1. Basic information
1.1. Desirée Number: PL01.06.09.01
1.2. Title: Promotion of employment and HRD
1.3. Sector: Economic and Social Cohesion – Employment Policy
1.4. Location: Poland

2. Objectives:
2.1. Wider Objective:
Promotion of employability, adaptability and entrepreneurship – pilot implementation of regional and horizontal ESF-type of measures. The project will address significant problems on the Polish labour market (unemployment, sector restructuring, skill gaps and quality of HR) assisting the accession process in the field of employment policy. The project will also strengthen administrative capacities of central and regional authorities and local service providers to implement ESF programmes after the accession.

2.2. Immediate objectives:
1. Young persons’ unemployment prevention and the improvement of employment promotion services’ quality (NATIONAL COMPONENT):
   - improving quality of employment promotion services
   - introduction of individual action plans for young job-seekers
2. Tackling regional labour market problems (REGIONAL COMPONENT):
   - counteracting unemployment - alleviating negative effects of sectors’ restructuring
   - encouraging entrepreneurship
   - improving quality of SMEs human capital
   - strengthening local capacities to tackle unemployment, initiating local partnerships

2.3. Accession partnership and NPAA priority:
The project is in line with the short-term priority of the AP: “Prepare a national employment strategy with a view to later participation in the European Employment Strategy”. Through the project the European Employment Strategy will be implemented and the national and regional capacities for future participation in the European Social Fund will be strengthened.

2.4. Contribution to National Development Plan:
Project is in line with National Strategy for Employment an Human Resource Development 2000-2006. Assistance to the young unemployed and prevention of their social exclusion as well as introduction of individual action plans methodology ranks high in the Strategy. The project is also in line with the regional priorities of the Employment Strategy and with HRD priorities of the Preliminary National Development Plan and the Regional Development Strategy. The Preliminary National Development Plan recognises “Strengthening development potential of regions and counteracting marginalisation of certain areas” as one of the country’s main priorities. Since the development of regions depends not only on physical infrastructure but also on the skills of the regional work force and their access to knowledge, one of the crucial measures taken to insure regional economic and social growth is Human Resources Development. Regional and National Development Strategies identify the promotion of employability, adaptability, entrepreneurship and equal opportunities as essential conditions for the successful implementation of development and restructuring processes in Poland.

2.5 Cross Border Impact: not applicable

3. Description:
3.1. Background and justification:
The employment situation in Poland deteriorated through the late nineties. The unemployment rate rose from 12.5% to 16.7% while the employment rate fell to 56% in 1999. Despite improved economic situation and impressing growth rates Poland faces serious labour market problems related to restructuring of industrial sectors and agriculture, significant influx of young job-seekers and inadequate development of SMEs and alternative jobs in poorer regions. The need for concerted actions against unemployment as well as for strengthening administrative capacity of labour market authorities (including capacities for ESF absorption) was emphasised in the “2000 Regular Report from the Commission on Poland’s Progress Towards Accession”. Improved labour market situation will facilitate Polish accession to the EU both in terms of objective social and economic factors as well as in terms of subjective,
political factors (level of public support in Poland, perception of the Polish participation in the free movement of people principle among the MS citizens)

In January 2000 the Government adopted “National Strategy for Employment and Human Resource Development 2000-2006” and the regions incorporated the aims of the strategy into their development strategies. The objectives of the Strategy are in line with the European Employment Strategy objectives (Employment Guidelines) and include the following aims:

1. Improving employability
2. Developing entrepreneurship
3. Encouraging adaptability of businesses and their employees
4. Strengthening equal opportunities

These general objectives have been translated into detailed operational objectives in the Strategy and have also been translated into operational tasks included in the “National Action Plan for Employment for 2000 and 2001”. In the pre-accession period and as far as the services to persons (as opposed to passive measures and legal measures) are concerned the Strategy relates mostly to the national programmes and the national funds (such as the Labour Fund). However, it also envisages pre-accession funds’ support in the following fields:

1. Active labour market measures (employment promotion services) to unemployed and persons at risk of unemployment
2. Prevention of social exclusion (actions aimed at the most vulnerable groups)
3. Life long learning opened to all
4. Promotion of adaptability (improving skills of SMEs’ employees in particular) and entrepreneurship (support to start-ups)
5. Positive actions for women

and additionally,

6. Capacity building for implementation of the Employment Strategy, including the capacity for the absorption of the ESF

All the above mentioned objective are reflected in this project fiche’s objectives and in the actions envisaged to be taken on both national and regional levels.

One of the important aspects of the Polish negotiating position on the future ESF implementation (the area of “Regional policy and co-ordination of structural instruments” and “Employment and Social Policy”) was the Polish declaration that ESF will co-finance two types of operational programmes:

- 16 regional multifund Operational Programmes (managed by regional authorities)
- horizontal (national) single-fund Operational Programme (managed by central authorities)

Phare 2001 project is in line with this logic supporting the implementation of the coherent employment policy based on subsidiary principle.

**NATIONAL COMPONENT:**

Horizontal (national) component will address the issues of a national significance (high unemployment rates among young persons, development of nation-wide quality standards of services) and will concentrate on new, innovative instruments (individual action plans) that will subsequently be integrated with the mainstream employment policies. It will consist of the following measures:

1. Improving quality standards of employment promotion services (EPS) – measure 1

Phare 2000 “CVT” project supports the development of training methodology. Developing ISO-type of quality standards of other then training EPS also ranks high in the “National Employment Strategy”. The need to strengthen the capacity of institutions providing guidance and labour market information services is of particular importance.

Employment promotion services (EPS) include the following forms of assisting beneficiaries of employment promotion programmes: (i) vocational counselling and information and (ii) job-brokering. EPS are delivered in Poland by: (i) public institutions – i.e. local self-governments (local labour offices supported by the National Labour Office) and (ii) non-public institutions (NGOs, local development agencies etc.) contracted under the central government and regional programmes (such as Phare ESC).

Both modes of services (public and non-public) will be maintained and will be developed simultaneously in Poland.

- EPS delivered by public institutions:

  Services provided by public institutions (local labour offices) are funded from the national budget. Apart from vocational guidance and job-brokering the services also include: commissioning training courses, registration, employment subsidies and job clubs. Developing quality standards for EPS delivered by local self-governments constitutes a legal duty of the Ministry of labour and the National Labour Office.

- EPS delivered by non-public institutions:

Under Phare 2000 and under the regional component of this project (Phare 2001) all of the HRD activities include, apart from training courses, employment promotion services delivered by non-public institutions. The Government has also launched other programmes based on EPS provided by non-public institutions such as the programme for vocational reorientation in rural areas. The development of non-public labour market institutions brings diversification of opportunities and enriches the offer to the unemployed and other persons facing difficulties on the labour market. Non-public grassroots initiatives often better respond to the needs of individuals. NGOs can deliver more specialised and individualised services than public offices. Therefore, the need for encouraging partnership between public and non-public EPS providers have become apparent in Poland.

There is a strong network of non-public service providers for SME promotion measures in Poland. In the case of EPS such network still needs to be developed. It should be accompanied by developing standards of services as well as training actions aimed at non-public institutions (capacity building). This is particularly important in the context of building capacity for absorption of the European Social Fund (see also: institutional framework).

Under this measure TA for implementation of new EPS (development of the Individual Action Plans’ methodology envisaged by measure 1) will also be provided.

Activities under this measure will be co-ordinated with Phare 2001 IB project “Development of programming and management capacities for ESF implementation”. Activities under IB project will also address the needs of local service providers. However, the IB project will not address general quality standards and will focus on the techniques of preparing ESF projects as well as on the promotion of networking and co-operation between institutions.

2. Introduction of individual action plans for young job-seekers – measure 2

Young people count for 58% of the unemployed in Poland. The unemployment rate among young people reached 30%. This situation may deteriorate even more because of the influx of the new graduates (as a result of population boom in early eighties). Therefore, there is a need for concerted and effective action to tackle this problem. The unemployment (apart from external, economic reasons) is often caused by the lack of appropriate skills necessary on the labour market as well as by the lack of job search skills and motivation. The framework of individual action plans (pathways) provides a useful framework for tackling these problems and supporting integration of young people with the labour market. This innovative approach is based on individual plans of action developed for individuals by public EPS provider (powiat labour office). Services under the plans usually include: registration, initial and ongoing guidance (mentoring), job-search courses, vocational training/ on-the-job training (subsidised employment) and job-broking. Significant elements (high quality training) are contracted to non-public institutions.

Technical assistance to the labour market authorities and 50 pilot powiats in the area of individual action plans’ methodology will be provided under measure 1 of the national component. Under the measure 2 EPS envisaged in individual action plans developed by local labour offices will be co-funded. Services provided in each powiat will include training, guidance and temporary employment. Resources will be mainly used for financing IT-related high quality training. The choice of the training area (IT) was made on the basis of the market demand analysis and forecasts as well as strategic considerations related to the issue of developing information society in Poland.

Powiats will provide resources needed for the provision of guidance and job-broking services under IAP.

REGIONAL COMPONENT:

“National Strategy for Employment and Human Resource Development 2000-2006” is based on four employment policy pillars: improving employability, promoting adaptability, entrepreneurship and equal opportunities. These general objectives have been translated into detailed nation-wide plans of action. They have also been incorporated into regional development strategies and operational programmes developed by the regions. All regional operational programmes envisage four HRD measures aimed at employability, adaptability and entrepreneurship promotion (the same approach as in the case of Phare 2000). The measures respond to the particular needs of individual regions (see: Annex 4) and the strategic national aims. However, they also respond to the operational and concrete nation-wide objectives such as the alleviating negative effects of sector restructuring (railway, light industry, agriculture), supporting adaptive and job creation capacities of SMEs, strengthening and broadening the capacities of the labour market authorities etc. Implementation of the measures will significantly widen
and enrich the offer to the unemployed and other persons with difficulties on the labour market. The adopted approach (regional framework contracts) will also enable the development of well focused grassroots employment promotion initiatives that are tailored to the needs of different groups of individuals. On the other hand the measures will be strategically overlooked and services will be provided only to precisely defined beneficiaries in order to ensure significant and measurable results in particular segments of the labour force. The measures are predominately focused on prevention - the actions taken before persons are registered as unemployed, SME staff training (sustaining the jobs) as well as encouraging concerted actions of public, voluntary and private stakeholders to tackle unemployment (partnership development).

1. **Active labour market measure - provision of EPS to the unemployed and other persons with difficulties on the labour market (measure 1)**

This measure is aimed at alleviating negative social effects of restructuring process. Different groups of beneficiaries will be targeted in every region (depending on region specific problems). **Light industry, defence, railway (PKP), education and healthcare sector restructuring problems** will be targeted in particular. In the case of rural regions measure will also address the issue of agriculture restructuring (both open and hidden unemployment). The measure is targeting job –seekers irrespectively of their status as far as the unemployment register is concerned. Those who are not officially registered as unemployed in powiat labour offices and are not participating in the Labour Found-funded schemes will also be able to benefit from the programme. This measure is meant to support regional level employment policy that should be **additional** and should **supplement** local actions (powiat labour offices’ actions) through focusing on regional-scale problems and groups that are not sufficiently supported by powiats. For instance: in Warmia-Mazury, Zachodniopomorskie and Kujawsko-Pomorskie regions the measure will concentrate on former employees of the state-owned farms, in Wielkopolska and Łódzkie regions it will address the needs of the redundant workers of the light industry, in Mazowsze the primary beneficiaries will be the small farmers (hidden unemployment) etc.

The actions under the measure will consist of the following services provided by non-public institutions within a framework of regional schemes to individuals:
- vocational guidance (mentoring)
- vocational re-training
- job-brokering and post-training assistance

In case of every region the target groups differ but they will be precisely defined to ensure **concentration** on the most problematic segments of the labour force (see: annex 4)

2. **Entrepreneurship Promotion (measure 2)**

This measure is also aimed at alleviating negative social effects of restructuring process. Different groups of beneficiaries will be targeted in every region (depending on region specific problems). **Light industry, defence, railway (PKP), education and healthcare sector restructuring problems** will be targeted in particular. The support to start-ups will be provided in a form of initial entrepreneurship promotion and business-practice training as well as through individualised advisory services (coaching) for those who decided to register their businesses after receiving the initial training.

