



European Training Foundation

CASE STUDY

Employment Policy in Poland

Preparatory Activities for Establishing
Employment Priorities in Bosnia and Herzegovina



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PREFACE

Bosnia and Herzegovina is a potential EU candidate country.

In December 2019, and in response to Bosnia and Herzegovina's 2016 application for EU membership, the EU's General Affairs Council concluded that policy alignment with EU acquis was under-developed.¹ The Council based its opinion on an assessment by the European Commission on the country's readiness and capacity to assume the obligations of EU membership.² This specifically, underlined the need by Bosnia and Herzegovina to adopt state-wide priorities for employment.

Policy learning is an integral feature of the EU's employment strategy whereby EU member states actively peer review policy developments in fellow countries as well as share good practice. Bosnia and Herzegovina stands to gain by understanding how employment policy is elaborated, particularly in EU member states with highly decentralized governance arrangements as in Bosnia and Herzegovina.

This case study has been prepared as a reference for the employment authorities in Bosnia and Herzegovina as they move forward with their own employment developments as part of a wider EU preparation drive. It provides a detailed account of policy instruments underpinning Poland's efforts to improve employment and describes the roles and responsibilities of employment authorities at national, regional and local levels set against wider EU employment developments.

The case study has been elaborated by Łukasz Sienkiewicz of the Institute of Labour Market Analyses, Warsaw.

The contents of the case study are the sole responsibility of the author and do not necessarily reflect the views of the European Training Foundation or the EU institutions.

1. INTRODUCTION

This case study has been drawn up to serve as a policy reference for governments in Bosnia and Herzegovina responsible for the design and implementation of employment policy. The purpose of the case study is to generate reflection and discussion amongst all those with a role in improving employment in Bosnia and Herzegovina as part of its wider preparations to join the European Union.

The case study is divided into three sections.

The first section provides an overview of the employment situation in Poland with comparative data for the European Union. The data demonstrate how Poland's employment situation has particularly improved since it joined the European Union in 2004.

The second section explains how employment policy is developed in Poland and describes the actors and roles associated with the range of governance levels responsible for employment policy (European, national, regional and local authorities).

The final section focuses on how employment policy is developed and implemented in one region – Pomerania and in particular through one of the region's local authorities (Gdansk). The case study also provides examples of the interfaces between the range of policy instruments at regional level as well as the inter-dependencies of European and national employment policies.

Three factors, in particular, underline the relevance of the Polish case study to Bosnia and Herzegovina as it moves forward with its employment developments.

Firstly, Poland's shift to a market-driven economy has entailed significant reforms including decentralisation of policymaking and implementation to its 16 regions or voivodships. Economic governance of Bosnia and Herzegovina, and the responsibilities particularly of its entities in addressing employment concerns, reflects the decentralisation of policy roles and responsibilities in the Polish voivodships.

Secondly, Poland witnessed serious labour market challenges in its economic transition, particularly high unemployment. The case study underlines how these have been addressed overtime. Likewise, Bosnia and Herzegovina is confronted with significant labour market challenges, including critically high youth unemployment which will need a coordinated plan to be tackled effectively.

Thirdly, in strengthening its economic integration with the EU internal market, Poland's regions align their employment policies with national strategy and wider EU employment policy and reporting requirements. In its preparations to join the EU, Bosnia and Herzegovina will increasingly need to align its employment policies and reporting mechanisms with EU policy monitoring frameworks.

While the Polish case study demonstrates to some extent how the economy and employment were relatively well shielded from the effects of the 2008-2009 global financial crisis, given the timing of the drafting of the case study, it can only make reference to some initial impact the 2020 health crisis Poland's economy and prospects for employment.

2. OVERVIEW OF EMPLOYMENT IN POLAND

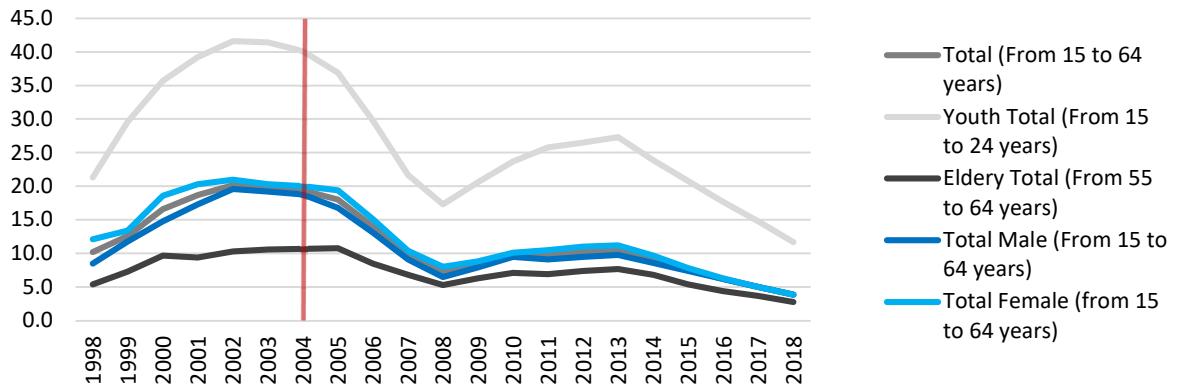
In the 1990s, and prior to its accession to the EU on 1 May 2004, the Polish labour market experienced significant changes related to economic transition, including rapid privatisation, upgrading of technology and improved efficiency in production. An outcome of this transition was high structural unemployment and low labour market participation over the last two decades.³ In particular, de-industrialisation and decline of many industries (a large part of heavy and textile industry, automotive production and many others) and the rapid emergence of the service sector created an environment of rapidly changing labour demand, for which labour supply faced serious adjustment difficulties.

Unemployment

Since joining the European Union, Poland's labour market developments have demonstrated important progress. See Figure 1.

- between 1998 and 2018, unemployment fell from 10.2% to 3.9%, peaking at 19.7% in 2003;
- youth unemployment improved appreciably falling to 11.7% in 2018 compared to 15.2% in the EU;
- in the 4th quarter of 2019, the unemployment rate fell to 2.9%, its lowest level since 1990;⁴
- in 2020, Poland belongs to the group of 13 EU Member States which achieved the employment level consistent with the objectives set by the European Commission for 2020.⁵

FIGURE 1. UNEMPLOYMENT RATE IN POLAND BY SEX, AGE, 1998-2018 (%) *

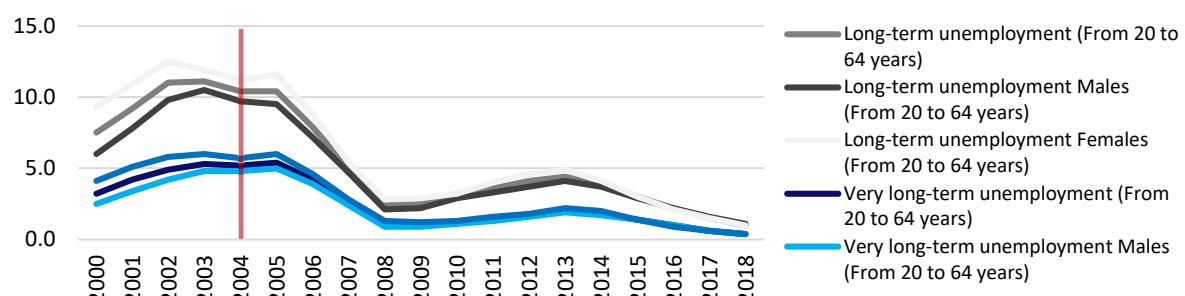


Source: Eurostat

Between 2000 and 2018, significant progress was made in tackling long-term unemployment,⁶ again with a marked decrease following the country's accession to the EU:

- 2004-2018 long-term unemployment fell from 10.4% to 1.0% (below EU average of 2.9%);
- women's long-term unemployment shows improvements down 10.2% in the period 2004 to 2018.
- the very-long-term unemployment rate also fell from 5.2% in 2004 to 0.4% in 2018.⁷

FIGURE 2. LONG-TERM AND VERY LONG-TERM UNEMPLOYMENT IN POLAND BY SEX, 2000-2018 (%)



