

#### 4.6 Gdansk Gender Budget Initiative, Poland – by Zofia Lapniewska<sup>26</sup>

NEWW-Polska<sup>27</sup> has done the first analysis of local government activities from a gender perspective in Poland. The published report contains proposals for activities that could solve problems of local society. Research was supplementary to the analysis done so far in Gdansk and the report has given some recommendations for making policies more sensitive to the needs of women and men.

Gender budget work involves five steps<sup>28</sup>:

- First, you need to describe the situation of women and men, girls and boys, who are served by a particular sector or ministry, such as agriculture or health.
- Second, you need to examine government policies and programmes in the sector, to see whether they address the 'gender gaps' – that is, inequalities in the service offered to each group as described in the first step.
- Third, you examine the budget to see whether sufficient money has been allocated to implement effectively the gender-sensitive policies and programmes identified in step two.
- Fourth, you need to monitor whether the allocated money has been spent. You also need to monitor who benefited from the money – for example, whether funding for health services reached women or men through clinics, hospitals and extension services, and whether these women and men were rich or poor, urban or rural, etc.
- Fifth, you need to go back to the first step and re-examine the situation, to see whether the budget and its associated programme has improved on what was initially described.

The report consists of four parts:

- The first describes situation of women and men in Gdansk,
- The second illustrates methods and tools applied in other countries and gender sensitive budgetary projects,
- The third focuses on budgets of local government units,
- And the fourth contains the analysis of local government work in three chosen problems of Gdansk inhabitants.

The following sources of information were used:

- Statistical Office in Gdansk,
- Official statistics from Gdansk City Hall web sites,
- Statistical data from the National Health Fund and the Voivod's Police Headquarters,
- Statistical data from the Municipality Centre of Social Help,
- Statistical data from the Education Office,
- Reports of international and national institutions (e.g. World Bank Report),
- Results of research by polish and international scientists,
- Materials available from public opinion polls.

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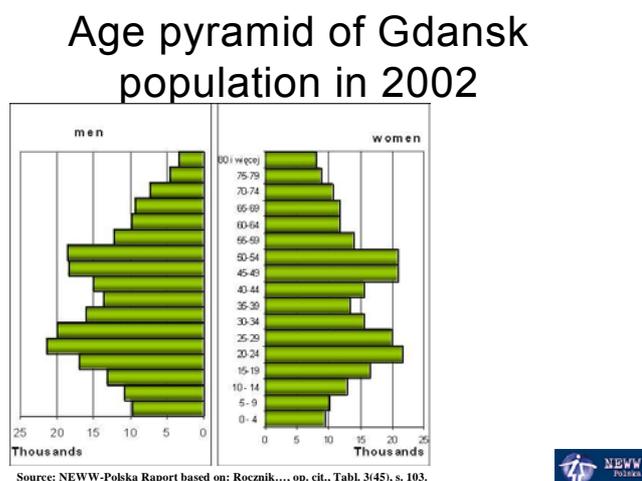
<sup>26</sup> Gdansk Gender Budget Initiative –presentation of the Report written by Katarzyna Balandynowicz - Panfil, Urszula Opacka, Gdansk University, Foreign Trade Department, presentation by GGBI Coordinator: Zofia Lapniewska

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<sup>28</sup> According to Debbie Budlender: "Gender budgets: what's in it for NGOs?" Originally published in Gender and Development, Vol. 10 No. 3.

#### 4.6.1 SITUATION OF WOMEN AND MEN IN GDANSK

Table 1. Age pyramid of Gdansk population in 2002



Source: NEWW-Polska Report, Tab. 3(45), p. 103.

In 2002 national census was conducted. Its results can be used to highlight some facts about the population of Gdansk. Firstly it is a city whose population is decreasing. Considering the small number of children this tendency is disturbing. Gdansk is not alone, the whole country is losing population and this calls for measures.

A friendly and advantageous environment for families planning children is crucial. Efficient and well developed system of child care is needed as it may help families to reconcile duties at work and at home.

