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# **EEPO Review Spring 2015: Upskilling unemployed adults**

## **The organisation, profiling and targeting of training provision**

Poland

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## **1 Introduction: Overview of organisation of training for unemployed adults 25-64 (funding, governance, providers)**

The rules of granting public support for the unemployed in Poland are set by the Act of 20 April 2004 on the Promotion of Employment and Labour Market Institutions (Journal of Laws of 2004 nr 99 item 1001 with further modifications). According to Article 40.1 of the Act, the local governor (Starosta) acting through the local labour offices, initiates, organises and finances training for the unemployed from the Labour Fund in order to improve vocational and other qualifications, which increase chances for gaining and maintaining employment, other paid work or economic activity. Key criteria for support includes:

- i. lack of vocational qualifications;
- ii. the need to change or complete a qualification(s);
- iii. the loss of ability to work in a current profession;
- iv. lack of skills for active job search.

In the framework of labour market policy, training is defined as extracurricular activities aimed at acquiring, completing or perfecting vocational or general skills and qualifications necessary for performing a job, including skills to search for employment.

Training is based on initial assessment of individual needs and eligibility and participation rules set by the labour office. There are a range of training institutions and delivery of training is underpinned by training agreements with those institutions. Training is monitored and evaluated. Training for the unemployed is funded as follows: financing the cost of training to training institutions; paying scholarships to persons directed for training; paying the costs of travel and accommodation related to participation in training; and financing the costs of medical and/or psychological examinations.

Public employment services in Poland consist of government employment authorities (coordinated by the Ministry of Labour and Social Policy), regional labour offices and local (poviat) labour offices. The organisation of PES in Poland is characterised by a high level of self-governance and autonomy of local authorities, which results in a decentralised model of governance, implementation, selection and control of major providers of training. Each local (poviat) labour office is independent in choosing training providers. In order to provide the highest quality of training, the local labour office should be guided by the principles of competitiveness, equal treatment and transparency while choosing training institutions. Any training providers (called 'training institutions') may be eligible to obtain a contract from the labour office to offer training for the unemployed using public funds as long as they are recorded in the Register of Training Institutions – a database operated by regional labour offices. The process of registration is simple and does not require meeting high formal requirements<sup>1</sup>. Therefore there is a high level of autonomy of local labour offices in choosing training service providers.

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<sup>1</sup> A training institution can apply for registering in the training institution registry after submitting information on: (1) subject of training and vocational preparation for adults; (2) teaching staff; (3) premises, equipment and teaching resources; (4) methods of evaluation of the quality of training; (5) number of unemployed persons and jobseekers included in training and vocational preparation for adults within previous year; (6) support provided for free to

Key Labour Market Policy measures in Poland target training at the unemployed to meet the needs of the labour market. If the office cannot offer the employer unemployed persons with qualifications specified in the job offer (because there are no such persons in the registry), support can be offered to adjust the qualifications of the unemployed to the employer's requirements:

- i. organising group trainings, by contracting trainings from external providers, which allow the acquisition of qualifications required by the employer;
- ii. direct an unemployed person to training required by the employer on his/her individual request (training chosen from the open market offer);
- iii. organise training for the unemployed based on tripartite training agreements between the governor, training institution and employer;
- iv. provide a training voucher for unemployed aged up to 30 years (a new tool introduced by 2014 reform).

Moreover, a district labour office can support the improvement of qualifications of the unemployed by:

- i. funding the costs of exams, including ones that lead to getting professional entitlements/ licences;
- ii. funding the costs of post graduate studies;
- iii. offering a vocational training loan.

A tool called Vocational Preparation for Adults is also an important form of support for supporting professional activation (described in more detail in Section 2 below). Additionally the labour office has some other measures for up-skilling unemployed adults at their disposal, including:

- i. refunding the costs of vocational training organised by employers;
- ii. training through job clubs in job-search skills;
- iii. granting scholarships for continuing school education.

The main source of funding of PES in Poland is through the Labour Fund (LF), which accumulates obligatory contributions from employers. Hence, the Labour Fund is also a significant source of funding for training the unemployed in Poland. Labour Fund expenditure rose gradually until 2010, when it was significantly reduced by the Ministry of Finance due to constraints on public finances (see Table 1 in Annex 1).

Moreover, the structure of LF expenditure for counteracting unemployment had been changing positively up until 2010. While expenditure for active forms amounted to 14.4 % of LF expenditure in 2004, in 2008-2010 it represented over half of expenditure (see Table 1 in Annex 1). Since 2011 the structure has worsened due to a greater inflow of unemployed entitled to support in the form of benefits and allowances. Also the share of training in the total LF expenditure has significantly decreased, reaching the lowest level in 2011 (0.9 % of total expenditure). Currently, expenditure for training forms a small part of expenditure for the unemployed.

The structure of expenditure for training services financed by labour offices is presented in Table 2 in Annex 1. The vast majority of training expenses is incurred for external training institutions. The financing of post-graduate studies, the costs of

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participants and graduates, which consists of giving information on the situation in the labour market and demand for qualifications.

exams and getting licences are also a significant part of expenditure. Training loans and costs of training refunded to employers have the smallest share in total expenditure.

As noted above, the main providers of training are institutions contracted by local labour offices. A vast majority of them are organisations/firms from the private sector (see Table 3 in Annex 1). Significant service providers are also continuing education centres/practical training centres, vocational training centres and associations and foundations.

From the point of view of individual characteristics of unemployed participants in training, that majority are men (see Table 4 in Annex 1). In terms of the profile of participants by age, this is broadly balanced, although the greatest share is of persons aged 25-34. In terms of education level, unemployed participants generally are qualified to post-secondary and vocational secondary level, with those with low qualifications (lower secondary and below –ISCED levels 0-2) a minority (see Table 4 in Annex 1).

