

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

1. Gdansk Gender Budget Initiative

NEWW-Polska has done first in Poland analysis of local government activities from gender perspective. Published Report has shown activities that could solve problems of local society. Research was supplementary to the analysis done so far in Gdansk and Report has given solutions sensitive to needs of women and men.

Report consists of four parts:

- First describes situation of women and men in Gdansk,
- Second illustrates methods and tools applied in other countries and gender sensitive budgetary projects,
- Third focuses on budgets of local government units,
- Fourth contains the analysis of local government works in three chosen problems of Gdansk inhabitants.

Following sources of information were used: Statistical Office in Gdansk, Official statistics from Gdansk City Hall web sites, Statistical data from National Health Fund and Voivod's Police Headquarters, Statistical data from Municipality Centre of Social Help, Statistical data of Education Office, Reports of international and national institutions, Results of researches made by polish and international scientists, Materials available from Poll Centre of Public Opinions, Latest World Bank Report.

2. Situation of women and men in Gdańsk

In 2002 was conducted national census. Its results can be used to point to some facts about the population of Gdańsk.

Firstly it is a city whose population is decreasing. Considering small number of children this tendency is disturbing. Gdańsk is not alone here, the whole country is losing population and this calls for measures.

Table 1

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

On the other hand the proportion of seniors is on the rise. They also need care and attention. It is necessary to create a system, which enable seniors to find assistance in daily chores and health care and also help them use their potential - at work and utilizing their spare time. Poverty among seniors is a striking problem and there are more women than men 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.

Gdańsk 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 labor 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

Assistance should be channeled through institutions which know local labor market. Education practically connected to labor market is crucial. Another problem for the disabled is poor infrastructure, not adapted to their needs. Streetcars are an insurmountable barrier for many disabled 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 labor markets change and evolve quickly. There is not much correlation between the market and general directions of education, including vocational.

Table 4

Moreover not much is done to improve the situation. There is very little research done to anticipate tendencies in labor market and 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 Gdańsk are on the average better educated than men. Also unemployed women are better educated. Nevertheless women more often choose education path reflecting traditional gender roles. More often than men women have no specialization as they constitute majority of students in secondary schools of comprehensive character. Hence their problems in finding jobs. Long lasting unemployment is a serious threat for women in Gdańsk. 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

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

Maternity 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 child care helps women balance duties at home and work. It gives women competitive edge as they look for jobs.

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

Table 6

The report draws attention to 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 Gdańsk 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

As for quality of life hooliganism and vandalism are pervasive dangers in Gdańsk. It is visible in parks, green areas or even the center 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

One way is to organize mass actions, both medical examinations and of educational character and advertise them well. Alcoholism among women is also on the rise, which constitutes also a serious social problem. Authorities are interested in improving the quality of life. It can be better achieved if it is done with having the adequate needs of women and men identified. It helps allocate financial means better and better serve the needs of the population.

3. Characteristics of local budgets

The essence of gender budgeting is formulating recommendations. They have to be set in economic reality. It is necessary to analyze the limits of local budgets from the legal perspective. Basic interdependencies between central and local policies should be discussed. Decentralization 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 analyzed and it is shown how it depends on the decisions of the central government.

Table 9

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.

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.

Local budget cannot be too detailed as this would contradict the demand of transparency. A compromise is necessary. 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 Gdańsk

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 are also evaluated here. Report concentrates on years 2004 and 2005 to show the current tendencies in Gdańsk.

Table 10

Table 10 presents groups of income and expenditure as divided among particular areas. Gdańsk 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 11

Table 11 presents a record of the budget income for 2004 and 2005 according to the listed in table 10 areas. Income of the city in 2004-05 decreased at about 14 million Polish zlotys (PLN).

At the same period the city plans to increase revenue at about 75 million PLN. Income in the area of education increased at 5%. Income in health care and social policy grew at about 25%.

Table 12

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

6. Three main problems of Gdansk citizens

Areas – the local government should focus on are: Activization of elderly people, Equal treatment of women and men on the labour market and women's professional activization, Long-time unemployment.

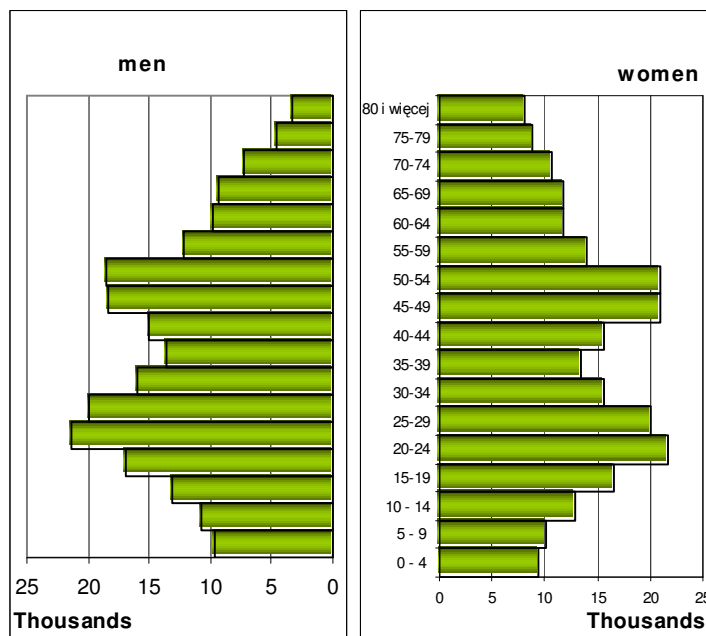
Recommendations concerning elderly people activation: better quality statistics accumulation, organization of the elderly people spare – time and developing their hobbies, activization of elderly people in their professional life, third age universities group of planned activities in perspective of aging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

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 – 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 problem 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 - 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.

