1. Basic information

1.1. CRIS Number: 2002/000-580-06.04

1.2. Title: Promotion of employment and HRD – regional project

1.3. Sector: Economic and Social Cohesion

1.4. Location: Poland

2. Objectives:

2.1. Overall objective:
Promotion of employability, adaptability and entrepreneurship – pilot implementation of regional ESF-type of measures. The project will address significant problems on the Polish labour market (unemployment, sector restructuring, skill gaps and quality of HR) and particular needs of individual regions. Therefore, the project will assist the accession process in the field of employment policy. The project will also strengthen administrative capacities of regional authorities and local service providers to implement ESF programmes after the accession.

2.2. Immediate objectives:
Tackling regional labour market problems:
1. Vocational reorientation of the unemployed and persons at risk of unemployment as well as persons living in rural areas
2. Development of local employment partnerships
3. Adaptability promotion - improving quality of SMEs human capital
4. Entrepreneurship promotion – encouraging business activities

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 Preliminary National Development Plan:
The project is in line with the regional priorities of the National Strategy for Employment and Human Resources Development 2000-2006. The general objectives of the Strategy have been translated into detailed operational objectives, which are in line with the ESF policy fields:
1. Prevention of unemployment - active labour market measures
2. Promotion of social inclusion (actions aimed at the most vulnerable groups)
3. Developing life-long learning system
4. Promotion of adaptability (improving skills of SMEs’ employees in particular) and entrepreneurship (support to start-ups)
5. Positive actions for women

The priorities are incorporated into Preliminary National Development Plan 2002-2003 (PNDP), which envisages that pre-accession funds will support all the above mentioned objectives. The PNDP 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 assure regional economic and social growth is Human Resources Development. The HRD projects implemented under regional programmes will concentrate on following objectives:
• Prevention of unemployment - active labour market measures
• Promotion of adaptability (improving skills of SMEs’ employees in particular) and entrepreneurship (support to start-ups)

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 up to 17.6% while the employment rate fell to 46.5% in 2001. Despite improved economic situation, 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) is emphasised in the Joint Assessment Paper of Employment Priorities in Poland. 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).

The project responds to the particular needs of individual regions and also to the operational and is complementary to the actions undertaken within the National Human Resources development project. Implementation of the project will significantly widen and enrich the offer to the unemployed and other persons with difficulties on the labour market. The adopted approach (regional service 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 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 are provided before persons become unemployed, SME staff training (sustaining the jobs) as well as encouraging concerted actions of public, voluntary and private stakeholders to tackle unemployment (partnership development). The other purpose of the implementation of this project fiche is preparation to the ESF absorption. Therefore proposed activities are in line with planned measures to be implemented under the Regional Operational Programme. Measure 1 Vocational reorientation of the unemployed and persons at risk of unemployment as well as persons living in rural areas – provision of employment services

This measure is aimed at supporting the labour market integration of the unemployed and persons threatened by unemployment, especially graduates and those living in rural areas. 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). One of the most important activities of the regional authorities in the area of the active labour market measures should be the implementation of regional prevention programmes (complementary with national programmes), addressed to persons threatened by unemployment and aimed at increasing their professional mobility and vocational reorientation - particularly addressed to inhabitants of rural areas - occupants of small, inefficient agricultural holdings (according to data from 2000 it is estimated that „hidden unemployment” in rural areas includes approximately one million persons) and to persons threatened by redundancy due to restructuring/crisis in particular sectors not covered by government sector restructuring programmes.

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 poviat labour offices and are not participating in the Labour Fund-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. 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. The actions under the measure will consist of the services provided by non-public
institutions within a framework of regional schemes to individuals. Services will include vocational guidance, training, on the job training, temporary employment, job-brokering and post-training assistance.

**Measure 2 Assistance to the development of local employment partnerships** This measure’s aim is to help local authorities, social partners and other local stakeholders to extend and develop their cooperation in terms of entrepreneurship promotion and counteracting unemployment. It will promote co-operation and social dialogue on the local level. The quality and efficiency of local initiatives and solutions depends on qualifications, knowledge and openness of local authorities and their partners (social and economic). Partners will receive TA and training. Priority will be given to poviats with the highest unemployment rates. Under this project activities already addressed under Phare 2000 and 2001 - attracting domestic and external investment, creating supportive environment for SMEs, designing local development measures, adjusting schools curricula to labour market needs (training of trainers included) – will be continued. 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 IT equipment only).