From the perspective of groups disadvantaged on the labour market, long-term unemployed persons are most often participants in training (39.3 % in 2013), however generally they constitute a high percentage of registered unemployed in Poland (see Table 5 in Annex 1). Persons without vocational qualifications amount to 14.6 % of training participants.

## **2 Targeting provision to specific unemployed groups: detailed description of training provision**

Labour offices can support registered unemployed in acquiring new skills, vocation or professional qualifications identified on the basis of labour market research as required by employers. Apart from the unemployed, the following categories of individuals searching for jobs can benefit from training support:

- individuals during periods of notice when employment termination is due to employer circumstances;
- individuals employed in companies subject to bankruptcy processes;
- individuals claiming social benefit for mining leave or social mining benefit;
- reserve soldiers;
- individuals in receipt of training pension;
- individuals in receipt of training benefit;
- individuals entitled to social security for farmers as partners or spouses of farmers.

Persons searching for jobs who are interested in getting support should register in the local labour office based on place of domestic residence.

One of the significant changes introduced by the labour market institutions reform of 2014 in Poland is a new unemployed profiling system. This new profiling system differentiates the need for support (and corresponding measures) according to individual needs of the unemployed - analysed on the basis of the newly developed profiling questionnaire. The profiling questionnaire is based on assessment against the following criteria: (1) distance from the labour market - the factors hindering the entry or return to the labour market (age, sex, level of education, skills, qualifications, experience, duration of employment, place of residence in terms of distance from potential jobs, access to modern forms of communication with the district office and

employers; (2) willingness to enter or return to the labour market - the factors indicating the need and desire to work (commitment to independent job search, willingness to adapt to the requirements of the labour market, availability, reasons for leaning to work, reasons for registration in the district labour office, previous and current readiness to cooperate with the district office and other labour market institutions or employers).

On the basis of this criteria, the labour office applies one of the following three profiles:

- i. I support profile – directed to job placement, as well as in justified cases to counselling or such forms of assistance, such as training, financing costs of exams and licences, reimbursement of travel and accommodation, start-up grants, activation provision, loans for starting a business, vouchers;
- ii. II support profile – directed to labour market instruments and services, activation provisions from the labour office and other forms of support excluding Activation and Integration Programme;
- iii. III support profile - directed to Activation and Integration Programme, other activation measures ordered by the labour office, special programs, addressed to supported employment with the employer or work in social cooperatives and vocational counselling.

The plan for support is defined in an Individual Action Plan, which outlines the need for training of the unemployed as a planned activation measure, and determines the type of training to be supported. Vocational counsellors in local labour offices are required to define predispositions for performing certain professions (those which require special psychophysical dispositions), which will be acquired as the result of training.

Generally, the majority of training for the unemployed is organised in the form of 'group training' (see Table 6 in Annex 1), rather than through 'individual training'. The latter requires more detailed justification, preferably from the employer, and sometimes also the confirmation of the intent to hire an unemployed person after completion of the training (although this is not a formal requirement). A Governor can also direct unemployed person for indicated training if they justify the value of such training, and subject to the cost funded from the Labour Fund (LF) in a given year does not exceed 300 % of average pay. Training financed from the LF must contain a minimum curriculum content of duration of 25 hours per week. Training can last up to 6 months but no longer than 12 months (and must be justified by the curriculum for a given profession in this case). In the case of unqualified persons, training can last up to 12 months but no longer than 24 months (and again must be justified by the curriculum for a given profession). Unemployed persons during training (which he/she was referred to) are entitled to a scholarship financed from the labour fund. The scholarship amounts to 120 % of unemployed benefit per month, if monthly training amounts to, at least, 150 hours. In case of smaller number of hours of training, scholarships are reduced - but no less than 20 % of benefit. In cases where participants start paid employment or economic activity during training, they retain the right to finish such training without the necessity to repay subsidised costs. In these cases they are entitled to a scholarship amounting to 20 % of benefit, irrespective of the number of hours of training completed, from the day of starting employment or economic activity until finishing training. Funding for costs such as transport and accommodation (where training is outside participant place of domestic residence) can be reimbursed from the labour fund, if it results from agreement with the training institution. However, individuals interrupting training for personal reasons



are obliged to reimburse the costs of training, except when the reason of stopping training is starting employment, other paid job or economic activity.

Upon written application from employers, the Governor (by local labour office) can organise training on the basis of tripartite training agreements. Training organised on the basis of tripartite agreements are tailor-made training aimed at equipping unemployed job candidates with the knowledge and skills that are fully tailored to the requirements of jobs in a given company. On the basis of such agreement the Governor agrees to refer training and finance the cost of training; training institutions undertake training in accordance with the programme agreed with the employer and closely adapted to its needs and the employer is obliged to employ the unemployed at the end of training for a period of at least 6 months.

A new instrument introduced by the reform in 2014 is Training Vouchers for the Unemployed aged up to 30 years. Training vouchers guarantees a person will be referred to chosen training, and the costs of this will be financed. The value of vouchers amount to 100 % of average pay on the day of granting the voucher. Before getting a voucher a young person has to find an employer, who will be willing to employ him/her after finished training or prove that training will increase his/her chances for employment, other paid job or economic activity. Granting a voucher needs to be included in an Individual Action Plan. Training vouchers have to be filled in by the relevant training institution and submitted to the labour office by the trainee. Within the framework of the voucher system the labour office funds: (1) training costs; (2) medical and/or psychological examinations necessary for starting training and/or work after training; (3) transportation to training - a fixed sum up to EUR 50 (PLN 200); (4) accommodation if training is outside of trainees place of residence - fixed sum up to EUR 374 (PLN 1 500). If the total cost exceeds this limit, the unemployed person covers the excessive amount.