3. **Adaptability promotion - training for employees of SMEs (measure 3)**

This measure is aimed at improving qualifications of the SMEs personnel in order to increase the SMEs competitiveness and thus to sustain jobs in SMEs. Training services will be provided to employees as well as to managers/owners of the companies. Services will be demand driven however priority will be given to courses promoting technology transfer and IT.

In case of every region the target groups (sectors) often differ but they will be precisely defined to ensure **concentration** and co-ordination with economic development aims of the regional strategies (see: annex 4)

In the case of Łódzkie region the job-rotation project will be implemented under this measure. One of the priorities of the National Action Plan for Employment for 2000-2001is the introduction of job-rotation programmes to the “menu” of regular services provided by local labour offices. Job-rotation mechanism is based on co-operation with employers. Employees of a given employer are offered training to upgrade their skills. At the same time local labour office delegates unemployed persons to on-the-job training in the companies (offers temporary employment). This type of programmes proved to be very effective in the Member States: job-rotation helps to promote competitiveness and adaptability of companies (thanks to staff training) and at the same time to increase employability of the unemployed. The research in the EU shows that 75% of substitutes (unemployed who took over vacant jobs) find employment after completing the period of replacement. Job-rotation concept was deemed one of ten “Best practice
models” at the EU Employment Summit in Luxembourg in November 1997. The regional government and the MoLSP has decided to implement this innovative approach in Lódz region on a pilot basis. It will be implemented under the standard service contract.

4. Assistance to the development of local employment partnerships (measure 4)
This measure’s aim is to help local authorities, social partners and other local stakeholders to develop and implement employment and entrepreneurship promotion actions and local development strategies. It will promote co-operation and social dialogue on the local level. Partners will receive TA and training. Priority will be given to powiats with the highest unemployment rates. Apart from the issues already addressed under Phare 2000 (attracting domestic and external investment, creating supportive environment for SMEs, designing local development measures) the new dimension of local development has been added: adjusting vocational schools curricula to labour market needs (this will include teachers training). The most successful and advanced local plans will be awarded with the grants for implementation of these plans (the support will be limited to co-financing training activities and purchasing of training related IT equipment only).

TA to the regional authorities and MLSP for implementation of the component will be provided under Phare 2001 IB twinning project (“Development of programming and management capacities for ESF implementation”).

2.2. Linked activities:
The National Labour Fund operations:
The National Labour Fund (NLF) is a main financial instrument for implementing national employment policy. It finances passive and active labour market measures. The Fund is distributed by the National Labour Office to the local governments that are responsible for implementation of the measures supported by the Fund (re-training courses, job subsidies, public works). Local governments (powiat labour offices) are also responsible for delivering EPS. Training funded under the NLF and EPS provided by powiat labour offices are mainly provided to the registered unemployed. Services offered under the regional component of Phare 2001 project are also designed for persons at risk of unemployment (preventive measures), holders of small farms (tackling hidden unemployment) and the employed persons (life long learning). Thus, the Phare funds are not replacing existing funds and are of complementary nature. Furthermore, Phare 2001 will have a profound catalytic impact on the development of new instruments and services.

Phare 2000 “Economic and Social Cohesion” (Regional HRD projects)
Regional Component of Phare 2001 HRD project constitutes a direct continuation of the projects funded under Phare 2000 in 5 regions of Poland. Phare 2000 projects support the same 3 types of measures (services to unemployed and persons at risk of unemployment, training for SMEs and promotion of local partnerships) as Phare 2001.

National Programme for Vocational Reorientation in Rural Areas
The programme covers all regions of Poland. It is funded by the special budgetary reserve on the basis of the Council of Ministers regulation on the rules of supporting regional employment promotion programmes of 1 August 2000. Within the framework of the programme regional authorities (voivodship labour offices) receive funds for purchasing EPS and re-training addressed at rural population (holders of small farms and rural unemployed). The primary aim of the programme is to fight hidden unemployment in rural areas. In the seven regions of Poland the programme will be co-funded by the World Bank Project “Restructuring of Rural Areas” (Component B1).

Phare 2000 “National Continuous Vocational Training System (CVT)” (PL2000/IB/SO02). The project covers the area of training services (modular methodology, training standards, trainer training).

Previous programmes:
Employment Promotion and Service Project (World Bank loan 3338-POL, 1991-1999, Component 2 and 8). The scope of the programme included, among other things, the development of methodologies and dissemination of good practices for: (i) measuring effectiveness of labour market programmes; (ii) vocational guidance provided by public institutions (local labour offices); (iii) job broking provided by public institutions (local labour offices)

Special Preparatory Programme for Structural Funds (SPP) – Phare 1998. Part of the programme implemented by MoLSP is to support the preparation of National Employment Strategy and to build a capacity for ESF absorption (mainly in the public administration, non-public institutions’ needs are not addressed). Further development of employment promotion services has been identified as a priority of the National Strategy and precondition for efficient absorption of ESF.

2.3. Results:
**NATIONAL COMPONENT**

**Measure 1**
- Quality standards for EPS designed (standards will encompass measurable performance indicators and methodologies for all types of EPS provided by non-public institutions including regulatory framework for their implementation). This, in the future, will help to monitor and evaluate ESF funded projects implemented by non-public project promoters.
- Capacities of public service providers strengthened. App. 400 persons involved in public services delivery (including local employment offices staff) trained in EPS standards.
- Capacities of non-public service providers strengthened. Standards and methodology for EPS widely disseminated, App. 200 specialists from non-public institutions trained. This will promote civic society culture, strengthen the capacity for ESF absorption and will enable non-public institutions to deliver EPS in a professional way.
- Overall methodology and quality standards for individual action plans (pathways) designed and disseminated. This will include preparation of detailed schedules and frequency of interventions.

**Measure 2**
- EPS resulting from individual action plans provided to young persons in 50 powiats (priority will be given to powiats included in the list of areas threatened with structural unemployment on the basis of the regulation of the Council of Ministers); it will help to integrate young people with the labour market (it is envisaged that at least 40% of beneficiaries will get into employment), services will include IT related training.

**REGIONAL COMPONENT:**

The figures presented below have been developed by the voivodship labour offices on the basis of the regional labour market research and the objectives of the Regional Development Strategies. They have also been presented in the Regional Operational Programmes.

**Measure 1**
- 19,584 persons will benefit from integrated guidance, job broking and training services. These will include: in kujawsko-pomorskie (1,200), slaskie (520), swietokrzyskie (2,080), warmia-mazury (960), podlaskie (1,256), podkarpackie (456), zachodniopomorskie (1,120), pomorskie (408), dolnoslaskie (3,240), opolskie (960), malopolskie (760), mazowieckie (1,936), lubuskie (528), lódzkie (1,920), wielkopolskie (1,120) and lubelskie (1,200) regions.
  It is assumed that app. 30% of beneficiaries will find jobs.

**Measure 2**
- 4,896 persons will be assisted (trained) in setting up their small companies. These will include: in kujawsko-pomorskie (280), slaskie (130), swietokrzyskie (520), warmia-mazury (240), podlaskie (314), podkarpackie (114), zachodniopomorskie (280), pomorskie (102), dolnoslaskie (810), opolskie (240), malopolskie (190), mazowieckie (484), lubuskie (132), lódzkie (480), wielkopolskie (280) and lubelskie (300) regions.
  It is assumed that min. 10% of companies established will be followed for at least one year.

**Measure 3**
- Lódzkie region – 120 employees (from 40 companies providing computer-based services) and 120 unemployed will participate in the job rotation scheme.

**Measure 4**
- app. 5,000 representatives of local administration and local stakeholders will be trained on local employment partnerships’ development issues and app. 4,000 teachers and counsellors working in vocational schools.

**2.4. Activities**

**NATIONAL COMPONENT**

**Measure 1:**
TA: 35 man/months medium term experts will help the Ministry of Labour and the National Labour Office to prepare quality standards for EPS: vocational information and guidance and job broking (in the case of public institutions also other services). Adaptation of the standards for non-public institutions will be also a priority.
Training for public institutions (standards): participants (500 persons) will include representatives of the Ministry of Labour and National Labour Office, regional labour offices and local labour offices, training participants will be provided with training materials.

Training for non-public service providers (standards and methodology): 10 workshops for non-governmental local organisations involved in the provision of EPS, training participants will be provided with training materials, training should emphasise the links between EPS and ESF operations (in order to build the capacity of institutions as future ESF projects’ promoters). Participants representing particular institutions will be selected on the basis of the criteria established by Monitoring Committee. The criteria will include: current experience in EPS, organisational and staff capacities etc.

TA: 10 man/months medium term experts will help the National Labour Office and the MOLSP to design overall methodology and quality standards for individual action plans (“Pathways”) for the unemployed, 10 man/months short term experts will assist 50 local labour offices (powiats) in adopting pathway methodology and implementation of individual action plans.

Conference: 2 national conferences on EPS standards and individual action plans for 100 persons.

Measure 2

EPS under individual action plans: services provided to app. 5000 young job seekers on the basis individual action plans developed by local labour offices (app. 50 powiats). Application from powiats will be assessed by the NLO and approved by the Monitoring Committee. 40% of the costs of services will be covered by powiats (the Labour Fund). High quality IT related training will be a priority action.

REGIONAL COMPONENT:

There will be 16 regional framework schemes/contracts (for all 16 regions of Poland) and one service contract for the job-rotation project in Łódz region. This separation was required by the distinct and highly innovative nature of the job-rotation initiative. As a consequence 2 contracts are envisaged in the case of Łódzkie region.

Regional framework schemes will ensure implementation of the following measures (categories of activities defined on the basis of different beneficiaries and different objectives):

Measure 1: Active labour market measure - provision of EPS to the unemployed and other persons facing difficulties on the labour market

• integrated EPS:
  - vocational training services,
  - vocational guidance,
  - job-broking and post-training assistance

Measure 2: Entrepreneurship Promotion

• initial (basic) training
• coaching (advisory service)

Measure 3: Adaptability promotion - training for employees of SMEs

• training for SMEs employees and managers
• job rotation scheme in case of Łódzkie region (see annex 4)

Measure 4: Assistance to the development of local employment partnerships

• training for local government and social partners
• advisory services to local governments (TA)
• training and advisory services to schools (TA)
• grants for implementation of the plans (training and purchase of training related IT equipment only)

All regional HRD measures will be supervised by the regional authorities (voivodship labour offices that will continue to be responsible for detailed design of measures, monitoring and evaluation and will participate in contracting service providers). Measures will be closely co-ordinated with other elements of operational programmes (SME development measures in particular) and the Labour Fund operations. The following types of service providers will be eligible for participation in the regional framework contracts:

Measure 1, 2 and 3:

• non-governmental organisations providing vocational guidance and job broking services on non-profit basis
• training institutions
• local business support centres providing services on a non-profit basis
• vocational schools, higher education institutions and research and development institutions

Measure 4:
The training being a part of a regular education system on the primary, higher and university levels is not eligible for this programme support.

Participants will be selected on the basis of criteria developed by Regional Monitoring Committees. The equal opportunities principle will be applied (gender balance).

4. Institutional framework

The Ministry of Labour will be responsible for the project co-ordination. The Department for Pre-accession and Structural Programmes will play the leading role. The Department is subordinated to the Deputy PAO for “Economic and Social Cohesion Programme” and is responsible for programming and co-ordination of all pre-accession (Phare) projects in the area of employment policy (IB, HRD part of ESC). One National Monitoring Committee for Economic and Social Cohesion Programme will be established. There will also be a sub-committee for HRD Project. At the regional level HRD measures will be also monitored by the Regional Monitoring Committees.

The Department of Labour Market Policy of the MoLSP and the National Labour Office will be the main beneficiary of the national measure 1 and will also participate in the implementation of the national measure 2. The National Labour Office is a central administration office supervised by the Minister of Labour; the office is responsible for Labour Fund operations (distributing funds to local governments) and setting up standards of public employment services. Local Employment Offices (main beneficiary of the national measure 1) constitute a part of powiat administration. They are responsible for delivery of EPS (public mode) and management of the Labour Fund operations. National measure 2 will support offices (powiats) that are included in the list of powiats threatened with structural unemployment.

