
R E P O R T

CULTURAL POLICY IN PODKARPACKIE VOIVODESHIP

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Jarosław, 2014-02-25

Introduction

The activity and development of culture institution as well as common cultural activity might and should be an initial element in the region's socioeconomic development. Cultural goods differ from commercial products as they are the medium of ideas, the natural media of information, symbols, life symbols, and they form a priority component of the society's identity which creates it. In this way culture shall form civilisation progress serving man's good.

The task of cultural policy is supporting the development of broadly defined culture in country and the region, it requires proper approach and collection of necessary financial resources. Cultural policy is based on the fact that political bodies and different non-governmental institutions support creativity development of different artists both by granting them particular financial resources and by social promotion of their achievements. Moreover, cultural policy is also based on culture dissemination that as many persons as possible can become its recipients. It should be borne in mind that cultural policy is not only a widely understood activeness for the benefit of art development but also all actions which build cultural and social identity of the nation. Therefore, within cultural policy an analysis of some essential events as well as historical processes which have determined the form of contemporary culture has been conducted. Unfortunately, it should be admitted that government designs insubstantial financial resources for cultural policy which undoubtedly hinders its opportunities to some extent. However, it should be stressed that cultural policy is also and perhaps primarily the activity of numerous non-governmental organisations which are trying to form particular fragments of cultural life independently. Cultural policy is also realised through education on cultural heritage, formation of new museums, opening exhibitions dedicated to essential events from past. At the same time, it is easy to observe that a general direction of cultural policy run by country is making it as democratic and egalitarian as possible that all have access to knowledge on culture and any cultural events in an equal way.

The notion of cultural activity included in the Act of October 25th, 1991 on organisation and conduction of cultural activity is useful for the needs of this report. Cultural activity in the meaning of this act is based on "creation, dissemination and protection of culture" (art. 1 par. 1 of the act).

In what way and by whom cultural policy is prepared on a regional level?

Organisation of cultural activity through culture institution creation for which a primary statutory objective is the conduction of cultural activity, is an own obligatory task of local government units.

Local government units organise cultural activity forming local government culture institutions. Management of cultural activity is an own obligatory task of local government units.

Podkarpackie voivodeship local government with the Marshal of Podkarpackie voivodeship at the head (together with organisational units and local government legal persons) plays a special role in preparation and realisation of cultural policy on a regional level constituting the entity liable for regional development tasks realisation. The role of voivodeship local government is not only of executive character but also of creational, inspiring, motivating as well as coordinating and controlling character. The regional local government is a “jointer” of the region’s development system and a knot of network created by all entities involved.

All culture institutions active in podkarpackie voivodeship are formally run by local governments. No institution is run by the Minister of Culture. Larger institutions of great importance are run by voivodeship government, others are institutions active on a district or municipal and commune level. Local governments of all levels realise cultural activity facing substantial financial problems. Exceptionally many problems in maintenance and development of their units are reported by district governments. Some districts report the need of transferring their museums to voivodeship government.

Which regional institutions are responsible for performance of cultural policy?

Organisational forms of cultural activity are in particular: theatres, operas, operettas, philharmonics, orchestras, film institutions, cinemas, museums, libraries, community centres, artistic centres, art galleries and non-governmental organisations, research and documentation centres in different fields of culture, schools and educational centres, environmental protection centres, etc. On behalf of local governments voivodeship, district and commune culture centres follow tasks related to artistic education, care of cultural heritage in their environments, amateur artistic movement development as well as widely understood promotion of culture and art. A large amount of actions taken by

diverse organisations and socio-cultural associations is also concentrated among them. Selected institutions active within culture have been presented below.

Private entities (enterprises) are, if it might be said this way, the most significant element of culture sector being real business entities. Such industries might be indicated here as: film industry, video and audiovisual production; music industry; publishing industry; media industry (television, radio, press, Internet); advertisement industry; architecture; stage arts (theatre, opera, dance); artists' activity and artistic craft; galleries and art trade; monuments and works of art conservation; computer games and software; private culture institutions (club-café, culture animation centres, music clubs). Tourist industry should be added, too (travel agencies, hotels, conference and congress centres, restaurants, amusement parks, services related to active tourism, cultural routes operators).