The labour fund may also fund the costs related to job search training organised by the provincial labour office, at a value not more than 40 % of unemployment benefit<sup>2</sup>. Job search training is initiated, organised, and conducted within the framework of vocational guidance.

At the request of the unemployed funding (up to a maximum of average monthly pay) can be made available to pay the costs of exams, which enable participants to acquire certificates, diplomas, specified vocational licences or occupational title, as well as the costs of acquiring licences to practice for professions that require it.

The unemployed can also request support with the costs of post-graduate studies (up to 100 %) - however funding is capped at 300 % of average pay. In such cases the unemployed are required to sign an agreement for the financing, which describes the rights and obligations of parties and the amount and method of payment in the form of direct payments to the organiser of post-graduate studies. Securing employment during the training period does not affect funding, however, should participants cease training for unjustified personal reasons, the amount of financing becomes returnable. During the period of post-graduate studies participants are entitled to a scholarship amounting to 20 % of benefits.

Loans for financing the costs of training are also available up to 400 % of average pay, in order to enable or maintain employment, or other paid job or economic activity. It is a low interest loan, which has to be paid up to 18 months after finishing training.

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<sup>2</sup> Currently the unemployment benefit amounts to 831.10 PLN, which is around 200 EUR.

The unqualified unemployed who take on further learning in upper secondary school for adults or university (in the form of part-time studies) within 12 months from registering in a local labour office, can be granted a Scholarship for the Continuation of Education amounting to 100 % of benefit paid within the 12 months since starting education. The scholarship can be continued until finishing education according to curriculum. The scholarship is applicable provided that the amount of income per person in a family (in terms of eligibility for social welfare benefits) is not exceeded.

Employers who create a training fund (an in-company account earmarked by the employer for the costs of training for employees), are eligible to claim reimbursement of incurred costs of training from the Labour Fund. However, this instrument is not widespread among employers and since 2005 only isolated cases of such refunds can be noted. In 2013 a total of five employers had received a refund for the training of 178 employees (68 women and 110 men).

Labour market policy in Poland also uses an instrument known as the Vocational Preparation of Adults. This is an instrument of professional activation, which can have two forms:

- i. practical vocational training of adults (apprenticeship of adults) – giving the possibility to obtain certificates of qualification in the given profession or in the case of persons with basic vocational education, secondary or extramural exam passed within the range of requirements in the core curriculum of general education within vocational school – to obtain vocational qualifications diploma upon passing the examinations of all separate qualifications in a particular profession;
- ii. training for work for adults - giving the possibility to gain chosen skills or professional qualifications validated by obtaining a certificate.

Vocational preparation for adults is delivered through an agreement between the local labour office and employer, or local labour office, employer, and training institution (from the approved registry of training institutions). Practical vocational training for adults lasts from 6 to 12 months, and training for work for adults lasts 3 to 6 months. Vocational preparation for adults is realised according to curriculum aimed at getting practical skills and theoretical knowledge essential for performing professional tasks, which is developed by the employer or training institution in cooperation with the employer. Practical vocational training for adults programmes are based on defined standards and requirements for vocational training that support journeyman exams. Training for work for adults programmes are based on vocational qualification standards outlined in the Ministry of Labour database or requirements defined in vocational qualification curriculum. Vocational preparation for adults cannot exceed 8 hours per day and 40 hours per week. Acquiring practical skills accounts for 80 % of training time undertaken in the workplace. Participant on vocational preparation for adult programmes are entitled to a scholarship amounting to 120 % of unemployed benefit – this is repayable should training cease due to participant unjustified personal reasons (exclusive of starting a job or economic activity). Participants, who cease training at his/her own request, can be registered with a local employment office afterwards but no sooner than 6 months after stopping the programme. Employers supporting vocational preparation for adult programmes are entitled to one off bonus from the Labour Fund to the value of EUR 100 (PLN 400) per each full month of the programme realised by each referred participant.

Over recent years – especially after 2010 – the number of persons who started and finished training for the unemployed has decreased systematically (see Table 6 in

Annex 1). It is related to, as previously described, cuts in Labour Fund expenditure, which finances training for the unemployed in Poland. The lowest number of unemployed participants in training was registered in 2011, when it reached slightly above 50 000 persons (compared with over 182 000 in the preceding year). In the context of the worsening labour market situation the tool, despite its relative efficiency in the activation of the unemployed, was insufficiently used as a measure mitigating the effects of the economic crisis. The low percentage of trained persons, as a proportion of the total number of unemployed, is an indicator of this, with participation rates declining since 2008 (11 %) to 3.9 % in 2013.

The vast majority of participants in training organised by labour offices are directed to 'group training' (about 77-78 % in 2006-2010), although in recent years the percentage has been decreasing (66.8 % in 2013).

In terms of training duration, short-term training (31-80 hours) forms the majority of training undertaken by the unemployed (27 502 participants in 2013). Training of longer durations (over 300 hours) is the least frequent (2 949 participants in 2013). Training of a medium duration (between 81-300 hours) is also frequently used (see Table 7 in Annex 1 for full participant data).

Training areas are specified on the basis of monitoring employment supply and demand, which is carried out by district and provincial labour offices<sup>3</sup> (based on an analysis of professions for which there is a surplus number of unemployed and roles for which there is unmet need).

The courses with the highest participation rates relate to transportation services – mainly driving licence courses with 15 714 unemployed participants completing this type of training in 2013. The following training areas also had higher than average participation rates in 2013: management and administration (6 226 participants); architecture and building (5 198 participants); and sales, marketing, public relations, and real estate (4 763 participants). The lowest participation rates for courses in 2013 included: basic general programmes (including learning literacy and numeracy skills – 7 participants); law (16 participants), life and environment sciences (6 participants) and mathematics and statistics (18 participants). A full breakdown of data is provided in table in Annex 1.