**Measure 3 Adaptability promotion - training for employees of SMEs**

This measure is aimed at improving qualifications of the SMEs staff in order to increase the SMEs competitiveness in key sectors and thus to sustain jobs in SMEs. Training services will be provided to employees as well as to managers / owners of the companies. This measure will be a substantial contribution (input) to the regional economic development strategies. 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.

**Measure 4 Entrepreneurship Promotion**

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), however priority will be given to young job-seekers. The integrated 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.

### 3.2.  Linked activities:

**The Labour Fund operations:**

The Labour Fund (LF) is a main financial instrument for implementing national employment policy. It finances passive and active labour market measures. The Fund is distributed by the Ministry of Labour 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 (poviat labour offices) are also responsible for delivering Employment Promotion Services (EPS). Training funded under the NLF and EPS provided by poviat labour offices are mainly provided to the registered unemployed. Services offered under the regional programme of Phare 2002 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 2002 will have a profound catalytic impact on the development of new instruments and services.

**Phare 2000/2001 “Economic and social cohesion” (Regional HRD projects)**

Regional projects under Phare 2002 constitute a direct continuation of measures implemented under the regional component of Phare 2001 (all 16 regions are covered) and projects funded under Phare 2000 in 5 regions of Poland. The projects support the same types of measures (services to unemployed and persons at risk of unemployment, training for SMEs, entrepreneurship promotion and encouraging local employment partnerships).

**Phare 2001 “Economic and social cohesion” (National HRD component)**

This project is concentrated on provision of individualised services to young job seekers (“Individual action plans for youth”).
Phare 2002 “Economic and social cohesion” (National HRD project)

Both HRD projects (national and regional) are directly linked with the five priorities of axis 5 of the Preliminary National Development Plan. In case of active labour market measures for unemployed and threatened by unemployment the regional project is supplementary to measures undertaken in the national project, addressed to the young job-seekers, social excluded groups and women.

Poland Rural Development Programme

Till 2001 the programme covered all regions in Poland. It was founded by the special budgetary reserve on the basis of the Council of Ministers regulation on the rules, conditions and procedures of supporting programmes initiated by local government entities from the state budget of 1 August 2000. Since 2002 programme will cover only 7 regions and will be co-funded by the World Bank Project „Labour Redeployment Programme” (Component B1).

Within the framework of the programme regional authorities (voivodship labour offices) receive funds for purchasing Employment Promotion Services (EPS) addressed to rural population (holders of small farms and unemployed from the rural areas). The main objective of the programme is to fight hidden unemployment in rural areas.

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).

Phare 2001 and 2002 – IB projects related to preparations for ESF absorption

Both the national and regional HRD Phare ESC 2002 projects are based on 5 policy fields of ESF and are treated as a pilot scheme for ESF. TA and training provided under IB projects will strengthen the links between current Phare interventions and future ESF operations.

3.3 Results:

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

- **11,396** persons will benefit from integrated guidance, job broking and training services. These will include: in kujawsko-pomorskie (800), swietokrzyskie (1100), warmia-mazury (760), podlaskie (720), podkarpackie (600), zachodniopomorskie (700), pomorskie (850), dolnoslaskie (720), opolskie (1988), malopolskie (1000), lubuskie (1000), lódzkie (700) and lubelskie (458) regions.

  It is assumed that app. 30% of beneficiaries will find jobs after the actions. The above assumptions are made on the basis of the achievement indicators obtained by the National Labour Office within the similar training programmes financed by the Labour Fund.

Measure 2


Measure 3

- **6,510** SME employees will be trained (kujawsko-pomorskie – 200, swietokrzyskie – 300, warmia-mazury – 600, podlaskie – 690, podkarpackie – 480, zachodniopomorskie – 250, pomorskie – 830, dolnoslaskie – 260, malopolskie – 1850, lubuskie – 1050)

Measure 4

- **3,430** persons will be assisted (trained) in setting up their small companies. These will include: in kujawsko-pomorskie (120), swietokrzyskie (300), warmia-mazury (200), podlaskie (320),
3.4 It is assumed that min. 10% of companies established due to training and advisory services will be followed for at least one year. The above assumptions are made on the basis of the achievement indicators obtained by the National Labour Office within the similar training programmes financed by the Labour Fund.