Non-governmental organisations form a substantial part of culture sector. Diversity of forms and scope of actions, projects interdisciplinarity, linking commercial objectives with social objectives are huge here. Foundations and associations constitute the densest network of culture entities with the largest number of cultural projects and persons involved (employees and volunteers). Non-governmental organisations also use very large financial support from the outside (the EU and country funds), are closely related to local business. At the same time, they form a development system for social economy.

Next, institutions showing features of **business-related entities** should be distinguished. Among them technological parks, investment zones, development incubators, economy development agencies, cluster initiatives, technology transfer centres, training institutions, economic local governments as well as special funds should be selected. It is a very large number of institutions which provide development support. Support institutions of III sector are equally important (voluntary service centres, non-governmental organisations incubators, specialist system foundations). Some of them are formed on purpose for culture sector development.

Parishes and religious communities are also essential culture entities. They realise social activity, deal with education, are directed at cultural and pilgrimage tourism development, possess a substantial amount of monuments and historical monuments in their hands.

Schools and educational centres (including youth community centres) might be also included in culture sector. Artistic schools are particularly essential. Education development shall strengthen culture presence in this system (it might be reflected by

cooperation development with artists, extracurricular education, new cultural education curricula).

Universities (including faculties of arts, social sciences, management, pedagogy) and fine arts academies are an essential subsystem of culture sector. They run libraries, museums, within their units research centres are active. A very large amount of their activity might be considered cultural as they primarily deal with education of culture personnel, including artists, animators, culture managers, culture sector specialists.

Nature protection institutions such as national parks or landscape parks are also an element of culture sector. Beyond nature protection they also deal with culture heritage protection, they have museum and educational centres at their disposal. They belong to the most numerous visited culture institutions, they also constitute a “base” for cultural and nature tourism development and wildlife is a cultural resource.

A separate group might be formed by natural persons and legal persons who possess or **manage monuments**. Monuments are quite often transformed into profitable enterprises related to leisure industries (hotels, conference centres, private museums, fashionable residential buildings).

Informal groups, e.g. artistic groups, interest groups, local activity groups or informal associations should be added, too. They are active on Internet and in reality. In order to function, they spent their financial resources in the “shops of cultural needs”, such as bookshops, shops with music equipment or board games as well as allotment holder equipment or tourist equipment. They create a huge market of needs within culture sector.

Table. No. 1. Selected culture institutions of podkarpackie voivodeship in comparison with Poland in 2012. As of December 31st.

Item	Museums	Theatres and music institutions	Community and culture centres, clubs and clubrooms	Galleries and art salons	Permanent cinemas	Public libraries with branches	Information and library centres
Poland	768	174	3870	344	447	8182	1881

Podkarpackie Voivodeship	43	3	338	7	29	681	67
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Source: an own study on the basis of CSO data.

Table. No. 2. Culture institutions included in the register at the Department of Culture and Protection kept by Podkarpackie Voivodeship Board. As of December 31st, 2013