Training participant employment rates (acquired either during training or within 3 months after completion of training) are relatively positive with 47 % of participants gaining employment from training in 2013 – an increase in the rate from 2009 (34 %). This positive trend is observed across all types of training: individual training (49 % in 2013 compared to 38 % in 2009); group training (46 % in 2013 compared with 33 % in 2009). There have also been important improvements in the employment rates of certain unemployed groups – for example, the employment rate for disabled unemployed participating in training in 2013 was 39 % (compared with 22 % in 2009). A full breakdown of data is available in Table 9 in Annex 1.

Participation rates are not always synonymous with employment effectiveness. For example, employment reintegration rates from sales, marketing, public relations, real estate courses was 30 % in 2013 - lower than the average 47 % for total training; similar patterns can be observed for courses in areas such as social welfare (35 %), catering services (37 %), and secretarial services and paperwork (35 %). High

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<sup>3</sup> See for example: Deficit and surplus professions in the I quarter of 2014 (*Zawody deficytowe i nadwyżkowe w I półroczu 2014*), Ministerstwo Pracy i Polityki Społecznej, Departament Rynku Pracy, Warszawa 2014.

employment reintegration rates are observed in areas such as management and administration (80 %), personal and career development (58 %), environmental protection (60 %), health and safety (71 %), teacher training and education training (61 %), and mathematics and statistics (100 %).

External evaluations of the efficiency of training for the unemployed indicate that the targeting of training measures, especially in relation to the low-skilled might not be highly effective. In one of the studies following the project<sup>4</sup> the analysis indicated that persons with the lowest vocational qualifications were least likely to start training. For example, only 9 % of persons without vocational qualifications participated in soft skills training compared with 25 % of persons with higher education. It was argued that this was in part due to the low-skilled unemployed being ill equipped to identify their own skills needs and request appropriate training. The unemployed also indicated that a second form of support offered by labour offices after benefits were soft skills training, whereas, they believed that hard skills training are more effective in job search. What is interesting, hard trainings were also indicated by officials as the most effective form of support. Generally, most of unemployed persons admitted that individual action plans related to long-term and complex support would better facilitate finding jobs (especially in relation to the low-skilled). Furthermore, short-term training provided most often within labour market interventions were not deemed effective.

In the area of employment and labour market the number of beneficiaries supported under projects financed by the ESF 2007-2013 in Poland amounted to 1 064 767 people. Support to unemployed and jobseekers was implemented through the Human Capital Operational Programme, with one of the key objectives of counteracting the negative effects of changes in the labour market (mainly demographic changes), as well as combating persistently high unemployment. The program included various project-based activities aimed at improving professional skills, development and acquisition of new qualifications and professional experience of the unemployed – including training, internships, as well as grants and loans for business start-ups.

Activities funded by the ESF are characterised by high levels of employment effectiveness. In total (for all kinds of support), the percentage of unemployed people who found a job within 6 months after the completion of their participation in the project amounted to 59 % (and 55 % and 57.4 %, after 18 and 30 months, respectively)<sup>5</sup>. According to recent evaluation studies<sup>6</sup>, participation in the Programme helped unemployed to find jobs to a noticeable extent. The net employment effect of the support, evaluated on the basis of declarations, occurred for 66 % of people, who worked after half a year from the end of their participation in the Programme, as well as in 49 % of those, who did not work during the first study, but found a job a year later. As suggested by evaluation study, the subjective impact of the support on employment is stronger if the participant finds a job within a short time and weakens over time. This effect is the strongest in the case of certain groups in a more difficult situation on the labour market: those supported as occupationally inactive, or with no

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<sup>4</sup> *The Analysis of Needs of Unqualified Unemployed (Analiza potrzeb osób bezrobotnych bez kwalifikacji zawodowych)*, research report, Warszawa, 2011.

<sup>5</sup> Human Capital Operational Programme evaluations available at <http://www.efs.2007-2013.gov.pl>

<sup>6</sup> Analysis of the effectiveness of support of regional components of HC OP 2007-2013. Final report – Stage IV (Badanie skuteczności wsparcia realizowanego w ramach komponentu regionalnego PO KL 2007-2013. Raport końcowy – Etap IV), Department of European Social Fund, Ministry of Infrastructure and Development, Warsaw, September 2014.

more than vocational education. Another positive factor in terms of increasing the effectiveness of support was the activities of local labour offices combining training with job-seeking support.

### 3 Most Significant Practice

As explained in the section 1 of this article, the structure of unemployed training support in Poland is decentralised and dependent on local providers. Diversity of approaches and projects make it almost impossible to justify the 'most significant practice' is a systemic sense, in terms of number of participants or national context that would allow for the sustainability of such practices. It is also not easy to find examples of national practices that can exemplify the training programmes that combine complex support measures as well as different supporting institutions, within the fields of education (Ministry of National Education and Ministry of Science and Higher Education) and labour market institutions. Therefore the example provided below should be regarded as a good practice exemplifying such coordinated support and facilitating cooperation between different institutions at local and national levels.

#### Case Study Box

**Country:** Poland

**Name of training programme:** Off-site training abroad and training for unemployed with low qualifications – mobility projects from Leonardo da Vinci realised by provincial labour office in Tomaszów Lubelski.

**Short description and aims of the training programme:**

The structure of registered unemployed indicates that: 27 % of registered unemployed are persons without vocational qualifications; and 51 % of registered unemployed are persons without secondary education. The problem of the local market is the lack of or instability of vocational qualifications of unemployed to the needs of current, changing labour market. In order to meet the needs of unemployed persons and to search for methods of their effective activation the provincial labour office in Tomaszów Lubelski in 2007 entered into cooperation with a foreign partner and started the realisation of training programmes within the framework of Leonardo da Vinci programme. Six mobility programmes were realised until 2013, including with partners from Germany and the Netherlands. The main goal of the project is to facilitate getting vocational experience within the framework of foreign training, which increases chances for employment through moving the right models to local Polish ground.