Regional Labour Offices will be responsible for implementation of the regional measures. The Regional Labour Offices (WUP) are subordinated to the Voivodship Board (according to art. 5.2 of the Employment Act). WUP will be directly responsible for the day-to-day implementation of the projects, which is a part of regional employment policy. In particular it will be responsible for (i) preparation of project participants’ selection criteria that are to be approved by the Monitoring Committee; (ii) preparation a detailed ToRs for the schemes; (iii) co-operation with representatives of employers (in particular SMEs), local self-governments and powiat labour offices; (iv) monitoring and evaluation.

In order to ensure an appropriate implementation of the project WUP will be provided with guidance from Ministry of Labour and Social Policy and TA from IA. WUP will co-operate with the Regional Employment Council which is responsible for monitoring regional employment policy and co-ordinates relations with social partners.

Non-public service providers: The network of NGOs (foundations, associations), local development agencies and private counselling companies capable of delivering EPS covers all regions of Poland. However, as compared to the network of non-public institutions involved in SME services (strongly supported under previous Phare programmes), services provided by this network are not sufficiently utilised. There is a need to strengthen the capacity of these institutions. Capacity of these institutions will be used and strengthened through the implementation of activities envisaged under the measure 1 and 3 of the regional framework schemes. They will be also supported under the national measure 1.

5. Budget

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6. Implementation arrangements

PAO: Vice - Minister in the Ministry of Regional Development and Construction
Ul. Wspolna 4 St., 00-926 Warsaw, phone: +48 22 661 91 19, fax: +48 22 661 91
Ministry for Regional Development and Construction will be responsible co-ordination and overview at
the SEC programme level

Deputy PAO: Undersecretary of State in the Ministry of Labour and Social Policy
Ul. Nowogrodzka 1/3, 00-513 Warsaw, phone +48 22 661 01 53/54, fax +48 22 661 01 59
Deputy PAO will be directly responsible for HRD programme:
- supervision of all operations under the HRD Programme
- signing contracts and reports
- supervision of IA, procurement and payment procedures
- monitoring and evaluation of HRD actions
- promotion and information
- supervision of the programming unit in the MoLSP (Department for Pre-accession Programmes)
- supervision of the Implementing Agency with respect to HRD project

Project envisages the national and regional components. In case of the 16 regional schemes the actions
will be supervised by the regional authorities (voivodship labour offices).

6.1 Implementing agency:

Polish Agency for Regional Development (overall co-ordinator for Phare SEC)
Zurawia 4a St., 00-503 Warsaw, phone:+48 22 629 28 88, fax: + 48 22 627 22 46
For the implementation of the HRD project the IA will avail of the support of an intermediary as foreseen
in 11 (b) p.15 of the Programming Guide 2001. This intermediary will be The Polish Agency for
Enterprise Development.

The Polish Agency for Regional Development is responsible for overall co-ordination and implementation
the whole Phare Social and Economic Cohesion programme. This Agency will assure delivering of the
data required by financial reporting system (Perseus) for Phare SEC. Apart from that the Agency will
implement the infrastructure projects in selected under Phare 2001 SEC regions and investment grants
for SMEs.

The Polish Agency for Enterprise Development (PAED) will be responsible, with close co-operation with
PARD, for implementation of HRD programme under Phare SEC. Apart from that PAED is responsible
for implementation of advisory support foreseen under the SME project fiche.

6.2 Twinning: not applicable

6.3 Non-standard aspects: Framework contracts envisaged under the regional component (16 contracts)
should ensure participation of local service providers (as partners for implementation). This is
due to the existing need to develop capacities of these providers with the view to future participation in
the European Social Fund’s programmes (capacity building through learning by doing).

6.4 Contracts

Two contracts under the national component: 1.0 MEURO and 4.5 MEURO (Phare contribution)
16 regional framework contracts and 1 service contract (job-rotation project: 0.721 MEURO from Phare)
under the regional component. Information on the size of regional framework contracts is presented in
annex 4

7. Implementation schedule

Start of tendering/ call for proposals: January 2002
Start of project activity: April 2002
Project completion: September 2004

8. Equal opportunities

There are no separate measures for promoting equal opportunities. However, this pillar of the European
Employment Policy will be fully implemented – first of all through securing equal access to EPS
envisaged by the project. Specific provisions for guaranteeing equal opportunity of access to activities,
employment and other benefits resulting from the project implementation will be developed. Gender related indicators will be gathered and monitored throughout the project implementation to ensure that corrective steps can be taken at an appropriate moment in the projects life cycle, and will be included in the project impact assessment guidelines.

9. Environment
The issue of environment protection will be addressed during the provision of training and advisory services to local SMEs

11. Investment criteria: n.a.

12. Conditionality and sequencing
The most important precondition for the project implementation – “The National Strategy for Employment and Human Resource Development” – has been prepared.
The key benchmarks during project implementation will include:
- Decision of Phare Management policy reached by mid 2001
- Powiats participating in the national measure 3 selected by mid 2001
- Financing Memorandum signed by the end of September 2001
- Activities start: April 2002
Successful implementation of the project depends on the appropriate co-ordination of the project activities, effective co-operation between institutions and commitment of all institutions involved in the project implementation.
Other conditions:
Co-financing of project costs through Polish sources and partly by the trainees (regional measure 3).
Cohesion of the project activities with other actions undertaken in the area by public administration units, local labour offices and training institutions.
## Annex 1: LOGFRAME PLANNING MATRIX FOR PROGRAMME

**End Contracting:** 15/12/2003 - **End Disbursement:** 15/12/2004

<table>
<thead>
<tr>
<th>Programme No.</th>
<th>Programme title</th>
<th>Human Resources development pre-accession programme (National Component)</th>
<th>Date of drafting</th>
<th>Planning period</th>
<th>Total Phare budget of the component</th>
</tr>
</thead>
</table>

### Wider Objective
Facilitating the implementation of the regional HRD projects and implementation of the national level actions aimed at preventing unemployment among young people.

<table>
<thead>
<tr>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improved quality of HRD projects</td>
<td>Evaluation reports on HRD project (Phare ESC and other programmes) Statistics on employment</td>
<td>Efficient project management Effective co-operation among the partners involved</td>
</tr>
<tr>
<td>Capacity of the regions in the area of employment policy developed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Significant number of young persons better prepared for employment</td>
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</tbody>
</table>

### Immediate Objectives
Improving quality standards of EPS
Provision of EPS in the framework of individual action plans

<table>
<thead>
<tr>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality standards of services for public and non-public institutions set up Methodology for individual action plans developed IAP becoming a part of regular EPS Unemployment rate among young people significantly reduced in the powiats covered by the project</td>
<td>Evaluation reports on the regional HRD projects Consecutive National Employment Action Plans’ priorities Statistics on unemployment</td>
<td>HRD maintained as a priority of the government’s and regional authorities’ policies Powiats covered by the project able to implement effective EPS that will help to integrate young people with the labour market</td>
</tr>
</tbody>
</table>

### Results of project
Quality standards for EPS designed Capacities of public and non-public service providers strengthened in a professional way.
EPS resulting from individual action plans provided to young persons in 50 powiats

<table>
<thead>
<tr>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>App. 1300 persons from public and non-public institutions trained and the standards implemented – this will improve the quality of HRD programmes Regions and the MoLSP able to implement new HRD projects in the most effective way, the awareness of the importance of HRD interventions increased among decision makers and the public App. 5000 young people assisted, 40% will get into employment</td>
<td>New National Employment Action Plans and the reports from their realisation Project Implementation Reports Statistics on unemployment</td>
<td>Proper promotion of services offered Effective co-operation between the institutions involved (in the case of NLO and powiats in particular) Good quality of services provided</td>
</tr>
</tbody>
</table>

### Activities/Inputs
- Training and TA support for: (i) Regional labour offices; (ii) Ministry of Labour; (iii) non-public and public EPS providers
- Training and guidance support for young job-seekers
### Annex 1a Logframe planning matrix for project

**Date of Drafting**: December 2000

**End Contracting**: 15/12/2003 - **End Disbursement**: 15/12/2004

**Planning Period**: 2002 – 2004

**Human Resource Development Pre-Accession Programme – Regional Component**

<table>
<thead>
<tr>
<th>Wider Objective</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>strengthen the economic and social cohesion of the regions through development of human resources</td>
<td>increasing GDP and GDP per Capita decreased rate of registered and hidden unemployment increasing economic growth of the region</td>
<td>progress report on the implementation of Preliminary National Development Plan progress report on Poland’s application for membership of the European Union Central Statistical Office statistics</td>
<td>general growth rate and social and economic development of Poland and the voivodship will be maintained stabilised situation on the regional labour market will be maintained Polish Government meeting the obligations included in the strategic documents i.e. NPAA &amp; AP</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Immediate Objectives</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>tackling regional labour market problems through: - alleviating negative effects of sectors’ restructuring - improving quality of SMEs human capital - strengthening local partnerships for employment</td>
<td>higher qualifications of the human resources of the region higher employability of the region’s working population</td>
<td>Central Statistical Office statistics statistics of the local labour offices reports of institutions involved reports on audits at the beneficiary institutions project progress reports</td>
<td>efficient co-operation of institutions and organisations involved in Project implementation high level of involvement and motivation among the Project beneficiaries during implementation of acquired skills</td>
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</table>

<table>
<thead>
<tr>
<th>Results/Outputs</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>19,584 unemployed will benefit from guidance, training and on-the-job training services It is envisaged that app. 30% will find new job; 4,896 start ups will be assisted (10% survival rate) 10 260 SME workers will be trained (+120 employees and 120 unemployed in a job rotation process) – companies will be more competitive and the jobs will be sustained app. 5 000 representatives of local administration and local stakeholders will be trained on local employment pact-related issues and app. 4 000 teachers and counsellors working in the schools</td>
<td>reports and training materials reports on the progress of project implementation periodic and final evaluation reports</td>
<td>active participation in training, seminars and meetings with advisors</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activities/Inputs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistance to the unemployed</td>
</tr>
<tr>
<td>Assistance to start-ups</td>
</tr>
<tr>
<td>Training for employees of SMEs</td>
</tr>
<tr>
<td>Assistance to the development of Local Employment Partnerships</td>
</tr>
</tbody>
</table>
### Immediate Objective 1: Young persons' unemployment prevention and improvement of employment promotion services' quality (national component)

<table>
<thead>
<tr>
<th>Measures</th>
<th>Inputs and related outputs</th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
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<td>1.</td>
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<tr>
<td></td>
<td>Outputs</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Quality standards for EPS design</td>
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<tr>
<td></td>
<td>Capacity of public and non-public providers strengthened</td>
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<tr>
<td></td>
<td>Overall methodology and quality standards for individual action plans designed</td>
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<td>2.</td>
<td>Inputs</td>
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<td></td>
<td>Training within IAP</td>
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<td></td>
<td>Outputs</td>
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<tr>
<td></td>
<td>Young job seekers equipped with IT related knowledge and skills</td>
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### Immediate Objective 2: Tackling regional labour market problems (regional component)

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<td>Regional framework schemes</td>
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<td>EPS to unemployed and persons threatened with unemployment</td>
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</tr>
<tr>
<td></td>
<td>Outputs</td>
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</tr>
<tr>
<td>2.</td>
<td>Inputs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Regional framework schemes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Provision of services to start-ups</td>
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</tr>
<tr>
<td>3.</td>
<td>Inputs</td>
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<tr>
<td></td>
<td>Regional framework schemes and 1 service contract for job rotation</td>
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<tr>
<td></td>
<td>Outputs</td>
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<tr>
<td>4.</td>
<td>Inputs</td>
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<td>Regional framework schemes</td>
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<td>Assistance to the development of local employment partnerships</td>
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## Annex 3: Contracting and disbursement schedule

### Human Resources development pre-accession programme (National Component)

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<tr>
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<th>IV</th>
<th>V</th>
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<th>VIII</th>
<th>IX</th>
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### Annex 3a: Contracting and disbursement schedule

### Human Resources development pre-accession programme (Regional Component)

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<tbody>
<tr>
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<td>23.700</td>
<td>25.800</td>
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### Annex 4 - Detailed regional breakdown of the budget (regional component) and the description of labour market situation in the regions

<table>
<thead>
<tr>
<th>Regional Component</th>
<th>Investment</th>
<th>IB</th>
<th>Total Phare</th>
<th>National Co-financing</th>
<th>IFI</th>
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<td>27 489 749</td>
<td>9 163 250</td>
<td>36 653 000</td>
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<td><strong>2. Slaskie Region – framework contract</strong></td>
<td>2 272 650</td>
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<td><strong>5. Podlaskie Region – framework contract</strong></td>
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* Priority was given to 8 regions that have been initially included into Phare 2001 programme support and will benefit from the business related infrastructure component of Phare 2001 “Economic and Social Cohesion”. In case of these region the budget allocation was maintained at the level decided by the Voivodship Management Boards. In case of the other regions the following formula for distribution of funds was adopted:
50% of total funds divided according to the number of unemployed (as for June 2000)
50% according to the level of GDP per capita (as for 1998)
Distribution of funds between the measures within the regional allocations was decided by the regional authorities on the basis of the priorities of regional strategies and the envisaged numbers of beneficiaries.
After discussions with the European Commission this initial budget required adjustment (reduction). The correction has been made by reducing the measure 4 budgets in each region (measures 1, 2 and 3 remained unchanged).