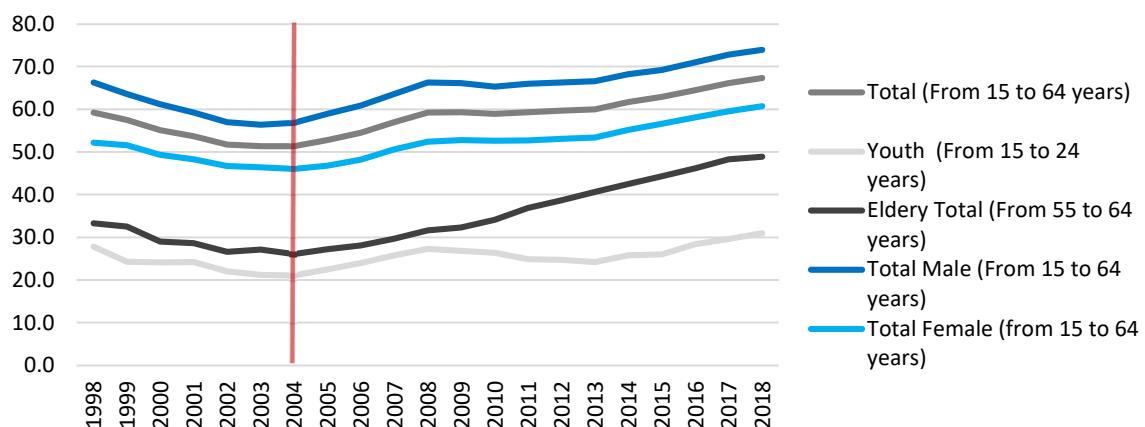
Source: Eurostat

Employment rates

With decreasing unemployment, data on employment also showed good improvements See Figure 3):

- between 1998 and 2018, the employment rate rose from 59.2% to 67.4%;
- while overall employment rates improved for men, women's employment has been consistently lower by approximately 20% in the 10 years leading up to 2018;
- while employment rates for those 55 years of age and over improved significantly (from 26.1% to 48.9%), young people's employment remained more or less static at on average 26%

FIGURE 3. EMPLOYMENT RATE IN POLAND BY SEX, AGE, 1998-2018 (%)



Source: Eurostat

Labour market regional variations

Poland is comprised of 16 autonomous regions (voivodeships) each with responsibility for economic planning development, including employment and education. Data points to significant disparities in unemployment across the 16 regions (see Figure 4). Regions in the east of Poland struggle with a higher unemployment rates compared to their counterparts in the west of the country, ranging from 9.0% in Warmińsko-Mazurskie to 2.8 in Wielkopolskie region.⁸

FIGURE 4. THE 2018 UNEMPLOYMENT RATE IN POLAND BY REGION



Source: Data sourced from the Central Statistical Office

Workforce development

As part of its wider drive to develop a more competitive economy and improved employment prospects, the authorities in Poland and its regions have been giving particular attention to addressing skills mismatch. Key challenges include:

- employers struggling to recruit people with the skills despite relatively high unemployment levels⁹;
- some 15% of the employees are over-skilled or under-skilled compared to the job requirements¹⁰;
- shortage of skilled personnel in key sectors like ICT s and healthcare.¹¹

Impact of the 2020 health crisis

As this case study is elaborated the implications of the 2020 global health crisis remain to be determined. Unlike the 2008-2009 financial crisis, where Poland was relatively well shielded from the economic fall-out, high flexibility of the Polish labour market before the crisis (mainly through use of non-standard forms of employment) made it easier for employment and wages to adjust to the economic slowdown.

Following the onset of the coronavirus, preliminary data from Poland point to sharp downturn in the economy from a 4.1% growth in GDP in 2019 dropping by an estimated 4.3% in 2020 with an unemployment projection of 7.5% - up from 3.3% in 2019.¹² Strategies are being adjusted at national and regional levels to accommodate the employment and economic implications of the health crisis. Likewise, the EU has recommended that Bosnia and Herzegovina specifically focus on measures to encourage non-formal businesses and workers to transfer to the formal economy, including short-term employment and re-training schemes.¹³

3. EMPLOYMENT POLICY: GOVERNANCE AND STAKEHOLDERS

Decentralised system of labour market coordination

The reform of territorial administration undertaken in 1998 introduced important changes to the public administration with particular emphasis on decentralisation. A majority of tasks in the area of employment were decentralised to the regional and local levels. The key players in the development and coordination of employment strategy in Poland are the Public Employment Services which operate at three levels:¹⁴

- national level: Ministry of Family, Labour and Social Policy,
- regional level: Voivodship Labour Offices,
- local level: Poviat Labour Offices.

Overall, the Public Employment Services provide information on employment opportunities, manage active employment measures, and administer unemployment benefits.

Each body is autonomous with no hierarchical relationship with the others. However, state structures at regional level supervise the performance of both a) poviat labour offices (PUP) and b) the voivodeship labour offices¹⁵. These offices follow centrally defined rules and legislation, in particular, the Act on Employment and Labour Market institutions (described later) and other regulations.¹⁶

The structure of the main labour market institutions, and the associated key stakeholders who are involved in the development and coordination of employment strategy, are summarized in Figure 5.

In this structure the key roles are played by Public Employment Services at three levels.

However, there is also a range of other actors involved in the process with some influence on the employment strategy development and implementation. Their roles are described in the section below.

Responsibilities of key institutions

General labour market policy is established and coordinated at the state level by the Ministry of Family, Labour and Social Policy. Regional (voivodeship) and local (poviat) labour offices define and coordinate regional and local labour market policies in line with the needs of their respective markets.

The key roles played by Public Employment Services at three levels. However, there is also a range of other actors involved in the process, with some influence on the employment strategy development and implementation. Their roles are described below.

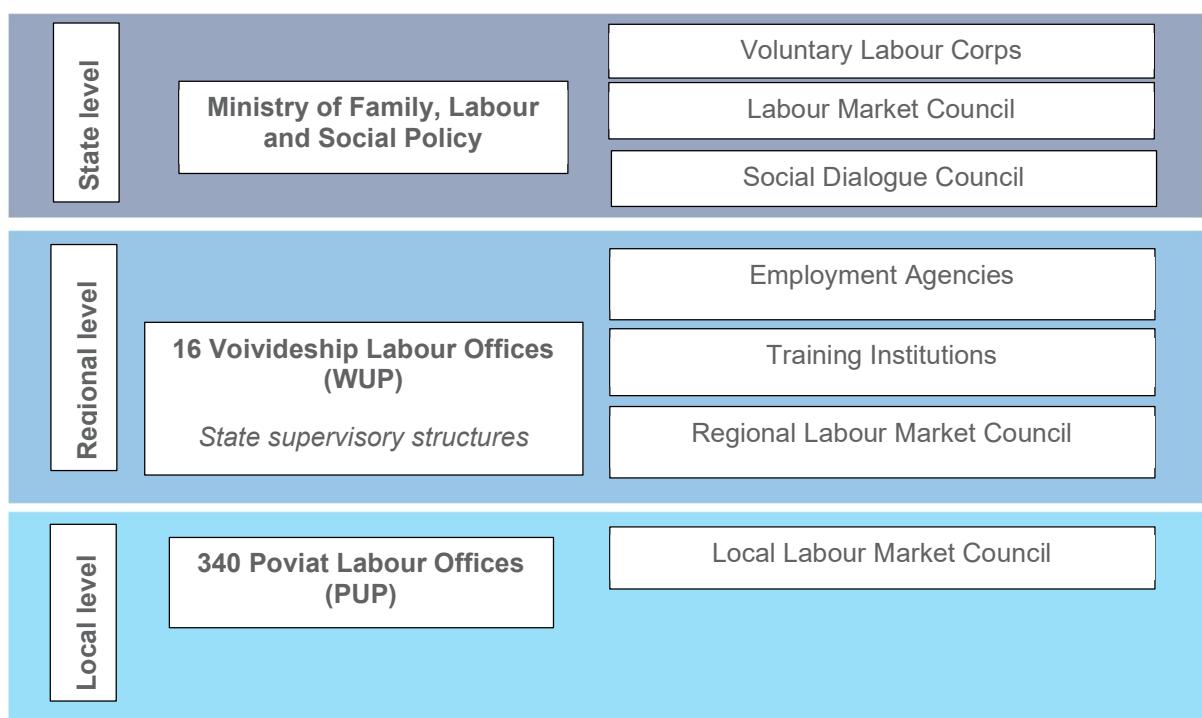
National level: Ministry of Family, Labour and Social Policy

The main tasks of the Ministry of Family, Labour and Social Welfare on employment are:

- monitoring of legislation (labour/employment law) and advising on their application;
- annual review of public employment services;
- drafting the National Action Plan for Employment in line with policy principles of the European Employment Strategy, consultation which authorities at national and regional levels, and approval by the Minister, including submission of periodic reports on the plan to the Council of Ministers;

- maintaining on-line databases on the labour market, including a database of job offers as well as labour market research, analysis and dissemination;
- overall management and administration of the Labour Fund supporting active employment measures (e.g. training, vocational guidance, job counselling and placement) implemented by the employment services at regional and local level, including good practice dissemination;
- liaison and reporting to the European Commission on European employment policy guidelines and recommendations (European Semester);
- supporting labour mobility of both workers from Poland and other EU countries through Information exchange and support to EURES (EU-wide job placement scheme), including coordinating agreements concluded with foreign partners in the field of movement of workers;
- planning, coordination and reporting on employment measures co-financed by the European Social Fund and implemented at regional and local levels, in cooperation with the minister in charge of regional development.