**Target group:**

Among persons who qualified to participate in mobility projects of LdV programme, 86 % of persons were in special situation on the labour market.

- 31 % (33M and 35F) did not have vocational qualifications.
- 28 % (40M and 22F) did not have secondary education.
- 13 % (20M and 8F) had primary or lower secondary education.
- 56 % (55M and 70F) did not have professional experience.
- 40 % (55M and 70F) were long term unemployed.

Over 75 % of participants were the inhabitants of rural areas (75M and 93 F).

**Number of participants:**

223 persons (114 male and 109 female) in total were included in support within the framework of six realised projects from the Leonardo da Vinci programme,

including: 165 persons (88 male and 77 female) took part in training trips to Germany, 58 persons (26 male and 32 female) took part in training trips to the Netherlands.

**Duration of programme for the beneficiary (and amount of subsidy beneficiaries receive, if applicable):** 12 weeks.

**Target group or educational level targeted:** No data.

**Eligibility Criteria:**

- Registration as unemployed in province labour office.
- Minimal knowledge of English or German.
- Predispositions to perform chosen job.
- Willingness and readiness to take part in trainings abroad.
- Did not take part in foreign training within the framework of Leonardo da Vinci programme.

**Funding source and total budget (share of EU funding, if applicable):**

Leonardo da Vinci Programme.

**Types of skills (or qualification if relevant) delivered:**

223 unemployed persons acquired skills and vocational experience confirmed by certificates of finishing training and Europass Mobility certificates in professions sought after on the market as follows.

- Cook – 54 persons.
- Waiter – 20 persons.
- Bartender – 20 persons.
- Building worker – 21 persons.
- Sanitary system and equipment fitter – 13 persons.
- Welder – 11 persons.
- Woodworker and carpenter – 2 persons.
- Electrician – 1 person.
- Babysitter – 4 persons.
- Florist – 16 persons.
- Gardener – 61 persons.

223 persons acquired language skills, also vocabulary connected with their profession, including:

- 165 persons acquired German language skills;
- 58 persons acquired English language skills.

Language skills were confirmed by certificates of trainings.

**Actors involved in the provision of training and their role:**

Training trips preceded by pedagogical preparation, where all the participants meet the conditions of work and life abroad and get support within the framework of skilful job search and creation of European application documents.

All the participants take part in language preparation, which include 80 hours of English or German language lessons depending on the needs reported by qualified persons.

Within the framework of realised project all the participants have guaranteed transportation to and from training abroad, liability, accident insurance and insurance covering the costs of medical treatment, accommodation, food and pocket money throughout training abroad.

After successful finishing training each participant gets a Europass Mobility certificate, which certifies acquired skills and competences on European level.

**Summary of evaluation findings:**

- Training abroad facilitated participants getting to know living and working conditions in guest countries, new technologies in agriculture, catering and building.
- Learning through practice, contact with modern technologies allowed the participants to learn new skills and acquire knowledge in chosen professions, which turned to be particularly significant for persons with low qualifications, who did not acquire qualifications at school.
- Thanks to the realisation of pedagogical classes participants has the chance to learn how to develop application documents according to European standards
- Taking trainings abroad contributed to widening knowledge of host countries, their lifestyle and working style, getting to know their system of values characteristic for a given culture.
- Evaluation surveys indicate that: (1) 71 % of analysed participants declared acquired vocational skills will be useful on the labour market and increase their chances for employment; (2) 89 % of participants acquired self-confidence on good or very good level; (3) 90 % of participants confirmed that they got to know people from another culture well or very good; (4) 91.5 % of participants declared that the training fulfilled their expectations and 89 % would recommend going abroad to other unemployed person.
- During training the participants got in touch with employers – monitoring carried out by province labour office shows that 25 % of participants were employed abroad and 59 % of them remains outside unemployment registry.

**Policy lessons:** Not specified.

**References:**

For information about the project, see the website of local labour office of Tomaszów Lubelski - Internet: <http://www.tomaszowlub.pup.gov.pl>

Materials from the seminar of Ministry of National Education and the Foundation of the Development of the Education System on "Actions for training of the low skilled. Good practices examples" held at 12 December 2013 - Internet: [http://men.gov.pl/wp-content/uploads/2014/01/ppalicya\\_radawska\\_ldv\\_wup\\_tomaszow\\_lub.pdf](http://men.gov.pl/wp-content/uploads/2014/01/ppalicya_radawska_ldv_wup_tomaszow_lub.pdf)

## 4 Conclusion

The effects of the global economic crisis were less severe in Poland than in other EU countries, and occurred significantly later. Labour market conditions had started to deteriorate by the end of 2009 to reach the highest unemployment rate in 2013. The crisis affected mostly the low-skilled (lower secondary, primary and incomplete primary) characterised by high unemployment rates (16.8 % in 2014, over two times higher than for those with higher education) and low economic activity. By the end of quarter three of 2014 there were 1 150 economically active persons with ISCED skills level 0-2, compared with a far larger 5 073 million economically inactive persons (ISCED skills 0-2).

The average duration of job search by the unemployed is not highly differentiated by age and reaches an average level of 13 months for all unemployed. It is significantly different for two age groups: those aged 20-24, where it is shorter (10.9 months) and those aged 55-74, where it reaches a very high level (43.5 months)<sup>7</sup>. Job search duration is, however, more differentiated by level of education. It is shortest for tertiary education holders (11.5 months), general secondary (12.4 months) and vocational secondary (12.8 months). It is longer for those with basic vocational skills (13.4 months), lower secondary, primary and incomplete primary education (14 months) as well as post-secondary education (15.3 months). In terms of the field of educational attainment, unemployment spells are longest for agriculture and veterinary graduates (14.4 months), science, mathematics and computing (13.5 months) and general programmes (13.2 months).