Table 1. Age pyramid of Gdansk population in 2002



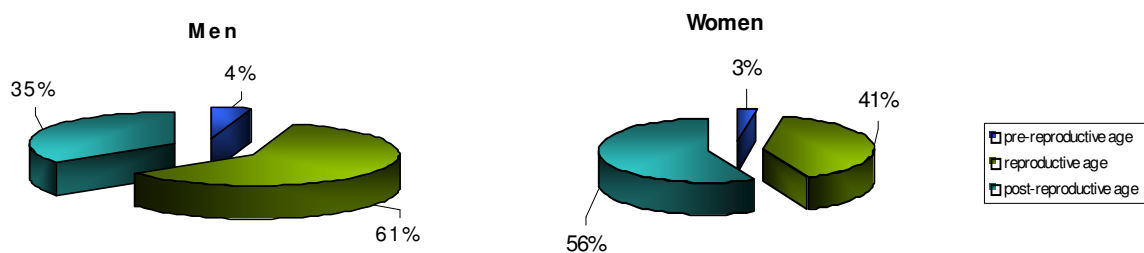
Source: NEWW-Polska Raport based on: Rocznik..., op. cit., Tabl. 3(45), s. 103.

Table 2. Women's fertility

Yers	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

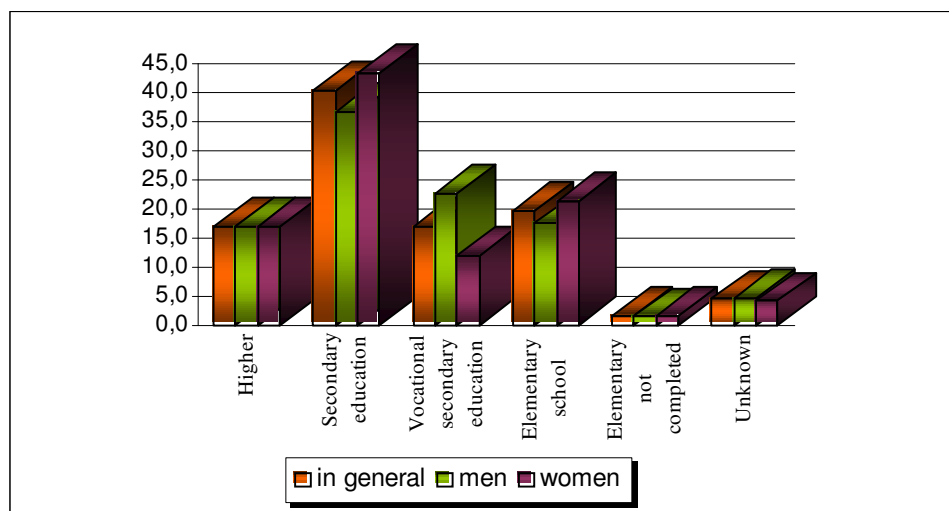
Source: NEWW-Polska Raport based on: Rocznik..., op. cit., Tabl. 17(59), s. 113.

Table 3. Handicapped people



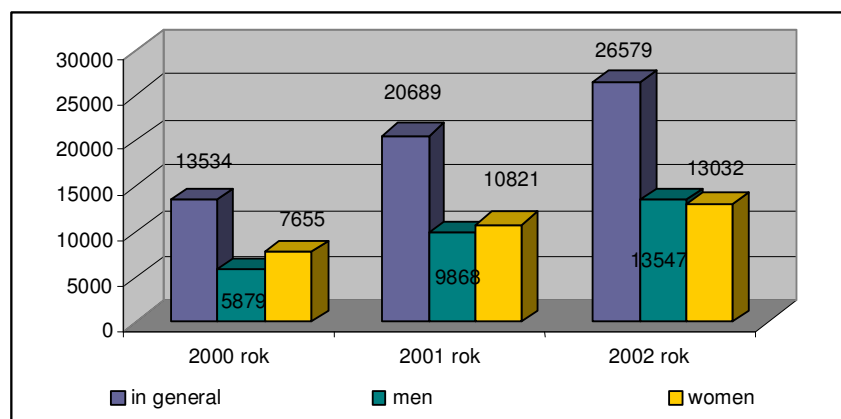
Source: NEWW-Polska Raport based on: ..., op. cit., Tabl. 9(51), s. 107-108

Table 4. Education structure



Source: NEWW-Polska Raport based on: Rocznik..., op. cit., Tabl. 7(49), s. 105-106

Table 5. Registered unemployed



Source: NEWW-Polska Raport based on: Rocznik..., op. cit., Tabl. 9(75), s. 138

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 Raport based on: Rocznik..., op. cit., Tab. 38(147), s. 225

Table 7. Women in Gdansk City Council

Clubs	No. of representatives	Incl. Women
Club of Citizen's Platform Aldermen (center)	15	3
Club of Left Democratic Alignment	6	1
Club of Law and Justice Aldermen (center-right)	6	0
Club of Polish Family League Aldermen (right – extremists)	5	3
Independent aldermen	2	0
Total	34	7

Source: NEWW-Polska Raport based on: Gdańsk, Raport o stanie miasta, s. 249-250.

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

	women	men
consulting		
no. of services	350788	209101
no. of patients	147104	84036
hospitals		
no. of services	92057	71 930
no. of patients	70 924	54 358
in this: services of hospital's emergency room	36 405	34 424
average time of hospitalization in days	9	10

Source: NEWW-Polska Raport 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.

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: Based on „Budget of the Gdańsk City for 2004”.

Table 12. Budget expenditure of Gdańsk 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: Based on „Budget of the Gdańsk City for 2004”.