Table 2. Women's fertility

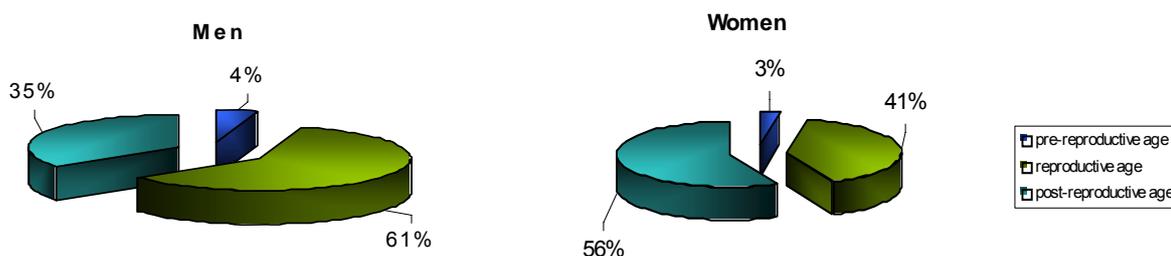
Years	1995	2002
Alive births for 1000 women in age:		
15-49	34,4	30,9
15-19	20,5	14,8
20-24	87,4	47,0
25-29	89,0	76,5
30-34	55,4	51,7
35-39	18,8	22,4
40-44	5,1	3,3
45-49	0,2	0,1
Indexes:		
general no. of children	1,382	1,073
reproduction brutto	0,668	0,518
demography dynamics	1,016	0,869

Source: NEWW-Polska Report, Tab. 17(59), p. 113.

On the other hand the proportion of old people is on the rise. They need care and attention. It is necessary to create a system, which enable seniors to get assistance in daily chores and health care and also help them to use their potential - at work and to utilize their spare time. Poverty among seniors is a striking problem. More women than men are poor in this group. There is a gap between median retirement benefits paid to women and men - and programs to alleviate this are necessary. Possibilities of extra work for seniors to supplement income are worth considering.

Gdansk has a sizable group of people with disabilities. Their problems should be noticed by authorities, NGOs and charities. Their programs should be aimed at women and men specifically. Unemployment of the disabled is another issue that should be viewed along gender lines. One important cause of unemployment in this group is the lack of connection between labour market and education. Women are a majority among the disabled and they should get more assistance directed at them to help them be more active.

Table 3. Handicapped people

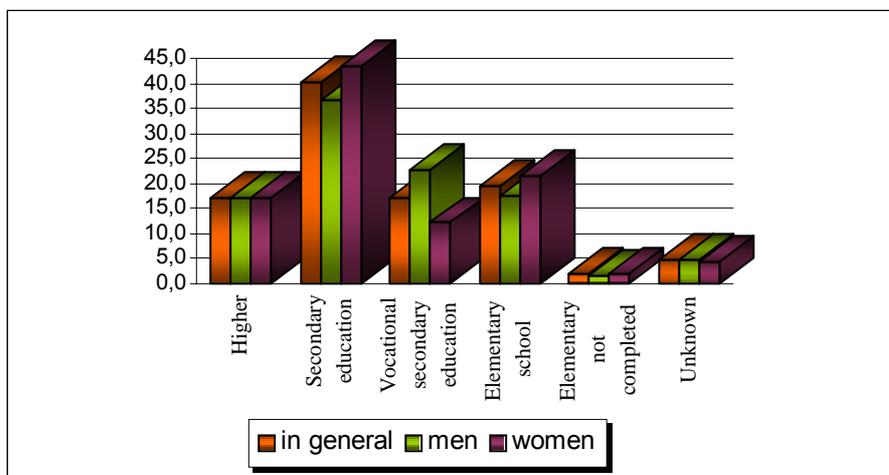


Source: NEWW-Polska Report, Tab. 9(51), p. 107-108.

Assistance should be channelled through institutions which know the local labour market. Education which is responsive to labour market needs is crucial. Another problem for the disabled is poor infrastructure, not adapted to their needs. Streetcars are an insurmountable barrier for many disabled people in Gdansk. As long as they are not fully mobile they feel excluded and not fully productive members of society.

Gdansk does a poor job in using human resources. Requirements of the labour markets change and evolve quickly. There is not much correlation between the market and general directions of education, including vocational training.