Activities

There will be 26 regional service schemes / contracts.

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

**Measure 1: Vocational reorientation of the unemployed and persons at risk of unemployment as well as persons living in rural areas – provision of employment services**

- integrated EPS:
  - pre-training assistance (recruitment, needs assessment, guidance)
  - vocational training services
  - practical training (temporary employment / on the job training organised under the agreements signed with employers)
  - training allowances
  - vocational guidance and post training assistance
  - job-broking

**Measure 2: 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 IT equipment only)

**Measure 3: Adaptability promotion - training for employees of SMEs**

- training for SMEs employees and managers
- advisory services

**Measure 4: Entrepreneurship Promotion**

- initial business training
- guidance on conducting economic activities
- training allowance
- relevant specialised training
- coaching after setting up a business

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 service - contracts:

Measure 1, 3 and 4:

- 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 2:
- consulting and research institutions
- non-governmental organisations providing vocational guidance and job broking services on a non-profit basis
- local business support centres providing services on a non-profit basis
- vocational schools, higher education institutions and research and development institutions
- social partners associations and chambers of commerce

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

Ministry of Economy bears overall responsibility for the integrated regional development programme. Nevertheless, actions concerned HRD issues are implemented by the Ministry in close co-operation with Ministry of Labour. In order to ensure overall co-ordination of regional policy with agreed HRD priorities, the Ministry of Economy will implement the regional HRD project as a part of integrated regional development programme. However, Ministry of Labour ensures control and guidelines over the project implementation and its conformity with priorities defined under the Preliminary National Development Plan, draft of NDP and operational programmes. As far as sectoral HRD project is concerned the overall responsibility is taken over by the Ministry of Labour. The Department responsible for programming and co-ordination of all pre-accession (Phare) projects in the area of employment policy, namely the Department for Pre-accession and Structural Programmes will play the leading role. One National Monitoring Committee for Economic and Social Cohesion Programme will be established. At the regional level HRD measures will be monitored by the Regional Monitoring Committees.

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 Implementing Agency (IA). WUP will co-operate with the Regional Employment Council (is composed of representatives of trade union organisations, agricultural chambers, employers organisations, a Voivode and local self government units (of counties and communes) functioning in the territory of the voivodeship) which is responsible for monitoring regional employment policy and co-ordinates relations with social partners.

The Regional Financing Institutions were selected within EU Phare Programme PL0003.07 on the competitive basis. They are basically responsible for two tasks:
- administrative management of the SME schemes at the regional level
- “first contact” service provision to the potential SME grant beneficiary.

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.
5. Detailed budget*

<table>
<thead>
<tr>
<th>Measure</th>
<th>Investment</th>
<th>IB</th>
<th>Total Phare</th>
<th>National Co-financing</th>
<th>IFI</th>
<th>TOTAL</th>
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<tbody>
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<td>Measure 1</td>
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<td>TOTAL</td>
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<td>16 681 550</td>
<td>5 560 700</td>
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<td>22 242 250</td>
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</tbody>
</table>

Co-financing will be available.

6. Implementation arrangements

**PAO**: Undersecretary of State in the Ministry of Economy, Pl. Trzech Krzyzy 3/5, 00-507 Warsaw, Phone: + 48 22 693 40 09, Fax: + 48 22 629 68 95

6.1 Implementing agency:

**Polish Agency for Enterprise Development**

Al. Jerozolimskie 125/127, 02-017 Warsaw, phone +48 22 699 70 44/45, fax +48 22 699 70 46

The Polish Agency for Enterprise Development (PAED) is responsible for implementation of HRD project under Phare 2001 SEC. Apart from that PAED is responsible for implementation of advisory support foreseen under the SME project fiche.

Contracting authorities;
- for the Measure 1 and 2 are Regional Labour Offices
- for the Measure 3 and 4 are Regional Financing Institutions

6.2 Twinning: not applicable

6.3 Non-standard aspects: Service contracts envisaged under the regional component (26 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

It is expected that 26 service contracts will be concluded.

7. Implementation schedule

Start of tendering/ call for proposals: February 2003

Start of project activity: May 2003

Project completion: September 2005

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
10. **Rates of return**: n.a.
11. **Investment criteria**: n.a.
12. **Conditionality and sequencing**

The most important precondition for the project implementation was preparation of “The National Strategy for Employment and Human Resources Development”. The document has already been prepared.