1. KUJAWSKO-POMORSKIE REGION
In terms of the economical and social potential the Kujawsko-Pomorskie voivodship is placed in the middle of the Voivodships ranking. One of the basic problems of the region and its negative characteristics is the labour market situation, particularly the large scale of unemployment (in December’99 – 16,6% while country’s average is 13,0%), considerable differentiation at unemployment level between particular local labour markets, huge unemployment rate among women and young people (particularly agriculture schools graduates) and a large number of persons made redundant as a result of industry and public sector restructuring. In agriculture sector, apart from the registered unemployment, there is also a problem of hidden unemployment, which was estimated at the level of about 41 thousand persons. The low level of education and insufficient or inaccurate professional qualifications of working persons and the unemployed, which is a consequence of not properly adapted (to the market needs) curricula of the secondary schools, also constitutes the characteristic feature of the
Voivodship’s labour market. Small and medium-sized enterprises, which constitute 98.9% of all companies in the region, experience problems with maintaining and creating jobs, caused by the lack of knowledge and problems with getting the access to the information about the issues and mechanisms governing the market (a significant part of the companies is under liquidation or face bankruptcy). This is why the support to this sector is necessary. The local governments and the system of business environment institutions which have very limited means for the assistance are often the only institutions that could assist the development of small enterprises.

Because of the progressing restructuring of the economy, further reduction of employment in the public sector and the influx of the persons of the demographic boom to the labour market, it may be assumed that the problems listed above will deepen. In order to solve the problems the public employment services are assisting and will assist with implementation of the subsidised employment programmes (job subsidies, public works, graduates’ integration to the labour market), vocational guidance and job broking. However, the range and the financial means are and will be insufficient because of the scale of the problems. According to the subsidiarity rule, the actions proposed in the project will function as a considerable support to the actions undertaken locally. In order to solve the problems not only the persons who are already unemployed (to whom the projects financed by the Labour Fund are addressed) should be assisted. There is a need for preventive actions aimed at groups threatened with unemployment and exclusion from the labour market and for assisting the institutions which can provide sufficient help to these groups. The implementation of the Kujawsko-Pomorskie HRD project will also contribute to reducing disparities between the poviat in the Voivodship and, as a consequence, to the increase of economical and social cohesion. Measures envisaged by the project directly result from the objectives of the National Strategy for Increasing Employment and Human Resources Development and four pillars of the European Employment Strategy: (i) improving employability, (ii) developing entrepreneurship, (iii) encouraging adaptability of businesses and their employees, (iv) strengthening equal opportunities policies.

2. SLASK REGION

Slaskie is the second, following the Mazowieckie Voivodship, most inhabited region in the country, with over 5 million inhabitants living within its boundaries. Majority of the Slaskie inhabitants live in the small area of GOP (Górnośląski Okręg Przemysłowy – Upper Silesia Industry Area), concentrating majority of the Voivodship enterprises and industries, with coal mining and steel sector in particular. As those sectors are presently under restructuring, the policy applied results in significant reductions of the employment in the region. While at the end of 1999 the amount of registered unemployed was 181 174 people, this number rose up to 235 707 people – of which 134 680 women (57,1%) - in the first quarter of 2000. The unemployment rate crossed the 10% border, with the highest rates measured in the Zabrzanski poviat (16%) and the Zory poviat (24,7%). The major problems of the Voivodship in terms of human potential are:

- current and planned employment reductions in the coal mining and steel industry, in the education and health sectors (50 000 to 80 000 in the next three years),
- low educational level of the inhabitants,
- slow growth and development of the SME sector,
- lack of coherent and tailor made employment policy plans on the regional and the local level,
- unsatisfactory level of co-operation in the field of employability, adaptability and job creation between public and private training organisations and other organisations and governmental institutes in the domain of employment and job creation.

The project has been prepared to address issues which have been identified in the Preliminary National Development Plan and the Resolution of the Slaskie Voivodship Board, identifying development of human resources as one of the highest priorities of the regional development policy. The instruments in this project concern: (i) training and counselling programs in the service sector with attention to business to business services and tourism, to improve the accessibility and the mobility of people on the labour market and to improve the flexibility of SME’s to adapt to new requirements in the above mentioned sectors. Training programs for civil servants to improve accessibility to information and to strengthen the capacities of local governments that are responsible for local development and job creation policies. (ii) One regional employment strategy and six local employment pacts to improve accessibility to information and to improve flexibility in creating alternative approaches to fight unemployment – creating a modern and dynamic labour market.
Training and counselling of employees endangered with unemployment in sectors under restructuring and of unemployed, as well as training and counselling of employers and employees of SME’s are the major tools to fight unemployment and to secure sustainability of jobs. Taking into account the restructuring of the traditional industry (coal and steel) and of public services, it is necessary to support the potentials in other sectors that will be the base for a new diversified economic texture in Slaskie. The Voivodship Board stated in the strategy for regional development that actions in this field would focus on further developing the sectors of construction, tourism, food processing, ITC and business to business services. Currently there are no detailed figures available on employment in the service sector, dividing services into business-related services and direct consumer services. In 1999, private sector service companies employed in Slaskie about 461 076 people, this is 39.67% of all employed in the private sector in the region. The average for Poland amounted last year 30% of all employed in the private sector. This means that the service sector is already strongly presented in Slaskie. But further support of this sector is necessary to meet international competitive quality standards, to realise growth and to create jobs. Globalisation and specialisation urge companies to focus on their target activities. Additional activities are often outsourcing. Business related services, like services related to IT, accountancy, telecommunication (call centres), marketing, technical repair and industrial cleaning are performed by SME’s that can respond more flexible to market changes. Next to available training programs and business park accommodation, networks of business related service companies often form the base to attract new large foreign investors. The Voivodship Board wants to focus training and counselling activities on this sector in order to: (i) offer persons threatened by unemployment and unemployed new chances on jobs in sectors with growth perspectives, (ii) offer SME’s the possibility to strengthen their capacities, skills and competitiveness and secure sustainable jobs, (iii) create conditions to attract new investors to the region. The strategy for regional development of Slaskie focuses on tourism as one of the priority sectors to be further supported and developed in the next years. Additional jobs in this sector must give opportunities to employees threatened by unemployment and currently employed in public services and industries under restructuring. Therefore, this project foresees training programs and counselling to prepare them for employment in the tourist sector. The tourist sector is characterised by strong competition between regions and countries. The quality level of service supplies by tourist SME’s influences the competitive battle between tourist areas. To strengthen the competitiveness of the Slaskie voivodship in comparison with other regions in Poland and abroad, SMEs in the tourist sector need managers with a broad view on the market and well-skilled employees who can perform quality services. Unfortunately, SMEs often face information, training and modern know-how barriers to fully guarantee an optimal quality level of services. Therefore training programs and counselling will be organised for employers and employees from SMEs in the tourist sector to improve individual skills and capacities. Support to local SMEs, provided under this project, will allow to increase their employment potential and to reduce the threat of unemployment growth in the Slaskie region. The restructuring of the traditional industries and the rationalisation of the public services sector in Slaskie urge local governments to focus more than before on attracting business investors that create new jobs. Potential investors do not only compare buildings and grounds with one another, they are also interested in the number of skilled people available on the labour market, potential partner companies in the area and training organisations who could support the adaptability process of employees in the later stage of the company growth. Local governments thus need to gather up-to-date information on their local labour market and to compose integrated service packages for potential investors. Therefore this project foresees in training of civil servants in order to increase their skills and capacities to attract new investors who will create new jobs. The following groups will be the project beneficiaries: managers and employees of SME’s in the business to business sector and the tourist sector, including women; employees threatened by unemployment and currently employed in the public services sector or in the industry under restructuring; inhabitants of rural areas (additional and complementary to the agro-touristic program of the World Bank); Voivodship Board, Voivodship Employment Council, Marshal Office, local governments, and other institutions and organisations engaged in the implementation of the project.

The Regional Employment Office (WUP) is the institution of the Slaskie Voivodship responsible for the regional employment policy. Already for several years, training and counselling programs are developed and implemented in the framework of national and international support programs to cope with the severe economic reconfiguration process in Slaskie. Attention goes out to activities directly reaching the ultimate beneficiaries, meaning unemployed, people threatened by unemployment and SME’s. A wide range of local providers implements these training programs. Unfortunately only few attention and financial means went out to develop a pro-active approach to fight unemployment and to create at the
same time the conditions for additional sustainable jobs. Regional as well as local actors in the field of employment and job creation in Slaskie are faced with a complex variety of problems and opportunities, which they cannot fully approach individually. Also information on the labour market is spread over many organisations and it is not ready for use because of its fragmented and static characteristic. In order to prepare government institutes as well as private and public training organisations, social partners and representative associations of industry on developing a modern and flexible labour market, the Voivodship Board wants to bring actors together in a regional employment forum and to develop a regional employment strategy. The regional employment forum will already be established in 2001. Thematic workgroups will focus on structural lacks and overlapping in services offered. The activities within the forum in the period March-December 2001 must create the bearing surface and co-operation culture within which the regional employment strategy will be developed in the framework of Phare 2001. The strategy will be developed in line with the national employment strategy and the strategy for regional development of Slaskie. Parallel with these activities, 6 local employment pacts will be developed as an exercise to analyse the dynamics on the local level and to offer local operators a framework within which they can implement joint actions to solve problems they cannot solve alone or to create synergy while exploiting together opportunities to create new jobs. The European Commission acknowledges the strength of local integrative approaches of the employment issue in Agenda 2000, deeming Territorial Employment Pacts an important tool in the framework of the structural funds in the period 2000-2006. The following groups will be the project beneficiaries: regional actors in the field of employment and job creation that will take part in the regional forum; all operators taking part in the Local Employment Pact in Bielsko-Biała, Markłowice, Swierklany, Zory, Jastrzebie-Zdrój, Pszczyna, Miedzna, Ruda Śląska, Knurów, Częstochowa, which means, among others, local governments, poviats, companies, unions, associations of employers and employees, training organisations and socio-economic non-profit organisations, for what concerns HRM-actions in the framework of the work-program of each LEP-area, beneficiaries are unemployed, people who want to change job and companies (with stress put on SMEs).