This problem may be linked to the major observed skills mismatches on the Polish labour market, strengthened by the low participation in lifelong learning, especially of people with lower qualifications levels. As analysed in the most recent survey under Human Capital Balance<sup>8</sup> voluntary courses and training (other than health and safety and fire safety courses) were attended by 18 % of employees (2.7 million) but only by 10 % of unemployed people (280 000) and 7 % of the inactive population (480 000). The vast majority of Poles (65 %) in no way raised their competences in the past year, even through self-study. A study performed on LFS data from 2011 clearly indicated that<sup>9</sup>:

- i. age variables are not statistically significant in the case of participation in training. Educational attainment affects probability of participation in education and training – the lower educational attainment, the smaller probability of participation both in education and in training, at statistically significant levels both for education and training for the entire population, as well as training participation for workers;
- ii. labour market status (employed, unemployed, inactive) proved to be statistically significant factor for the inactive category in relation to the participation in trainings;

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<sup>7</sup> Central Statistical Office, *Labour force survey in Poland. III quarter 2014 (Aktywność ekonomiczna ludności Polski. III kwartał 2014)*, Warsaw, 2015.

<sup>8</sup> A. Szczucka, K. Turek, B., *Development of competences by adult Poles (Wzrost kompetencji przez dorosłych Polaków)*, Edukacja a rynek pracy – tom V, Polska Agencja Rozwoju Przedsiębiorczości, Warszawa, 2014.

<sup>9</sup> Chłoń-Domińczak, A., & Lis, M. (2013). *Does gender matter for lifelong learning activity?* NEUJOBS Working Paper



- iii. profession proves to be a statistically significant determinant of the probability of participation both in education and in training. Compared to the individuals with highly qualified professions, all other categories have lower probabilities of participation in education or training, ranging from 1.4 percentage points to more than 3 percentage points, depending on the type of education and profession type.

Therefore the effectiveness of training for low-skilled unemployed adults is not only dependent on the measure used within the labour market policy framework, but also on the general support of lifelong learning in Poland. Especially the most threatened groups of low-skilled, LTU and inactive are not participating in any forms of the training. It is substantial to increase their participation within and outside of LMP interventions.

Also the role of the social partners in targeting labour market policy measures should be strengthened. Currently, social partners are included in the training system financed through the Labour Fund resources (via the National Training Fund (KFS)). KFS is a separate part of the Labour Fund – annually 2 % of the Labour Fund's income from obligatory Labour Fund contributions. Each year the Minister of Labour sets priorities for expenditure, the method of division and expenditure plan (of 80 % of KFS resources), on the basis of information about the labour market and information from social partners. The remaining 20 % of resources remains as a KFS reserve with the Labour Market Council responsible for allocation and spending priorities. In 2014-2015 persons employed and aged up to 45 are the focus of support for KFS resources, hence training measures do not concern the unemployed directly<sup>10</sup>. The influence of social partners in terms of the direction of interventions and training measures and content, is minimal.

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<sup>10</sup> *Krajowy Fundusz Szkoleniowy (KFS), National Training Fund – NTF, tripartite training agreements and other forms of supporting education of adults. Support of labour office in investing in competences of workers and job candidates (trójstronne umowy szkoleniowe i inne formy wsparcia edukacji dorosłych. Pomoc urzędu pracy w inwestowaniu w kompetencje pracowników i kandydatów do pracy)*, Ministry of Labour and Social Policy, Department of Labour Market, Warsaw 2014.

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## Annex 1: National Data Tables

Table 1. Labour Fund expenditure in 2004-2013 (in millions EUR and as % of LF expenditure)

	<b>Total</b>	<b>Benefits and allowances</b>	<b>Active forms</b>	<b>Training services</b>
<b>2004</b>	2 295.1 100 %	1 814.6 79.1 %	330.9 14.4 %	31.5 1.4 %
<b>2005</b>	1 387.7 100 %	749.4 54 %	476.3 34.3 %	45.5 3.3 %
<b>2006</b>	1 800.1 100 %	690.8 38.4 %	554.7 30.8 %	46.7 2.6 %
<b>2007</b>	1 740.8 100 %	566.9 32.6 %	677.4 38.9 %	66.6 3.8 %
<b>2008</b>	1 438.3 100 %	460.2 32.0 %	840.6 58.4 %	70.1 4.9 %
<b>2009</b>	2 753.0 100 %	1 121.3 40.7 %	1 469.3 53.4 %	69.0 2.5 %
<b>2010</b>	3 094.1 100 %	1 253.5 40.5 %	1 686.3 54.5 %	76.7 2.5 %
<b>2011</b>	2 225.2 100 %	1 199.1 53.9 %	869.2 39.1 %	20.8 0.9 %
<b>2012</b>	2 409.3 100 %	1 329.2 55.2 %	972.4 40.4 %	28.5 1.2 %
<b>2013</b>	2 831.3 100 %	1 489.5 52.6 %	1 158.3 40.9 %	32.0 1.1 %

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed (Kwiatkowska J., Noińska-Rozentalska P., Strojna E., Szkolenia, staże i inne formy wspierania podnoszenia kwalifikacji bezrobotnych. Dane statystyczne 2009-2013). Statistical data 2009-2013], Ministry of Labour and Social Policy, Warsaw 2014.