Full name of culture institution	Seat and address of culture institution	Entry number in the register	Act on granting the statute of culture institution
Voivodeship Community Centre in Rzeszów	35-959 Rzeszów ul. Okrzei 7	1/99	Resolution No. XLVIII/896/10 of Podkarpackie Voivodeship Sejmik of May 31st, 2010.
Gallery of Contemporary Art in Przemyśl	37-700 Przemyśl ul. Kościuszki 3	2/99	Resolution No. XXI/364/12 of Podkarpackie Voivodeship Sejmik of April 30th, 2012.
Cultural Centre in Przemyśl	37-700 Przemyśl ul. Konarskiego 9	4/99	Resolution No. XX/346/08 of Podkarpackie Voivodeship Sejmik of April 8th, 2008.
Podkarpacie Museum in Krosno	38-400 Krosno ul. Piłsudskiego 16	5/99	Resolution No. XVII/260/07 of Podkarpackie Voivodeship Sejmik of December 22 nd , 2007.
District Museum in Rzeszów	35-030 Rzeszów ul. 3 Maja 19	6/99	Resolution No. XXXIII/619/09 of Podkarpackie Voivodeship Sejmik of April 27 th , 2009.
Wanda Siemaszkowa Theatre in Rzeszów	35-010 Rzeszów ul. Sokoła 7/9	7/99	Resolution No. XX/335/12 of Podkarpackie Voivodeship Sejmik of March 26 th , 2012.
Artur Malawski Podkarpacie Philharmonic in Rzeszów	35-959 Rzeszów ul. Chopina 30	8/99	Resolution No. XVIII/304/12 of Podkarpackie Voivodeship Sejmik of February 27 th , 2012.
Museum of Folk Culture in Kolbuszowa	36-100 Kolbuszowa ul. Kościuszki 6	9/99	Resolution No. XLVIII/897/10 of Podkarpackie Voivodeship Sejmik of May 31 st , 2010.
Voivodeship and Municipal Public Library in Rzeszów	35-010 Rzeszów ul. Sokoła 13	10/99	1/Resolution No. XXIX/554/08 of Podkarpackie Voivodeship Sejmik of December 22 nd , 2008 and Resolution No. XLVIII/895/10 of May 31 st , 2010.
National Museum of Przemyśl Land in Przemyśl	37-700 Przemyśl ul. Pl. Berka Joselewicza 1	11/99	Resolution No. XXXI/572/09 of Podkarpackie Voivodeship Sejmik of February 24 th , 2009.
Arboretum and Institute of Physiography in Bolestraszyce	Bolestraszyce gm. Żurawica 37-700 Przemyśl	12/99	1/Resolution of Podkarpackie Voivodeship Sejmik No. XXXI/571/09 of February 24th, 2009 and Resolution No. XXXII/609/09 of March 30 th , 2009.
Museum of Folk Architecture in Sanok	38-500 Sanok ul. Traugutta 3	13/99	Resolution No. XLVIII/898/10 of Podkarpackie Voivodeship Sejmik of May 31 st , 2010.
Maria Konopnicka Museum in Żarnowiec	38-400 Jedlicze Żarnowiec	14/07	Resolution No. XIV/224/07 of Podkarpackie Voivodeship Sejmik of November 28 th , 2007.

Source: an own study on the basis of data in the register kept by Podkarpackie Voivodeship Board.

Public libraries (681), whose objective is satisfaction and development of the society's reading needs as well as dissemination of knowledge and culture development, constituted the most numerous group of cultural centres in 2012 in podkarpackie voivodeship. Community and culture centres, clubs as well as clubrooms were second constituting 338 facilities. Cultural events organised most frequently by those centres are: talks, meetings, exhibitions, lectures, amateur and professional groups performances, festivals and tourist events as well as sport and recreation events. Among information and library centres 67 institutions were active in 2012. Public libraries and information and library centres, beyond their primary activity, organise different types of events (among others, exhibitions, literary classes, educational classes). 43 museums operated

in podkarpackie voivodeship. Within cultural and scientific as well as didactic activity, museums organise exhibitions, conduct a wide range of activity forms, such as museum lessons, workshops, readings, talks, periodic events, etc. Within publishing activity museums prepare catalogues of collections and exhibitions, directories and brochures, yearbooks, book series, etc. As of the end of 2012 29 cinemas operated in podkarpackie voivodeship. Galleries, art salons, theatres and music institutions constituted the smallest number of cultural institutions.

In what way public services related to culture are planned, financed and implemented/provided on a regional level?

Local governments are responsible for public services programme in culture sector, development policies coordination, cultural activity financing and territorial marketing. Local space of culture development depends on their competence and effectiveness. Usually they are highly involved in local economy development.