3. SWIETOKRZYSKIE REGION

The Swietokrzyskie Region is located in central Poland, with 1.3 million inhabitants, the rate of unemployment amounts to 15.3 per cent (end of June 2000). The information concerns to the labour market in Swietokrzyskie Province comes from systematic analysis. They are prepared in monthly cycles, but after every half-year and end of the year are made deeper analysis, which are the basis of defining main problems in aspect of human resources in the Province. They also are used in anticipating changes and trends in local labour market. This analysis became the basis of preparation main assumption included in Phare project fiche. In terms of human resources, main problems of the region are:

- current and intended reductions in employment in the most important branches of the region economy: steel industry, metallurgy, armaments industry and railway transport (due to problems of local enterprises 3.378 people have been sacked, to the end of November in local labour offices was delivered 2.384 forecasted information about next dismissals),
- hidden unemployment in rural areas which, under the condition of significant dispersion of farms, may experience problems in the process of adaptation to functioning under EC,
- the young age of the unemployed (58 per cent of the recorded unemployed) the majority of them used to work very shortly, or never, before being registered as unemployed,
- low level of education and professional qualifications of the inhabitants,
- slow development of small and medium businesses which are potential creators of new jobs, and insufficient development of the services and tourism sectors.

The Swietokrzyskie Region is characterised with high percentage of persons with elementary, uncompleted elementary and vocational education (67 per cent). These persons experience difficulties in adapting to changing needs of the labour market. The above mentioned project will conduce to increasing qualifications of unemployment people, who don't have them, or are not adjusted to the current requirements of the labour market by training activities. There is also a need for development of preventive training, which aim is improving of qualifications and requalifications of working populations, mainly in the restructuring sectors (iron and steel industry, metallurgical, arm industry, railway transport, educational system, healthy services) before the problem of being unemployed will reach them. Professional training programmes implemented by local labour offices mainly deal with the registered unemployed. However, it is necessary to proceed with development of preventive training to improve the
qualifications of and to retrain working population before it experiences the problem of unemployment. This is a task of the Voivodship Labour Office and Phare 2001 project will help to implement this task. Separate training offer should be addressed to owners and employees of small and medium businesses. Usually, they are persons of high business abilities, however they do not have sufficient knowledge on managing their businesses. This is a significant obstacle in further business development, undertaking new business activities or introducing new solutions. Special emphasis should be placed on training support for small and medium enterprises operating in tourism, agro-tourism and other related branches. Shortages in knowledge and specific skills of local governments also constitute a problem and they limit the possibilities of local governments operations in relation to the employment and labour market policy. Therefore, it is necessary to provide sufficient training to local governments in order to enable them to develop effective employment policies and co-operate with social partners in this area. There is a need of implementation the programme for supporting the young people, who can not find the right place on the labour market. This necessary is a result of the fact that these people often don’t have practical skills of performing the job, or don’t have qualifications (for example: college graduates). The problem concerns also young people who have specified education, but it is inadequate to the requirements of the labour market. The typical example is concerning to the graduates of The Swietokrzyska Academy in Kielce. The Academy educates mainly students, who are in very small need on the labour market. To find the job they have to be requalified.

The beneficiary of the project will be: young people, women, employees and managers of the small and medium enterprises; unemployed, people who are seeking the job and the employees of the restructuring industries; local leaders and volunteers of the non-governmental organisations; employees of the local governments, employers and other social partners.

4. WARMIA – MAZURY REGION

The main economic and social problem of the Warminsko-Mazurskie Voivodship is a high rate of long-term unemployment of a structural nature. According to statistics, the unemployment rate at the end of June 2000 was 23%, whereas the national average was 13.5%. As a consequence, a proposal for activities in Warminsko-Mazurskie HRD project has been developed in framework of Phare 2000 Programme. The present project was prepared as a continuation of Phare 2000 and its further development. High percentage of long-term unemployment, affecting over 48% of the total number of the unemployed, is a major negative feature of the regional labour market. Young people in age groups ranging between 25 and 44 constitute 58% of the unemployed. These people are in age of the potentially highest life and professional opportunities. Marginalisation and economic and social degradation in full productive age, often with families but without stable sources of income, to a large extent already affect the persons. In most cases, these people (74%) have low professional qualifications not complying with local labour market needs. Assistance to this group of people in finding and keeping jobs, raising the sense of responsibility for finding the job, stimulating their ambitions, upgrading occupational qualifications and skills will increase their employability and will prevent the marginalisation processes. According to Warminsko-Mazurskie Voivodship Labour Office data at the end of June 2000 there were 3989 disabled unemployed and job seekers, including 2584 women. The difficulties they experience as far as the access to labour market is concern are a very serious factor leading to social exclusion. The implementation of the project will increase employability of the disabled thanks to adaptation of their qualifications to market needs. There are 118 “companies of sheltered employment”, creating a large pool of potential work places. Large number of potential workplaces is present also in the “open” labour market. Implementation of the project will result in a bigger percentage of persons being trained in new qualifications. The activities will also mobilise local communities around the issue of labour market integration of the disabled. Considering very difficult labour market of the region as well as specific features of unemployment phenomenon such as: (i) lack or very poor vocational qualifications of unemployed ( 75% of all unemployed ), (ii) high percentage of young people unemployed, (iii) increasing of prolonged unemployment problem (staying without job time is prolonged). It seems to be particularly reasonable to treat as a priority the subproject ‘Preventing of social exclusion of the long term unemployed and people with high degree of disability’. Development of the regional SMEs is also a priority from the HRD policy point of view. At the end June 2000 there were about 100 000 registered enterprises in the region, of which 94% are small firms employing 1-5 persons. Such a large percentage of small firms are of a developmental potential for the region. Taking into account that knowledge of businessmen and managers of that SMEs in the field of financial management, marketing and law is often quite limited, there is a need for organisation of activities expanding this knowledge, that in
consequence will have affirmative influence on the development of enterprises. The assistance will expand their adaptation capacities, increase competitiveness and enhance employment creation potential. The lack of appropriate connection between labour market demand and young people’s education is another problem for the regional labour market. This problem should be seen in relation to the recent educational system reform as well in the context of the high structural unemployment rate prevailing in the region. The greatest task in this context will be to increase the quality and importance of vocational education. Taking into account the priorities of the National Employment Strategy and the tasks of educational reform it can be concluded that about 2/3 of vocational education should participate in some form of practical training in the work place. For Warminsko-Mazurskie region it means that 12,6 thousand young people should annually participate in this type of training. The reform of school system that will be implemented until September 2007 is connected with the development of centres for continuing education and the creation of practical training centres. Local governments and their social partners will implement these tasks. The poviats and Voivodship governments must also implement the reform to a large extent. The support for local governments actions such as: labour market analysis, encouraging creation of school networks, assistance in arranging local networks of co-operation for the benefit of vocational education (with a special emphasis on employers involvement) will be indispensable. This problem concerns the need for assisting local authorities in solving problems of unemployment through continuation of activities concerning promotion of employment pacts and improving qualifications of the local governments’ employees. Assisting the SMEs, NGOs, public offices and schools in implementing quality control systems as well as agricultural and fishing farms and food processing companies in introducing product labelling constitutes yet another challenge. Poland’s accession to the common market of the European Union will require adaptation to the quality and legal standards of the European Union. The activities planned within the project derive from social and economic situation of the region. All sub-projects of the described project are closely related. Priorities of "The Strategy for Regional Development " and "National Employment Action Plan" are included in each component. These will be, among other things: establishing of the employment pacts, certification, training of SMEs’ employees, increasing the employability of the unemployed and the disabled, preventing social exclusion, vocational education of young people.

5. PODLASIE REGION
One of problems, accompanying the introduction of free market mechanisms and processes of the economic restructurisation, is the unemployment. In the first quarter of 2000 in voivodship there were 71,9 thousand of registered unemployed, among them 39 thousand women. The unemployment rate amounted to 12,3%. As unemployed people are concerned, the biggest group constitutes people with basic vocational education and with primary education as well as the youth aged from 18 to 24 (30%). 45% of the total sum of unemployed constitute people who are unemployed for very long time. There is also a significant level of hidden unemployment in rural areas. Analyses of local labour market show that one of the most important threats in labour market in the coming years are anticipated group redundancies which will affect huge numbers of employees of healthcare, education and railway sectors. According to the Voivodship Labour Office estimates, about 1200 teachers (829 are currently unemployed) and 1699 healthcare workers will loose their jobs in Podlaskie Voivodship. These people usually do not have qualifications needed on the market. This is the reason for the urgent need for training in the areas compatible with the labour market needs. Some of these people should receive training on starting their own businesses. This will help to increase start-up rate in the region and to utilise former qualifications and background of the beneficiaries (for example setting up private health service companies).

SMEs constitute the core of the region’s economy and they are also the main source of new workplaces suffer. In 1998 there were 42,5 thousands of company’s in that sector (57,7% of the total registered entities in the voivodeship), and indicator of employment in MSP sector amounted to 65% of the total number of employed. This group shares in the total amount of income from sold products, goods and materials was 60,4%; and the share in the voivodeship export was about 50%. One of the main obstacle in MSP development is incorrect professional skills of employees and difficult, because of financial aspects, access to professional training and advisory services. Those companies have great difficulty with accurate evaluation of their needs. There are usually no specialised human resources departments and professionals that could design training systems for the employees of the SMEs. The increase of SMEs competitiveness can be achieved by offering them consulting in training needs. In parallel-subsidised staff training may help companies to strengthen their position on the market.
Curricula of the Secondary Vocational Schools in Poland had been shaped under centrally planned economy and they often do not respond the needs of the market economy. There is a need to adjust vocational education to current and future needs of the regional labour market. There is a need for transformation of the vocational school system as well as for re-training the teachers. Countering unemployment in the areas of high unemployment should be based on co-operation between local governments and social partners. Due to this fact representatives of both sides should be trained on preparing and introducing local agreements for employment and entrepreneurship development (employment pacts).

6. LUBELSKIE REGION
Lubelskie Voivodship constitutes a rural region characterised by low levels of education and professional skills of its population, particularly in case of rural area population constituting 52.8% of the total number of inhabitants. The actions designed under Phare 2000 HRD Project are concentrated on upgrading and changing professional qualifications of the employers, employees and unemployed persons. Undoubtedly, these actions will create the change of needs and will make their beneficiaries conscious of the importance of continuous education. Taking into account-raised aspirations and consciousness (as a result of Phare 2000 actions), a complex and systemic offer is necessary to enable individuals to plan their professional career throughout their lives. Currently mainly public labour offices and their agencies (Job Clubs, Information and Career Planning Centres) deliver employment promotion services. According to the National Strategy for Employment and Human Resources Development, the scope and level of the involvement of non-public institutions in the provision of labour market services should significantly increase as compared to current level of their involvement. It is necessary due to limited accessibility of services being offered today. Lack of cohesion of information systems and data dispersion is clearly visible resulting in difficulties in access to services for clients and institutions. Taking into account the objectives of National Strategy for Employment and Human Resources Development regarding the continuous improvement and supplementing information and vocational guidance services and the need for increased accessibility of information and guidance systems, the offer of vocational information and guidance shall be differentiated according to various groups of recipients through developing non-public way of service provision. Another important problem is associated with limited capacities of local authorities and social partners in relation to employment and labour market policy. The actions taken under Phare 2000 Programme will result in first examples of local partners’ participation in labour market initiatives. Such participation will undoubtedly stimulate other local communities to undertake similar initiatives — employment pacts. Continuation of actions initiated under Phare 2000 Programme is proposed in the 2001 project through their dissemination to remaining poviats of Lubelskie Voivodship. Developing knowledge and skills associated with preparation and implementation of local actions within the employment promotion programmes (employment pacts and local development programmes) will increase effectiveness of local governments and facilitate their co-operation with social partners. Due to non-conformance of education system to labour market needs and poor level of practical skills acquired by young people a significant unemployment among young people completing vocational schools prevails in the territory of Lubelskie Voivodship. As of the 31st January 2000, the total number of the registered unemployed graduates of secondary and vocational schools (excluding university graduates) amounts to 9,640. Within this group, as of the 31st January 2000, number of registered graduates of the secondary and primary vocational schools and colleges amounts to 8,038. On the grounds of the above-mentioned data, we can find a significant discrepancy between the education system and labour market demands. Adjusting education structures to the actual needs of the labour market constitutes one of the most difficult problems to be solved. Certain actions are taken within the scope of educational system reform. However, radical changes in education system management and the lack of experience and tradition of local initiatives for adaptation of education systems to labour market requirements resulted in the need to prepare all participants of this process to act in a new way.