*Table 2. Spending from the Labour Fund on training services in the years 2009-2013 [in thousands EUR]*

	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
Amounts due to the training institutions	66 103.7	71 366.9	19 315.0	27 108.7	30 245.1
Costs of post-graduate studies	2 128.5	4 483.3	1 190.4	959.7	1 296.9
Costs of exams and licences	193.1	219.1	77.3	104.8	132.2
Training loans	23.9	29.9	11.3	13.3	16.3
Reimbursement of training costs incurred by employers	2.6	67.6	11.8	2.5	8.9

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

*Table 3. Number of participants of training contracted by labour offices according to training institutions in 2009-2013*

<b>Training institution</b>	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
Total	168 334	182 355	54 618	79 074	84 240
Continuing training centre/ Practical training centre	7 932	5 885	1 656	2 007	3 475
Secondary or upper secondary school	1 051	582	360	347	110
University	512	425	209	111	195
Scientific institution, scientific research institution or research and development centre	605	368	84	479	738
Vocational training institution	16 989	17 883	4 517	5 943	6 726
Association, foundation, legal person	22 272	23 086	7 903	9 900	13 453
Physical person	19 273	20 327	8 083	11 354	14 343
Company	666	638	302	184	367
Special training and rehabilitation institution	x	10	21	15	5
Other form/ no data	99 034	113 151	31 483	48 734	44 828

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

*Table 4. The structure of unemployed trained and searching for jobs according to sex, age and education in 2009-2013 (trained in total = 100 %)*

		<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
<b>Sex</b>	Women	43 %	44 %	40 %	39 %	38 %
	Men	57 %	56 %	60 %	61 %	62 %
<b>Age</b>	18-24 years old	24 %	25 %	25 %	28 %	25 %
	25-34 years old	34 %	34 %	30 %	31 %	32 %
	35-44 years old	20 %	18 %	18 %	16 %	17 %
	45 years old and more	23 %	23 %	27 %	25 %	26 %
<b>Education level</b>	Tertiary	13 %	14 %	14 %	15 %	16 %
	General secondary	15 %	15 %	15 %	15 %	15 %
	Post-secondary and vocational secondary	30 %	29 %	29 %	29 %	28 %
	Basic vocational	24 %	24 %	24 %	23 %	23 %
	Lower secondary and below	18 %	18 %	18 %	18 %	17 %

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

*Table 5. Unemployed persons, persons from groups disadvantaged on the labour market, in the structure of trained unemployed in 2009-2013 (trained in total = 100 %)*

	<b>2009</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>
Up to 25 years old	24.8 %	26.5 %	26.5 %	29.6 %	26.5 %
Long term unemployed	30.0 %	35.4 %	39.6 %	40.9 %	39.3 %
Women, who did not start work after giving birth to their children	5.7 %	5.9 %	5.3 %	5.5 %	5.5 %
Without vocational qualifications	14.3 %	13.9 %	13.5 %	13.8 %	14.6 %
Over 50 years old	12.9 %	13.7 %	17.7 %	18.7 %	18.9 %
Single parents of at least 1 child up to 18 years old	5.4 %	5.8 %	5.8 %	5.9 %	6.0 %
Persons who did not start work after leaving prison	0.8 %	0.9 %	0.9 %	1.1 %	1.1 %
Disabled persons	3.5 %	4.0 %	6.0 %	5.6 %	5.6 %

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

Table 6. Participation in training organised by labour offices of registered unemployed and jobseekers in 2004-2013

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Number of persons who started training	126 167	151 200	146 915	178 134	171 025	168 334	182 355	53 803	80 684	85 697
Number of persons who finished training	125 610	148 482	142 060	172 311	165 878	163 736	178 502	54 738	79 073	84 240
Persons in group training (number and %)	96 790 78.9 %	117 758 83.4 %	104 882 77.3 %	127 744 77.3 %	121 739 77.2 %	124 832 77.4 %	139 570 78.2 %	36 545 66.8 %	53 316 67.4 %	57 287 66.8 %
Trained individually (number and %)	20 978 21.1 %	23 464 16.6 %	30 767 22.7 %	37 420 22.7 %	36 002 22.8 %	36 451 22.6 %	38 932 21.8 %	18 193 33.2 %	25 757 32.6 %	28 410 33.2 %
The share of persons trained among unemployed (in %)	3.9 %	4.8 %	5.5 %	8.6 %	11.0 %	9.3 %	9.3 %	2.8 %	3.8 %	3.9 %

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

Table 7. Number of training participants according to time of training for the unemployed and persons searching for jobs in 2010-2013

	2010	2011	2012	2013
Up to 30 hours	36 484	7 270	10 559	11 297
from 31 to 80 hours	52 462	18 869	26 856	27 502
from 81 to 150 hours	40 658	13 264	19 998	20 268
from 151 to 300 hours	46 202	13 241	19 133	22 325
over 300 hours	6 549	1 974	2 528	2 848

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

Table 8. Participants of trainings according to training course in absolute numbers and employment effectiveness indicator within 3 months after the training in 2009-2013.

Training area	2009	2010	2011	2012	2013
Transport services (including driving licence courses)	27 900 30 %	26 594 29 %	10 771 40 %	16 115 32 %	15 714 42 %
Management and administration	10 835 65 %	14 868 67 %	3 631 74 %	5 115 85 %	6 226 80 %
Architecture and building	8 550 31 %	9 624 30 %	3 044 39 %	4 350 35 %	5 198 44 %
Sale, marketing, public relations, real estate	11 026 23 %	11 815 23 %	3 863 27 %	5 581 24 %	4 763 30 %
Accounting, banking, security, investment analysis	8 974 32 %	9 731 34 %	2 564 39 %	3 788 35 %	4 489 47 %

