



*TRANSNATIONAL PROJECT  
EU-RECONCITY: EUROPEAN MODEL OF A CITY THAT  
RECONCILES*

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Guide describing the local public administration's interventions underlining the opportunities to facilitate conciliation between family and professional life.

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*The City of Krakow  
Myslenice Commune*

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# INTRODUCTION

## METHODOLOGY OF THE GUIDE

### *LOCATION*

We conducted our research in two locations:

- the city of Krakow
- the town of Myslenice with Myslenice Commune (18 villages and the town)

### Krakow

Krakow is one of the largest cities in Poland, it is ranked the fourth industrial city in the country. Located in the south of Poland it is a capital of the Malopolska Voivodship. The city covers the area of 327 sq. km, equal to 0.1% of the country's surface area and it is divided into 18 districts.

In 2005 the number of inhabitants amounted to 757 762 with 403 229 women (53% of the population). Estimated population density equals 2320 people per one square kilometre. In Krakow, as well as in many other regions of Poland we observe feminization of population - in 2003 rate of feminisation of the population (a number of women per 100 men) amounted to 113,6.

Demographic problems of the city are similar to the ones of the entire country and those of Europe as well. One of the city's problems is a decrease in population - a negative rate of the population growth (-1,26). Another problem is the gerontification of the population— within the coming thirty years a constant increase of the proportion of seniors in the population is being forecast.

### Myslenice

Myslenice was chosen to enable a comparison between the conditions of a big city and a small town. Myslenice is a small town located 30 kilometres away from Krakow. The Commune of Myslenice is divided into eighteen administrative units. The Commune Council is located in the town of Myslenice.

The entire commune covers the area of 153,7 square kilometres, out of which the

town Myslenice covers 30,1 square kilometres. The area of the commune covers more than 1% of the entire territory of the Malopolska voivodship. Myslenice commune is the largest town-rural commune in the Malopolska voivodship.

Population of this commune for the year 2002, according to the National Census Data, amounted to 39 799 people. 45% of this population are the inhabitants of the town of Myslenice. Last years show a slow but steady growth of the population. The population growth rate per 1000 inhabitants for the year 2002 amounted to 3,61. There have been 103 women per 100 of men in the population of the commune.

### *METHODS OF DATA COLLECTION*

Methods of data collection included:

- 15 face-to-face interviews (semi-structured and open ended) with local public administration's representatives;
- telephone surveys (childcare facilities, cultural establishments);
- documents' review (publications, internal reports and statistical data provided by the public administration's units, annual budgetary reports, official web sites which are considered to be public documents).

As there are no authorities or departments directly promoting gender equality or conciliation of domestic and professional responsibilities, we were forced to gather information and opinions from numerous various sources. Local administration units were selected to represent main fields of local administration's actions that may somehow be related to conciliation issues:

- public education and childcare system
- professional activity and fighting unemployment
- leisure opportunities
- social policy, family policy, social welfare

The complete list of public administration units, departments and officials chosen for the interview with description of the scope of their responsibilities is presented in the annexe (*Key target persons list*).

General outline for an interview which was employed in the research is included in the annexe. In practice, this outline served only as a kind of framework and questions were adjusted for the purpose of each interview to fit the certain unit's conditions and the scope of its activity.

A telephone survey method was used to gather additional information from two different fields of study:

- institutional childcare system (Krakow: 11 nurseries, 24 kindergartens, 10 primary schools; Myslenice: 1 nursery, 8 kindergartens, 2 primary schools)
- leisure infrastructure (Krakow: 5 cultural establishments; Myslenice: 2 cultural establishments)

# LOCAL PUBLIC ADMINISTRATION'S POLICIES AND THE CONCILIATION BETWEEN WORK AND FAMILY LIFE

## OVERVIEW OF THE PUBLIC ADMINISTRATION SYSTEM IN POLAND

Firstly and the most importantly it is to notice that the degree of decentralization (delegation of some tasks to local units together with tools of implementation) in Poland is still rather limited. Local governments all together spend only about 11,2 % of GDP (gross domestic product). Thus according to Polish Constitution local governments are responsible for a certain part of public tasks. Therefore local governments work both as territorial units and as legal subjects which have control over public wealth.

In Poland there is three tier's public administration model. Polish administrative division comprises of three levels:

1. regions/ voivodships

*(there are 16 voivodships in Poland)*

These are the largest territorial units of administrative division in Poland. There are two kinds of public administration councils at the regional level. Firstly, there is a territorial unit of the central government nominated by the Prime Minister and responsive to him, as an element of the state administration (so called "Małopolska Voivodship Office). Second one is a regional self-government (so-called "The Marshal's Office").

2. subregions/ intermediate units of self-government/ "powiat"

*(there are 373 powiats in Poland)*

There are two types of a local administration unit "powiat":

- 'commune's ' *powiat* (consisted of numerous communes)

- municipality that is granted the *powiat* rights (these are the cities that had more than 100.000 inhabitants in 1998, for example Krakow)

*Powiat* as an administrative unit is granted with the ownership and other property laws.

3. *communes*

*(there are 2489 communes in Poland)*

The smallest independent, self-government of a territorial unit is a Commune Council.

We conducted our research in Krakow, the city which was granted rights of a unit bigger than municipality – hence there we need to take into account the overlapping tasks of the *municipality* and *powiat*. The second location included in our research - Myslenice town – is a part of the third territorial level. Myslenice Council is responsible only for the tasks assigned to the commune.

The tasks delegated to the municipality and *powiat* are compared in the table below. We have highlighted those tasks which are related to the reconciliation of the professional career and family duties.

**Table 1. The comparison of tasks of the municipality and *powiat***

	<b>tasks</b>	<b>municipality/ commune</b>	<b><i>powiat</i></b>
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.	Defence		+
21.	Promotion of self- government	+	+
22.	Cooperation with NGOs	+	+
23.	Cooperation with regions and 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	+	

(source: *Gdańsk gender budget initiative*)

Table 1 shows that many tasks overlap between different units of administration. Therefore, those cities which are granted *powiat* rights are obliged to meet social needs and particularly:

- fight unemployment
- protect families through health care, social welfare, education including pre-school child care
- cooperate with NGOs

Which, in practical terms, means that the Krakow municipality administration is responsible for instance for: institutional system of childcare (nurseries, kindergartens), schools, local labour office (programs preventing and combating unemployment), local social welfare centre, etc.

Fighting unemployment is not a responsibility of the Council of Myslenice. It is delegated to the administration unit of the higher level. Yet, as actions regarding employment are important in respect to conciliation issues we decided to include in our research the Labour Office of Myslenice *Powiat*.

For similar reasons, we interviewed several representatives of the highest level of regional administration (voivodship) units as their actions regarding unemployment and social welfare influence strongly the situation in Krakow and Myslenice. They create the regional policy and they are also involved in the process of selecting local priorities and division of public funds.

We need to emphasize that there is no special office or an authority for gender equality affairs at the commune or the municipality administrative level. Currently there is no such authority or office on the voivodship level either.

As the local Polish administration lack an office or an authority responsible for gender equality issues, problems concerning those issues aren't clearly articulated in public administration documents, strategies, plans, etc. For the same reason it was difficult to collect proper data concerning specific problems of gender or statistical data split by gender.

Separation of women's and men's specific situations in reports and documents prepared by public administration takes place only incidentally. There hasn't been any definite policy or a plan directly aiming at gender equality and the needs of women. There has neither been any special equal opportunities strategy at the municipality nor at the *powiat* and voivodship level.

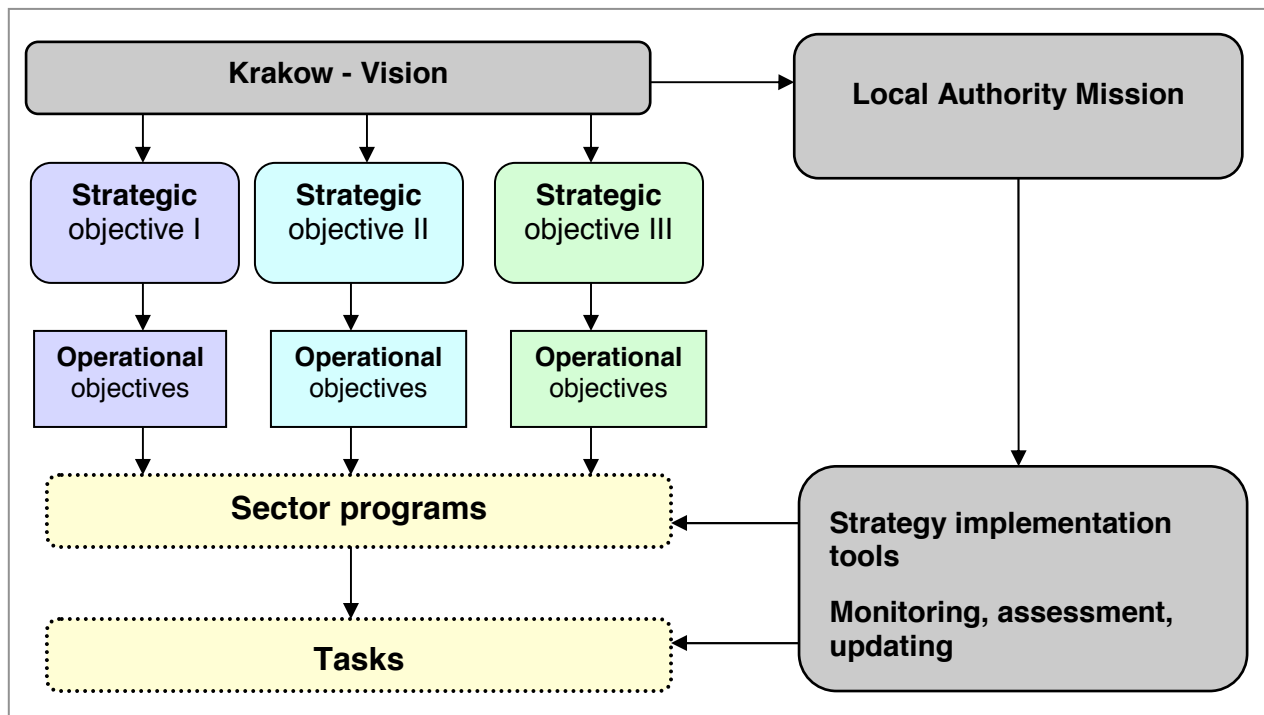
We cannot describe and evaluate communal, municipal or voivodship equal opportunities plan as it simply does not exist. The issue of equal opportunities is usually not

mentioned in local administration documents. Due to rather traditional and conservative approach the problem of equal opportunities for men and women or gender discrimination is not clearly formulated as a separate issue. Instead, some problems from this area are included in the family policy/ family support, social policy or unemployment “headings”. Some other, like for example the problem of traditional distribution of domestic task and care responsibilities resulting in double workload of women are hardly ever mentioned.

## THE CITY OF KRAKOW

In assessing municipal policies and strategic planning underlining the opportunities to facilitate conciliation between family and professional responsibilities we focused on existing local development strategy (Krakow Strategy of Development) and a few of the detailed sector programs. The diagram below shows the structure of the Krakow Strategy of Development.

**Figure 1. Krakow strategy of development structure.**



Krakow Strategy of Development was approved by resolution (13 April 2005) of the City Council. It is a long-term socio-economic city development plan spanning the next ten-fifteen years. Unfortunately gender equality, women issues and the conciliation problem are not included in the strategy neither as one of the operational objectives nor as a separate sector program.