Local culture institutions are responsible for realisation of public services programme in the field of culture, they are cultural activities animators. Thanks to different types of partnerships, they generate circulations of culture, cooperating with private entities and non-governmental entities. They constitute a vital recipients group of services, thus they co-participate in economic circulation. They stimulate potential for cultural services development creating cultural capital through artistic and cultural education. Artistic institutions and museums are essential entities of tourism development.

Tenders on realisation of public tasks are a primary mechanism of transferring financial resources by government and local governments to III sector entities on projects realising public tasks. An obligation of tender announcement on public task performance that is granting funds on realisation of a particular objective by administration was introduced by the Act of law on Public Benefit and Volunteer Work. Grants granted by government and local governments (on public tasks) as well as other grant-giving institutions (specialised foundations and private entities) are one of primary financing sources of non-governmental organisations activity.

In what way regional cultural projects are financed?

The Act of October 25th, 1991 on organisation and conduction of cultural activity (J. of L. of 2012, item 406) introduces some rules related to cultural activity financing.

Most of all, it refers to culture public institutions subsidisation, however, some references are also related to other entities.

In accordance with art. 5 of the act entities conducting cultural activity that are legal persons, natural persons and organisational units without legal personality, might receive targeted subsidies on realisation of state tasks. Non-governmental organisations conducting cultural activity might receive targeted subsidies from the state budget from a part disposed by the Minister of Culture (proper minister on culture and national heritage protection), on tasks covered by the state's patronage, including targeted subsidies on financing or co-financing investment realisation costs.

State culture institutions, in accordance with art. 28 par. 1 b might receive targeted subsidies from local government units budgets on tasks essential from the viewpoint of regional development policy on culture development, including targeted subsidies on financing or co-financing of investment realisation costs. Detailed provisions and procedure for granting subsidies, taking into account the necessity of ensuring compliance of assistance transferred with the rules of spending public resources are determined in the regulation (on detailed provisions and procedure for granting subsidies to state culture institutions by local government units) by the Minister of Culture (proper minister on culture and national heritage protection).

In accordance with art. 28 par. 3, the organiser transfers financial resources to a culture institution in a form of three types of subsidies:

- a subjective subsidy on co-financing current activity with regard to statutory tasks realised, including buildings' maintenance and renovations,
- a targeted subsidy on financing or co-financing investment realisation costs,
- a targeted subsidy on realisation of tasks and programmes indicated.

Local government units or proper minister on culture and national heritage protection might be entities transferring subsidies for cultural activity. On a regional level, cultural policy of podkarpackie voivodeship is financed by:

1. On a voivodeship level – The Marshal of Podkarpackie Voivodeship;
2. On a district level – The Starost;
3. On a commune level – The Mayor/The Village Mayor.

Sources of financing cultural projects realisation:

- 1) Subjective subsidies for institutions whose organiser is voivodeship government.

- 2) Subsidies of voivodeship government for Local Government Units (LGU) of other levels for tasks realisation related to culture and art.
- 3) Own income of culture institution.
- 4) Subsidies, grants, awards of voivodeship government for entities not included in the public finance sector.
- 5) Financial resources of the Minister of Culture within “The Minister of Culture’s Promise” programme.
- 6) Subsidies – financial resources of the Minister of Culture – for co-financing LGU own tasks covered by the country’s patronage in the field of culture (in accordance with the Regulation of the Council of Ministers of June 24th, 2004)
- 7) Subsidies of Monuments Conservator.
- 8) Subsidies of local government units.
- 9) Own resources of the third sector entities.
- 10) Resources of the private sector.
- 11) EU resources.

The culture institution manages the allocated and acquired part of its property on its own and it manages the possessed resources independently, using the principles of effectiveness and their use. The foundation of culture institution financial management is a financial scheme determined by the director, retaining the amount of the organiser’s subsidy. The culture institution prepares the financial scheme in accordance with the act regulations of August 27th, 2009 on public finances (J. of L. No. 157, item 1240, as amended). The culture institution covers costs of its current activity and liabilities from revenues gained.