Remaining services	9 074 32 %	8 4 80 36 %	2 462 50 %	4 487 37 %	4 433 48 %
Technics and technical articles trade (including mechanics, metallurgy, energetics, electricians, electronics, telecommunication, surveying, repair and maintenance of vehicles)	5 361 31 %	5 642 30 %	2 379 41 %	3 653 36 %	4 209 42 %
IT and computer usage	9 755 21 %	9 863 20 %	3 086 29 %	3 746 28 %	3 713 30 %
Personal and career development	3 967 51 %	5 271 58 %	1 544 53 %	2 377 52 %	2 330 58 %
Social welfare (including care for the disabled, older persons, children, voluntary work)	2 238 22 %	2 934 21 %	1 177 29 %	1 784 26 %	2 126 35 %
Active jobsearch learning	4 958 15 %	5 193 16 %	1 699 17 %	1 720 21 %	1 756 24 %
Gastronomy services	3 250 20 %	3 975 20 %	968 35 %	1 569 27 %	1 727 37 %
Hairdresser and cosmetic services	5 817 23 %	6 665 23 %	1 384 39 %	1 457 32 %	1 727 43 %
Secretarial and paperwork	4 220 23 %	4 594 29 %	995 34 %	1 534 27 %	1 437 35 %
Protection of property and individuals	2 130 33 %	2 373 32 %	695 33 %	977 34 %	1 132 47 %
Total	163 736 34 %	178 502 35 %	54 738 43 %	79 073 39 %	84 240 47 %

Source: own calculations based on: Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit. This table includes the most popular courses, which in 2013 gathered over 1 000 participants

Table 9. Employment indicator during the time of training or within 3 months after finishing training, in 2009-2013

	2009	2010	2011	2012	2013
Unemployed in general employed during or after training	34 %	35 %	43 %	39 %	47 %
Persons employed after individual training	38 %	38 %	44 %	40 %	49 %
Persons employed after group training	33 %	34 %	43 %	39 %	46 %
Unemployed disabled employed during or after training	22 %	22 %	27 %	26 %	39 %
Persons receiving training pension employed during or after training	9 %	5 %	5 %	6 %	4.2 %

Source: Training, traineeships and other forms of supporting increase of qualifications of the unemployed, op.cit.

Table 10. Economic activity of the population aged 15 and more by level of education

Level of education	Economically active population						
	Total	Employed persons	Unemployed persons	Economically inactive persons	Activity rate	Employment rate	Unemployment rate
	in thousands				in %		
<b>Total</b>	17 489	16 063	1 426	13 480	56.5	51.9	8.2
Tertiary	5 471	5 236	235	1 344	80.3	76.8	4.3
Post-secondary	610	552	58	306	66.6	60.3	9.5
Vocational secondary	4 034	3 724	310	2 153	65.2	60.2	7.7
General secondary	1 605	1 412	193	1 618	49.8	43.8	12.0
Basic vocational	4 617	4 179	438	2 985	60.7	55.0	9.5
Lower secondary, primary and incomplete primary	1 152	959	193	5 073	18.5	15.4	16.8

Source: Labour force survey in Poland. III quarter 2014 (Aktywność ekonomiczna ludności Polski. III kwartał 2014), Central Statistical Office, Warsaw 2015.



## Annex 2: Measure Description Table

### Main training programmes in POLAND

Name of training programme	LMP measure: the name and number of the relevant LMP measure, based on the list of LMP measures in the qualitative LMP report (if possible to attribute the training programme to the LMP measure)	Short description and aims of the training programme: e.g. basic skills(literacy, numeracy, ICT, other skills); general work experience and employability skills; initial vocational training oriented to a specific job; continuing training to up/re-skill in own occupation/sector; validation of prior learning and experience; tertiary education; preparation to start own business, etc.	No. of participants	Duration of programme for the beneficiary (and amount of subsidy, if applicable)	Target group or educational level targeted	Criteria for accessing the programme	Funding source and total budget	Types of skills (or qualification if relevant) delivered	Actors involved in training provision and their role	Evaluation results available (here, please provide detail on the method used, on the coverage, and on the evaluation findings)	If no evaluation is available, what is the expert's assessment of the impact of the measure?
Group trainings for the unemployed	Training for the unemployed financed from the Labour Fund	vocational training oriented to a specific job; continuing training to up/re-skill in own occupation/sector;	57 287 in 2013	Varies – between 30 to over 300 hours	All unemployed, priority for persons from disadvantaged groups	lack of vocational qualifications; the need to change or complete qualifications; the loss of ability to work in current profession; the lack of skill of active job search.  Inclusion of the requirement for training in an Individual Action Plan prepared during the profiling of the unemployed at the registration	Labour Fund: EUR 32 Million (128 million PLN) in 2013 (for both group and individual trainings)	Differentiated – depending on the scope of training (training programme) and individual needs	Local governor (through Local labour office) – organised, finances and monitors the training;  Training institutions – provide training	Local labour office monitors the employment effectiveness of trainings after 3 months from finishing the training.  Persons employed after group training in 2013 constituted 46 % of all the unemployed trained in this form.	
Individual training for the unemployed	Training for the unemployed financed from the Labour Fund	vocational training oriented to a specific job; continuing training to up/re-skill in own occupation/sector;	28 410 in 2013	Varies – between 30 to over 300 hours	All unemployed, priority for persons from disadvantaged groups	lack of vocational qualifications; the need to change or complete qualifications; the loss of ability to work in current profession; the lack of skill of active job search.  Inclusion of the requirement for training in an Individual Action Plan prepared during the profiling of the	Labour Fund: EUR 32 million (128 million PLN) in 2013 (for both group and individual trainings)	Differentiated – depending on the scope of training (training programme) and individual needs	Local governor (through Local labour office) – organised, finances and monitors the training;  Training institutions – provide training,  Employer – defines the scope of training (in relation to trainings realised in a form of tripartite agreements)	Local labour office monitors the employment effectiveness of trainings after 3 months from finishing the training.  Persons employed after individual training in 2013 constituted 49 % of all the unemployed trained in this form.	

unemployed at  
the registration

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