Attitudes towards insertion of such objectives into the existing strategy or creation of certain program vary across different Municipal Departments. About a half of the municipality officials participating in the interview admitted that there is a need for inserting conciliation problems into existing strategy and programs. Some of the authorities interviewed pointed out that those issues have been already included in the strategy but they are distributed across different sectors' programs and may lack precision in the definition of implementing measures: *“As a matter of fact those issues are within the scope of the strategic objective I: a city friendly towards the family, an attractive place to live in.”*

*“ There is an operational objective there: 1.6 Guaranteeing family status protection and welfare. Yet while approving the Strategy the City Council decided that there will not be a sector program for this objective. City Council Members concluded that wellbeing of the family should be taken into account in each sector program. This decision was based on assumption that creation of one program focusing on family would somehow prevent insertion of those issues into remaining sector programs.”*

*“Creation of special sector program may improve coordination of actions.”*

A few of the municipal officials were reluctant towards incorporation of gender equality and reconciliation issues among the Municipality objectives (especially with regard to measures such as promotion of partnership model and equal division of family responsibilities or counteracting discrimination of women or positive actions): *“Challenging personal values and beliefs is not a Municipality task.” “Women and men are equal why shall we direct some activities to women exclusively then. That would be an example of inequality.”* This shows that there is some degree of a resistance within the Municipality to putting into practice gender equality and conciliation solutions.

Krakow Strategy of Development identifies 3 main equally important strategic objectives:

- *Strategic objective I:  
Krakow – a city friendly towards the family, an attractive place to live in.*
- *Strategic objective II:  
Krakow – a competitive and modern economy.*
- *Strategic objective III:  
Krakow – an important European metropolis in science, culture and sport.*

Municipal activities that are somehow related to the conciliation issue are being carried out mostly within the framework of the first and the second goal (social welfare, education, employment).

In a longer description of the strategic objective I. we can read that: *“wellbeing of a family – a basic social unit - shall serve as the main point of reference for all actions”*. This strategic goal is related to broadly defined life conditions improvement. Among others it includes following 2 operational objectives:

*Operational Objective 1.2 Greater range of educational opportunities and easier access to education for all age groups, higher educational standards*

and *Operational Objective 1.6 Guaranteeing family status protection and welfare.*

Detailed explanation of the operational objective 1.6 sets out in general terms range of activities that should be undertaken to achieve it: - creation of better life conditions, - social welfare services helping low-income families, -providing assistance to pregnant women, - one-time benefit for newborn child (so called “cradle benefit”), -equal access to education, - affordable housing opportunities, -replacing orphanages and nurseries with family upbringing. As we can see there are many different areas mentioned still the meaning of this operational objective remains rather vague.

It is the only one operational objective without an accompanying sector program. It seems that treating this objective only as some kind of horizontal issue is not appropriate. works/ Lack of sector program for this objective means that there are no comprehensive diagnoses of families’ situation, no goals, no timetables, no budgetary implications or information on monitoring and evaluation procedures provided. There are also no institutions that are responsible for implementation.

Currently there are only 2 remarks about gender equality in the city strategy. Both of them are placed under Operational Objective II.5 Greater competitiveness of the labour market. First one was included in the annex to the city strategy in 2005 – “Program for reducing unemployment” (“municipality should ensure gender equality with respect to all programs and services directed to unemployed”). Unfortunately the program did not mention the planned measures. After one year time there are still no activities following this statement – the Municipality Labour Office does not implement any special program or services targeted at gender equality.

The second statement appears in the brand new sector program. Some promising shifts in Municipality policies took place in March 2006. The Krakow City Council approved the resolution which introduced a *Program for the social economy development, decreasing unemployment and improving career prospects on the local employment market.* It is the first municipal strategic plan that includes a section devoted to gender equality.

Program was prepared mainly by Municipal Labour Office experts. Equality section consists of a brief diagnosis of women and disabled persons’ situation on the local labour market and description of several measures that shall be undertaken.

However the measures presented do not appear sufficient to improve the situation. The proposed measures are:

- standard employment services like vocational guidance, retraining, public works

(detailed description is provided in Employment section of the guide) provided by labour offices and,

- job placement services with special focus put on women family conditions,
- childcare costs' refund for single parents with a child under 7 years old (It is also standard employment measure in Poland. It should be stressed that our research has shown that Municipality Labour Office does not take advantage of this measure. In 2005 none of the registered unemployed received a childcare costs' refund).
- Projects co-financed by EU fund. No details of projects planned are given which makes it difficult to assess the likely effectiveness of the measure.

Municipality Labour Office is identified as an institution responsible for implementation. There are no special budgetary resources provided within the framework of this section.

Nonetheless the main focus of the program is social economy not gender equality. Analysis of stenographic records of the City Council's sessions reveals that gender equality and conciliation issues were not mentioned at all during the presentation and discussion over the program. None of the City Council members commented on this part of the program. It shows that these areas are not recognised as important by the City Council Members. The lack of clear political will may hamper implementation of the objectives related to equal opportunities on labour market.

In Krakow Municipality there is no policy to encourage men to play greater role in family life. There is no cooperation with business sector either.

## MYSLENICE COMMUNE

Myslenice Commune Development Plan for the period 2004-2013 (the main strategic document of the commune) does not include gender equality or conciliation issues among the goals or priorities. None of the problems from those areas are mentioned in the diagnosis and SWOT analysis of the commune.

There is a single line in strengths section of the SWOT analysis dedicated to “*Commune policy aiming at procreation support*”. This line refers to Myslenice Commune Council’s Resolution which introduced a one-time financial benefit for a newborn child so called “cradle benefit” (*becikowe*). This benefit is thought to encourage people to have more children. In 2005 the City Council allocated 96000 PLN (24181,4 Euro)<sup>1</sup> on the account of this benefit. Interventions of that kind are rather short sighted and cannot be considered an efficient policy supporting parents in their duties.

In one of the interviews, a Commune Council’s official explained: “There is no need to prepare a special plan or to include these issues in the existing strategy as those are not the tasks delegated to the commune. The Commune undertakes some actions supporting family but they are planned and carried out as a part of social or educational policies.”

One of the three main goals adopted at the Commune Development Plans – “3. *Improvement of life conditions*” - might be considered as indirectly related to conciliation issues. There are two aims in the detailed description defined together with certain actions listed:

*Aim 3.1 The Comprehensive educational and cultural offer*

*Actions: - Establishment of the support centre for educational development, culture and sport initiatives, as well as NGOs projects and community initiatives.*

*Aim 3.3 Revitalization of the countryside*

*Actions: - Reducing urban-rural disparities in education opportunities*  
*- Creating comprehensive leisure opportunities*

Achieving these goals might result in supporting parents in conciliation between private and professional responsibilities because it would involve the improvement of childcare facilities system and leisure opportunities. Moreover, creating such a support centre (aim 3.1) may serve as a basis for grassroots NGOs and community initiatives aiming at solving conciliation problems.

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<sup>1</sup> 1 EURO = 3,97 PLN (exchange rate from April 2006)

To sum up, the Commune Council does not intend to add equal opportunities or conciliation issues to its strategic documents. Yet the Commune will continue to implement its tasks which include certain activities indirectly connected with conciliation problems (institutional childcare system, extracurricular activities, leisure opportunities, etc.). Priorities for the nearest future include privatisation of at least one kindergarten. Privatising one or more kindergartens will solve the problem of afternoon and evening care opportunities for children (currently kindergartens operate till 4 p. m.). During the interviews, the lack of sufficient financial resources was pinpointed as main obstacle: “Half of our budget is spent on educational system maintenance. The communes have a lot of obligations but they receive very little money to implement them.”

The Commune does not gather any data regarding conciliation matters and does not cooperate with the business sector to solve problems of that matter. Commune Council is also passive in the field of employment: “This is a task of the *Powiat* Labour Office, not ours.”

There are no formal conciliation’s measures of conciliation addressed to the Commune Council’s personnel as such, but each employee can individually request a change of working hours in order to pick up children from kindergarten.

# CHILDCARE OPPORTUNITIES

## GENERAL OVERVIEW

One of the forms of support for working parents is the institutional childcare system which consists of nurseries and kindergartens. At the beginning of this part of the report we need to emphasise that in Poland, the issue of childcare facilities is usually placed in the context of equal educational opportunities for children. Offering support for working parents (women) is perceived as less important.

In Poland, changes in economy and ownership structure connected with the transformation period resulted in the companies' budget cuts and reduction of social expenditures. In consequence majority of nurseries and kindergartens within the companies were closed down. At present, the cases of the employers providing their employees with the childcare facilities are exceptional.

Due to the reform of Polish administration system in 1990, running nurseries and kindergartens became one of the local self-government's responsibilities (*commune* level). The communes and municipalities are entitled to receive public funds. They are supported by subsidies from the central budget to cover the tasks they are responsible for, e.g. institutional childcare system.

Nevertheless the subsidies are insufficient to cover all the costs of childcare system maintenance. During the transition period lack of financial resources resulted in limited amount of subsidies for childcare units. Because of the budgetary constraints and falling number of children between 1989 and 2001 many child care units were closed. According to the data collected by Central Statistical Office between 1989 and 2001 the number of nurseries in Poland decreased from 1,553 to 396, and the number of kindergartens dropped down from 12,767 to 8,175.

Local self-governments needed to find additional sources of financing to cover the costs of childcare system maintenance. Because of that they introduced new regulations - a fee that parents are obliged to pay for childcare services. Detailed rules and the amount of payment are regulated by the local self governments' resolutions.

In Poland children are entitled to 5 hours free of charge care per day, it is an education program basis of pre-school education (this is carried out by public kindergartens). The fee is paid by parents whose children stay in kindergarten longer than 5 hours per day. Children aged six are obliged to go to kindergarten for a one year pre-school preparation.

The fee for childcare services might be a barrier for lower income and poor families. Payment for services provided by childcare institutions can discourage women, especially those with low qualifications, from finding a job. Another barrier is a practice connected with children's admission to a nursery school – namely, priority to children whose parents are employed.

There are three types of kindergartens that receive subsidies from State resources:

- Public kindergartens that are run by the self-government itself. They receive a subsidy amounted to 100% average costs of child maintenance.
- Public kindergartens run by private person or legal entity (as a public nursery they must comply with certain requirements, e.g. provision of free educational services equal to 5 units of basic programme education, recruitment process must be in accordance with *Ministry of Education's Decree*. Such kindergartens receive a subsidy amounted to 100% average costs of child maintenance.
- Non-public kindergartens. Non-public kindergartens receive subsidies which amount to 75% of the sum allocated per child in public kindergartens multiplied by the number of children.

Admission procedure in public kindergartens is regulated by the Ministry of Education Decree from 29 of November 2004. According to the decree, in case of a shortage in the number of places in the kindergarten, children are accepted in order of:

- Firstly, those children who are obliged to go to kindergarten for a one year pre-school preparation.
- Secondly, the children raised by single parents who are disabled (full or partially), parents who are unable to work (full or partially) or parents who are unable to obtain basic subsistence means and also the children from foster families.

In assessing local self-government actions concerning childcare services' we decided to focus on the following issues:

- the extent to which the needs are being gratified
- admission rules
- quality of services
- resources (including budget)
- reorganisation of the public childcare services' network

## KRAKOW

### NURSERIES

Nurseries are public healthcare institutions which provide preventive measures and health care for children up to three years of age

Detailed statistics concerning changes in Krakow's nursery system in period 1990 to 2004 are presented in the table below (Table 2). The number of places in nursery units decreased 35% from 1990 till 2004. There are two main reasons for reduction in the number of nursery units and places available. First of all nurseries units were closed down because of financial constraints. Secondly there was a drop in the number of children.

At present there are 22 nurseries run by Krakow municipality (one nursery unit was liquidated in December 2004). They can provide care services for 1600-1700 children. We can compare it to the situation of two other Polish cities that have similar number of dwellers: Lodz (pop. 774,000) and Wroclaw (pop. 634,000). In Lodz there are about 1600 places in nursery care, but in Wroclaw only about 850 places. Comparing to the rest of Poland, situation in Krakow is quite good, concerning the number of available places in nurseries.

In 2005 municipality spent 9 732 100 PLN (2 451 410, 5 Euro) on nurseries maintenance. This sum constitutes merely 0, 57% of total city's running expenditures. Additional resources (mostly for reparation and equipment) were given by the districts from their own budgets - 16 100 PLN. We can observe an 11, 6% increase in the costs of nursery maintenance - expenditures planned in 2006 amount to 10 857 000 PLN.

Statistical data – number of children in nurseries per 1000 children aged 3 - shows that in Krakow only 70, 4 from 1000 children aged 3 attended nurseries in 2004.