In what way and by whom annual activities are planned?

The state has patronage over cultural activity which is based on the support and promotion of creativity, cultural education, cultural actions and initiatives as well as culture heritage protection. The Minister of Culture and Art as well as other government administration bodies can financially support cultural activity of characteristic importance, conducted in country and abroad in accordance with budget law provisions within the state patronage. Local government unit bodies have patronage in this respect, too. The Minister of Culture and National Heritage defines priority tasks which might be financed in a particular year. He also determines rules of granting and accounting for financial resources.

Which official documents describe cultural projects and cultural policy on a regional level?

National as well as regional cultural policy is described in many legal regulations and national, regional and local as well as international documents. The basis of conducting regional cultural policy is preparation of proper proposals of legal, organisational and financial solutions that they are cohesive with the intentions of actions taken on national and international levels.

A fundamental act for organisation of public cultural activity is the act of October 25th, 1991 on organisation and conduction of cultural activity (J. of L. of 2012, item 406) and it is based on culture creation, dissemination and protection, nevertheless it is not the only legal act in which the affairs of culture or art have been regulated. Mainly grounds for organisation of cultural activity by public authorities (it refers to authorities on a central as well as local level) should be found in regulations of the Polish Republic's Constitution of April 2nd, 1997 (J. of L. 78, item 483, as amended). In accordance with art. 6 par. 1 – The Polish Republic creates conditions for dissemination and equal access to culture goods, being a source of identity for Polish nation, its existence and development. In accordance with art. 73 of the Constitution, freedom of artistic creativity, scientific research and their results' announcement, freedom of education as well as freedom of using culture goods is ensured for everyone.

As it has been mentioned above, the sphere of culture is regulated in different legal acts, taking into account the specificity of particular culture institutions, the act of November 21st, 1996 on museums (J. of L. of 2012, item 987) and the act of June 27th, 1997 on libraries (J. of L. of 2012, item 642) might be indicated. In relation to culture goods protection, the act of July 23rd, 2003 on monuments protection and care of monuments (J. of L. No. 162, item 1568, as amended) should be mentioned. In a context of cultural activity regulations on film art that is the act of June 30th, 2005 on cinematography (J. of L. No. 132, item 1111, as amended) and the act of July 16th, 1997 on state film institutions (J. of L. of 2007, No. 102, item 710, as amended) should be mentioned.

Among regional programming documents the strategy of voivodeship development, voivodeship sectoral programmes as well as development strategies of districts and

communes serve a characteristic role. Their essence is based on determination of long-term primary objectives and indirect objectives as well as determination of tasks which serve its realisation. The strategies and programmes' objectives should result from external and internal conditions of the region's development and potential scenarios of relation formation between voivodeship and external surroundings.

In new political conditions of making regions entities the legal basis of initiating voivodeship development programmes preparation is *the Act of June 5th, 1998 on voivodeship government* (J. of L. No. 91 of July 18th, 1998, item 576, as amended). Liabilities in this respect also result from *the Act of July 7th, 1994 on land management* (a uniform text – The Appendix to the proclamation of the President of the Council of Ministers of January 22nd, 1999, J. of L. No. 15, item 139, as amended) and from *the Act of May 12th, 2000 on the rules of supporting regional development*.

In what way small regional museums are financed?