7. PODKARPACIE REGION
Podkarpackie region is situated in southeast part of Poland. It covers 17,900 square kilometers (5.7% of the total area of Poland). 2.12 million people inhabit the region (5.5% of total population of Poland). The economy of the region is of an industrial and rural character. Metallurgical and engineering industries are developed in the region. At present these sectors are undergoing intensive restructuring, resulting in the reduction of employment. The number of people employed in agriculture amounts to 45%, while 59% of
the total number of inhabitants live in the rural areas. Over 64% of the total number of unemployed in Podkarpackie Voivodship live in rural areas. The agriculture, because of its social, economic and environmental factors is currently and will be in the future the basis of regional development. The main problems of the agriculture in the Podkarpackie Voivodship are low productivity (almost four times lower than the national average), low quality of products offered and over-employment. To a large extend it results in low educational level among inhabitants of rural areas (over 55% do not have even secondary education) and low economical activity. Farms are small and unprofitable. Podkarpackie Voivodship is also characterised by rich nature, landscape and culture and is included into the group of important regions for tourism development in Poland. Due to these factors tourism should be regarded a prospective field of socio-economic development of the region. That is why the tourism can become a significant factor stimulating economic and social development of the Voivodship in the near future. Tourism sector is characterised by strong competitiveness. The quality of services offered by SMEs operating in the tourism sector influences the attractiveness of individual local communities. That is why activities of SMEs should be supported. Among total number of people unemployed there is over 40% with vocational school background. There has been an increase of employers’ expectations with regard to qualifications of potential employees with vocational school background in the recent years. Enterprises are searching for workers with numerous practical skills. One of the most important problems on Podkarpackie labour market is a great number of unemployed young people graduating from vocational schools (over 33%). Specialised secondary schools established in the framework of educational system reform – mainly on the basis of former vocational schools – do not have adequate didactic resources as well as equipment for appropriate vocational training. Activities aimed at improving vocational education of young people will allow to improve connections between education institutions and the labour markets. All these targets are in accordance with main priorities of Strategy of the Development of Podkarpackie Province for years 2000 - 2006. Main problems of Podkarpackie Voivodship in the area of HRD are the following:

- significant hidden unemployment in rural areas,
- low level of education and professional qualifications of the workforce,
- low level of economic activity and entrepreneurship among inhabitants,
- employment reduction plans related to restructuring of educational system and the health service,
- difficulties the graduates encounter while searching for work,
- limited access of vocational schools to information on labour market changes and trends,
- fragmented knowledge of institutions about labour market that renders data utilisation impossible and constrains the development of policy on both local and regional levels.

8. LÓDZKIE REGION

The Łódzkie Voivodship is located in the central part of Poland and it has a population of 2.673 thousand people (it approx. constitutes 7% of the country’s population), who live in 18 urban centres, 24 municipal and rural communes, and 135 rural communes. It is a region with the densest population and the highest level of urbanisation in Poland. Problems of the Łódzkie labour market have been mainly effected by the recession in the dominant sectors of the Region, in particular in the textile, clothing and leather industry. The restructuring processes undertaken so far have resulted in many job losses. In 1999, enterprises from the light industry sector announced their plans of making 5.797 employees redundant. The restructuring has also affected the fields of education, public administration, health service, and the Polish State Railways. These sectors also significantly contribute to the increase in unemployment of the employees who face group redundancies. By the end of December 1999, 10 505 ex-employees from the three sectors listed above were registered as unemployed. It is expected that by the end of 2000 and in 2001, the Polish State Railways will have implemented numerous group redundancies. High unemployment rate, which reaches 14.1% of all inhabitants at the working age, significant diversification of the unemployment structure on local labour markets, and high unemployment of women (57%), and youth (35% - mainly graduates of post-secondary schools and secondary technical schools) are characteristic for the complicated situation in the Łódzkie’s labour market. Low level of education and insufficient of inappropriate vocational qualifications of both the employed and unemployed are also characteristic for this Region. This is due to the fact that the type of education offered in high schools is not meeting the needs of the market. Small and medium sized enterprises (98.9% of all businesses) are one of the basic employers for a significant number of the City of Łódz and the Region’s community members. At the same time, these enterprises are most vulnerable to economic fluctuations and not
resistant to changes in market environment, which as a result leads to problems with maintaining and developing jobs they have managed to generate. Local governments and business environment institutions have very limited funds and often are the only institutions which can support SMEs.

Due to the continued restructuring of the economy, further redundancies envisaged in the public sector, and inflow of persons from the demographic explosion, the problems presented above will intensify during the next years. In order to combat or limit negative outcomes of these phenomena, the Region must undertake the actions which: (i) increase employment opportunities for the groups vulnerable to unemployment by adjusting their qualifications to the needs of the labour market, and stimulate entrepreneurship, (ii) assist SMEs in adjusting to the requirements of the labour market and increasing their competitiveness. Measures envisaged by the project respond to the above problems on the labour market. The tasks planned under measure 1 target information and career advice, re-qualifying or enhancing professional qualifications of those vulnerable to exclusion from the labour market. It includes training in the area of searching for work and getting employed, training and guidance for those who plan starting their own business, and job-broking services for trainees of the courses run under this Component. The actions planned under measure are to strengthen competencies of SMEs operating in the sector of computer-related services. In Lódzkie Voivodship there are 1373 such firms employing up to 9 staff members, 17 firms employing 10 to 49 staff members and 8 firms employing 50 to 249 staff members. The computer sector is particularly interesting due to fast development of modern production and information technologies, and due to the prospects of arising demand for specialists with qualifications needed for new technological solutions. So called “job rotation”, which is to facilitate close co-operation with employers, is the base mechanism in Component II: One of the priorities of the National Action Plan for Employment for 2000-2001 is the introduction of job-rotation programmes to the “menu” of regular services provided by local labour offices. Job-rotation mechanism is based on cooperation with employers. Employees of a given employer are offered training to upgrade their skills. At the same time local labour office delegates unemployed persons to on training in the companies (offers temporary employment). This type of programmes proved to be very effective in the Member States: job-rotation helps to promote competitiveness and adaptability of companies (thanks to staff training) and at the same time to increase employability of the unemployed. The research in the EU shows that 75% of substitutes (unemployed who took over vacant jobs) find employment after completing the period of replacement. Job-rotation concept was deemed one of ten “Best practice models” at the EU Employment Summit in Luxembourg in November 1997. It already forms a part of mainstream labour market policies in several EU countries being integrated into legislation and national programmes. This Project is social and economic in nature. It will help employees in enhancing their qualifications, increase working efficiency and the potential of employment of the firms, which will participate in the programme.

- **Job-rotation scheme**

  Acquisition of Computer-related Skills – pilot implementation of the “Job Rotation” project

  A group of companies will be identified and will be assisted in skill gaps identification. In co-operation with local employment offices the group of unemployed persons will also be identified. They will receive appropriate consultation and training, which will provide them with the “right” qualifications needed for a specific job. This unemployed will work as substitutes in the identified companies upgrading their skills and obtaining necessary work experience. At the same time, regular employees of the selected employer will undergo training courses designed in line with the needs identified by the employer, during which they will be able to enhance their existing skills or develop new ones. The following actions will be implemented under this Component: (i) Identification of the needs of SMEs (diagnostic consultations). (ii) Consultations for the unemployed in order to select a group of candidates to fill the positions. (iii) Training for the unemployed (future substitutes). (iv) Training SMEs staff members in the context of the needs diagnosed. (v) Temporary employment of the trainees (substitutes) for the max. period of 6 months.

9. **LUBUSKIE REGION**

The population of Lubuskie region is 1,023.5 thousand. 60% are people in their productive age, 28% in their pre-productive and 12% in their post-productive age.

The economic structure of the region can be characterised as follows (according to the Zielona Góra Statistical Bureau data as of the end of 1999):

- significant percentage of the SME sector (99% of all economic entities, almost 75% of all employed);
- the predominance of private companies (they constitute 96% of all companies);
significant (one of the highest in the country) percentage of the service sector (87% of all economic entities, 51% working in the national economy);
- relatively robust area and production structure of agriculture (the percentage of big and very big farms in the region is 15% and is higher than the country’s average).

The main problems of the region related to human resources are as follows:
- relatively low level of education and professional qualifications among workers;
- limited access of vocational schools to information on changes and new trends on the labour market;
- difficulties graduates face when they look for a job;
- high unemployment rate (the Lubuskie region is ranked second in the country as far as unemployment rate is concerned, 19.4% as of the end of September);
- decline in the professional activation opportunities of people from groups threatened by permanent unemployment;
- fragmentary knowledge of the labour market as accumulated by different institutions renders dynamic utilisation of data in order to implement integrated development policy impossible both at the local and regional level.

One of the main problems of the Lubuskie labour market is the number of unemployed graduates. The analyses of unemployment issues among graduates indicate the following obstacles on their way to professional activation:
- lack of jobs,
- lack of skills to operate on the labour market,
- common inability to choose a profession and further professional career consciously,
- little knowledge of the current labour market situation,
- qualifications incompatible with the needs of the labour market.

At the same time, the present job counselling system is not sufficient. It is imperative that the infrastructure as well as the qualifications of job counsellors are constantly improved.

For several years now we have been witnessing the intensive adaptation of educational courses to the needs of the labour market. It is a dynamic process. Nonetheless, some educational courses are not fully compatible with the labour market needs. The major drawbacks refer to:
- the upgrading of the practical knowledge of vocational courses teachers in relation to the introduction of new technologies and solutions,
- teaching aids (especially those relating to modern technologies and work techniques instruction).

Lack of funds in the educational sector, especially in relation to the vocational training at school workshops. The result is that graduates possess only theoretical knowledge of their professions and their practical skills are acquired using outdated equipment, often no longer in use in the industry.

Quickly changing enterprise operating methods, and especially the dynamic introduction of cutting edge technologies, all make the education and qualifications of staff, including managerial staff, outdated. Companies which are at a loss to adapt to the new conditions become ineffective and lose their competitive edge. The market pressure becomes unbearable, lay-offs follow and eventually they file for bankruptcy. In this way they contribute to the increase in the unemployment. As a result, SMEs face the biggest development obstacles. Their potential is based primarily on human capital. A decline in staff qualifications jeopardises their proper development.

The increasing unemployment rate in the region, which is caused by the influx of professionally passive people into the labour market (especially young people from population boom) and a decrease in the number of jobs, has worsened the already poor situation of those from groups threatened by permanent unemployment. These groups comprise mainly women, rural area residents, and young people, including graduates.

These people who are very often unemployed for a longer period of time can be characterised as:
- having difficulties in adjusting to the modern labour market requirements,
- having weak motivation to seek and maintain employment,
- lacking necessary qualifications or having qualifications which are outdated,
- having lost job-related habits, a result of long-term unemployment.

At the same time, these people face serious obstacles during their search for employment and without the institutionalised support they are very unlikely to find employment again.

The changes in the economic operation of the region’s companies and the four reforms launched by the government have often worsened these people’s financial status. In order to adjust to the new
conditions, economic entities introduce reform schemes, which are very often based on the employment system restructuring. People laid off for restructuring reasons find it very difficult to be re-employed which, in turn, is brought about by the difficult state the Lubuskie labour market is in. Another factor which further complicates the situation is the lack of flexibility caused by getting accustomed to the performed job and the loss or lack of skills necessary to operate efficiently on the modern labour market. Compiled data suggests that the restructuring will have the largest scope in relation to the health sector, educational units, the Polish National Railway (PKP), military units, and the industry, especially in the machines and equipment production branch (e.g. the liquidation of ZM „URSUS” in Gorzów Wielkopolski and Daewoo-owned plants in Kozuchowo).