The key benchmarks during project implementation will include:

- Decision of Phare Management policy reached by mid 2002
- Powiats participating in the measure 2 selected by mid 2003
- Financing Memorandum signed by the end of September 2002
- Activities start: April 2003

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 (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**

**PROJECT: 06.04 Regional HRD project**

<table>
<thead>
<tr>
<th>Overall objective</th>
<th>Objectively verifiable indicators</th>
<th>Sources of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthening 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 regions</td>
<td>Progress report on the implementation of Preliminary National Development Plan, Central Statistical Office statistics, Reports on the Programme implementation</td>
<td>HRD maintained as a priority of the regional authorities' policies, Efficient cooperation of institutions and organisations involved in project implementation, high level of involvement and motivation among the project beneficiaries during implementation of acquired skills</td>
</tr>
</tbody>
</table>

**Project purpose**

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of verification</th>
<th>Assumptions</th>
</tr>
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<tbody>
<tr>
<td>Vocational reorientation of the unemployed and persons at risk of unemployment as well as persons living in rural areas</td>
<td>Higher qualifications of the human resources in regions affected by Phare programme implementation, Higher employability of the regions working population</td>
<td>Central Statistical Office statistics, Statistics of the local labour offices, Reports on the institutions involved, Project progress reports</td>
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<tr>
<td>Development of local employment partnerships</td>
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<tr>
<td>Adaptability promotion – improving quality of SMEs human capital</td>
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<tr>
<td>Entrepreneurship promotion – encouraging business activities</td>
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</table>

**Results**

<table>
<thead>
<tr>
<th>Objectively verifiable indicators</th>
<th>Sources of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>unemployed persons and workers of branches of industries under restructuring threatened with unemployment (heavy industry, education, health service, agriculture) provided with vocational training and guidance, job-broking, temporary employment representatives of local governments, social partners and employers trained in preparation and implementation of local employment pacts, employees and managers of SMEs trained, unemployed (mostly young persons, graduates) provided with labour market information, training and coaching for start-ups</td>
<td>App. 11 396 unemployed will benefit from training, guidance and on-the-job training services. It is assumed that app. 30% of beneficiaries will find jobs. App. 2 210 representatives of local administration and local stakeholders will be trained on local employment pacts – related issues. App. 6 510 SME workers will be trained, companies will be more competitive and the jobs will be sustained. App. 3 430 persons will be assisted in setting up their small companies (10% survival rate)</td>
<td>Project implementation reports, Training materials, Periodic and final evaluation reports</td>
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<td></td>
<td>Proper promotion of services offered, Effective co-operation between the institutions involved, Good quality of services provided, Active participation in training, seminars and meetings with advisors</td>
</tr>
<tr>
<td>Activities</td>
<td>Means</td>
<td>Assumptions</td>
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<tr>
<td>------------</td>
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</tr>
<tr>
<td>Assistance to the unemployed and persons at risk of unemployment</td>
<td>Voivodship labour offices</td>
<td>High level of involvement and motivation among the project beneficiaries during the implementation period</td>
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<td>Assistance to the development of local employment partnerships</td>
<td>Non public services providers (mainly NGOs)</td>
<td>Good quality of services provided</td>
</tr>
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<td>Training for employees of SMEs</td>
<td>Training institutions</td>
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<td>Assistance to start-ups</td>
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**Preconditions**
- Appropriate co-ordination of the project activities
- Effective co-operation between institutions involved in the project implementation
- Co-ordination of the regional HRD project with the national project activities
- Co-financing of project costs through Polish sources
- Cohesion of the project activities with other actions undertaken in the area by public administration units, local labour offices and training institutions

**ANNEX 2-3: Implementation, contracting and disbursement schedules**

<table>
<thead>
<tr>
<th>Project Title</th>
<th>06.04 Regional HRD project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Date of Drafting</td>
<td>Planning Period 01.2003 – 09.2005</td>
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<td>Budget Allocation Cost</td>
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<tr>
<td>I</td>
<td>II</td>
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<td>Implementation schedule</td>
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<td>Disbursement schedule</td>
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</table>

D = Design, C = Contracting, I = Implementation