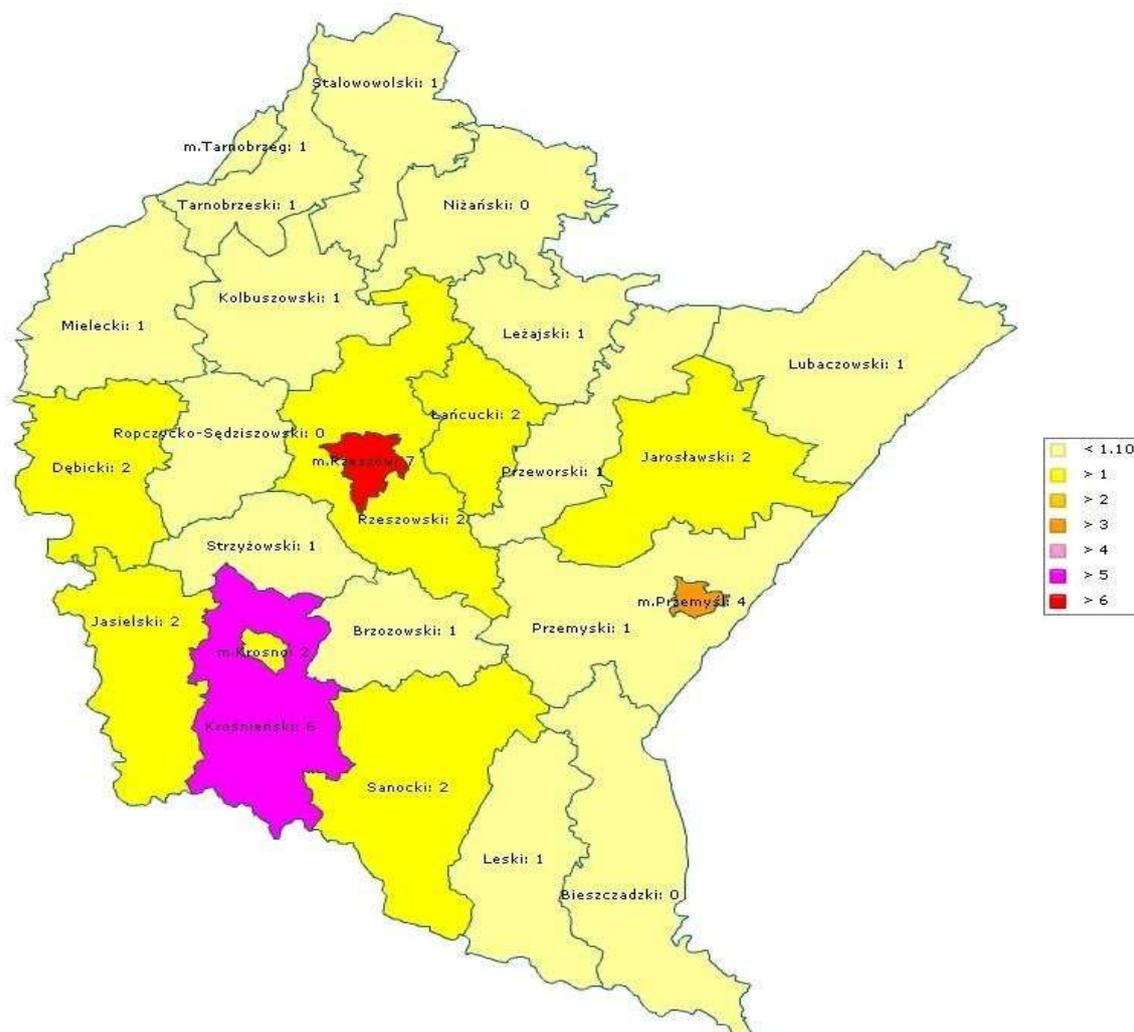
Actions directed at sustainable and common access to cultural offer within the area of podkarpackie voivodeship are taken by specialised culture institutions: museums, theatres, philharmonic, community and culture centres, libraries, galleries and art salons which make access of an abundant and diverse programme offer for the society.

With respect to a total number of culture institutions on country level (1101), Podkarpacie region takes the fifth place, after Mazowsze, Małopolska, Śląsk and Wielkopolska regions. Accessibility to cultural offer for voivodeship inhabitants is considerably diverse, in particular, in relation to the so-called high culture whose centres are located in two cities: Rzeszów and Przemyśl. Progress in accessibility to culture at the end of 2012 with respect to the number of institutions, (the increase by 32 in comparison with 2011), however, does not assure common and sustainable access to culture values, all the more for the society living in very distant parts of the region. A priority factor which determines actions in this respect, both in relation to a local base as well as a substantive programme offer, is budget. Podkarpackie voivodeship, according to data at the end of 2011 takes 12th place in country on a regional level in relation to total expenditure on culture and first before the last (15th) in relation to expenditure per capita.