Currently, according to Municipality Office – Social Affairs Department about 1400 children attend nurseries, so there are about 300 places left in Krakow nurseries. In addition to information from municipal officials we conducted a telephone survey concerning the number of vacancies and admission's rules. We gathered information from the half of the nurseries (11 randomly chosen units).

From 11 of nurseries included in the phone survey only in 1 there were vacancies (15 places). It was a unit situated in the city district with a certain demographic structure - its inhabitants are in majority older people. It was also located quite far from the city centre. In the remaining nurseries there were no vacancies and they had not admitted new requests (about 20 refused requests) or they had just exceeded the limit. This example clearly shows that vacancies are not evenly distributed across nursery units. There are certain areas where

demand is bigger than the number of places in nurseries. These areas are: the city centre and the recently built housing estates.

**Table 2. Information about changes of Krakow’s nurseries network (1990-2004)**

nurseries	1990	1994	1999	2000	2001	2002	2003	2004
number of units	33	24	24	24	24	23	23	23
total number of places	2265	na.	na.	1645	1629	1605	1576	1466
total number of children attending the units	na.	1 473	1716	1682	1628	1672	1596	1298
average number of children per unit	na.	61,38	72	70,08	50,46	51,91	54,22	56
average monthly costs of maintenance per child		325,40	573,5	529,38	762,29	682	676,63	675

#### *Payment*

Fee is based on City Council's resolution from year 1998, it is 13% of the average salary, which gives an amount of 117PLN (29, 5 Euro) per month.

Nurseries operate from 6.00 am to 5.00 pm (11 hours). Children may attend any unit regardless of their place of residence, in other words one can live in a different city district than the placement of the nursery he/she chooses for his/her children

#### *Admission procedures*

In 9 from 11 nurseries included in phone survey there were admission rules granting priority for children whose both parents are working or studying. In one nursery that is not taken under consideration. In another one admission requirements are based on the priority of enrolment, until there are free places available. In case of openings, priority is given to children that have both working parents. In the cases of two facilities children are being put on a waiting list, when one of their parents works and second one is looking for work, but they are accepted only when the unemployed parent finds employment. In three other cases children of non-working parents (searching for work) are accepted. One out of those three nurseries has a rule of “exceptional case”; second has a “two months rule”, after this period job certificate is needed (proving that parent has found employment) or child has to leave. A verbal declaration of job searching is needed in the third case.

### PRE-SCHOOL EDUCATION (KINDERGARTENS)

Children between 3-6 years old are covered by obligatory pre-school education program.

At present Krakow municipality runs 589 units at 111 public kindergartens and 87 pre-school education units at 67 primary schools. During summer vacation 10 emergency kindergartens are open.

Kindergartens' running costs in year 2005 were 90 700 800 PLN (including 3 895 500 PLN for kindergartens for mentally and physically disabled children) which constituted 5, 53 % of total city's running expenses. Another Polish city, with similar population – Lodz – has 14.989 available places in kindergartens (it also has a potential to open additional 1.000 places).

Municipality implements a long-term plan for cost reduction by:

- gradually moving kindergartens from private buildings to those owned by municipality
- modernization of heating and building isolation systems

At present 7 out of 114 buildings and 7 out of 14 premises in which kindergartens are located are in private hands

In three tables below (Tables 3, 4, 5) we present data showing changes in Krakow kindergartens network (kindergartens, special kindergartens and pre-school education units of primary schools) that took place during the last few years. Krakow's childcare system has suffered the same problems as other cities in Poland have. The total number of kindergartens and available places has decreased. For example, from 2001 to 2004 number of places in municipal kindergartens (special care kindergartens were not included) decreased by 7%.

**Table 3. Information about kindergartens (excluding pre-school units of primary schools)**

kindergartens	specification	2001	2002	2003	2004	2005
number of kindergartens	all	157	161	161	166	167
	<b>municipal</b>	<b>124</b>	<b>123</b>	<b>119</b>	<b>112</b>	<b>111</b>
	other	33	38	42	54	56
number of places	all	17124	17033	17282	17165	na
	<b>municipal</b>	<b>15189</b>	<b>15103</b>	<b>14985</b>	<b>14159</b>	<b>na</b>
	other	1935	1930	2297	3006	na
Total number of children	all	17197	17097	16962	17190	17464
	<b>municipal</b>	<b>15480</b>	<b>15335</b>	<b>14999</b>	<b>14450</b>	<b>14648</b>
	other	1717	1762	1963	2740	2816
average monthly costs of maintenance per child	municipal	398,17	391,05	411,69	457,77	na

The situation is better in kindergartens for mentally and physically disabled children (called special care kindergartens in Poland). Since year 2000 number of available places has increased. There are 3 special care kindergartens (one was closed in 2004), 11 branches and 22 branches integrated with public kindergartens. Disabled children are entitled to free transportation (if required) to so called “zero classes”, that means pre-school preparation classes for 6 years olds.

**Table 4. Kindergartens for children requiring special care.**

special kindergartens	2000	2001	2002	2003	2004
number of kindergartens	3	4	4	5	4
number of places	210	258	286	324	293
children in kindergartens	83	134	145	182	145

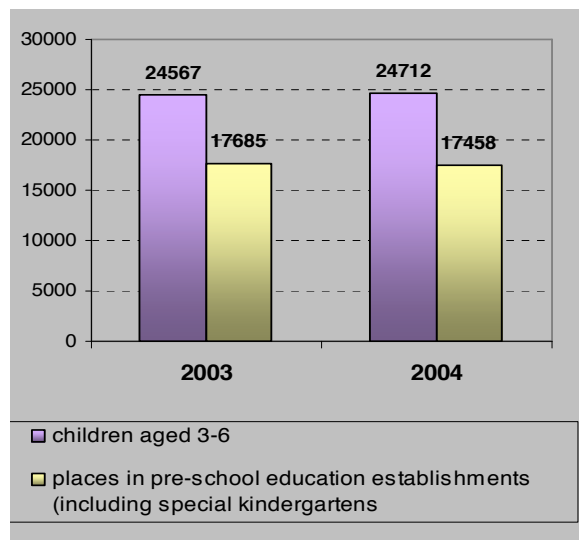
**Table 5. Pre-school education units of primary schools.**

pre-school education units of primary schools	2001	2002	2003	2004	2005
number of units	61	62	67	78	87
total number of children attending	1209	1310	1481	1742	1923

The indicator of the number of children per the total number of 1000 children aged 3 – 6 covered by the pre-school childcare is quite high in Krakow. Per every 1000 children aged 3-6, 761 attend kindergartens (including pre-primary units of primary schools). This figure is higher than for the entire Malopolska voivodship, where only 527 per every 1000 children attend pre-school facilities. It clearly indicates that kindergarten care in Krakow is much better than in small towns and rural areas.

Krakow’s kindergarten network (excluding pre-primary units of primary schools) can provide places for about 70 % of children aged 3-6 while the average rate in Poland is about 40%, and the average rate in Polish urban communities about 60% (see Figure 2 below).

**Figure 2. Number of children aged 3-6 in comparison with the number of places in pre-school education establishments (excluding special care kindergartens).**



A telephone survey was conducted in 24 randomly chosen kindergartens. Out of the 24 units under survey only three offered openings (about 10 in each). In the rest, the number of openings equalled the number of applications or reported shortage of openings. The largest shortages were experienced in the districts, where new housing estates were built. Those problems were partially resolved by creating new places and building 11 new posts. The largest number of openings were offered by kindergartens in districts where there are many openings in nurseries as well.

The Municipality undertakes constant efforts to adjust kindergartens' network to the changing demographic structure of the city. In the neighbourhoods where the fewest children are born the childcare facilities are being closed down, on the other hand, new facilities are built in places with the highest demand for them. Yet so far municipality reacted only after too many children applied in a given district.

During the interviews in the department of education, the reorganization of the network of kindergartens due to demographic changes and enlargement of the city has proven to be the most common challenge. This is due to the financial difficulties – the necessity to find the means for investment. The majority of the expenditures are the running expenses. There's a lack of means for investments. Long - term planning is extremely difficult.

Additional problems arise on the field of communication with the investors building new housing estates. The developers often do not provide new housing estates with sufficient infrastructure. They neither provide the City Council with the data concerning the estimated number of inhabitants which makes planning the childcare facilities' infrastructure even harder and slows down the process of reorganizing the network of kindergartens.

The city itself is trying to minimize the negative consequences of reducing the number of kindergartens. A number of kindergartens is being privatized. In order to support this process the City Council allows free of charge exploitation of the buildings by the privatizing kindergartens.

In the school year 2003/2004 7 self-governmental kindergartens were closed down, 5 of them were privatized.

### Payments

The rules of payments are regulated by the Decree of the City Council number LXXXIV/723/05 from the 30<sup>th</sup> of March 2005. The amount of payment is a percent of binding minimal monthly remuneration in the national economy. Currently, the minimal monthly remuneration in Poland is 899, 10 PLN (226, 5 Euro).

1. Parent of a child staying in a facility for 5 hours a day or less and not benefiting from the meals provided by the facility is not obliged to make any payments.

2. Parent of a child staying in a facility for 5 hours a day or less and benefiting from the meals provided by the facility is obliged to make a monthly payment of 9 % of the binding minimal monthly remuneration (899,10 PLN/ 226,5 Euro) which is about 80 PLN (20,1 Euro)

3. Parent of a disabled child staying in a facility for 5 hours a day or less is obliged to make a monthly payment of 2 % of the binding minimal monthly remuneration which is about 18 PLN (4,5 Euro)

4. Parent of a child staying in a facility for 5 hours a day or more is obliged to make a monthly payment:

a/ 12 % for one child attending the facility – about 108 PLN, (27,2 Euro)

b/ 10 % for every child – when two children attend the facility– about 90 PLN (22,7 Euro)

c/ 7 % for every child when more than two children attend the facility – about 63 PLN (15, 9 Euro)

5. Parent of a disabled child staying in a facility for 5 hours a day or more is obliged to make a monthly payment of 4 % of the binding minimal monthly remuneration which is about 36 PLN (4,5 Euro)

In self-governmental kindergartens there is also an extra payment for meals. It amounts

to about 80 PLN (20,1 Euro) per month.

Nevertheless the fees in public kindergartens run by self-government are significantly lower than in private kindergartens. There are 28 private and non-public kindergartens in Krakow. 5 of them adjust opening hours to the parents' needs. Average monthly fee in non-public kindergartens amounts to 360 PLN (90,6 Euro). Amount of fee varies from 125 to 650 PLN dependent on the time period and standards of care services.

12,3% of the children attending kindergarten stay there for 5 hours a day (according to data from XII.2005). Unfortunately there are no available statistics regarding reasons for choosing such short time of care. In other words, we do not know how many parents decided for 5-hour long childcare because they cannot afford to pay a fee. During the interview we learnt that sometimes, for examples if parent loses a job, the kindergarten offers a change of agreement to the provision of 5 hour free of charge care services.

#### Quality of care

Kindergartens operate usually for 11 hours a day from 6.00-6.30 Am to 16.30-17.30. 4 kindergartens operate until 18.00, one till 18.30 and two till 19.00 (from 14.00 for 5 hours). Self-governmental kindergartens in Krakow are very flexible in adjusting their working time to parents' timetables. Working hours may be changed or prolonged on the request of the parents. Such change may also occur during the semester.

The kindergartens implement the pre-school educational program basics. They offer as well the facultative extracurricular classes such as: English classes, swimming classes, dancing courses, drama ateliers etc. Those classes are organized usually on the parents' request and require extra payment. The examples of some of those classes are presented in the table below (Table 6). About 15% of public kindergartens offer as well free facultative extracurricular classes but their offer is very limited. Those classes are typically: art, music and computer courses. Speech therapy and dance classes are also free of charge. Only religion classes and correction exercises are covered form the city's budget.