FIGURE 5. KEY STAKEHOLDERS IN EMPLOYMENT STRATEGY COORDINATION IN POLAND



Source : Łukasz Sienkiewicz

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- planning, coordination and reporting on employment measures co-financed by the European Social Fund and implemented at regional and local levels, in cooperation with the minister in charge of regional development.

Box 1. Roles of public employment services in employment

National level: Ministry of Family, Labour and Social Policy
<ul style="list-style-type: none"> • Defining employment / labour market policy at national level • Lialisng with EU institutions on employment policy and funding • Preparing law on labour market, employment and social policy • Defining and allocating funding (from Labour Fund, EU funds and other sources - e.g. ministerial reserve) • Defining standard of labour market services provided by labour offices (at regional and local level)
Regional level: Voivodeship Labour Offices (WUP)
<ul style="list-style-type: none"> • Defining employment / labour market policy at regional level • Designing and implemeting EU-funded employment programmes at regional level • Supervising adherence to standards set at national level
Local level: Powiat Labour Offices (PUP)
<ul style="list-style-type: none"> • Provision of public employment services • Implementation of active labour market policies (ALMPs) • Payment of unemployment benefits • Implementation of EU-funded programmes

Source : Łukasz Sienkiewicz

Regional level: Regional Labour Offices

Poland has 16 Regional Labour Offices, each is responsible for:

- defining regional labour market policy in cooperation with the Regional Labour Market Council;
- developing and implementing regional employment action plan as a function of the National Action Plan for Employment;
- financing employment mitigation and promotion measures, including vocational training, to local labour market offices: a) finance entrusted to the region by the Ministry of Family, Labour & Social Policy through the 'Labour Fund'; b) co-financing support from European Social Fund;
- statistics (from local labour offices), monitoring and analysis of regional labour market;
- coordination of job counselling and information services;
- accreditation and registration of training institutions and employment agencies;
- organisation of international job placement within the EURES17 network;
- administrative and professional support (employment and social security) to foreign workers in accordance with EU worker mobility and other bilateral regulations;
- cooperation with educational authorities, schools and universities in harmonising vocational education and training with the labour market needs.

Local level: Local Labour Offices

At local level, 340 labour offices have the following responsibilities:

- promotion of active employment measures in accordance with the local development strategy, in cooperation with the Local Labour Market Council and municipalities;
- information support and vocational guidance for job seekers;
- administration of unemployment benefits;
- supporting employers through job-matching services;
- coordination with social security offices for unemployment support for countries with which Poland cooperates in terms of free movement of labour;
- local labour market research.

Other stakeholders in the Polish employment eco-system

Other institutions which feature in the employment support eco-system are a) Labour Market Councils; b) Social Dialogue Councils, c) Voluntary Labour Corps, d) employment agencies, e) training providers.

Labour Market Councils

Labour Market Councils operate at national, regional and local levels. They are advisory and opinion-forming bodies. They also are instrumental in determining allocation of the Labour Fund, and programming and monitoring of labour market policies at the three governance levels.

Voluntary Labour Corps

Voluntary Labour Corps offer support to young people at risk of early school leaving, risk of unemployment or those who are already unemployed. It reports to the Minister of Family, Labour and Social Policy.

Employment agencies

Over 8,000 non-public employment agencies exist in Poland. They offer services ranging from job-placement, vocational guidance and job. Employment agencies are accredited by regional employment authorities.

Training institutions

Training institutions are public and non-public bodies registered at local labour offices and providing training services to meet the demands of the local labour offices.

Other important players in the employment eco-system are listed at Annex 2.

4. EMPLOYMENT POLICY: PROCESSES AND INSTRUMENTS

The process of employment strategy formulation and execution in Poland is defined at four levels a) EU level, b) national level, c) regional level and d) local level.¹⁸ The key strategic documents at each level are listed shown in Figure 4. These levels and documents are described in detail below and interfaces and inter-dependencies between the employment governance levels are highlighted.

Box 2. Key Policy instruments by governance levels

EU level (European Semester Process)

- Joint Employment Report
- Employment guidelines
- Country Report
- Country-specific employment recommendations

National level: legislation and strategies

- Act on Employment Promotion and Labour Market Institutions.
- National Reform Programme
- National Action Plan for Employment
- Strategy for Human Capital Development
- National Strategy for Regional Development
- Act on employment promotion and labour market institutions

Regional level: strategies and action plans

- Regional Development Strategies
- Regional Action Plans on Employment

Local level: Employment resolutions and action plans

- e.g. Programme for the Promotion of Employment and Activation of Local Labour Market

Source : Łukasz Sienkiewicz

European Level: European Semester Process

European Employment Strategy

Through the 1997 Treaty of Amsterdam European Union Member States committed to establishing common objectives and targets for employment policy. This was reinforced in 2012 when Member States agreed to ‘work towards developing a coordinated strategy for employment.’¹⁹ Presently, EU Member States work towards the employment objectives of the EU 2020 strategy.²⁰ The strategy is a ten-year plan to which all EU members work to develop knowledge-based, greener, growth-based economy with high employment. The strategy includes an employment objective: to increase the employment rate 20-64 year olds to at least 75 % by 2020. By 2019, 17 EU Member States reached their EU 2020 employment target, including Poland.

The European Employment Strategy involves an '*open method of coordination*'. This engages EU member states to jointly a) identify and define employment objectives to be achieved; b) agree on measurement instruments (statistics, indicators, guidelines); and benchmark and exchange good practices.

The European Commission and the EU member states, including Poland, engage in an annual monitoring reporting exercise called the European Semester which includes tracking employment developments. Through the 'Semester' Poland engages in an annual employment policy dialogue with the EU. The dialogue and exchange involves a number of policy instruments a) National Reform Programme, b) Joint Employment Report, c) Employment Guidelines, d) Country Report and e) Country-specific Employment Recommendations.

National Reform Programme

In April each year, Poland provides the European Commission with an annual report on its socio-economic developments and forward planning – the National Reform Programme. This details key socio-economic developments set against the Europe 2020 objectives. It includes information on employment developments in the country including progress made in meeting the EU employment targets. The National Reform Programme is prepared by a range of ministries and national agencies and ensures broad engagement by the stakeholders. It is approved by Poland's Council of Ministers before submission to the European Commission.²¹ More detail on the employment issues within Poland's National Reform Programme are provided below.

Joint Employment Report

Based on a review of all EU member states' the European Commission draws up an annual 'joint employment report'.²² This includes a) an overview of labour market trends across the EU member states, (b) the implementation of the Employment Guidelines (see below) and (c) an assessment of the scoreboard of key employment and social indicators. For example, the 2020 report underlines a drop in NEETs (young people not in education, employment or training) from the previous year by almost 2%.²³ The report is adopted by the all EU governments sitting as Employment, Social Policy, Health and Consumer Affairs Council.

Employment Guidelines

The European Commission considers all the National Reform Programmes together as a package and considers the EU-wide policy challenges and reforms required. An overall assessment for all countries concludes with a set of common guidelines for all countries to follow in the subsequent 12 months. The 2020 guidelines specifically focused on boosting labour demand, improving access through skills and competences, more effective social dialogue and equal opportunities.²⁴

Country report

On the basis of the National Reform Programmes, the European Commission also provides a report on each Member State's performance on EU 2020 targets. For example, the 2020 report for Poland highlighted how the country performed best on the employment rate (72.2% in 2018 vs the 71% target), tertiary education attainment (45.7% in 2018 vs 45% target) and poverty reduction (the population at risk of poverty declined by 4.5 million vs the target of 1.5 million). However, the report highlights limited progress on the 2019 employment recommendations (raising retirement age, improving childcare to improve women's access to the labour market and better quality in adult learning).²⁵

Country-specific employment recommendations

Based on the National Reform Programme and how each country is meeting the EU 2020 objectives, the European Commission proposes policy recommendations for each country. These

recommendations are agreed by all governments sitting as the Council of the European Union. Given the 2020 COVID crisis, the recommendations for Poland focused on mitigation of the impact on employment by way of more flexible working arrangements and improved digital skills.²⁶

National Level

National legislation

Primary legislation supporting labour market developments in Poland is the 2004 *Act on Employment Promotion and Labour Market Institutions* and amendments. The Act specifically focuses on employment generation and mitigating the effects of unemployment.²⁷ This legislation provides basis for a) the *National Reform Programme* which is submitted annually to the European Commission and the b) *National Action Plan for Employment*. Both instruments borrow on the EU employment guidelines and country-specific employment recommendations.

