research, based on subjective perceptions of the respondents, it is clear that the operation and functionality of anti-corruption tools used in the public administration of individual capitals is assessed less positively than might be implied by the data gathered in the objective survey. This difference however is in full agreement with expectations – as indicated by similar comparative research results comparing reality with its perception, the public is usually more pessimistic.

**Budapest** retained its position from the previous part of the survey, and **finished first (INDEX  $V_{4HU}=0.489$ )**. Despite the positive assessment by the public, the functionality of anti-corruption mechanisms surveyed is still perceived negatively. From among the areas under scrutiny, **the ones to receive a relatively best rating by respondents were the areas of Public Procurement Tenders and information accessibility (Open Information Policies of municipal authorities)**. These results fully correlate with the data generated by the objective part of the survey, which determined that these were also the areas which in Budapest were regulated best.

The differences in the perceptions of the functionality of anti-corruption tools in Bratislava and Warsaw are negligible – both cities achieved practically the same index (0.438), and the differential between the second and third place was only in the order of ten thousandth. Despite having the worst anti-corruption regulations in the five areas studied, **Bratislava** was rated **second best** according to respondents' opinions with an **index figure of  $V_{4SR}=0.43782$** , ahead of Warsaw. Strikingly, Bratislava achieved above-average results in the area of **codes of ethical conduct** – most of the individuals interviewed consider the environment in Bratislava's public administration to be ethical, despite the fact that the city's executive authority has not yet implemented any code of ethical conduct. The biggest room for improvement in Bratislava, as perceived by the respondents, lies in the area of conflicts of interest, whose functionality they consider the least efficient.

**The third position** was attained by **Warsaw ( $V_{4PL}=0.43778$ )**. Despite not having practically any regulations handling the **area of codes of ethical conduct** (Warsaw does not have any code of ethical conduct implemented yet), the Poles rate this area the highest (they are even less critical than respondents in Budapest and Prague, where there are codes of ethical conduct in operation already – in contrast to Bratislava and Warsaw). Compared to the other countries, Warsaw respondents perceive quite positively also the **area of public procurement tenders**. In turn, internal audit and the operation of control mechanisms are considered rather dysfunctional.

**Prague's** achieved  **$V_{4CZ}=0.403$** , thus **placing it fourth** of the countries studied. If we compare the partial indices between the different capitals, Prague did not exceed the average in any of the areas under consideration. The respondents who have dealings with public administration do not believe that anti-corruption tools are implemented with much efficiency, their expectations are higher and exceed the current state of affairs. The best results were achieved in the **area of codes of ethical conduct** where more than a half of respondents consider the environment in the Czech capital's public administration as ethical and they assess positively the activities of the municipal administration as well. **The public administration's information policies (public's access to information)** are rated as the second best. Identically as in the case of Bratislava, Prague residents are the most critical against the way conflict-of-interest regulations are implemented; they consider their enforcement as insufficient.

## SUBJECTIVE PART – INDEX READINGS

	Prague	Bratislava	Warsaw	Budapest
<b>Overall Index</b>	<b>0.403</b>	<b>0.43782</b>	<b>0.43778</b>	<b>0.489</b>
Public Procurement Tenders	0.400	0.455	0.471	0.547
Internal Audit and Control Mechanisms	0.383	0.401	0.388	0.461
Codes of Ethical Conduct	0.473	0.509	0.505	0.495
Conflicts of Interest	0.294	0.317	0.400	0.423
Open Information Policies	0.463	0.508	0.425	0.515

The index ranges between 0 and 1.

0 = very bad, 0.33 = somewhat bad, 0.66 = somewhat good, 1 = very good.

### Overall Index Readings (range is 0 to 1)