**Table 6. Types and costs of additional activities offered by kindergartens.**

<b>Facultative extracurricular activities</b>									
<b>fee (in EURO):</b>									
	<b>semester</b>			<b>month</b>			<b>class</b>		
	<b>min.</b>	<b>max.</b>	<b>average</b>	<b>min.</b>	<b>max.</b>	<b>average</b>	<b>min.</b>	<b>max.</b>	<b>average</b>
<b>The most common:</b>									
Rhythmic	7,6	12,6	9,7	1,8	7,6	4,2			
Pottery							2,0	2,3	2,3
English classes	11,3	37,8	29,8	2,8	7,1	5,8			
Dance classes	11,1	15,1	12,2	3,0	3,0	3,0			
Art classes									
Music classes	11,3	11,3	11,3						
<b>Less common:</b>									
Drama atelier				5,0	10,1	7,6	0,8	0,8	0,8
Cinema, theatre, concerts									
Correction exercises	6,3	35,3	20,8						
Computer courses									
Chess				1,3	3,8	2,5	1,3	1,3	1,3
French classes	13,9	30,2	23,5						
Ice skating									
Swimming				10,1	10,1	10,1	1,5	1,5	1,5
Nature circle									
Excursions									

Above all this the city provides children with professional psychological care and speech therapy. There are special care branches in the faculties as well as integration units.

#### Admission procedures

The admission procedure is regulated by the ministerial decree. In case of insufficient number of openings one of the last conditions is employment of the parents.

There are plans to change this method; an electronic admission system will be introduced. A municipal record of the kindergarten will be made which will reduce artificially inflated number of applicants caused by parents applying to several facilities at the same time. Parents will be able to apply to 6 facilities at the same time. The system will verify if a child is eligible for the particular facility. If not, next choices will be checked. Network recruitment will allow to assess which districts of Krakow have openings shortages.

## PRIMARY SCHOOLS

In 2004 there were 101 primary schools run by Krakow Municipality.

### *Common rooms*

In Krakow 98% of primary schools have their own common room. Usually common rooms are open from 7 till 17. Common rooms provided at primary schools can be very helpful to working parents. The child can stay at school's common room before and after classes waiting for the parents. In 2005 municipality allocated 8 248 200 PLN (2 072 412 Euro) on common room maintenance (including primary and lower secondary schools).

### *Extracurricular activities provided by schools.*

All schools provide free of charge extracurricular activities. Usually there are several to dozen or so different activities to chose from, e.g. interests groups, science, sports, arts, students theatre groups, choir, music bands. Extracurricular activities usually start after classes during weekdays and in some schools they are also carried out on Saturdays and Sundays. Majority of schools offer also partly- paid and paid language courses and other kinds of activities.

There is a great demand for unpaid extracurricular activities at schools. An official from the Education Department stated: "There are so many children wanting to participate that whatever sum of money we give to school they will be able to spend it".

In 2005 municipality spent 1 080 000 PLN for extracurricular activities at schools.

## MYSLENICE

### NURSERIES

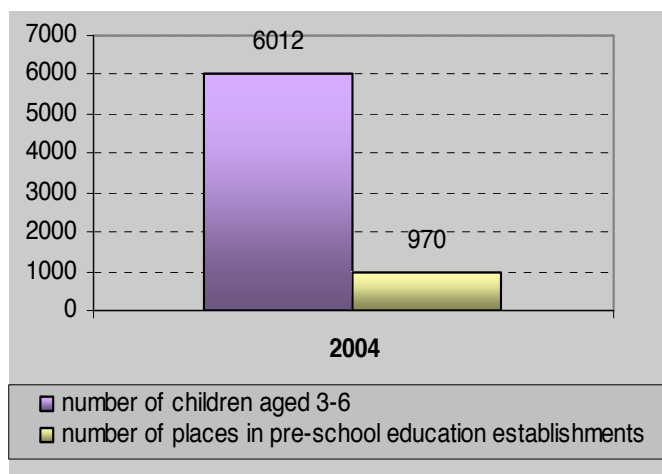
There is only one nursery unit in Myslenice commune with 70 places available. In 2004 there were 59 children attending. Myslenice City Council spent 241 992,66 PLN (61016.035 Euro) on the nursery maintenance in 2005.

### PRE-SCHOOL EDUCATION (KINDERGARTENS)

There are 17 kindergartens and 6 pre-school education units of primary schools in Myslenice commune with 970 places available. All of them are run by local self-government. In 2005 Myslenice Commune Council spent 6 301 485 PLN (158725,8 Euro) on kindergartens' maintenance which constituted 12,36 % of the total running expenditures. This is a great strain on the commune budget. Especially because there are many constraints (e. g. some privileges granted to teachers which must be obeyed by public kindergartens) that make costs reduction virtually impossible. For the same reasons - lack of resources for financing overtime for teachers - Myslenice public kindergartens are open just to 3 or 4 p.m. Privatizing one kindergarten might be a solution to provide parents with childcare services with more flexible time schedule that can be open in afternoon and evening. During the interview we learnt that the City and Commune Council attempted to privatize some of the kindergartens but it was stopped by the staff protest. Scarcity of funds was pointed as the most important difficulty in the self-government activities aiming at improvement of inhabitants' life conditions.

In 2004 there were 1163 children (1029 of them in kindergartens) attending pre-school education establishments. The chart below presents the number of children aged 3-6 in comparison with the number of places in pre-school establishments in 2004. The situation in Myslenice is worse than in Krakow. Myslenice kindergartens can provide care for only about 16% of children aged 3-6. Such a difference is compatible with national tendency. There is a difference between urban and small town or rural areas.

**Figure 3. Number of children aged 3-6 in comparison with the number of places in childcare facilities**



The kindergartens were slightly crowded – the number of children per one official individual place in the kindergarten was 1,2.

We also conducted a telephone survey in all the 8 kindergartens located in the Myslenice town. Only two out of eight kindergartens included in the interview have some vacancies (3 places and 20 places, respectively). In the remaining six the number of requests has exceeded the limit of admissions (3 to 6 children above the limit). In such case kindergartens increase the limit of admissions or refer the child to another unit.

#### *Payment*

The amount of payment is regulated by a decree of the City Council from the 29th of November 2004 and amounts to 90 PLN (22,7 Euro) in the kindergartens within the city territory and 80 (20,1 Euro) PLN in the countryside territories. There are discounts for a larger number of children of the same family attending a facility. In such cases the discount comes to 50% for a second child, 75% for a third child and 100% for every next child.

#### *Admission procedures*

In the majority of city's kindergartens in Myslenice children of working parents didn't have a priority in the admission procedure. In all the kindergartens under survey the children of the parents looking for employment were accepted. What's important, in all the cases an oral declaration is sufficient. Only in two cases, children of non working parents were

accepted in case there were openings after accepting the children of working parents.

### PRIMARY SCHOOLS

In Myslenice town 60% of primary schools have their own common room. In 2005/06 there were 190 children staying at common rooms in Myslenice's primary schools. The situation is different outside the city where only one school runs the common room. Usually common rooms are open from 7 a.m. to 5 p.m. In 2005 Myslenice Town Council spent 505 461 PLN (127320.15 Euro) on common rooms' maintenance in primary schools.

There are extracurricular activities in some schools but the Commune Council does not gather data concerning this subject.

# COMMUNITY AND LEISURE

## GENERAL OVERVIEW

Cultural institutions such as cultural centres or local clubs and educational institutions such as youth clubs or sport centres are the most common among institutions subsidized by local public administration. Local cultural establishments are responsible for providing cultural events for area residents. Concerts, movie- shows, performances or PE for children and youth are only a few examples of cultural clubs' activities. Professional staff (language teachers, music teachers etc.) is employed. More-over clubs have at their disposal a fully prepared infrastructure, including concert-halls and swimming-pools.

Majority of cultural centres were created before the political system transformation in 1989. In the previous political system centres were maintained by government. After transformation the local public administration has been made responsible for running the cultural clubs.

The cultural clubs' are prepared for users' expectations. "If we see an interest in a certain program we increase the number of classes, if no we reduce them" said one of the managers. Usually the cost of classes is around several tens of PLN per semester, but free classes can be found as well, especially those offered to for youth and children. Popular and trendy courses (such as ju-jitsu) might cost a regular market price (80 PLN (20,15 Euro)/per month).

The managers stress that due to difficult financial situation the future of cultural clubs depends on the attractiveness of their offer. Indeed clubs are financed by local public administration and financial grants, but large part of budget comes from clients. Changes in financing of cultural establishment increased the level of competition between them and increased the quality of their offer.

## KRAKOW

General information about leisure infrastructure (units subsidized by Municipality funds) is shown in table below.

**Table 7. Leisure infrastructure (units subsidized by city funds).**

<b>cultural centres and establishments, clubs (2003)</b>	
<b>total</b>	<b>77</b>
cultural establishments	23
cultural centres	10
clubs	44

Source: *Statistical yearbook of Krakow 2005, Statistical Office in Krakow*

The majority of cultural clubs are located in the old districts of Krakow. It is a result of using existing infrastructure, which reduces the necessity of investing in new ones. However that might cause some inconveniences for the lodgers from new districts.

The number of cultural clubs' clients is ca 8-10 thousand, both children and adults.

(cf. table 8).

**Table 8. Number of cultural establishments in Krakow (2000-2004)**

<b>kind of institution</b>	<b>number of institutions</b>	<b>participants of permanent and temporary forms of pursuits</b>
<b>TOTAL...</b>		
2000	19	103706
2001	20	95065
2002	20	81250
2003	21	94714
<b>2004</b>	<b>21</b>	<b>90900</b>
...youth centres	2	48869
...youth community centres	9	13825
... inter-schools sports centres	7	27344
... other institutions	3	862

Source: *Statistical yearbook of Krakow 2005, Statistical Office in Krakow*

### *Cultural institutions of the Municipality*

The city is running 3 cultural houses, 4 cultural centres and 38 clubs. Their main

activity is to spread culture and art, without any age specification. The offer is wide (dancing courses, foreign language classes, drawing and painting courses, sport activity, computer courses, cultural events). Some of clubs have free classes for the youngest.

*Chosen examples of cultural clubs:*

Nowa Huta Centre of Culture (Nowohuckie Centrum Kultury):

Offer: courses (dancing, playing instruments, photography, creative development, foreign languages, ballet for the youngest, junior dancing and singing scene)

Prices: (examples) drawing and painting for children and youth- 100 PLN (25,1 Euro) per semester, ju- jitsu- 80 PLN (20,1 Euro) per semester, music for children in kindergarten age - 135 PLN (34 Euro) per month (classes four times a week), salsa for children - 50 PLN (12,6 Euro) per month.

Participants (2004): 450 members of artistic classes, 1040 members of interests' classes, 1750 graduated from courses.

Finances (2005) : 3 607 000 PLN (908 565 Euro)

„Dworek Białopradnicki” Centre of Culture

Offer: workshops for youth, children and adults such as photography, origami, theatre classes, fine arts courses, chess.

Participants (2004): 598 members of artistic classes, 1179 members of interests classes, 435 graduated from courses,(6 culture clubs in a cultural centre complex).

Finances (2005): 2 414 700 PLN (602 237 Euro).

Centre of Culture „Podgorze”:

Offer: artistic kindergarten (classes Mon.- Fr., 9AM- 3PM): computer courses, playing instruments, theatre classes, “small academy of fine arts”.

Prices: discounts for two family members, payment in instalments possible.

Participants (2004): 786 members of artistic classes, 1431 members of interests' classes, 843 graduated from courses, (12 culture clubs in a cultural centre complex).

Finances (2005): 3 547 500 PLN (893 577 Euro).

*Municipality educational and learning establishments*

The educational and learning establishments run by the commune include youth cultural centres and sport and recreation centres. The classes are attended by children and

youngsters between the ages of 3 and 21 (most establishments also allow enrolment of younger children for everyday classes lasting several hours). At this time, there are 11 youth cultural centres in Krakow.

The Krakow Municipality declares, that the network of establishments fully meets the demands of the local community, and that the number of participants is close to the minimal requirements set by the law. During the school year of 2005/06, there are 16 469 students participating in the long-term activities in the youth cultural centres (there were 14 480 in the years 2004), and 55 004 participants attended periodic activities (i.e. courses) and single events (59 694 in 2004).

Currently there are 7 commune sport and recreation centres (2 swimming pools, 4 inter school sport centres and the Krakow Inter-school Sports Centre). During this school year of 2005/06, there are 14 710 children and youngsters participating in long-term activities, and 13 512 participants attending periodic activities (i.e. courses) and single events. The participating children and youngsters are aged 6 to 19.