National Reform Programme 2020

The employment issues within Poland's 2020 National Reform Programme are coordinated by the Ministry of Family, Labour and Social Policy. Activities are defined within a National Action Plan for Employment.²⁸ A particular priority is to address the challenges of demographic change. Other measures focus on employment of youth, people with special needs, women and those over 50.²⁹

In reporting on its performance in relation to the 2019 EU recommendations (pension reform to accommodate later retirement, improved childcare to support labour market access for women within its 2020 National Reform Programme, the Polish government highlighted a) ongoing work to develop an 'Integrated Skills Strategy 2030', and b) the launching of an e-learning platform entrepreneurs and ongoing work related on quality improvements to vocational higher education (Didactic Initiative of Excellence).³⁰ Set against its original 2019 recommendations (see Box 4), the Commission concluded that there had been limited progress by Poland on the EU's 2019 country-specific recommendations. (see Box 4 below). For more detailed assessment see annex to the 2019 Country Report.³¹

Box 3. Key employment actions within the 2020 National Reform Programme

1. Raise the retirement age
2. Adjusting social benefits to make work attractive,
3. Promote female labour force participation, and access for people with special needs
4. Reducing labour market rigidity and segmentation;
5. Increasing competition in the provision of services to both the unemployed and job seekers;
6. Facilitate work-life balance: developing childcare facilities for children up to the age of 3;
7. Migration policy ensuring skills availability to meet Polish labour market needs;
8. Creating jobs in new sectors less vulnerable to the crisis (e.g. green jobs);
9. Implementation of lifelong learning policies and VET synergies with labour market
10. Implementation of the National Qualification Framework consistent wider European Qualification Framework
11. Facilitating the transition from education to first employment

Source: National Reform Programme for Poland

The Commission's 2020 assessment also established a set of new recommendations to be addressed in 2020/21. These reflect particularly the COVID health crisis and include a) introduction of more flexible and short-time working arrangements and b) support for digital skills.³² In line with the policy

reporting and monitoring cycle, progress on the 2020 recommendations will be reported by the Polish authorities in its National Reform programme in early 2021, followed by a Commission review of achievements in its 2020 Country Report.

This annual reporting and monitoring ‘semester’ exercise by EU member states to the European Commission mirrors a similar annual reporting and monitoring exercise by Bosnia and Herzegovina. BiH submits an annual Economic Reform Programme³³ to the European Commission which includes challenges and achievements in labour market reform, with the European Commission presenting its assessment through the a country report.³⁴

National Action Plan for Employment

The objective of Poland’s National Action Plan for Employment is to enhance the employment in general, with specific attention given to young people, older workers, the long-term unemployed, women and people with disabilities, while ensuring high employment security.³⁵

The Plan is updated annually. It operationalises the employment pillar of National Reform Programme. More specifically, it provides national guidelines to Poland’s regional governments in preparing annual regional action plans for employment.³⁶

Box 4. EU employment recommendations and assessment

Country Specific Recommendations 2019

- Ensure adequacy of future pension benefits and sustainability of pension system by measures to increase the effective retirement age and reforming the preferential pension schemes.
- Take steps to increase labour market participation by improving access to childcare and long-term care and remove obstacles to more permanent types of employment.
- Foster quality education and skills relevant to the labour market, especially through adult learning.

European Commission Assessment of Progress

- No progress in increasing the effective retirement age and in reforming the preferential pension schemes.
- No progress in increasing the effective retirement age and in reforming the preferential pension schemes.
- Limited progress regarding the quality of education and skills due to the reorganisation of the school system.

Source: Country Report Poland 2020

National Strategy for Human Capital Development

The Polish Strategy for Human Capital Development 2020 provides a core plank to Poland’s wider development plans and interfaces with the National Reform Programme and other instruments (e.g. Programme for Active Ageing, National Programme for Social Economy, The Perspective of Lifelong Learning and National Programme for Prevention of Poverty and Social Exclusion 2020).³⁷ The objective of the strategy is to develop the country’s human capital potential. It gives particular attention to promoting education and training for employability, qualifications development and prolongation of labour market participation in the labour market.³⁸

National Strategy for Regional Development

Adopted in 2019, the 2030 National Strategy for Regional Development provides a framework for the socio-economic and sustainable development of Poland's 16 regions with particular reference to human capital, business development, innovation and inclusion and sustainable development.³⁹ The strategy defines the tasks of national, regional and local governments and provides for inter-regional cooperation. The essence of regional policy is to ensure more sustainable development of parts of the country (regions, urban and rural areas) in the social, economic, environmental and spatial dimensions. The strategy aims to combat the low level of entrepreneurship and private investment, innovation, as well as difficulties in local labour markets, especially in eastern regions of the country.

A number of priority actions have been planned. For example, (a) strengthening cooperation between vocational education schools, labour market institutions and employers to better meet the needs of employers; (b) increasing the propensity of entrepreneurs to invest in updating knowledge and developing digital competences of employees; (c) development of vocational counselling; (d) creating financial instruments to support training of employees; (e) encouraging regional and local public institutions to support activities in the field of innovation and human resource development.

Box 5. Priorities within Poland's 2019 National Action Plan for Employment

- Improved labour market intelligence, job placement and vocational guidance by the public employment services;
- Increasing the adaptability of the unemployed, the employed and NEETs and ex-offenders to meet labour market requirements;
- Supporting transition of those working in agriculture towards the non-agricultural labour market by way of training and start-up support;
- Development of vocational education and lifelong learning, including establishment of a national vocational teaching centre;
- Improving health and safety at work.

Source: National Action Plan for Employment 2019

Regional Level (Pomerania)

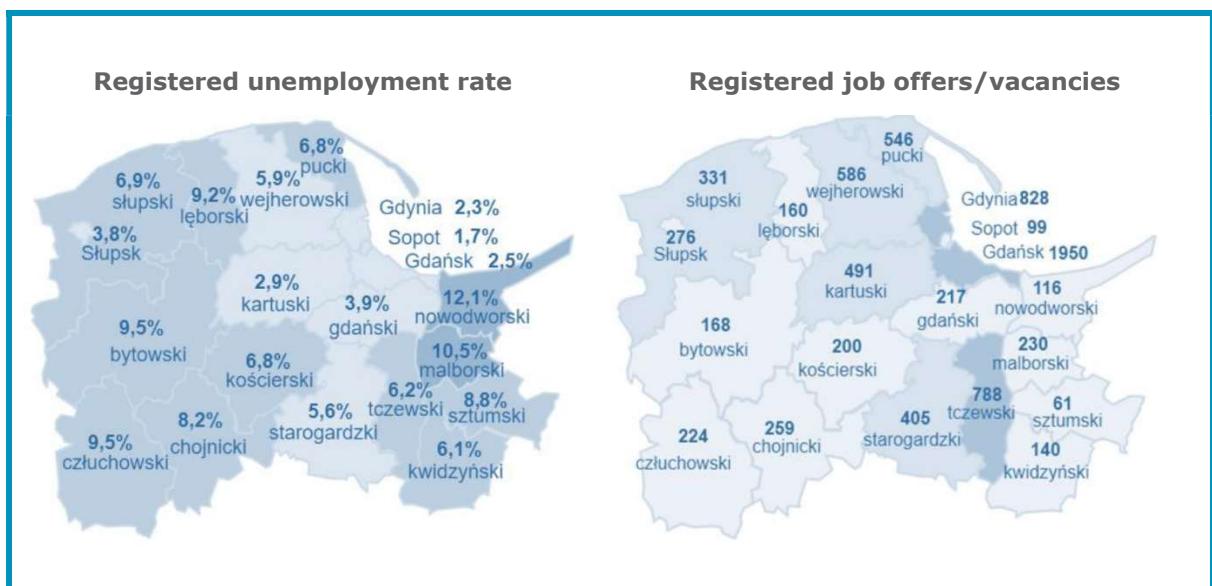
This case study focuses particularly on the employment strategy of Pomeranian region (voivodeship). Examples of how the employment strategy is implemented in one local authority (Gdańsk City) are also provided. The case study provides examples of how EU, national and regional employment strategies interface.