10. ZACHODNIO-POMORSKIE REGION

The location of the Zachodniopomorskie province in the north-west part of Poland is an important factor that has shaped its development. It is part of the Baltic region and borders to the west on Germany, to the east on Pomorskie province, to the south on Wielkopolskie and Lubuskie provinces, and to the north, via the Baltic Sea, on Denmark and Sweden. The proximity of the border means that the Province is located at the crossroads of transit routes from Germany and Scandinavia to eastern and southern Europe. In terms of geography, the Province can be divided into three areas: the sea coast, the plains, and the lake area. The Province has an abundance of forests (35.2% of the Province area in comparison to a national average of 28.2%) with special economy, leisure, and ecology values. The Zachodniopomorskie province in its present shape was created after combining Szczecin and Koszalin provinces and 11 municipalities of Gorzowskie province, 5 municipalities of Płska province, and 3 municipalities of Słupskie province. At present it includes 114 municipalities and 20 counties (3 town counties and 17 land counties).

The Zachodniopomorskie province is at the crossroads of important international transport routes. Border crossing points additionally enhance the accessibility of the Province. In the vicinity of the border there is the largest number of border crossings in the country: 22, including all their types: 8 sea crossings, 9 road crossings (including 3 for limited border traffic), 1 railway crossing (double), 3 river crossings, and 1 air crossing. The border location also has a direct impact on the economic development of the western part of the Province, as it is here that potentially convenient transport routes meet (land, sea, and inland navigation routes) that have an impact on the efficiency of transportation and on investment decisions taken by both Polish and international entrepreneurs.

The Zachodniopomorskie province has 1,732,600 inhabitants (as of March 2000). The population density is low and amounts to 76 people per 1 km² (Poland average: 124 per 1 km²). There are, however, large disproportions between urban areas, where the population density reaches over 1000 people per 1 km², and rural areas with fewer than 30 people per 1 km². Inhabitants of urban areas constitute 70% of the population (Poland average 62%), which ranks the Province among the three most urbanised Polish provinces. The Zachodniopomorskie province, in comparison with other regions, is marked by limited population, especially outside the Szczecin conurbation. The Zachodniopomorskie province is one of the well-developed provinces that have a large economic potential, although the unemployment rate in the province is much higher than in, say, Mazowieckie, Słaskie, or Wielkopolskie provinces.

In comparison with previous years, the high rate of unemployment has remained stable, which ranks the province 13 in the country with the unemployment rate of 18.4% (as of September 2000) against a national average of 14%. Such a figure reflects very large disproportions in the socio-economic development of the region where beside dynamic conurbations (Szczecin, Koszalin) there are areas plagued with structural unemployment. The unemployment rate varies in specific regions from 7.6% in Szczecin to 30.5% in Swidwin.

Major social and human resources problems:
- growth of the productive group by more than 100 thousand people combined with a 130-thousand-people unemployment will lead to serious problems on the labour market; finding jobs for such a mass of people will be a major issue to be solved over the next couple of years,
- fall in the number of school-aged children by 67 thousand and in the number of high school youth by 39 thousand will cause serious problems in the education system,
- significant degree of hidden unemployment in rural areas,
- low level of education and professional qualifications among the employed,
- low level of economic activity and entrepreneurship among the population,
- deepening reduction of employment related to the implemented reforms in the education and health services, the railway company, and in public sector enterprises,
problems among graduates to find a job,
vocational schools having a limited access to information on changes and trends on the labour market,
increase in the number of areas threatened with structural unemployment,
forecasted work force reductions in companies such as: PKP (the state railway company, total number from 2000 to 2003 – some 3,600 people), chemical industry companies, including Zaklady Chemiczne Police (Police Chemical Plant), Wiskord, shipowner companies of the merchant marine or ferry operators, as well as marine fishing companies.

11. OPOLSKIE REGION
The Opolskie province is located in the south-western part of Poland and occupies the area of 9,412 sq. km. which is 3% of the area of Poland. The population is 1,088.4 thousand which is 2.8% of the population of Poland. As of September 2000 there were 63,904 registered unemployed. The average unemployment rate in the Opole region is 14.2%; it is the lowest in the Opole municipality: 8.7% and the highest in the Namysłów municipality: 22.5%. The main problems of the Opolskie province related to the human resources are: significant unemployment rate in rural areas; low level of education and poor professional qualifications among the unemployed; the reduction in employment related to the restructuring of railway transport companies, construction materials sector, as well as education and health system reforms; young people’s qualifications are not adjusted to the labour market needs; limited access of vocational schools to information on the labour market changes and trends; ineffective system of information exchange between the labour market partners.

12. MALOPOLSKA REGION
Malopolskie Vojvodship is one of the most diverse regions in Poland in relation to its economic development. It has a significant economic and social potential in comparison with the rest of country—it produces 7.4% of GNP which makes it fourth in comparison with other regions in Poland. However, many economic sectors are based on traditional methods of production, e.g. labour, material and capital intensive way of production with a low level of international competitiveness. Particularly disadvantageous for the development of modern labour markets is the structure of employment—sector I (agriculture, forestry, fishing) employs as many as 34% of the total number of those employed, sector II (industry and construction) 25 % and sector III (services) over 40%.

For the last ten years, the economy of Malopolska has undergone, along with the national economy, the process of transformation. The major objective of the restructuring process is the provision of conditions facilitating rapid changes in enterprises and as a result increasing the efficiency of management and an increase in competitiveness. In spite of noticeable positive changes and increased significance of new industry, bringing about technological and organisational progress, e.g. cable, telecommunication, computer, pharmaceutical and printing industry; the basis of the economy of Malopolska rests traditional sectors, including metallurgy, heavy chemicals, mining and metal industry. The already started restructuring process has a significant impact on the labour market and the level of unemployment in the region. It concerns also other sectors of the economy, such as health care, education and also recently started restructuring of unemployment in PKP (Polish State Railway). The majority of persons made redundant during the restructuring of the sector, share the common problem of having professional qualifications which are not in demand anymore on the labour market. Some of them can be employed in other sectors while the others have to attempt to change their professional qualifications or enhance their skills, which will improve their employability.

In the longer perspective a solution shall be found for the basic problem of the Malopolska economy which is agriculture. From the social point of view, Malopolska may be considered an agricultural-industrial region. Besides the high rate of persons employed in agriculture, Malopolska has one of the lowest urbanisation rate for Poland and the smallest sizes of farms. The average Malopolska farm consists of 3.2 ha of land, which is about ⅕ of the national average. Over 85% of farms is smaller than 5 ha. Malopolska has the highest rate of persons employed in agriculture for every 100 ha, UR-55.4 persons with the national average 23.4. Only 16% of farms produce exclusively for the market. With these kind of rates, agriculture in Malopolska can not compete with other more developed agricultural regions. Therefore the restructuring process shall deeply redefine not only the structure of farming but simultaneously include inhabitants of rural areas and adjust their skills and qualifications to the needs of modern market economies. In habitants of rural areas are poorly educated, lack qualifications for employment beside agriculture, which affects their employability.
The data listed above shows the urgent need of activities aimed at changing employment structure, particularly in the Malopolska villages with a view to creating new jobs besides agriculture. An analysis of the structure of business in Malopolska and of the tendencies in the labour market clearly indicates that the present and future source of new jobs will be SME’s. SME’s consist of 99.9% of all enterprises operating in the Malopolska market, they employ 92% of the total number of Malopolska employees (mainly in industry—52%, trade and repairs—19%, construction 14%), but at the same time they make up only 21% of Malopolska financial inputs to the budget and 32% of Malopolska export. Therefore its necessary to support the development of this sector, which is highly influenced by the economic situation at the market and which requires activities supporting its stable future development. A significant measure of support is human resources development in SME’s, enhancement of qualifications, transfer of skills enabling adjustment of undertaken activities to the demand of the market. It is particularly important in relation to the restructuring of rural areas, where the low professional qualifications of rural inhabitants lowers the efficiency and competitiveness of these companies. Therefore there is a special need for protecting the existing jobs and creating new workplaces besides agriculture in these territories.

In spite of the relatively low level of unemployment in Malopolska, the observed tendencies in unemployment may raise doubts for the future. Already now ¾ of unemployed persons are those returning to labour offices and almost ½ of those presently unemployed for over a 12 month period. The differences between particular local labour markets are quite significant. There is a misleading picture of unemployment in Malopolska resulting from the dominating position of the labour market in Krakow and the labour markets of the former capitals of the former vojevodships that comprise it, while a different picture is presented in the strictly agricultural powiats situated farther from big cities and more developed labour markets. It should be stressed that rural inhabitants make up almost 60% of the total number of unemployed persons in the region (while the national average is 43%) and 25% of these have only a primary school education. Also the structure of unemployment is very disadvantageous, a high proportion of the unemployed are young people. Malopolska has one of the highest rates of young unemployed people in the country, and the proportion of recent graduates in the total number of registered unemployed persons is three times higher than the national average. This statistic shows the problems which young people are facing when looking for their place in the labour market, and this is still the most active group of job seekers.

The present situation and changes which the labour markets have recently undergone require necessary changes in education. This is one of the most important reasons why the education reform was introduced. From the point of view of the labour market, the most important aspect of the reform is to prepare young people for future jobs in such a way that there first contact with the labour market and active professional life will not start in the labour office with their registration as an unemployed person. Therefore the objectives of the education reform include: equal educational chances, popularisation of education at the high school and university levels, creation of conditions promoting a high quality of education, as well as adjustment of the profile of education to the needs of the labour market. The basic problem for the Malopolska region is the progressing disparity between young people from the cities and rural areas in terms of their access to university education. In this respect, an important objective may be the introduction of a system of continuing adult education as a possible option for a growing information society, which is flexible in responding to requirements of the labour markets. The development such a system strongly depends on organisational and financial aid for the activities undertaken by local governments which shall be provided by other partners and in particular from aid money.

The analysis conducted by the regional labour market indicates that the problems described above may become a significant threat for the stable development of the local labour market. Therefore the suggested projects attempt to solve of these problems providing assistance for the crucial areas, but also for those which can stimulate development revitalising of the local labour markets.

13. MAZOWSZE REGION

Mazowsze Voivodship is characterised by a significant differentiation of local labour markets both in terms of territory, population, economic development, as well as in terms of the number of unemployed persons, level and structure of unemployment. These differences result from the diversification of the five former vojevodships which on 1 January 1999 were united to create the new Mazowsze Voivodship.
Statistical data for the whole Mazowsze Voivodship define Mazowsze as a region threatened by relatively low unemployment. This statistical picture is dominated by Warsaw which hides important problems of the remaining labour markets in the region.

Although the unemployment level in Mazowsze Voivodship is one of the lowest in the country, the situation in particular powiats of the region looks very different. In September 2000 the unemployment rate for Mazowsze Voivodship was 10.4% (with the national average at 14%), while the unemployment rate for the region, with the exception of Warsaw, estimated by the voivodship labour office was 15.1%. The unemployment rate higher than the national average was observed in 28 powiats (including towns with powiat rights), while for four powiats it reached a level exceeding 20%.

The Mazowsze Voivodship, the largest region in the country, with regard to the territory and population has the most territorial units in Poland. In total there are 325 gminas (46 urban gminas, 47 urban-rural gminas and 232 rural gminas), 38 powiats and four towns with powiat rights.

The territory of the voivodships consist of 35,597 square kilometres, 11.4% of the total territory of Poland. At the end of 1999, the Mazowsze region was inhabited by over 5 million persons (13.1% of the total Polish population) and 52% of them were women. Rural inhabitants make up 35.8% of the regions population, while—excluding Warsaw—the share of persons residing in rural areas rises to 53%.

The arable land of the Mazowsze Wojewodships consists of 2,395,095 ha, which is 67.1% of the total area of the Voivodship (in the country 45%). The Mazowsze region has the largest area of arable land in the country, 12.9%.

According to the General Agricultural Census of 1996, the Mazowsze region has the highest number of farms—297,964, 14% of the national total. The average Mazowsze farm consists of 7.2 ha of land, but the dominating farms are small not exceeding 5 ha (more than 44% of the total number of farms). Almost 25% of the total number of persons employed in the region work on individual farms. After excluding Warsaw, the share of persons employed in individual agriculture rises to more than 42%.

Considering the above listed information, it can be said that a significant threat to the Mazowsze labour market will be the inevitable changes related to the restructuring of agriculture.

From December 1998 to September 2000, the share of unemployed persons living in rural areas rose by more than 30%. Already now the share of unemployed persons living in rural areas as part of the total number of unemployed persons in the region is high (45.4%).