*Selected establishments and their offer:*

Dr H. Jordan's Youth Centre in Krakow - offers: among other activities: artistic groups, Five-year-olds Academy (morning classes in a 5 hour educational-artistic block (2 or 4 times a week): educational games, memory and concentration exercises, gymnastics, music and rhythm, arts), cultural education, crafts, arts, music and photography. Participants: currently the Youth Centre holds activities for 3000 permanent participants. The youngest ones are less than 4 years old, the oldest 21. Many activities are also attended by older Krakovians.

Youth Cultural Centre – Grunwaldzka Street - offers: dance classes, arts workshop, vocal studio, ballet, gymnastics, Artistic Children's' Club (children aged 3-5. The program includes educational activities, arts, dance, theatre, English classes, games, artistic presentations of the children's works. Classes mon-fri 8:15-12:30), Artistic Six-year-olds' Club (6 year-olds: educational activities, rhythm, dance, theatre, English classes, arts, educational outings, classes mon-fri 8.15-12.30) and others.

Financing: (2005): 758 350 PLN (191 020 Euro).

A Bursa MDK (Tysiąclecia housing project) – open daily between 8.00 AM and 8.30 PM. Most classes take place after 3 PM. Offers: artistic workshop (children between 5 and 19), Kindergarten Club (children between 4 and 6, aimed at developing different interests, mainly artistic) dance workshops and children's theatre, computer workshops. Payments: for regular participants the activities are free. Fees: most workshops are cost-free for

participants. The fees for English classes and music, film and arts workshops the internet club and the kindergarten club, are 10-25 PLN (2,52 - 6,30 Euro) a month (including materials). All term and yearly fees come with a discount. In case of a difficult financial situation, there is a possibility of lower or no fees. Financing (2005): 879 100 PLN (221 436 Euro).

### *Cooperation with NGOs*

The rules and forms of cooperation between the Krakow Municipal Commune and NGOs are described in the so called: "Yearly program of the Krakow Municipal Commune with NGOs". Similarly to a regular call for tenders, the document describes the priority problematic areas and tasks which can receive funding. So far, the questions of conciliation of career and family life have not been mentioned among the priorities. However, some of the projects aimed at working with children and youngsters, are indirectly connected to this issue. The Municipality releases a call for tenders each year, for NGOs and other institutions of public interest.

In 2006 277 NGOs working with children and youngsters received grants. Most of the programs focus on addiction prevention and combating pathology, many include summer camps and popularization of sports. Below, we will present the number of these organizations classified by field of activity:

- safety and combating social pathology (13 organizations) – i.e.: Socio-therapeutic and educational care and leisure time organizing. - 5 500 PLN (1385 Euro), psycho - educational workshops for youngsters – 2700 PLN (680 Euro))  
prevention and treatment of addictions (18 organizations – for example: Cultural Club or the Creative Alternative – 7600 PLN (1914,35 Euro), Healthy Life free of addictions – 9000 PLN (2267 Euro)),
- educational care, including summer and winter camps (48 organizations: amount - 295 000 PLN (74 307,3 Euro))
- for example: Winter holiday activities for children from poor families between 9,00AM and 1 PM - 3 600 PLN (907 Euro), Winter Action – 1400 PLN (353 Euro), Language-ecology winter camp – 2300 PLN (579,4 Euro).
- popularization of physical activity and sport (149 organizations – 3 560 thousand PLN (896 725 Euro))
- organization of sport and educational activities for children and youngsters (98 organizations – 248 000 PLN (62 469 Euro)),

activities supporting NGOs on a technical, educational and information level (1 organization).

## MYSLENICE

### *Cultural establishments*

Myslenice Commune runs two cultural establishments providing activities for children and the youth: Myslenice's Culture and Sport Centre and Regional Museum „The Greek House”.

In 2005 Myslenice's Culture and Sport Centre received a subsidy of 915.000 PLN (230 478,6 Euro) and „The Greek House" - 139.100 PLN (35 038 Euro). There is also a communal *Aqua Park* and Myslenice Council provides resources for free of charge swimming classes for children.

Commune's cultural establishment organises different types free of charge and paid activities for children. In the table below we present the full offer of the “Greek House”.

**Table 9. Information about regional museum “Greek House Offer”**

kind of activities	participants specification	time	costs
Drama atelier		once a week, 4 p. m. -5.30 p. m.	10 PLN (2,5 Euro)/month
Pottery and art. classes	for youngsters	once a week, 4 p. m. -5.30 p. m.	once a week - 15 PLN (3,8 Euro)/month twice a week - 30 PLN (7,55 Euro)/month
Painting classes	for school children	Thursdays 6 p.m – 8 p.m Saturdays 9 a.m. – 2 p. m.	100 PLN (25,1 Euro)/month, including supplies
'Learn and play' workshops	for pre-school and school children	once a week 4 p. m. – 5 p. m.	free of charge
Photography workshops	for pre-school and school children	once a week	free of charge

*Prepared on the basis of information provided by Regional Museum “Greek House”*

### *Cooperation with NGOs*

There are a lot societies and foundations located at Myslenice commune – about 30. In 2005 Myslenice Council spent 324.632 PLN (81 771,2 Euro) on grants for non-governmental organizations' projects. Many of these projects were targeted at children. NGOs run opened common rooms for children where they are provided with various activities

and sociotherapy. One of the biggest common rooms is run by the Gymnastics Association which had received a large grant from the Myslenice Council. NGOs also organize holiday camps for children from poor families.

Detailed data is presented in the table below. Projects were carried out by various cultural, sport and church organizations. In the table we did not include the names of the organisations we just presented projects' names and the amount of money they were granted. Majority of the projects were directed to children. Yet it should be noticed that most of the beneficiaries of such programs are children from lower-income families or dysfunctional families.

**Table 10. Myslenice Commune Council grants for NGOs (2005)**

project	for children	grant	
		PLN	EURO
common room (Glogoczow village)	✓	20000	5037,8
common room (Bysina village)	✓	18882	4756,1
common room (Myslenice)	✓	84000	21158,7
winter holiday camp	✓	1800	453,4
sport camp	✓	4200	1057,9
winter holiday sport camps	✓	5200	1309,8
winter holiday camps	✓	6000	1511,3
swimming classes (Myslenice)	✓	5000	1259,4
swimming classes (Myslenice)	✓	15000	3778,3
holiday church workshops (Myslenice)	✓	5060	1274,5
summer holiday workshops (Myslenice)	✓	5000	1259,4
summer holiday camp for pre-school and school children	✓	9250	2329,9
retreat for the children group at church	✓	7500	1889,1
sailing camp	✓	20000	5037,7
summer holiday camp	✓	4940	1244,3
summer holiday camp for children from dysfunctional families	✓	20000	5037,7
summer camp	✓	10000	2518,8
summer sport camp	✓	10800	2720,4
educational camp		12500	3148,6
journalist workshops for youngsters		5000	1259,4
history and present of my city - workshops		5000	1259,4
music band as an alternative form of spending free time		5000	1259,4
psychotherapy for people suffering from alcohol abuse and their codependent family members		37000	9319,9
rehabilitation camp	✓	7500	1889,1
<b>total</b>		<b>324632</b>	<b>61447,9</b>

*Prepared on the basis of Myslenice Commune Budgetary Report*

Apart from granting money for NGOs Myslenice Commune Council itself organises some special events for the whole community and children. Once a year it organises a week long art workshop for children. Artists from abroad lead art workshops together with foreign language classes for children.

# EMPLOYMENT

## EMPLOYMENT PROMOTION AND LABOUR MARKET INSTITUTIONS

A *Law on employment promotion and labour market institutions*, introduced in 2004 (with amendments in 2005), is the legal basis regulating the functioning of employment services in Poland. Municipality and Commune Council do not handle unemployment problems themselves. The public employment services in Poland consist of labour offices (voivodship, local), of vocational information and career planning centres, and the office of the minister of labour as the national body responsible for the labour market policy. In this area we can observe many dependencies between central and local policy and actions (also in financing system). Local Labour Offices depend both on the central policy (Ministry of Labour Office) and local (voivodship self-government, powiat self-government).

Public employment services are directed to job seekers and unemployed. In practice, labour offices are focusing mainly on unemployed (due to the high unemployment rate). Activities aimed at the other target groups reach them in an unsatisfactory way and it is not only the result of the low budget for the Active Labour Market Policy (only 0.22% of GDP in 2005).

In Poland there is no specific comprehensive policy related to the promotion of women's participation in the labour market aiming to reconcile family and professional life. There are also no specific measures (that would be directed to women) defined by the *Law on employment promotion and labour market institutions*. There is only one measure related to the conciliation of work and family responsibilities: an opportunity to receive a refund of childcare services costs in case of taking up the job. Only registered unemployed single parents with at least one child before seven years old are entitled to this refund. Because of that condition the impact of the measure is very limited.

The employment service is the central function of local labour offices. Local labour offices act as a referral places to a variety of active and passive support. The employment services offer a full range of placement services (both for the employers and for the unemployed), including job interview referral, counselling, skills assessment, job search training, resume preparation, and job clubs.

The local labour offices work through implementing certain tasks and services defined in the *Law on employment promotion and labour market institutions*. This law also identifies so called "groups particularly underprivileged on the labour market". At present the groups underprivileged on the labour market are: long-term unemployed (for the period longer than

12 months), persons up to 25 years old, those unqualified, persons over 50 years old, disabled and single parents with at least one child under 7 years old. Women are not treated as the higher risk group which is important because some of the labour office services are directed exclusively to those groups. The only flexible measures the labour offices can apply are special programs (most of them are co-financed by the EU funds). The main services provided within local labour offices are described below.

- Career guidance and job placement services.

Vocational information and guidance consist of the following activities: - assisting the unemployed and job seekers in the choice of job and/or place of employment, - supporting employers in matching up candidates to the appropriate vacancies, in particular to provide them with information and advice in this field. The guidance is provided in groups and individually.

- Retraining,

Unemployed are given additional short-term job skill training. Retraining participants may receive a stipend. This service is dedicated to extremely wide group of clients, i.e. every person – registered in labour office and fulfilling at least one of the following conditions - can be enrolled for a training: having no professional qualifications, having the qualifications unsuitable for labour market, having lost ability to work in certain profession. The retraining is provided in groups and individually.

- Public works is a short-term direct job creation program with employment on projects organized by government agencies, including municipal governments. Participants receive stipend.

- The intervention works program is much like public works except that projects may not compete with private companies and the wage paid by grants can be no more than the unemployment compensation benefit. Projects may be operated by either public agencies or private companies. There are also incentives for employers to permanently retain workers. After the end of an intervention works project, which may last up to 6 months, employers can receive wage subsidies for retained workers. Intervention works operates essentially as a wage subsidy program.

- Self-employment assistance is provided to a small, selected fraction of registered unemployed through a subsidies and loans program. The maximum subsidy is rather low, with the size limit being 500% of the national average wage. In a case when the self-

employment is being launched in respect to the rules imposed by the social co-operative, according to co-operative law, the amount of the subsidy can not go beyond 300% of the average salary for a co-operator and 200% of the average salary for a co-operative member joining the co-operative later on. A strong incentive for business survival is provided by a principal reduction granted to businesses which survive at least two years. Crediting rules, interest rates and payment conditions are being set up in the contract signed with a borrower.

- On the job training

The office may send the person to on the job training for 3 to 6 months without having work relation with an employer. On the job training is realized on the basis of the contract between labour office and an employer. During on the job training, unemployed person is given a stipend equal to unemployment benefit. This measure is directed to the members of the groups underprivileged on the labour market.

- Job clubs

Job clubs offer periodical group meetings for unemployed that provide practical training in skills essential when seeking a job. In a job club one may learn the methods of active searching for employment, recognize his/her strengths and weak points, learn the rules of CV writing, composition of cover letter and presentation of an offer, learn the rules concerning the analysis of job offers and develop self-consciousness.

- Subsidized employment - First job program (stages) small and medium-sized enterprises may employ young people, with the government assisting the employers, refunding these employees' pay and social insurance contributions. The period of financial support varies, depending on the form of employment stimulation (and on whether it is combined with salary payment), between six and 12 months. The stages are available for every registered unemployed who is before 25 years of age or the person who – in the period of 12 months since completing higher education – has not reached the age of 27.