The Pomeranian region has a population of 2.3m; its overall unemployment rate is 4.4%. However, a closer look at the jobless data (see Figure 6) underlines a mixed picture across the region, with unemployment ranging from 2% in Sopot to over 12% in Nowodworski..Unemployment is considered a major threat to the development of the region and where mobility of labour to meet demands is low.⁴⁰

Key economic sectors in the region include petro-chemical, electrical engineering, wood and furniture, food and tourism. The coastal location provides a number of economic opportunities associated with the use of marine resources and cooperation in the Baltic Sea Region. The region's employment situation are improving (see Figure 7.). Employment rates now exceed the national and EU average.

Key characteristics of the region include a) strong coherence between regional and national and European employment strategies, b) high youth unemployment, c) shortage of skilled labour, d) high inactivity rates especially among women) and e) strong regional identity and interest in greater autonomy on decision-making on socio-economic issues.

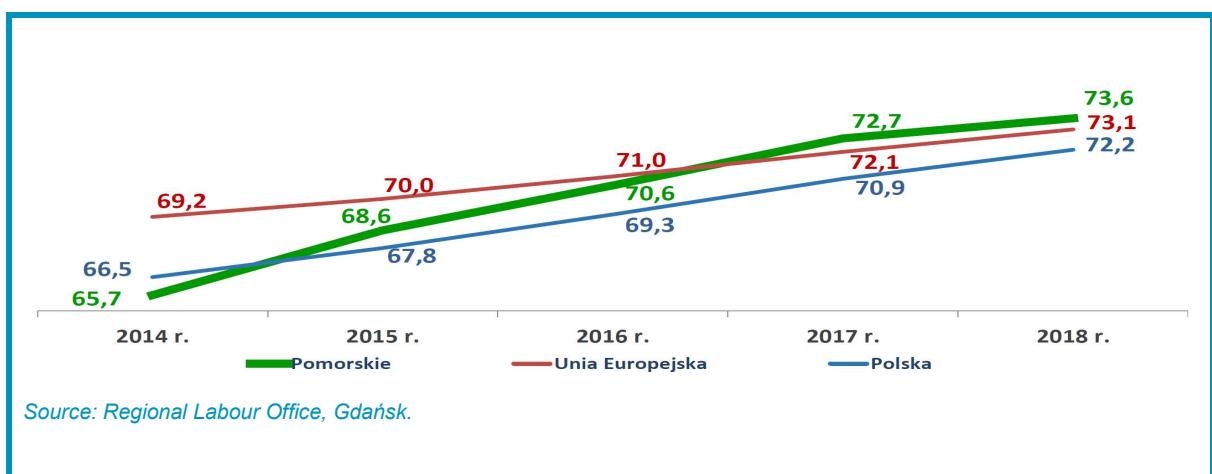
Figure 6. Unemployment and job vacancy data in Pomeranian Region 2020



Source: Data for March (2020), Voivodeship Labour Office, Gdańsk

Gdańsk is the region's capital city. With a population of nearly half a million, it is a large transport and cargo handling hub. It offers well-developed business infrastructure, good research capacity and human resources. The city's economy comprises traditional sectors (e.g. the shipping, petrochemical, food) and knowledge-based industries (e.g. telecommunications, IT, pharmaceuticals). The city's unemployment rate stands at one of the lowest of all local authorities in the region (2.5%).

Figure 7. Comparative Employment rates (EU, national, regional) 20-64 years



Employment policy in the Pomeranian region is defined by a number of national policy instruments, in particular, national employment legislation and an employment action plan. These are backed up by national strategies for human capital and regional development referred to above.

At regional level another tier of policy instruments guide public services and the private sector in improving employment:

- Pomeranian Regional Development Strategy;
- Regional Action Plan for Employment;
- Regional Strategic Programme on Vocational and Social Activity 'Active Pomeranians'⁴¹ ;
- Social Policy Strategy;
- Regional Operational Programme for the Pomeranian Region;

Pomeranian Regional Development Strategy

The focus of the Pomeranian Regional Development Strategy 2020 is to develop a) a modern economy, b) citizenship and c) an improved environment for residents of the region.⁴² The strategy underlines the importance of civic empowerment through education, training and employment. More specifically on employment, the strategy defines three objectives:

- monitoring and evaluation of regional labour market (Pomeranian labour market observatory);
- vocational development of the region's residents;
- implementation of a regional vocational guidance system.

The specific emphasis on labour market developments and vocational training within the strategy underline a commitment by region to ensuring that its human capital is an integral factor in the wider drive for socio-economic development. Other pillars of the regional development strategy include SME development, research and innovation, infrastructure and environment improvement projects. The strategy provides the basis for a) a more detailed action plan for employment and b) the Regional Operational Programme which specific defines dedicated EU support for region.

Links to other regional development strategies in Poland are available are available at Annex 4.

Regional Action Plan for Employment for Pomeranian Region

The 2019 regional employment action plan draws on the a) National Action Plan for Employment for 2019, b) Strategy for Human Capital Development 2020, c) Social Policy Strategy of Pomeranian Voivodeship for 2014-2020, d) the opinions of municipal governments and the region's Social Dialogue Council. The action plan gives priority to:

- access to employment and employment mobility (childcare support, travel support for workers within the region, between regions as well as international mobility e.g. EURES applications);
- employment integration and vocational training for specific groups (young people up to 30 years and those over 50, long-term unemployed, women, migrants and returning migrants);
- skill needs of businesses (tracking business training needs, education-business cooperation; promotion of quality of training);
- social partnership for development of decent jobs (development of the Pomeranian Labour Market Forum and Observatory, regional labour market research and analysis).

All four areas within the action reflect core strategic development lines of regional, national and EU employment policies (labour market access, free movement of workers, social partnership and dedicated actions for specific groups affected by unemployment). More specifically, the emphasis on employment mobility within the Regional Action Plan reflects a) the labour mobility priority of the EU 2020 strategy and b) the focus by national government on internal migration within the National Reform Programme to ensure skills availability to meet the region's labour market needs.⁴³

As the Regional Action Plan on Employment is based on the priorities set in National Action Plan on Employment and the Human Capital Development Strategy (state-level documents), the regional targets feed into the general policy and support reaching its overarching targets. More details on the Regional Action Plan, and particularly the challenges are available at Annex 3.

Links to other regional employment action plans are available at Annex 4.

Box 6. Good practice

Dealing with down-sizing

The 'A new start in work' project features within the Pomerian Regional Operational Programme and financially supported by the European Social Fund (€45m). It is implemented by the Regional Labour Office. The project responds to the challenges of the changing economy and the need to adapt businesses and employees to changes in the labour market.⁴⁴ The project is open to those who have recently lost jobs (e.g. closure of enterprises). It provides training and advisory support, including finance to start a business (up to €9,000).

Closing the gap between education and business

To ensure better skills matching and qualifications for the labour market, and before establishing new training programmes, all 13 vocational schools in Gdańsk must sign a 'letter of commitment' with employers. This commitment confirms a) the specific skills needs of the employers as driver for the training programme as well as b) the readiness of business to employ those completing the training. The cooperation and protocols support school-to-work transition for young people.

City of Professionals Project

The City of Professional Project is a hybrid model of vocational training, careers guidance, mentoring and apprenticeships whose objective is to enhance employability and competitiveness of vocational graduates in the labour market. Particular emphasis is given to training of vocational school staff and where trainees are actively engaged into the teacher capacity-building measures. All 13 vocational schools from Gdańsk are members of the project targeting 167 vocational trainers, with 2750 vocational students following internships and apprenticeships. *The project budget for period 2016-2020 is €3m of which €2.7m is met by the European Social Fund.*

Sources: Pomeranian Regional Operational Programme (RPO WP 2014-2020) and Gdańsk Labour Office

Regional Operational Programme for the Pomeranian Region 2014-2020

The Regional Operational Programme 2014-2020 is a set of actions agreed between the Pomeranian region, the national government and the European Commission.⁴⁵ Its purpose is to support the region in meeting the wider objectives of the Europe 2020 strategy for smart, sustainable and inclusive growth. The programme includes EU financial support (€367m) for human capital development, as follows:

- *mobility measures*: support for workers beyond place of residence (e.g. relocation allowances);
- *down-sizing*: retraining of redundant workers and advice for micro-enterprises;
- *social inclusion*: employment support to groups at risk of social exclusion (youth, women, people with special needs);
- *equipment*: education infrastructure for pre-school, vocational and higher education
- *grants*: scholarships for gifted students;
- *training*: vocational training for key sectors of regional economy (smart specialisation).

The Regional Operational Programme helps in monitoring and reporting on implementation and meeting targets. The regional government prepares an annual report covering activities defined within the Regional Action Plan on Employment. This is submitted to Pomeranian Regional Labour Market Council for opinion before submission to the Regional Parliament.