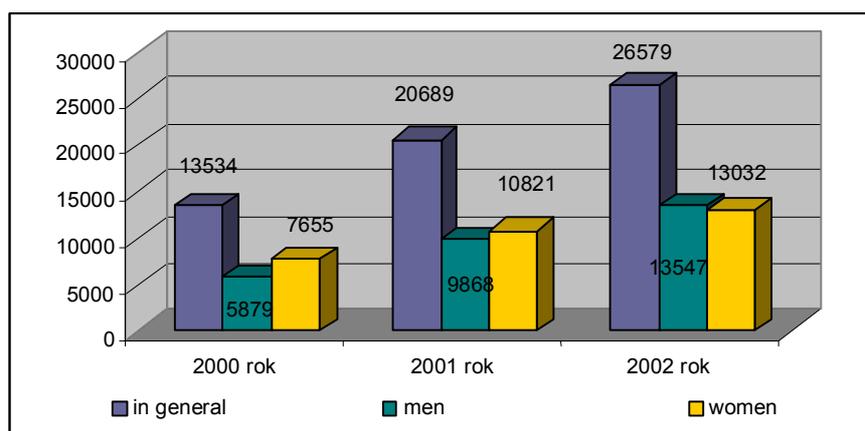
Table 4. Education structure



Source: NEWW-Polska Report, Tab. 7(49), p. 105-106.

Moreover not much is done to improve the situation. There is very little research to anticipate tendencies in the labour market and to help schools react to the results. Basically those professionals who are needed are in short supply, others are overabundant. It is worth stressing that women in Gdansk are on average better educated than men. Also unemployed women are better educated. Nevertheless women more often choose education paths reflecting traditional gender roles. More often than men women have no specialization as they constitute a majority of students in secondary schools of comprehensive character. Hence their problem is finding jobs. Long lasting unemployment is a serious threat for women in Gdansk. Repetitive failures in looking for a job, lack of activity and frustrations can lead to lowering of their mood and depression. People who are permanently unemployed should have access to a psychologist.

Table 5. Registered unemployed



Source: *NEWW-Polska Report, Tab. 9(75), p. 138.*

Young women are a considerable group among unemployed women. It is a disturbing finding. Employers consider young women more costly. Programs are needed to support employers and help them to see young women as valuable employees. Employers with friendly policies towards young women as employees, should be promoted by local authorities. Young women with children and families should not be considered “a burden” for the company.

Parental leaves are an additional problem for women as they are the ones who take them much more often than men. Equality in this area should be a fact accepted by women and men. A reliable and high quality childcare helps women balance duties at home and work. It gives women competitive edge as they look for jobs.

Childcare can also help those who never tried to find a job as they thought it infeasible. So childcare can boost the level of employment in Gdansk. There is a role to play also for private kindergartens subsidized by local authorities or organized by employers.

Table 6. Number of children in kindergartens

	1995	2000	2002
Number of children in age 3-6 for 1 place in kindergarten	2,3798	2,1608	2,0716
Number of children in kindergarten for official 1 place in kindergarten	1,2852	1,2519	1,2542

Source: *NEWW-Polska Report, Tab. 38(147), p. 225.*

The report draws attention to the low interest of women in politics and actions of the city. There is no lobby working for the improvement of the quality of life in Gdansk and especially there is no lobby working from the gender perspective. It is a big challenge for NGOs to raise the political consciousness of women and to create local lobbies.

Table 7. Women in Gdansk City Council

Clubs	Number of representatives	Women
Club of Citizen's Platform Aldermen (centre)	15	3
Club of Left Democratic Alignment	6	1
Club of Law and Justice Aldermen (centre-right)	6	0
Club of Polish Family League Aldermen (right – extremists)	5	3
Independent aldermen	2	0
Total	34	7

Source: NEWW-Polska Report based on: Gdansk, Raport o stanie miasta, p. 249-250.

As for quality of life hooliganism and vandalism are pervasive dangers in Gdansk. It is visible in parks, green areas or even the centre of the Old Town. Improving safety is necessary.

Poor prophylaxis, difficult access to specialists, inadequate medical service does not help to reduce the number of cases of cancer and heart diseases. Examinations must be conducted on regular basis, now they are accidental. Both women and men want are keen to get treatment. Sale of over the counter drugs is growing. However, the public health care system does not enjoy much trust and private care is too expensive. It should be a priority to create programs that educate patients and encourage them to use prophylaxis.