- Special programs:

Special programs are available for all persons who according to low or unattractive skills on labour market and bad position on a local labour market are threatened by long-term unemployment. The aim of the special programs is to: inspire employment within the program's participants, support creation of additional work place for the participants, activate professionally the program's participants. The special programs' feature is the possibility of

combining various services provided by labour market. Many special programs are co-financed by the EU funds (i.e. European Social Fund).

## ANALYSIS OF THE INTERVIEWS

In our research we interviewed 3 representatives of local labour offices: Krakow Municipal Labour Office, Myslenice Powiat Labour Office and Krakow Powiat Labour Office. We also included Malopolska Agency for Regional Development which operates within a framework of local administration because it is currently implementing a project directed exclusively to women.

All respondents from labour offices were pointing out that a specific plan should be established for equal chances or reconciliation of professional and family life established. According to labour office experience, women are the group suffering from discrimination on the labour market: *'Long-term unemployment is typically women's problem'*.

*'Yes, due to the labour office working with women coming from rural areas, the situation of women is difficult because of accumulation of social roles that women must correspond to (the first reason of unemployment), and low professional qualifications (the second reason of unemployment)'.*

The plan is required to ease the activities dedicated to women directly. It is extremely important, mostly because all the activities undertaken by a labour office and financed by the Labour Fund have to be organized with strict agreement with the rules established in the employment promotion law. As we had already mentioned, according to this law women are not treated as a group in a particularly underprivileged situation on the labour market. The law provides partial reimbursement of the child-care services' costs single mothers with children up to 7 years of age. Any other ideas might be implemented within special programs. Yet such changes can take place only on the national government employment policy level.

What are the main difficulties and problems regarding implementation of policy and programs aiming at private and professional life conciliation according to labour offices representatives? One of the problems that was pointed out in interviews is an insufficient amount of personnel in labour offices. For instance, in Myslenice Labour Office there are only 2 vocational advisers and 7 job placement officers (per 6416 of registered unemployed persons). Because of the personnel shortage they do not apply for many additional funding opportunities: "We do not have enough staff to prepare, realise or administer special programs or projects."

Carrying out special programs, especially those which are co-financed by the EU introduces another obstacle: *"When we complete a the project which is co-financed by the EU fund we must obey two different sets of requirements for recording and documentation*

*and accounting. One because of the project requirements and another in order to meet public administration standards. Hence the work is doubled.”*

Local labour offices do not gather any data concerning equal opportunities or conciliation (e. g. unemployment statistics with respect to the number of children or dependent care responsibilities). The labour offices are obliged to gather separate data only for the so-called groups in particularly underprivileged situation on the labour market (described in the Act on employment promotion). In practice even many of the standard data are not split by gender because it is not required. Incomplete statistics are a huge obstacle for research or evaluation.

There are some exceptions to the rule - Krakow *Powiat* Labour Office has just conducted a questionnaire survey among its clients (800 participants). Respondents were asked to fill a detailed questionnaire including questions about marital status, dependent persons care responsibilities, number of children, age of children, type of services they would like to use, etc. Results are being processed now. Such survey will serve as a basis for careful evaluation of the women’s situation on local labour market and needs assessment tool.

Cooperation with business sector is rather limited, although it varies across the units:  
*„We cooperate with employers only with regard to job matching services and subsidized employment. Employers are interested in cutting expenditures they will introduce conciliation measures only if there were some kind of subsidies or tax relief provided.”*

*„We do not promote conciliation solutions among employers. This task is not included in the Act on Employment Promotion hence we do not have financial resources to carry out such programs.”*

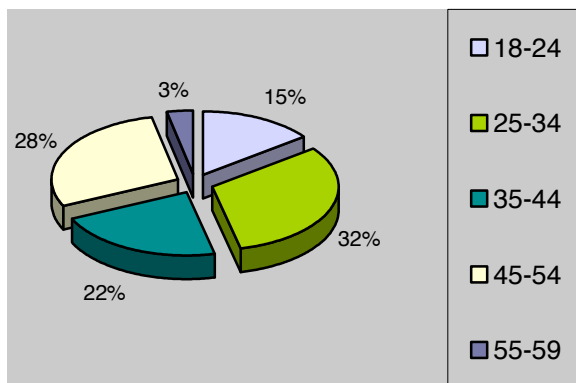
*“We have made some efforts to promote gender equality and advantages of employing women among employers within the framework of the running project Women of the future”.*

# OUTLINE OF THE SITUATION ON THE LABOUR MARKET

## KRAKOW

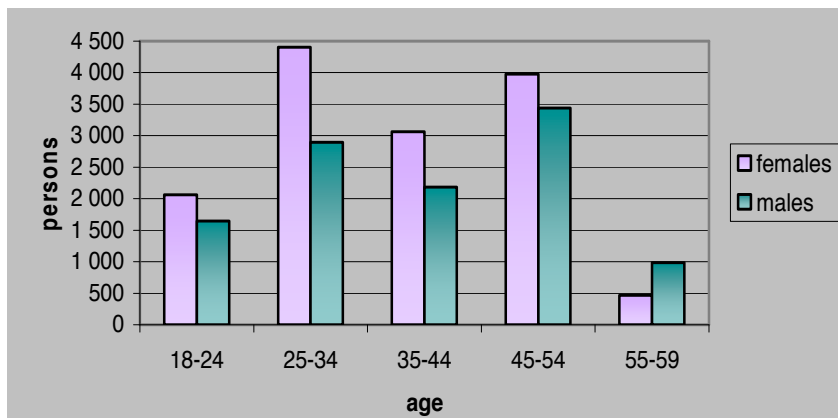
In the third quarter of the year 2005 the unemployment rate in Krakow reached the level of 7 % being significantly lower than in the national economy- 17,6 %. The number of women currently registered as unemployed at the local Labour Office was 13 905 (55,2% of all unemployed registered during this quarter). The pie-chart (cf. *Figure 4*) below shows that most of the women registered as unemployed in Krakow (32%) belong to the age group between 25-34 years of age. The second group (28%) are women between 45-54 years of age, which can be related to the age discrimination on the labour market.

**Figure 4. Registered unemployed women (%) by age, IV quarter 2005 (Krakow)**



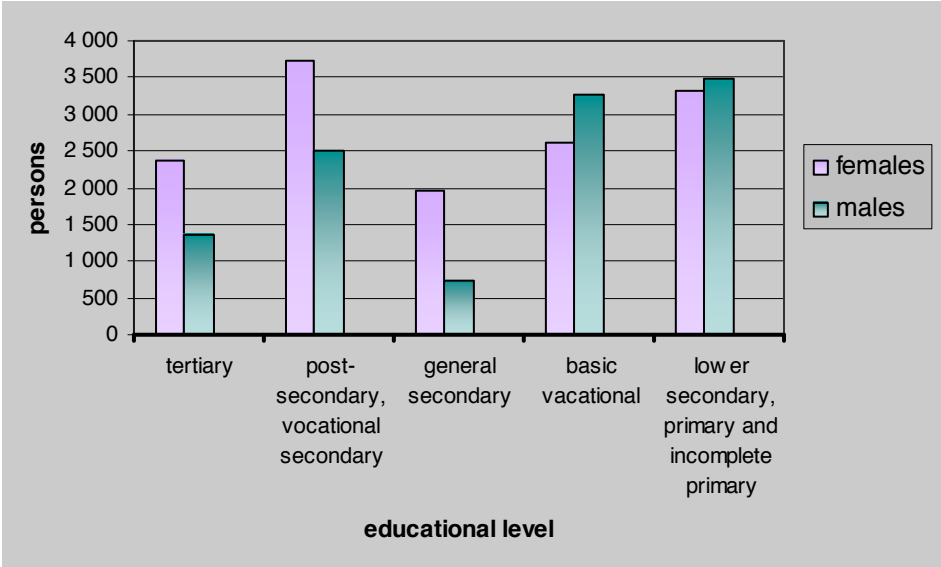
Comparing the difference in numbers of men and women from the 25-34 age group (cf. figure 5) we can conclude that it maybe connected with the relatively difficult situation of young women and young mothers on labour market. Employers tend to discriminate young women by being afraid of “losing” their employee due to pregnancy (maternity and child care leave) and/or assume that young mothers cannot be time-flexible enough.

**Figure 5. Number of registered unemployed persons by age and sex - IV quarter 2005**



In Poland, on average, women are better educated than men. The same trend can be observed among unemployed population in Krakow. The number of unemployed persons according to sex and educational level is presented on the chart below. There are significantly more women among the total population with tertiary, post-secondary and vocational secondary education.

**Figure 6. Number of registered unemployed persons by sex and educational level - IV quarter 2005.**



In spite of the fact that unemployed women demonstrate, on average, a higher level of education than men, it is still more difficult for women to find a job. Women outnumber men among the long-term unemployed (more than 12 months). The difference is especially striking with respect to the group of the unemployed for more than 24 months (cf. figure 7).

**Figure 7. Registered unemployed persons by sex and duration of unemployment (in months)**



## MYSLENICE

The unemployment rate for the third quarter of the year 2005 reached 15,9%. The number of women registered at the local Employment Office was 3573 (53,3% of the total number of the registered unemployed). In the analogical period of time in 2004, the number of unemployed women was 3584 or 49,96%.

Majority of registered unemployed women - 73,34% are not entitled to receive unemployment benefit because they do not have sufficient recent work experience. It is linked to the fact that in Myslenice, the majority of women are those without job seniority: 870 persons or 26,35%.

With respect to age, young women (from the age group between 18 to 24 years) were the largest group among all unemployed.

The most alarming phenomenon is the high rate of long term unemployment (remaining unemployed for a period longer than 24 months) among women which has reached the level of 58,16% and hasn't decreased for a long time. In the group, similarly to Krakow the biggest part was constituted by unemployed women aged 25-34 – 627 persons or 50,32%. The unemployment office representative with whom we conducted the interview explained that from her personal experience (she works as a vocational advisor) she learnt that many of long term unemployed women have problems with family and professional life conciliation: "During my interviews with clients, the lack of regular child-care for children was the main obstacle when taking up the job, i.e. shift job. They are often unwilling to take up the job as the entire salary would have to be spent on babysitters."

The majority of unemployed women have vocational education – 1159 persons or 35.11% out of the total. There are 933 registered persons or 28,26% having secondary or post-secondary education and 699 persons or 21, 17% with primary education.

The population of unemployed women in Myslenice differs from the one in Krakow. In Myslenice, the share of women with basic vocational education is significantly higher (35% - Myslenice, 19% - Krakow). Such a difference is probably due to the large number of rural areas' inhabitants among the registered unemployed in Myslenice.

## LOCAL ADMINISTRATION INTERVENTIONS

### KRAKÓW

There are only two programs implemented by public administration units that are directed to the needs of women specifically: “The Women of the Future” (Powiat Labour Office) and “Support system for the women on Malopolska labour market” (Malopolska Agency for Regional Development). Both of them are co-financed by the EU fund (European Social Fund).

Because of the lack of measures directly aiming at gender equality promotion or at women’s needs we decided to analyse standard employment services with regard to the number of men and women participants.

#### Krakow Municipal Labour Office

In 2005 Municipal Labour Office spending amounted to PLN 47 305 400 (11915717,8 Euro)(Krakow Municipality itself provided PLN 14 443 (3638 Euro) for the active labour measures).

In the table below the number of men and women beneficiaries of standard active labour services provided by labour office is indicated. Women are majority group among people who received self-employment assistance – 57%. It is in accordance with national phenomenon: high percentage of women among self-employed (37% in 2002).