Note that financial support from the EU for employment support measures defined with in the Regional Operational Programme are reinforced with employment support measures financed by a) the national budget through the Labour Fund and b) region's own budget.

Social Policy Strategy for the Pomeranian Region 2014-2020

The Social Policy Strategy for the Pomeranian Region 2014-2020⁴⁶ reinforced the Human Capital Development Strategy by including a) employment of people with disabilities, b) improving access for those excluded from public services and marginalised in the labour market (people with special needs); and c) supporting the development of social entrepreneurship. A core feature of the strategy was cooperation between regional labour market and social assistance institutions to enhance employment options for those more marginalised in the region.

Local level (Gdańsk)

In Gdańsk, the Local Labour Office is part of local government administration. It is also part of Public Employment Services network as it provides services in line with the measures defined by law and financed from the Labour Fund. The local labour office provides two core services a) *job-seekers*: support with job search and training to those registered as unemployed as well as to those who are employed but who are seeking new job opportunities; b) *job-matching*: support to employers to fill vacancies as well as financing of training for businesses, and other support measures e.g. subsidised employment.

Gdańsk Programme for the Promotion of Employment and Activisation of Local Labour Market

In 2018, Gdańsk City Council approved a 2-year employment activation programme as part of a wider effort to address social development issues in the local authority.⁴⁷ The programme reflects key priorities from the Regional Operational Programme. See Box 7.

Box 7. Interfacing the Regional Operational Programme & Local Employment Strategy

As part of the Regional Operational Programme, Gdańsk Labour Office drew on a total of €6m EU support between 2015-2018 for young people not in education, employment and training (NEETs) through measures such as job counselling, training and employment support.

Key outcomes of from the projects include a) 92% of all young people participating in NEET projects either followed through into adult education, were employed or self-employed with 4 weeks of following the NEET programmes; b) 74% of young people taking up jobs still in employment after 3 months.

Other indicators:

- 1,893 young people placed in apprenticeships,
- 784 young people allocated start-up grants
- 834 young people followed entrepreneurship courses
- 26 young people 'employment voucher' ⁴⁸
- 63 young people supported by a 'settlement voucher' ⁴⁹

The Voluntary Labour Corps (national network supporting young people out of work) is an active partner to the regional and labour offices in supporting NEETS through 9 offices across Pomerania, including training through two dedicated vocational training centres.

Source: Gdańsk Urząd Pracy

Elaborated by the Local Labour Office, the programme is based on a local employment assessment (Box 7) and has three specific objectives:

- ensure skilled labour for local businesses including entrepreneurship development;
- improve guidance and support to the unemployed and others in the labour market for education choices, employment and training;
- improve client-oriented service by the Gdańsk Labour Office.

Targets set by the programme include:

- getting 9,600 unemployed people into jobs;
- employment of 40,000 non-Poles through employers' declarations of willingness to employ;
- offering vocational guidance, training and labour market services to over 16,000 people;
- maintaining client satisfaction rate of those using Gdańsk labour office at 90%.

The Local Labour Office is supported by a dedicated Talent Development Centre. This provides career counselling and personal development training (e.g. critical thinking, communication skills). An important feature of the Centre's work, particularly addressing young people's school-to-work transition, is support to parents and schools' careers counselling staff. Close cooperation with local employers also assists the job-matching service.⁵⁰ All activities of the Local Labour Office are included in the Gdansk Programme for the Promotion of Employment and Activation of Local Labour Market.

Box 8. Gdańsk local employment diagnosis

Key issues:

- Earlier employment situation involving jobseekers outnumbering job offers has turned around with trend since 2013 onwards pointing to more employment and job vacancies not being filled. This generates a challenge to sustained economic development.
- Despite a significant improvement on the labour market ('employee's market') vocational activation of disadvantaged groups (long-term unemployed, women, older workers, low skilled) remains a challenge.
- Education system continues to fail to meet evolving needs of local economy.
- Career guidance services need to be upgraded to ensure outputs from vocational education into the labour market.
- Increasing aging population requires investments in lifelong learning and new qualifications.

Source: Resolution Nr 1488, Gdańsk City Council, 29th March 2018

With an unemployment rate of 2.5%, Gdańsk stands out for its success in addressing structural unemployment and maximizing the potential of regional and national labour market policies. A number of criteria, in particular, underpin Gdańsk's effective management of employment developments:

- political commitment by local government to the wider regional and national labour market activation drive backed up with continuous experimentation and innovative capacity in addressing labour market challenges;
- an established culture of coordination and cooperation between employers, labour market institutions, local government and educational institutions, ensuring synergies in service provision;
- strong labour market institutions, including capacity in data management and analysis, allowing for continuous monitoring and adjustments to employment policy and practice.
- understanding and commitment by all stakeholders to lifelong learning and vocational guidance, particularly for young people who are required to continuously adjust skills and qualifications to the changing labour market needs.

Nonetheless, there are three areas where improvements can still be made to employment developments in Gdansk:

- EU-financed projects allow for road-testing new approaches to labour market reforms but sustainability of the developments by way of domestic funds is often lacking. More developed discussion at programme design and consultation phases with local stakeholders is necessary;
- while communication strategies and products addressing labour market offices, education community, private sector are well developed (social media, leaflets, conferences) more effort is needed to reach unemployed who do not actively search for information on existing possibilities;
- more developed cooperation between the public employment services and wider social services is required to address those who face specific challenges of economic and social exclusion.
- a demographic downturn, including outward migration (less pronounced in recent years), has meant labour and skills shortages to meet demand of a growing economy and inward investment. More pro-active and creative approaches to meeting labour market demands are required (e.g. rethinking ex-offenders in the workplace, maximizing potential of labour potential in rural areas).

5. CONCLUSIONS

A number of structural challenges hampered the functioning of Poland's labour market prior to EU accession. These challenges included high-level unemployment (especially youth unemployment), high share of long-term unemployed, low activity rate of women, and strong regional differentiation. Since joining the European Union in 2004, Poland's labour market reforms, however, have demonstrated important progress, in terms of falling unemployment rates, for both long-term and very-long term unemployed, as well as for vulnerable groups like youth and women). The country has also seen increasing employment and activity rates. These efforts have been assisted through the alignment of national and regional employment policies with wider EU employment policy developments.

Poland's high level of decentralisation has provided an opportunity for the regions to address their highly diversified labour markets, alongside wider economic reforms and improvements to education and social services. And with decentralisation, the regions have additionally taken on responsibility and accountability in contributing to state-wide labour market reforms set against objectives and targets agreed by Poland through its participation in the EU employment monitoring and reporting framework.

Key to the decentralization drive has been clearly defined roles and responsibilities for employment developments spanning national, regional and local government levels with the central administration setting framework legislation for employment and managing a state-wide Labour Fund. Additionally, it borrows on wider EU policy developments, reports to EU on policy progress and agrees on EU financing arrangements to meet policy challenges. In turn, while exercising their competence in developing region-specific employment policies, each of the 16 regions in Poland both design and implement employment policies financed by the national Labour Fund, EU programmes and their region, ensuring coherence with wider regional socio-economic development plans. They also have an important role in supervising adherence to national standards for employment services. Finally, local employment services administer active labour market support and unemployment benefits.

The success of the Polish employment eco-system is in large part due to the engagement and commitment by stakeholders at all levels of governance to a decentralised structure of public employment services, as well as to coordination of those services across national, regional and local levels. This coordination allows for the setting and achievement of common targets supporting the country in meeting Europe 2020 objectives while retaining autonomy and flexibility at regional and local levels.