Table 8. No. of services and patients in hospitals and consultants according to sex in 2003

	Women	Men
Consulting		
- no. of services	350.788	209.101
- no. of patients	147.104	84.036
Hospitals		
- no. of services	92.057	71.930
- no. of patients	70.924	54.358
In this: services of hospital's emergency room	36.405	34.424
Average time of hospitalisation in days	9	10

Source: NEWW-Polska Report based on: National Health Fund in Gdansk.

Table 9. Comparison of tasks of the municipality and powiat

Task	Municipality	Powiat
1) public education,	+	+
2) health care,	+	+
3) social welfare,	+	+
4) family policy,	+	+
5) help for disabled,		+
6) public transportation,	+	+
7) culture and landmarks,	+	+
8) sport and tourism,	+	+
9) geodesy, cartography,		+
10) real estate administration,	+	+
11) architecture and buildings,		+
12) water,	+	+
13) environmental protection,	+	+
14) agriculture, forestry and inland fishing,		+
15) public safety,	+	+
16) anti-inundation policy, protection from fires, natural disasters, emergency policy,	+	+
17) fighting unemployment,		+
18) consumers' rights,		+
19) maintenance of public objects,	+	+
20) defense,		+
21) promotion of self-government,	+	+
22) cooperation with NGOs,	+	+
23) cooperation with regions in other countries,	+	
24) market places,	+	
25) apartment building,	+	
26) urban verdure,	+	
27) graveyards,	+	
28) promoting the idea of self-governments,	+	
29) sewage, water supply, canalization, landfills, garbage disposal and utilization, energy supply, gas	+	

Sources: Art. 7.1 of the district government act and Art. 4.1 of the powiat government act.

tion of public finances leads to the growth of significance of local units in building civil society.

This is connected to the delegation of responsibility for the implementation of public services. The situation of Gdansk is more complex as the city is a bigger local unit as well. So there are two kinds of authorities overlapping (city-district and powiat). Sources of financing are doubled, structure of income and expenditure is complicated. In this part we point to the significance of particular levels of local governments in constructing the budget and implementing its goals. The analysis includes issues of control over local units and their budget policy. The specifics of the activity of local self-governments are analysed and it is shown how it depends on the decisions of the central government.

Table 9 shows that many tasks overlap between administration units. Big cities are obliged to meet social needs and especially:

- fight unemployment,
- protect families through health care, social welfare, education including pre-school care, cooperate with NGOs and support civil society.

One way is to organize programs for the large public, both medical examinations and educational measures and advertise them well. Alcoholism among women is on the rise, which also constitutes a serious social problem. Authorities are interested in improving the quality of life. It can be better achieved if it is based on knowledge about needs of women and men respectively. It helps allocate financial means better and better serve the needs of the population.

### **Characteristics of local budgets**

The essence of gender budgeting is formulating recommendations. It is necessary to analyse the limits of local budgets from the legal perspective. Basic interdependencies between central and local policies should be discussed. Decentraliza-

#### **4. Budget system in Poland**

Budget principles have a big impact upon creating local budgets and make collecting and distributing financial means more efficient. One of the most important rules is the rule of material unity of the budget. This means that public funds cannot be used to finance projects that are specifically defined. This principle is not strictly observed in Poland. E.g. there are donations for particular projects, grants meant to finance particular goals or financing anti-alcoholism measure from funds collected from the sale of alcohol.

The last exception does not mean that one can recommend, e.g. educational programs for women from taxes paid by female entrepreneurs.

Another rule states that budget income and expenditure must be done according to established classification. Budgets do not have task-budgets, only line-budgets are available what makes the analysis extremely difficult.

Local budget cannot be too detailed as this would contradict the demand of transparency. A compromise is necessary. A final and detailed division of income and expenditure is drawn by local governments in the executive form after passing the budget act.

The executive form includes a list of units which have the disposal of the means to implement task, both: their own and imposed.

“The budget system of local governments is an element or subsystem of a bigger unit which constitutes the budget system of the state”.

#### **5. General characteristics of some elements of the budget of Gdansk**

This analysis concentrates on presentation of the size of the budget; factors of the income including funds raised locally, structure of the expenditure and areas getting most funds. Economic and social policy of the local authorities is also evaluated here. Report concentrates on years 2004 and 2005 to show the current tendencies in Gdansk.