**Table Information about active labour measures (Municipal Labour Office, 2005)**

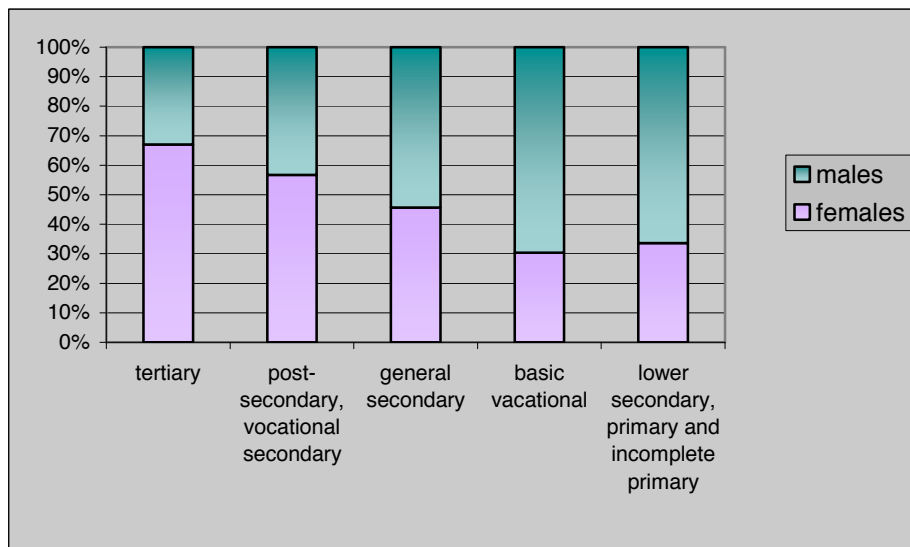
sex	Retraining	Subsidized job	Intervention works program	On-the-job training	Self-employment assistance	Public works program
	1076	1054	175	128	142	119
F	445	763	89	83	81	54
M	631	291	86	45	61	65
F%	41%	28%	51%	65%	57%	45%

Women in Poland are, on average, more likely to complete vocational training courses or take advantage of job clubs. They are usually more active while looking for a job. Among general number of people who took advantage of vocational guidance or information – 2419 persons, 51% were women. The difference is bigger when we take into account only group of vocational guidance - 451 persons (among which 69,2% women). Women were also

the majority among unemployed who were using job club services – 65% (60 women out of 92 persons in total).

The chart below demonstrates the percentage of vocational guidance and information services' clients according to sex and educational level. We can observe that the higher educational level of women the more likely they will use vocational guidance services. The opposite tendency is being observed among men.

**Figure . Clients of vocational guidance and information services according to sex and educational level. (Municipality Labour Office, 2005)**



Efficiency of services provided.

Results of certain employment measure may be assessed by the percent of clients who were employed. About 8,2 % of women from the total number of women - vocational guidance clients were subsequently employed. This indicator was higher for men -11,6%.

Retraining seems to be more efficient as about 29% of women who participated in retraining subsequently found a job.

Areas of retraining and on-the-job training - horizontal segregation.

The biggest number of women took advantage from retraining in those areas: Management and Administration (25% of all women taking advantage of trainings), Sales, Marketing, Public Relations, Real Estates – 19% , Informatics and Use of Computers – 14%, Secretarial and Clerical Tasks – 11%

Varying percentage of women and men participants in trainings from different vocational areas listed above might be interpreted as a symptom of horizontal segregation on the labour market with regard to sex. Women constituted almost 100% of all trainees in the

following areas: Gastronomy – 100%, Hairdressing and Beauty Services – 94%, Secretarial and Clerical Tasks – 91%, Social Welfare Services (including: Disable Care, Elderly Care, Children Care, Volunteer Service) – 90%, Art, Culture and Craftsmanship – 91%.

On the other hand, women participants in retraining from stereotypically “masculine” domains did not make 5%:

Technology and Technical Items Sales (including Metallurgy, Power Engineering, Electrics, Electronics, Telecommunication, Measuring, Garage Services) – 1,9%, Architecture and Construction Industry – 3,64%, Transportation (including Driving License Courses) – 1,26%. This rule does not apply to courses in Informatics and Use of Computers, where women made 40% of participants.

The most effective courses (as measured by the percentage of women finding jobs subsequently) turned out to be those in: Personal Development and Carrier – 70%, Art, Culture and Craftsmanship – 63%, Management and Administration – 51%, Secretarial and Clerical Tasks – 32%. The lowest effectiveness of trainings (with relatively high number of women participants) was observed in Accounting courses (0%) and Hotels, Tourism and Recreation courses (0%).

Relations of the same kind can be observed in on-the-job trainings and subsidized employment services. Here also almost 44% of unemployed women were trained in “stereotypically” feminine area - Secretarial and Clerical Tasks.

Although Municipality Labour Office do not carry out any projects directed to women needs, recently they have carried out project targeted at reducing long-term unemployment “Positive-Proactive”. The project was financed by the National Sectoral Operational Program – Human Resources Development.

Women are majority among long-term unemployed; hence they were also the biggest beneficiaries’ group. Detailed information is presented in table below.

**Table 11. Information about Positive – Proactive Project**

<b>Positive -Proactive Project (total number of beneficiaries - 301)</b>			
	Vocational guidance	Job placement services	Vocational training
<b>Females</b>	<b>178</b>	<b>133</b>	<b>164</b>
<b>Males</b>	<b>123</b>	<b>99</b>	<b>121</b>
<b>total</b>	<b>301</b>	<b>232</b>	<b>285</b>

Another interesting special project - „Active start for the youth” - is being carried out right now. This project is financed by the National Sector Operational Program – Human Resources Development, too. So far 20 persons (17 women) have participated in the

“Clerical staff training with computer use course”. After having completed training on „Business plan preparation and assessment” 7 participants (6 women!) received self-employment subsidies.

### Powiat Labour Office

*Powiat* Labour Office services are directed to the inhabitants of the villages outside Krakow. Nonetheless, we selected this institution for the interview because it has been implementing a project targeted exclusively at women – “Women of the Future” (financed from the European Social Fund). It is one of the 2 projects addressing the problem of women’s unemployment that is being carried out by the public administration unit.

The ‘Women of the Future Project’ involves all available employment measures (job placement, vocational guidance, on-the-job training, intervention works, self-employment assistance). There are also additional services available: support groups, workshops aiming at preparation for the job interview, trainings in entrepreneurship, refund of transport costs, refund of child and dependent care costs, etc.

The project has begun in September 2005 and it will last till March 2007. Because of that there is no description of results available. Yet information gathered by the interview shows that many women are very interested in project’s services. According to the *Powiat* Labour Office’s director, the project significantly differs from other programs: *“In this project we observe exceptionally high level of beneficiaries’ motivation. Participants are extremely creative. They have also developed the sense of ownership with regard to the project”*.

It is worth noticing that *Powiat* Labour Office has also developed special guidance services’ program directed to women re-entering labour market after breaks resulted from maternity and parental leave.

### Malopolska’s Agency For Regional Development

Malopolska’s Agency For Regional Development operates within the national system of services for small and medium enterprises. The project „System of support for women on Malopolska’s regional labour market” is being realized as a part of Regional Action Plan For Development (established by voivodship self-government). It is co-financed by the EU fund (European Social Fund). The project is available for women from the entire Malopolska voivodship.

Project focuses mainly on vocational guidance and trainings. It introduces a somewhat new approach (in comparison with labour offices’ offer) because there are no defined trainings areas. Vocational training offer is being organized according to the

guidance services' results: *"We can organize training adjusted to only 1 participant's needs. Actually we already did it once. There was a training organized for only one person participating."*

The advantage of the project is providing a series of services outside Krakow: *'We are going to small cities and villages and we provide guidance and training on the spot'*. The following support services within the project are extremely important: travel costs' reimbursement, refund of child-care cost.

The project has been operating for a few months now but there are lots of women who want to participate: *'Till march 2006, 349 people were accepted as project participants and 160 enrolled for trainings. We had to have additional professional advisor hired as to deal with such a great number of applicants'*.

Malopolska Regional Development Agency is planning to apply for funding for the next project. They want to add one more service to the offer: unrepayable self-employment subsidies.

## MYSLENICE COMMUNE

### Myslenice Powiat Local Labour Office

In 2004 Myslenice Powiat Labour Office's budgetary resources amounted to 4 404 500 PLN (1109445,8 Euro).

Detailed information on services provided by the office in 2005 is presented in table below. Women are majority group among persons who took advantage of subsidized employment measures (75,9%). It is connected with the structure of unemployment described earlier. In Myslenice there are lots of young unemployed women without previous job experience and subsidized employment measure is a part of the so called "first job program" (it is exclusively directed to young people).

**Table 12. Information on active labour measures (Myslenice Labour Office, 2005)**

	Retraining	Subsidized employment	Intervention works	On- the- job training	Self-employment assistance	Public works
	154	498	400	154	63	84
F	31	378	172	103	26	25
M	123	122	228	51	37	59
F %	20,1%	75,9%	43%	66,9%	41,3%	29,8%

Basic trends described in Krakow Municipality Services analysis are present in Myslenice, too. In Myslenice the gender difference is even more visible than in Krakow. Women are more interested in vocational guidance and job clubs services. Moreover, they made 80,2% of the people who participated in vocational information group services.

Women under 25 years old were the most frequent vocational guidance users among all other women age group.

Women also outnumber men among job clubs' participants (326 persons of which women 71,5%). 326 people, including 232 women, took part in the training 'active job seeking' (222 women aged 18-24 yrs and 10 women between 25-34 yrs).

Areas of retraining and on-the-job trainings – horizontal segregation

There were 274 retraining participants in 2005, 52 % of which were women.

The largest number of women took part in retraining courses from the following areas: Secretarial and clerical tasks (20,1%), Accounting courses (11.1%), Informatics and use of computers (10,4%).

There were significantly more women than man within certain retraining' areas: Accounting (94%), Secretarial and clerical tasks (93,5%), Informatics and use of computers (83,3%). The situation is a bit different than in Krakow as in Myslenice women were majority group in informatics courses.

The retraining course that proved to be most effective (number of women who subsequently found a job) is Management and Administration (3 out of 4 women who completed the course found a job). Unfortunately the least efficient retraining courses were also the ones with the largest participants' number: Secretarial and clerical tasks – none of the 29 retrained women found a job, Accounting - 1 of the 16 women found a job.

There were 449 people, out of whom 344 women (or 74,4%) on probation or who underwent professional training in a work place. The majority of women on probation and professional training dealt with the following fields: sales and marketing - 192 persons or 46,5% out of the total and clerical and secretarial work - 119 persons or 31,3% out of the total. Women were the majority in the fields: sales (83,1%) and secretarial and clerical work (86%). The most of women found a job after having completed sales training (50%), accounting (28,6%) and secretarial work (22%).

In 2005 Myslenice Labour Office carried out one special program directed at long-term unemployed women (women who are registered for minimum 5 years period). 50 beneficiaries received on-the-job training and participated in job clubs meetings with vocational advisor. The program was financed by Ministry of Social Policy and Labour.

## *OTHER INTERVENTIONS*

### KRAKOW DISTRICTS' COUNCILS

The city of Krakow is divided into 18 districts. Each district has its own administrative bodies: the Council and the Board/ Executive of the District, albeit both with very limited powers. Still district councils are the basic local self-government unit of the Municipality and they have the best communication with its dwellers. Moreover, although financial resources they might distribute are limited the district councils very often spent money on broadly defined social policy. For the reasons stated above district councils might play an essential role in putting into practice conciliation measures. Because of that we decided to investigate the district's potential and we conducted 3 interviews with the chairmen of the district councils

The range of responsibilities of the District includes social affairs with local impact and activities imposed by the City Council, aiming at meeting needs and developing the living conditions of the inhabitants.

The main responsibility concerning the District is the definition of priorities aiming at meeting its most urgent needs. The level of financial resources to be spent on various priorities is limited by the City Council. According to these resources, each District points out projects with priority and states the amount of money proposed for their completion.

Concerning the priorities, the Districts spend the money on: pavements and roads renovation, car parks, city lights, equipment and renovation of schools, equipping libraries, kindergartens, financing cultural and sporting events, medical equipment and subsidizing specialist medical treatment, social care, financing activities supporting safety of inhabitants. In 2006, 18 Districts were given the following amounts of money for the priorities: for all 18 Districts – PLN 10.8 million, PLN 600 thousands for a district.