Annex 1. Tasks and responsibilities of Labour Market Councils

	MEMBERS	TASKS
NATIONAL	<p>Representatives at national level:</p> <ul style="list-style-type: none"> • trade union organizations; • employers' organizations; • the Joint Central Government and Local Government Committee 	<ul style="list-style-type: none"> • promote full and productive employment and human resources development; • give opinions on the draft National Action Plan and periodic reports on its implementation; • provide opinions on the priorities submitted by the minister in charge of labour, the model of distribution of the NFS funds and the plan of their disbursement; • establish, in a sectoral and regional arrangement, additional priorities for the disbursement of funds from the NFS reserve and deciding on the allocation of these funds in accordance with the adopted priorities; • give opinions on the annual reports on the activities of the Labour Fund, as well as assessing the rationality of management of the resources of this Fund; • implement tasks specified in the provisions on the protection of employee claims in the event of the employer's insolvency; • issue opinions on draft acts concerning employment promotion, mitigating the effects of unemployment and professional activation.
REGIONAL	<p>Representatives at regional level:</p> <ul style="list-style-type: none"> • regional structures of each trade union organisation; • provincial structures of each employer organization • socio-professional farmers' organisations, including individual farmers' unions and chambers of agriculture; • non-governmental organisations dealing with labour market issues by statute. 	<ul style="list-style-type: none"> • promote undertakings aimed at full and productive employment in the region; • evaluate management of the Labour Fund resources; • give opinions on the draft regional action plan and reports on its implementation; • give opinions on criteria for the division of Labour Fund resources for local government, financing of employment programmes proposals for allocation of Labour Fund resources • submit applications and issue opinions on relevance of education to labour market; • evaluate periodic reports on activity labour offices and present reports to the Labour Market Council on employment matters; • provide opinion on recruitment of director of regional employment office; • give opinions on criteria for issuing work permits for foreigners; • cooperate with regional councils for social dialogue, in particular with regard to initiating programmes and partnerships for employment growth and labour market development.
LOCAL	<p>Representatives at local level:</p> <ul style="list-style-type: none"> • local structures of each trade union organisation; • local structures of each employers' organisation - representative in the meaning of the Act on the Social Dialogue Council and other social dialogue institutions • socio-professional farmers' organisations, including individual farmers' unions and chambers of agriculture; • non-governmental organisations dealing with labour market issues by statute. 	<ul style="list-style-type: none"> • The scope of activity of the Local Labour Market Council includes the tasks assigned to the Voivodeship Labour Market Council, related to the strategic documents being developed and activities being carried out in the local area. • Local Labour Market Councils provide opinions the relevance of the implementation of special programmes, taking into account in particular: a) the number of persons covered by the programme and the criteria for selecting these persons; b) the assumed results of the special programme, including the expected cost and employment effectiveness; c) the costs of the implementation of the special programme, including individual undertakings; • Local Labour Market Councils provide opinions on the amendments to the implementation of the special programme proposed by the Starost; • Local Labour Market Councils provide opinions on criteria for selecting the unemployed to be supported by the Activation and Integration Programme.

Annex 2. Other relevant stakeholders in employment development

Ministry of National Education

The Ministry of Education is responsible for provision and quality of Polish education. One of the tasks of the Ministry is monitoring of skills needs as well as prepare school curricula which will respond to the needs of the labour market. Particularly relevant activities to employment development are:

- Forecasting skills demands: the Ministry publishes an annual skills forecast broken down by region.
- Qualifications Framework: the Ministry acts as the Coordination Point for the European Qualifications Framework ensuring coherence and recognition between Polish and wider EU qualifications

Ministry of Science and Higher Education

The Ministry of Science and Higher Education pursues state policy in the area of science and higher education. The Ministry monitors student labour market integration.

Social Security Institution (Zakład Ubezpieczeń Społecznych)

The Social Insurance Institution (ZUS) is responsible for granting and paying social security benefits. The Social Insurance Institution collects contributions the Labour Fund and the Guaranteed Employee Benefits Fund.

Central Statistical Office

The Central Statistical Office collects and analyses labour market data (e.g. unemployment rate, employment rate, economic activity) both at the national and regional level. It comprises 16 regional offices responsible for data developments in the respective regions.

Annex 3. Challenges for Pomeranian Regional Action Plan

Challenge	Interventions	Expected effects
Promotion and facilitation of spatial mobility	<p>Promotion of mobility of employees in inter-regional, cross-regional and international dimensions, to include</p> <ul style="list-style-type: none"> • labour market support or immigrants from third countries. • support international movement of workers through the actions of European Employment Services EURES, including support for returnees. • Coordination of social security system. • Information and promotion measures strengthening implemented measures. 	Facilitating the movement of employees through the improvement of access and the quality of employment agency services, including EURES network and facilitating access to institutional support for immigrants.
Labour Market Integration	<p>Promotion of vocational potential of those outside the labour market to includes:</p> <ul style="list-style-type: none"> • Vocational activation of unemployed persons, immigrant, returnees, persons who leave agriculture and their families, the working poor, persons employed on short-term contracts and on civil-legal contracts • Coordination of vocational activation programmes supported by the Labour Fund's reserve • Information and promotion measures for all activities. 	Easier access of the inhabitants of Pomerania to activation measures, which support leaving vocational inactivity and unemployment.
Dialogue and partnership for the creation of good jobs	<p>Building partnerships and share intelligence on regional and local labour markets to support job generation and human capital development:</p> <ul style="list-style-type: none"> • Disseminate information from Labour Market Observatory among key stakeholders. • Develop regional website of knowledge on the labour market. • Lead Pomeranian Labour Market Observatory Forum. • Analyse labour market trends through monitoring and research • Develop regional labour market policy, monitoring and analysis of effectiveness Labour Fund in the region, monitor regional action plan for employment. 	Measures realised by labour market institutions adequate to the needs
Adjusting competences to the needs of employers	<p>Improvement of the quality of vocational guidance services provided by Public Employment Services and support to employers for employee training, to include</p> <ul style="list-style-type: none"> • Promote understanding of lifelong vocational guidance among institutions and inhabitants of the Pomeranian region. • Improve quality vocational advisors. • Develop partnership amongst vocational guidance services. • Support cooperation between vocational advisors and employee of businesses to understand needs of local labour market. • Coordination of National Training Fund support to businesses 	Improvement of access and quality of guidance and education services.

Annex 4. Regional Development Strategies in Poland

Voivodeship	Strategy document
Pomerian	<ul style="list-style-type: none"> ▪ Strategia Rozwoju Województwa Pomeriango 2020 (PL) ▪ Pomerian Region Development Strategy 2020 (ENG)
Podlaskie	<ul style="list-style-type: none"> ▪ Strategia Rozwoju Województwa Podlaskiego 2030 (projekt PL) ▪ Strategia Rozwoju Województwa Podlaskiego do roku 2020 (PL) ▪ Podlaskie Voivodeship Development Strategy 2020 (ENG)
Kujawsko-Pomerian	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa kujawsko-Pomeriango do roku 2020 (PL) ▪ Strategy – brochure (ENG)
Warmińsko-mazurskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju społeczno-gospodarczego 2030 (PL)
Mazowieckie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa mazowieckiego do 2030 (PL)
ZachodnioPomerian	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa zachodnioPomeriango do roku 2030 (PL)
Lubelskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa lubelskiego na lata 2014-2020 (z perspektywą do 2030 r.) (PL) ▪ Development strategy for the lubelskie voivodeship – synthesis (ENG)
Lubuskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa lubuskiego 2020 (PL)
Dolnośląskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa dolnośląskiego 2030 (PL)
Wielkopolskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa wielkopolskiego do roku 2030 (PL)
Łódzkie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa łódzkiego na lata 2007-2020 (PL) ▪ The development strategy for the Łódź region for the year 2007-2020 (ENG)
Opolskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa opolskiego do roku 2020 (PL) ▪ Development strategy of opolskie voivodeship until 2020 (ENG)
Śląskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa śląskiego „Śląskie 2020+” (PL)
Świętokrzyskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa świętokrzyskiego do roku 2020 (PL)
Małopolskie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa małopolskiego na lata 2011-2020 (PL)
Podkarpackie	<ul style="list-style-type: none"> ▪ Strategia rozwoju województwa – Podkarpackie 2030 (PL)

Annex 5. Regional Action Plans on Employment in Poland

Region	Strategy document
Pomerian	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Podlaskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Kujawsko-Pomerian	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2020 (PL)</u>
Warmińsko-mazurskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Mazowieckie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
ZachodnioPomerian	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Lubelskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2020 (PL)</u>
Lubuskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2020 (PL)</u>
Dolnośląskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Wielkopolskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Łódzkie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia (PL)</u>
Opolskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2018 (PL)</u>
Śląskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Świętokrzyskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Małopolskie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>
Podkarpackie	<u>Regionalny Plan Działań na Rzecz Zatrudnienia 2019 (PL)</u>