Unemployed persons living in rural areas make up a group that requires particular support, mainly due to:

--the high number of these kinds of unemployed persons in the total number of unemployed,
--low mobility of the members of this group,
--low level of qualifications resulting in problems with employability

An important problem from the point of view of the labour market is the unemployment among young persons. Unemployed youths below 24 years of age made up in September of 2000 more than 29% of the total number of unemployed persons in the region. About 20% of unemployed young persons are unemployed graduates.

Such a significant share of young persons among the unemployed is caused by the fact that:
--graduates face a very special situation when entering the labour market, they have theoretical knowledge but practical skills the requirements of the labour market, while employers search mostly for candidates with practical experience; persons from the demographic boom are reaching employment age;
--the present model of education does not encourage activity of young persons, many of them have a passive attitude, while some graduates have unrealistic expectations with regard to salary;
--vocational education system can not follow the dynamic change occurring in the labour market, therefore it produces for candidates for unemployment;

The continuous threat for the labour market are economic problems of companies, which result in redundancies of the employees. From January 2000 to the end of September 2000 404 employers announced their redundancy plans concerning about 20,000 persons.

One of the characteristics of Mazowsze labour market is the low level of education and insufficient or improper professional qualifications. 70% of the total number of unemployed in the region have education below the high school level (e.g. trade school or completed or uncompleted trade school).

The reason why the share of unemployed persons with low qualifications is so large can be linked to the following:
--neglected education (lack of general and professional knowledge) of the particular social groups linked to the lack of opportunities for continued education,
--low educational and professional aspirations of many social groups,
--inadequate qualifications of potential employees for the present high requirements of the labour 
market, caused by an insufficient education system, particularly in relation to trade schools.
The low level of education and professional qualifications is the main reason why so many people 
remain jobless for extended period of times. A person unemployed for a long period of time, e.g. 
remaining jobless for longer than 12 months, make up 46% of the total number of unemployed in the 
region ( if Warsaw is excluded 48 %).
In addition:
--long-term unemployment concerns mostly persons with a below high school level of education ( over 
74% of the total number of long-term unemployed persons),
--long-term unemployment concerns mostly women (about 63% of the total number of long-term 
unemployed persons).
In the Mazowsze Voivodship there is an exceptional number of companies. By mid-2000, 517,400 
economic undertakings were registered ( 60.5 % of the total number of companies registered in Poland ). 
Active small and medium enterprises operating in the territory of Mazowsze Voivodship created in 1998 
makes up about 60% of the total number of companies registered in the REGON. They consist of 16.3% 
of the total number of SME’s registered in Poland.
SME’s, which in the present situation on the labour market should play a leading role in job creation, 
face many problems in sustaining the number of jobs and with further development. In many cases it 
results from the lack of skills and difficult access to information about market principles ( many of these 
companies remain in state of liquidation or bankruptcy). Therefore its important to provide support for 
this sector. At the present moment, SME’s can obtain assistance only from the local government and 
from institutions operating in the business environment, but these entities don’t have sufficient financial 
resources to alter the situation of SME’s.

14. POMORZE REGION
Pomorskie Voivodship, located in the northern part of Poland, comprises 18,293 square kilometers which 
makes it the eight largest region in the country. Pomorskie Voivodship was established on 1 January 
1999, uniting the former Gdanskie, Slupskie wojewodships and a significant part of Elblaskie Voivodship 
as well as the gminas Chojnice, Brusy and Czersk of the former Bydgoskie Voivodship. Areas which 
were united differ in terms of its economic potential, absorption and structure of local labour market, 
technical infrastructure, business environment and the effectiveness of socio-economic transformation 
process.
The former Slupskie, Elblaskie and Bydgoskie Voivodship have significantly lower economic potential 
and very high unemployment rate in comparison in comparison with the former Gdanskie Voivodship. 
About 50% of the total area of Pomorskie Vojvodship is threatened by a high structural 
unemployment rate. In Pomorskie Voivodship there are 196, 700 economic subjects registered (as of 
31 October 2000) but 71% of those subjects operate in the territory of the former Gdanskie Vojvodship. 
In terms of density the situation is similar 67% of the inhabitants of Pomorskie Vojvodship live in the 
former Gdanskie Vojvodship and 70% of the total working population.
Pomorskie Vojvodship has four major cities with high density and extensive rural areas. Rural areas, 
particularly those located in the former Slupskie and Elblaskie Vojvodships generate high 
unemployment, usually in the territory of the former state owned farms (PGR). 
The high unemployment rate observed in the Pomorskie Vojvodship ( about 15.5 % as of 30 November 
2000) and its growing tendency ( during the ll months of the year 2000 unemployment rate rose from 
13.8% by 1.7%) indicate the imbalance of the labour market. The unemployment rate is decisively rate 
higher the national average (which is 14.5 % as of 13 November 2000).
In Pomorskie Vojvodship the level of unemployment differs by territory. Besides the Gdansk 
agglomeration with a low unemployment rate ( Gdansk—6.2%, Sopot—5.7%), there are several powiats 
with an unemployment rate twice as high as the national average: powiat Czuchowski – 32 %, powiat 
Nowodworski – 31.9%, powiat Malborski – 28.7%, powiat Bytowski – 29%. The listed areas with such 
high unemployment are the powiats directly neighbouring with the regions experiencing the most difficult 
situation in the labour market, i.e. Warmia-Mazuria Vojvodship (23.7 % unemployment rate), Zachodnio-
Pomorskie Vojvodship (19.8 %) Kujawsko-Pomorskie Vojvodship (18.7 %) as of 30 November 2000. 
Besides the territorial differences, the unemployment in Pomorskie Vojvodship has a disadvantageous 
structure: A large percentage of unemployed women ( 59.8 % of the total number), a high percentage of 
rural inhabitants ( 44.2 %) and young people under 24 years of age ( 29 %). At the same time,
unemployed persons with low qualifications: primary school level or uncompleted primary school level make up 35.5 % of the total number of registered unemployed. Long-term unemployment is a serious problem in Pomorskie, 40.8 % of the total number are those who have been unemployed for longer than 12 months. This influences the progressive economic stratification and in particular it leads to the consolidation of areas of unemployment and poverty which becomes the source of social pathology.

Organisation of the beginning of special training for the management of chosen small and medium enterprises should ensure their better adjustment to the changing demands of the market and competition. Simultaneously, chosen enterprises with the highest job creating potential should develop and create a significant number of new workplaces.

All activities related to retraining and job counselling for target groups threatened by unemployment and unemployed due to the process of restructuring in enterprises have significant impact. Training and counselling regarding self-employment for persons from risk groups described above may provide a solution to unemployment. Training and counselling services which are adapted to conditions and opportunities in the local labour market should increase the employability of persons threatened by unemployment and should significantly support the creation of new jobs related to the creation of new businesses by the unemployed and persons threatened with unemployment.

The previous experience from the last few years, when the state (using significant financial resources) has undertaken activity defined by law aimed at limiting the scale of unemployment easing its negative effects and achieving economic and social cohesion, shows that the effectiveness of the previously undertaken activities and dispersed public funds depends on partners operating in the local labour market. Special programs for the labour market which are initiated and implemented in co-operation with local partners including NGO’s as well as local initiatives, taking into account different possibilities and potentials of the partners, display new opportunities and synergy. In addition, in the structures of NGO’s there is a process of rapid maturing of volunteerism, which—on the one hand—will help the provision of local services, and—on the other hand—provides an occupation for retired persons.

15. WIELKOPOLSKA REGION

The territory of the Wielkopolska Voivodship consist of almost 30,000 square kilometres, what makes it the second largest region in Poland (the largest region is Mazowsze Vojvodship). In terms of density Wielkopolska region (with its 3,350,000 inhabitants) is subsequently the third largest region in the country, following the Mazowsze and Silesia regions. 58% of the total population of this region live in urban areas while 42 % reside in the rural area. Wielkopolska Vojvodship comprises of 31 powiats (including 4 towns with powiat rights) and 226 gminas (19 urban gminas, 89 urban-rural gminas and 118 rural gminas).

Working population of Wielkopolska consists of 1,367,000 employees, while 320,000 of them work on individual farms. About 9% of total number of persons employed in Poland beside agriculture are employed by Wielkopolska companies and almost 8% of Polish private farmers work on Wielkopolska individual farms.

There are about 250,000 companies registered in Wielkopolska region, 6,500 entities from the public sector and 170,000 of small enterprises employing less than 9 persons. Majority of them are engaged in trade or production activities.

In September 2000 the unemployment rate for Wielkopolska Vojvodship was 11.5 %, one of the lowest in the country (following Mazowsze with 10.4% and Malopolska with 11.1%). At the end of September 2000 – 180,058 persons were registered as unemployed in labour offices and 58% of them were women, 47% inhabitants of rural areas, 8% graduates, 1.7% disabled persons.

Information presented above shows that Wielkopolska labour market provides relatively good conditions for development in comparison to other Polish regions. Favourable location and its economic potential still generates interest for investing. Sector of small and medium enterprises (SMEs) is still an important source of jobs although recently its dynamic of growth has diminished. Some of SMEs have doubts concerning their economic position in next few years. It results in low competitiveness and problems with co-operation.

Wielkopolska Vojvodship is very diverse in terms of its internal structure. Average data for the whole region hides great differences between 31 powiats. The lowest unemployment rate is observed in Poznan powiat 3.6% and the highest in Zlotow powiat 22.6%. Such differences stress the need for undertaking actions towards social and economic cohesion of the region.

Problems observed on Wielkopolska labour market are similar to problems occurring in other regions, such as:
- difficulties in finding jobs for increasing number of graduates
- remaining dominating position of women among unemployed persons
- expected redundancies related to the restructuring of certain sectors – Polish State Railways (PKP), education system, health care
- low mobility in terms of occupational re-orientation and re-training of persons threatened by unemployment (in particular inhabitants of rural areas)
- low level of entrepreneurship among Wielkopolska inhabitants (particularly among persons residing in small towns and villages)
- decreasing competitiveness of small enterprises due to the lack of appropriate qualifications, knowledge about mechanisms and different factors influencing labour market, difficult access to new technical solutions,
- remaining problems with re-entries to the labour markets by persons which were excluded from the market for an extended period of time,
- lack of knowledge about local and regional labour markets, hindering efficiency of preventive measures undertaken at the labour market

In order to reduce negative results of the factors described above, it is necessary to undertake activities which will support labour offices in their efforts towards registered unemployed persons and will develop preventive measures for counteracting increasing problems faced by labour markets. Implementation of direct objectives set in Vojvodship Program for the Development of human Resources is an example of such activities. They aim at supporting local communities in their efforts for limiting negative effects of turmoil occurring at the labour market.

Beneficiaries of the implemented project will include the following groups: graduates of trade schools living in small towns and villages, unemployed women of age 35 and above, also residing in small towns and rural areas, disabled persons with serious disabilities, employees of SME’s facing economic difficulties, teachers having job counselling and career planning classes, employees of local governments and social partners involved in preparing local development programs.

Implementation of the project will be closely co-ordinated with the Development Strategy for Wielkopolska Vojvodship and with activities undertaken by powiat labour offices (loans, counselling, temporary employment, continuous support for beneficiaries) as well as with other activities undertaken by Vojvodship authorities.

16. DOLNY SLASK REGION
The major problem of the region is a difficult situation at the labour market, including high unemployment rate (17% in September 2000 while the national average was 14%), structural unemployment on 50% of the region territory, high unemployment among women and persons living in the rural areas. The most disadvantageous feature is a large share (71%) of unemployed persons with low level of education (primary and trade school level) in total number of unemployed persons. Also the present educational structure causes some of the problems since it does not match the requirements of employers, especially since the whole region economy undergoes deep structural changes. Main shortcomings related to human resources include:

- insufficient level of economic activity and entrepreneurishment among inhabitans of the region,
- low mobility especially in terms of occupational re-orientation related to restructuring of sectors,
- high unemployment hidden in rural areas and over-manning in companies which are yet not restructured
- insufficient number of well educated managers and well qualified staff, familiar with new organisational and management techniques for SMEs, particularly in relation to human resources management,