Moreover, the City Council of Krakow gave the decisive competences regarding the choice of the detailed tasks in the following fields (so called tasks given): renovation works in primary schools, junior high schools, kindergartens and day nurseries; roads and pavements renovation work, city lights; modernizing of the playground; creating green spots and squares together with small architecture; constructing and reconstructing municipality roads including the city lights, local cultural events, and the program developing safety in Krakow, 'Safe Krakow'.

In 2006, 18 Districts were given the following amounts of money: PLN 49.553 million (PLN 11.8 million for construction and reconstruction of primary schools and kindergartens, PLN 240 thousands for day nurseries' reconstruction and PLN 403 thousands for local cultural events).

## ANALYSIS OF THE INTERVIEWS

There were 3 interviews conducted with the presidents of the Districts (Paweł Sularz – District 3, Katarzyna Matusik – Lipiec – District 4, Jerzy Woźniakiewicz – District 14). Here are the resumes of the information obtained.

### 1. Opinions concerning the conciliation of professional and family life and the role that should be played in the process by the District:

The problems are considered important (only one president had a different opinion) – but their importance, according to the presidents, does not result from the situation within the districts but rather 'general' observations.

*(This is an undefined problem. No one has ever come to me with such a thing. The inhabitants face rather infrastructure problems, or the ones concerning a hole in a road or general safety.', 'Problems concerning reconciliation between professional and family life are getting much more visible, and definitely too rarely dealt with in the districts. Perhaps, focusing public opinion's attention directly on the problems is needed, but in a different context than legislative changes – more like concerning the activities possible to be undertaken by local communities', 'There has been no record of such problems in my district').*

### 2. The need for creation of a separate plan for equal chances/ for conciliation of professional and family life / and separation of the issues in other strategic documents:

Such a document is – according to the presidents – required: even if only to focus the City Council or public opinion's attention on the fact the problem exists. It is therefore important that it defines the specific directions of possible actions.

*(Creation of such a document could be helpful (...), the paper should be detailed where possible, showing the current situation and pointing out the specific actions*

*and people responsible for them. Surely, the financial sources crucial during implementation, should be provided...’, ‘Such paper is needed. At the moment, conciliation between professional and family life is not defined as a problem. Nobody talks about it. Maybe the document by the Mayor of the City or the resolution by the City Council of Krakow... But firstly, the deepened analysis is required’, ‘I do not see the need right now’).*

### 3. Examples of district council’s interventions that are connected with private and professional life conciliation; main obstacles and difficulties with respect to conciliation policy implementation:

There is no separate policy – and therefore there is no implementation. However, several activities, supporting reconciliation of professional and family life, carried out by the Districts can be underlined: renovation of schools, kindergartens, community centres, extracurricular activities for pupils. According to the fact that districts are allowed to state their opinions on every subject concerning local community (on the motion or their own initiative), and put forward motions to the City institutions, the President of the City – the implementation of the policy in a district may be launched by pointing out the specific needs and putting the motions forward to proper city institutions.

*„Possibilities are quite wide, even though they are subject to limitation – financial ones, first of all. Everything depends on a good concept. Let’s take following question for example – is it possible to create a place of integration/information for women within a district, with Internet access, day nursery, etc.? If we would like to create the place from the beginning, we could easily assume ‘it isn’t’. The room is needed, regular post maybe, equipment, the money to pay bills monthly. But such a place can be created by the City institution present in the district or by the District Council. In our District, the District Council together with Krakow Community Center- Nowa Huta, decided to create such a place for children – functioning as ‘Preschooler’s Club’, by the City Club 303, being the branch of the centre. I think that there might be a place for women within the club. The district can devote financial sources for renovation, equipment, etc. (...). Surely, if a district can not deal with a problem on its own, then it can address the City Council. However, the results of such petitions differ...’.*

*„Lack of recognition of the problem as a separate one is the biggest problem itself. The districts, my district at least, and I am certain that the part of the others as well, take various actions concerning the policy, not defining it as a separate activity. Of course, when the problem is defined, one can take additional actions...’.*

*„If we are to start talking about the problem, another procedure could be created. The role of the District should be therefore to initiate, give opinion and to indicate. We should offer solutions and the burden should be taken by the City Council. At the moment, we are only able to use the thing that we have – existing infrastructure. Besides, with small budget, we are obliged to deal with the most urgent needs of the inhabitants...’.*

*„It could be implemented in a similar way, as – on the districts’ motion – the inclusion of the Major of the City in 2005 planning and realization procedure of the tasks given concerning disabled people, what had PLN 2.16 million (544080,6 Euro) assignation in 2006 budget. But in that case, the recognition of the problem, its definition and some lobbying were done beforehand... Maybe this is the way to do it...’.*

*„We are proud of having one of the best kindergartens in the city – kindergarten 12, ‘Fairy House’. We were the first in the city to put the motion forward concerning the statutory changes in kindergartens, enabling them to prolong working hours (...). Quite a lot of money is spent by the district on essential renovation and kindergartens’ equipment. According to the common initiative by the District and 303 Club, necessary renovations were done, so as to create ‘Preschooler’s Club’ and we are planning to create a common room for older kids created. Primary schools renovations – PLN 60 thousand, equipment – PLN 28 thousand. Kindergartens’ renovations – PLN 20 thousand, equipment - PLN 17 thousand. Renovation and day nurseries’ equipment – PLN 10 thousand. Junior high school renovation – PLN 10 thousand, equipment – PLN 8 thousand. Organization of events and summer camps for children – PLN 40 thousand.*

*„We have 7 self-governed kindergartens. Each year, we are spending PLN 100 thousand for renovation. We are supporting community events (PLN 10 thousand). We are buying equipment for School Sports Clubs (PLN 1 thousand per school). We are renovating community centres (PLN 10 thousand). All libraries in the district are equipped in computer with free of charge Internet access for children (the idea to offer it to unemployed is worth consideration).*

*„We have almost PLN 200 thousand for renovation of schools, kindergartens and day nurseries...’.*

## **SUMMARY AND RECOMMENDATIONS**

### **Childcare opportunities, extracurricular activities and leisure**

In general, there are better conditions in the city of Krakow in comparison to the Myslenice Commune. The situation of the childcare services' system is quite good considering the financial recourses available to the public administration. Krakow kindergarten network can provide places for about 70% of children aged 3-6, while average rate in Poland is 40%, and in Polish urban communities is about 60%. Myslenice childcare system can provide places only for about 16% of children aged 3-6.

Reorganisation and privatization of kindergartens network is a great challenge for the public administration. The Municipality undertakes constant efforts to adjust kindergartens' network to the changing demographic structure of the city. Yet so far the municipality reacted only after too many children applied in a given district. The municipality should carry out a more proactive reorganization and renovation policy.

More attention should be given to the fact that cost of childcare services can be a barrier for lower income and poor families/ parents.

It should be noticed that there are differences in standard of services provided by kindergartens. This is one of the reasons for the greater demand in the certain kindergartens units.

The public administration should support alternative childcare services and local initiatives. For example network of cultural establishments and clubs together with professional staff may serve as a basis for low-cost commune initiatives, such as the time bank or extracurricular activities organized by parents.

## Employment

Our research show significantly high level of awareness of discrimination and conciliation problems among employment officials interviewed. Workers of such departments seemed to be more willing to introduce solutions supporting equal opportunities and conciliation.

Although employment offices strongly depend on central policy and legislations and there are no standard measures or services directed at the needs of women, local employment units have undertaken several very interesting initiatives. Such project should be promoted as the example of good practices as there is a great demand for the professional activation's and support services for women.

## General conclusions

Poland is in the initial stage of incorporating gender equality policy (including conciliation of family and professional life) into the local public administration actions. Currently there are no departments or authorities directly responsible for promoting equal opportunities or conciliation measures. There are no special equal opportunities plan either. Lack of such authorities and plans together with the very low recognition level of gender issues among public administration official are actually the most serious problems. Because of that there are no comprehensive diagnoses of families' situation, no goals, no timetables, no budgetary implications or information on monitoring and evaluation procedures provided.

Although some activities related to conciliation issues are being carried out by the public administration, mostly within the framework of social welfare, education and employment units, these are definitely not enough taking into account the demand. Unfortunately public administration units do not take advantage of many measures that can support conciliation: cooperation with private sector, awareness raising, gender education, promotion of equal distribution of home responsibilities, positive actions, etc. This is connected to certain degree of resistance towards putting into practice solutions that involve challenging traditional gender roles.

There are no special internal human resources policy or conciliation measures directed at public administrations' workers. Nevertheless, it should be noticed that in general

according to public opinion survey (2006) the public institutions' workers are in much better situation regarding conciliation than those who are working for private companies.

It must be emphasized that the difficulties and obstacles are not only at the local level. Actually high degree of dependency on central/ State policy and legislations is typical for Polish local administration system. Local administration do not take advantage of all opportunities it posses but there are also many barriers resulting from State policy and legislations, eg. financial constraints.

## Recommendations

- establishment of special municipal sector program
- incorporation of gender equality issues into other sector programs (eg. labour, social policy, education)
- creation of monitoring procedures, improvement of data gathered by public administration's institutions, eg. statistics split by gender
- establishment of an office or authority responsible for the coordination of the gender equality and conciliation policy
- introduction of awareness raising and promotion measures (including education of municipal officials)
- improvement of the cooperation with ngo's
- better coordination and collaboration of all the local actors as a necessary prerequisite for a successful lobbying at the central level

# ANNEXE

## A. OUTLINE FOR THE INTERVIEW

1. What is the public administration unit's opinion about the demand for creation of a special *Plan for Equal Opportunities* or a *Plan for the Professional and Private Life Conciliation*? Is there from their point of view a demand to include these issues in some other strategic plan?

2. What role shall the public administration unit play in promotion of private and professional life conciliation?

3. What are the public administration unit's capabilities (according to the existing law and procedures) of action? What are the main obstacles and challenges?

4. What programs and services promoting conciliation are implemented by the public administration unit (e. g. Municipal nursery school, the extension of its schedules, the promotion of low cost activities after school)?

5. What are the main difficulties and problems regarding implementation of policy and programs directed at private and professional life conciliation?

6. Does the public administration unit gather any kind of data and information regarding private and professional life conciliation? If so, what is the situation in Krakow/Myslenice according to these data (e. g. number of local companies implementing conciliation measures)?

7. In which direction it is foreseen to develop policies on conciliation matters. Which are the priorities in this sense?

8. Is the municipality promoting any type of internal measures specific in conciliation matters within the City Council, addressed to the staff? (reduction of working day, leave of absence, paternal leave...)?

9. Does the Town Council have, or have in mind to implement, any kind of action in order to promote the conciliation within the businesses of your municipality? For Example –providing advice for enterprises and labour unions on how to implement special conciliation measures. If the answer is no: what are the reasons, what are the obstacles? Is such cooperation and services for employers possible according to existing law and public administration procedures?

10. In which areas is the municipality insisting on conciliation matter? Employment, Social Services, Women, Town Planning and Housing, Education, etc

## B. KEY TARGET PERSONS' LIST

<b>public administration unit</b>	<b>tasks</b>	<b>interview topics</b>
<b>KRAKOW MUNICIPALITY</b>		
education department	public education	municipal nurseries, kindergartens, schools, extracurricular activities
social affairs department	cooperation with NGO's	city grants for NGO's
social allowances' department	social welfare, family policy	social welfare
strategy and city's development department	strategic planning, monitoring of strategy implementation,	strategic planning, recognition of professional and private life conciliation's problems,
municipal labour office	employment unemployment	labour market, services, programs
city districts' councils (3 of 18)	district's priorities	good practices, recognition of conciliation's problems
<b>MYSLENICE COMMUNE</b>		
strategy, economy development and promotion office		municipal nurseries, kindergartens, schools, strategic planning, recognition of professional and private life conciliation's problems
local labour office	employment services	labour market, services, programs
<b>VOIVODSHIP ADMISTRATION LEVEL</b>		
<b>THE MARSHAL'S OFFICE (regional self-government)</b>		
President of the social affairs commission		strategic planning, social policy
social policy department	preparation of the social policy voivodship's strategies	strategic planning
regional social welfare centre	social policy coordination	strategic planning, programs, services
<b>OTHER</b>		
Malopolska Regional Development Agency (MARR)	services and projects	"System of support for women on Malopolska labour market"