END NOTES

- ¹ Conclusion of the EU General Affairs Council, 10 December 2019. <https://www.consilium.europa.eu/media/41692/bih-st14954-en19.pdf>
- ² Commission Opinion on Bosnia and Herzegovina's application for membership of the European Union. <https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/20190529-bosnia-and-herzegovina-opinion.pdf>
- ³ International Labour Organization (2015), Labour Market Measures in Poland 2008–13: The Crisis and Beyond, International Labour Office, Research Department. – Geneva: ILO.
- ⁴ Information on the labour market in the 4th quarter 2020, Central Statistical Office https://stat.gov.pl/download/gfx/portalinformacyjny/pl/defaultaktualnosci/5475/12/40/1/informacja_o_rynkupracy_w_czwartym_kwartale_2019_dane_wstepne.pdf, 25.02.2020 r.]
- ⁵ Source Eurostat.
- ⁶ Long-term unemployment refers to those out of work and have been actively seeking employment for at least a year.
- ⁷ Very long-term unemployed refers to those out of work and who have been actively seeking employment for 24 months or more.
- ⁸ The indicator for the Mazowieckie Region is an exception where the figures are skewed by a low level of unemployment in the capital city (Warsaw – 1.3%; Mazowieckie Voivodeship without Warsaw – 8.0%).
- ⁹ In 2018 over half of employers in Poland reports difficulty in filling vacancies. Source: ManPower (2018), Solving the Talent Shortage. Build, Buy, Borrow and Bridge. 2018 ManpowerGroup.
- ¹⁰ Polish Agency for Enterprise Development (2019), Occupational and educational activity of adult Poles in the face of challenges of modern economy. Report summarizing the sixth edition of the BKL survey in 2017-2018.
- ¹¹ Source Skills Panorama [available online: https://skillspanorama.cedefop.europa.eu/en/analytical_highlights/poland-mismatch-priority-occupations, 08.09.2020.]
- ¹² <https://import-export.societegenerale.fr/en/country/poland/economy-country-risk>
- ¹³ Joint Conclusions of the Economic and Financial Dialogue between the EU and the Western Balkans and Turkey. Brussels, 19 May 2020. <https://www.consilium.europa.eu/media/44029/st08101-en20.pdf>
- ¹⁴ Since 2000, the public employment service (PES) in Poland has been delivered both by territorial self-governments through 16 regional (*voivodeship*) labour offices (WUP) and 340 local (*poviat*) labour offices (PUP) as well as by state administration bodies, namely the Minister responsible for labour and social policies, 16 *voivodes*, and the Voluntary Work Corps (*Ochotnicze Hufce Pracy*, OHP).
- ¹⁵ Daniela Kalužná, Main Features of the Public Employment Service in Poland, OECD SOCIAL, EMPLOYMENT AND MIGRATION PAPERS NO. 80, DELSA/ELSA/WD/SEM(2009)8
- ¹⁶ e.g. The Ordinance of the Minister of Labour and Social Policy of 14 May 2014 on detailed conditions, procedure and methods of providing labour market services (Dz. U. of 2014, item 667, as amended). The Ordinance lays down detailed conditions, procedure and methods of providing job placement services, vocational counselling and trainings by *poviat* and *voivodeship* labour offices.
- ¹⁷ EURES (European Employment Services) is an agency of the EU set up to facilitate employment mobility among the member states (the European Economic Area - the 27 members of the European Union, plus Norway, Liechtenstein and Iceland and Switzerland). It is a cooperation network formed by public employment services of participating countries.
- ¹⁸ Not all local authorities have a specific employment strategic plan. For the purpose of this case study, given its strategic approach to employment developments, the City of Gdańsk, is included as an example of how a local government ensures its employment concerns are integrated into wider socio-economic development.
- ¹⁹ Consolidated version of the Treaty on the Functioning of the European Union. 26 October 2012. <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:12012E/TXT&from=EN>
- ²⁰ <https://ec.europa.eu/eurostat/web/europe-2020-indicators>
- ²¹ https://ec.europa.eu/info/sites/info/files/2019-european-semester-national-reform-programme-poland_en.pdf (English)
- ²² https://eur-lex.europa.eu/resource.html?uri=cellar:3951d3a7-2177-11ea-95ab-01aa75ed71a1.0015.02/DOC_1&format=PDF (Croatian)
- ²³ https://ec.europa.eu/info/sites/info/files/file_import/2020-european-semester-joint-employment-report-annex_hr.pdf (Croatian)
- ²⁴ https://eur-lex.europa.eu/resource.html?uri=cellar:8bfc0644-5940-11ea-8b81-01aa75ed71a1.0020.02/DOC_1&format=PDF (Croatian) and https://eur-lex.europa.eu/resource.html?uri=cellar:8bfc0644-5940-11ea-8b81-01aa75ed71a1.0020.02/DOC_2&format=PDF (Croatian)
- ²⁵ <https://eur-lex.europa.eu/legal-content/HR/TXT/PDF/?uri=CELEX:52020DC0521&from=EN> (Croatian)
- ²⁶ <https://eur-lex.europa.eu/legal-content/HR/TXT/PDF/?uri=CELEX:52020DC0521&from=EN> (Croatian)
- ²⁷ Act of 20 April 2004 on employment promotion and labour market institutions (Journal of Laws of 2019, pos. 1482, with amends)
- ²⁸ Available online: <https://www.gov.pl/web/rozwoj/krajowy-program-reform> , 14.04.2020]
- ²⁹ National Reform Programme [available online: <https://www.gov.pl/web/rodzina/krajowy-program-reform-kpr>]

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- ³⁰ National Reform Programme 2020. https://ec.europa.eu/info/sites/info/files/2020-european-semester-national-reform-programme-poland_en.pdf
- ³¹ Poland 2020 Country report. <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020SC0520&from=EN>
- ³²Council recommendation on the Polish 2020 National Reform Programme <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020DC0521&from=EN>
- ³³ Economic Reform Programme of Bosnia and Herzegovina 2020–2022.
<http://www.dep.gov.ba/naslovna/Archive.aspx?pageIndex=1&langTag=en-US> See also guidelines for submission of the Economic Reform Programme for 2021-2023. https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/erp_2021-2023_guidance_note.pdf
- ³⁴ ERP Country Report https://ec.europa.eu/info/sites/info/files/economy-finance/1p107_en.pdf
- ³⁵ Ministry of Family, Labour and Social Policy (2019), National Action Plan for Employment (2019).
- ³⁶ Source Gov.pl [available online: <https://www.gov.pl/web/rodzina/krajowe-plany-dzialan-na-rzecz-zatrudnienia-kpdz,14.04.2020>]
- ³⁷ Public Employment office Portal [available online: <https://psz.praca.gov.pl/rynek-pracy/strategie-i-dokumenty-programowe/strategia-rozwoju-kapitalu-ludzkiego,14.04.2020>]
- ³⁸ Ministry of Labour and Social Policy (2013), Strategy for Human Capital Development 2020.
- ³⁹ <https://www.gov.pl/attachment/38c54257-5b35-4b2d-b379-c897a31c85e7>
- ⁴⁰ Pomorskie Voivodeship Development Strategy 2020.
https://strategia.pomorskie.eu/documents/240306/504574/SRWP2020_ang.pdf/4f9136f9-8e1a-4e00-832a-a95b875dccda41It is one of the six basic tools for the implementation of the Pomeranian Voivodship Development Strategy 2020 (SRWP). The program plays a leading role in the specification and implementation of the activities of the Pomeranian Voivodship in areas of employment, social capital and education, setting clear targets and mean for implementation, as well as monitoring tools.l.
- ⁴² <https://strategia.Pomerian.eu/srwp-2020>
- ⁴³ National Reform Programme. Poland 2020. [\(English\)](https://ec.europa.eu/info/sites/info/files/2019-european-semester-national-reform-programme-poland_en.pdf)
- ⁴⁴ <http://www.rpo.Pomerian.eu/-/nowy-start-w-pracy>
- ⁴⁵ <https://www.rpo.Pomerian.eu/documents/10184/22969/POMERIAN%20AS%20A%20LEADER!/d3ba1cd6-1601-48ab-9fc6-d0808f6ba603>
- ⁴⁶ Annex to Resolution No. 763 / XXXVI / 13 of the Pomorskie Regional Parliament of 20 December 2013 on the adoption of the Social Policy Strategy for Pomeranian Region 2014-2020.
- ⁴⁷ https://bip.gdansk.pl/subpages/akty_prawne/pliki/2018/URM_2018_7_1488.pdf
- ⁴⁸ An employment voucher is issued to the employer by the local labour office as a guarantee of partial reimbursement of the costs incurred in the hiring of the unemployed person. An employer who receives reimbursement on the basis of the employment voucher is required to employ the unemployed person for 18 months. The amount of the reimbursement, equal to the amount of unemployment benefit, is paid for a period of one year, following which the employer is required to continue the person's employment for another six months.
- ⁴⁹ A settlement voucher is granted to unemployed persons by the local labour office who take up employment, another form of paid work, or start a business outside of their previous place of residence; provided that their income is at least equal to the minimum wage and that they are covered by the social insurance scheme. The voucher is equal to two months' average wages and must be used to cover the cost of accommodation.
- ⁵⁰ Interactive guide of education offers is available at the website: www.centrumtalentow.pl – with access to education offers in Gdańsk and descriptions of professions.