Table 10 presents groups of income and expenditure as divided among particular areas. Gdansk is a city, which at the same time is also a bigger local administration unit (powiat). So it implements both tasks of the city and powiat. Sources of financing are also doubled.

Table 10. Basic areas of the budget – Itemization of the economic areas

No	Area
10	Agriculture and hunting
20	Forestry
400	Production and supply of energy, water and gas
600	Transportation and communication
630	Tourism
700	Housing
710	Services
750	Public administration
751	Courts, offices of the state administration
754	Public safety and fire department
756	Raising revenue and costs of it
757	Servicing public debt
758	Others
801	Education
803	Academic education
851	Health care
852	Social welfare
853	Other social tasks
854	Educational care
900	Environmental protection
921	Culture and landmarks
925	Botanical, zoological gardens, natural reservations
926	Sport and recreation

Source: Budget of the Gdansk City for 2004.

Table 11 shows the significant increase of expenditure of entrusted funds from 12 million in 2004 to 65 million PLN in 2005.

### **6. Main problems of Gdansk citizens**

The local government should focus on are: Activation of elderly people, Equal treatment of women and men on the labour market, women's professional activation and fighting long-time unemployment.

Recommendations concerning elderly people activation: better quality statistics accumulation, organization of leisure time activities for the elderly people and help them developing their hobbies, activation of elderly people in their professional life, third age universities group of planned activities in perspective of aging societies.

Table 11. Budget expenditure of Gdansk in 2004 / 2005

Area	Income In 2004			Income In 2005		
	City funds	Entrusted	Sum	City funds	Entrusted	Sum
10	32 736 413		32 736 413	28 925 537		28 925 537
20	2 500		2 500	4 000		4 000
400	3 135 000		3 135 000	0		0
600	192 820 454		192 820 454	236 767 247		236 767 247
630	2 339 669		2 339 669	6 451 595		6 451 595
700	48 075 461	288 300	48 363 761	49 198 716	249 000	49 447 716
710	14 393 986	1 052 910	15 446 896	17 221 807	1 199 200	18 421 007
750	70 225 804	3 016 100	73 241 904	76 376 307	3 056 200	79 432 507
751	0	68 320	68 320	0	66 970	66 970
754	14 336 960	11 866 500	26 203 460	14 532 413	12 438 000	26 970 413
756	778 417		778 417	817 864	0	817 864
757	29 108 737		29 108 737	29 658 661		29 658 661
758	19 151 933		19 151 933	33 120 364		33 120 364
801	398 036 800		398 036 800	413 043 819		413 043 819
803	238 475		238 475	245 152		245 152
851	9 785 178	4 140 600	13 925 778	9 889 071	5 260 800	15 149 871
852	68 232 719	12 626 360	80 859 079	79 302 660	65 315 680	144 618 340
853	10 408 177	410 000	10 818 177	10 970 207	400 000	11 370 207
854	32 944 221		32 944 221	37 236 419		37 236 419
900	71 694 911		71 694 911	35 853 551		35 853 551
921	31 154 604		31 154 604	32 577 467		32 577 467
925	8 109 200		8 109 200	9 253 000		9 253 000
926	11 679 030		11 679 030	23 202 558		23 202 558
Total	1 070 388 649	33 469 090	1 103 857 739	1 144 648 415	87 985 850	1 232 634 265

Source: Budget of the Gdansk City for 2004.

Improvement of the Strategy of Solving the Social Problems: introducing individual activity plans, supporting all forms of employment and activity of unemployed, including voluntarily work, special focus on people with special difficulties on labour market, trainings for unemployed people, regular evaluations of labour markets programs, enlargement of Work Clubs activities, raising funds from EU for realization of labour market activation programs.

Recommendations for fighting unemployment: better quality statistics accumulation, new forms of cooperation and acceleration of programs dedicated to women, equal treatment of women and men on the labour market and women's professional life activation, solving problems of child-care, activation of women through trainings and life-long learning activities, development of activities promoting equality and introducing mechanisms efficiently executing law in this matter.

Recommendations regarding equal treatment of women and men on labour market: better quality statistics accumulation, school lessons as a form of inequality prevention, promotion and informative actions dedicated to employers, women's professional life activation, increasing number of programs focusing on filling women's needs.