General supervision over the Museum is exercised by the Minister of Culture. Direct supervision over the Museum is performed by the District Board. The act on museums of 1997 shows that museums might be formed by ministers and chairmen of central offices, local government units, natural persons, legal persons or organisational units without legal personality. State museums are museums formed by government

administration bodies and local government museums are museums formed or taken over by local government units. The Ministry exercises direct supervision over district museums which exercise supervision over substantive activity of other local government museums and social museums active within the area of district: in voivodeship or in the region. District museums are operated and financed by voivodeship government. Beyond museums financed from state budget, there are also museums operated by local government and private entities.

Map 4. Accessibility to museums within the area of podkarpackie voivodeship, 2012.



The map comes from the website www.monitoruj.podkarpackie.pl

The diversity of programme offer directed to the inhabitants and tourists of podkarpackie voivodeship by museum institutions whose number (43) places the region as the eighth on country level, gains quite relative rates also with respect to visiting museums. According to data at the end of 2012, Podkarpackie region takes 7th place on country level with respect to the number of museum visitors.

The wardship over cultural heritage of past epochs is exercised by seven museum voivodeship institutions such as: the museum in Przemyśl, palace and park complex in Łańcut, cabinet museums in Rzeszów, Krosno and Żarnowiec, three open-air museums, two of them are “Heritage Parks” exposing richness of monumental wooden architecture of villages and small towns MKL in Kolbuszowa and MBL in Sanok – the first and the largest ethnographic museum with respect to the number of buildings collected in Poland, the third is the largest archaeological heritage park on the European level in

Trzcinica called “The Carpathian Troy” as well as local government museums, among others, in Jarosław, Leżajsk, Sanok, and also “Country Cottages” in Markowa, Medynia Głogowska, Zyndranowa and Pruchnik near Jarosław.

Conclusion

During the last few years awareness of culture essence for local development increased rapidly. While during the previous years a picture of culture as the area of costs, competing for resources with essential development factors dominated among regional civil servants but also in scientific publications whereas during the last years pro-developmental culture importance appeared in the awareness of regional civil servants and imagination of expenditure on culture absolutely as investment in development.

Culture is based on a widely understood activity of man who creates and influences it at the same time. It covers all areas of human activity – from spiritual to material sphere. Culture is good which is created, transferred and received by the next generations. The vision of culture developing man in his deepest dimensions related to ethical and moral sphere and sensitivity to good and beauty is proper. Public institutions realising the vision of culture as common good should create local cooperation platforms for diverse formal and informal, collective and individual active entities in the field of culture.

Local government is unable to organise and finance actions covering all actual cultural needs. However, it might create a local services system in the field of culture transparently and rationally using social consultations, citizens’ participation, studies and diagnoses of culture. There might be very many actors participating in a debate on the public services system related to culture. Currently in many towns and communes different types of civil initiatives, forums of local culture, which force local governments to “share” their power over local culture policies, already exist. Unfortunately, still “systems” of cultural services very persistently limit themselves to financing current activity of a library/community centre as well as organising different types of occasional events. Many local governments cannot afford further “search” with respect to organisation and competence.

Sources:

1. The Act of October 25th, 1991 on organisation and conduction of cultural activity;
2. The PR Constitution;
3. Culture development programme in podkarpackie voivodeship for the period of 2010-2020;
4. Voivodeship development strategy – Podkarpackie 2020;
5. Public Information Bulletin;
6. Central Statistical Office;
7. <http://monitoruj.podkarpackie.pl/kultura.html>
8. <http://badania-w-kulturze.mik.krakow.pl>