Country Report

Poland

Client: European Commission

Rotterdam, London, 15 November 2011

Country Report PES PMS

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ECORYS

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Summary

ID	
Country	Poland
Name PES	PSZ (Publiczne Sluzby Zatrudnienia)
Name researcher	LS, MC
Additional remarks (e.g. source gaps, problems, challenges)	Country visited

1 Background information

General information PES		Source*
Mission & tasks & targets	The mission of Publiczne Sluzby Zatrudnienia (PSZ) is to help people to move from unemployment to work. This is delivered by labour offices which: • provide job-search assistance to the unemployed and jobseekers; • assist employers in finding suitable employees; • provide vocational counselling; • implement active labour market programmes; • run job clubs and also make decisions about entitlements to unemployment insurance benefits and make payments.	Kalužná (2009).
Organisational setup (nr. of central, regional and local offices)	The delivery of PES in Poland is highly decentralised. The main PES providers are 340 local labour offices (PUP), which fall under the competence of territorial self-governments which also operate 16 territorial/regional offices (WUP), although the state has retained responsibilities for coordination and supervision of service delivery and significant powers in terms of policy-making. The local offices offer services to the public on the basis of agreed regional strategies which have to take into account national policy and statutory requirements (e.g. a Ministerial guideline in 2007 defined minimum numbers of staff they should employ by function). Some feel that this system has led to a lack of integrated and shared management objectives. PUP report to local mayors. However, state structures at a regional level supervise the performance of both the PUP and the regional level offices (WUP).	Kalužná (2009). DWP (2009). Kalužná (2009).
Human resources (nr. of staff if possible fte's) Please mention the year	At the end of 2006 WUP and PUP employed 19,933 staff (including managers) of whom 754 (3.8%) were employed on a part-time basis.	Kalužná (2009).
Financial resources (annual budget) Please mention the year	Active labour market programmes are financed from multiple sources: the Labour Fund, the state budget, the budgets of self-governments, and European Structural Funds. Operational costs are in principle borne by the respective territorial levels of government. Under-financing is common, and there are concerns that decentralisation has led to more uneven service provision and performance. Other active labour market programmes and unemployment insurance benefits are	Kalužná (2009).

General information PES		Source*
	financed from the Labour Fund. Public expenditure on PES and administration functions in 2006 was 255.07miillon Euros.	

Institutional context		Source
How closely linked is the PES to relevant governmental body? (deconcentration: is this a part of a ministry, is it a legal form, a separate agency?)	The Department of Labour Market within the Ministry of Labour and Social Policy is responsible for shaping and implementing solutions for the labour market, promotion of employment and development of labour market institutions as well as initiation of and support to PES.	MLSP website.
How much autonomy is given to regional and local level in PES? (decentralisation: who designs budget, the strategy etc.)	Since 2000, PES in Poland has been delivered both by territorial self-governments (through WUP and PUP) as well as by state administration bodies, namely the Minister responsible for labour and social policy, state structures at regional/territorial level and the Voluntary Work Corps. Each body is autonomous with no hierarchical relationship with any other. The Minister is responsible for the regulation and coordination of the PES at all levels.	Kalužná (2009).
To what degree are services or tasks outsourced to voluntary or private sector? (Privatisation: which services are outsourced and to whom?)	The 2004 Act on Employment Promotion and Labour Market Institutions introduced a possibility of outsourcing some PES tasks, namely placement services, EURES services, the provision of vocational counselling and information, assistance with active job search and training of the unemployed or jobseekers. In practice, the main PES functions are contracted out on a very limited scale as outsourced placement services or vocational counselling has to be funded by local budgets which are limited and local authorities usually find that in-house provision is cheaper.	Kalužná (2009).

Country information		Source
Sending or receiving country? Please elaborate.	Sending country.	Ecorys.
Background information: • % of employment; • % of unemployment; • the main challenges on the labour market.	The Polish economy has grown strongly in recent years, until late 2008, causing a stable increase in employment and a fall in unemployment. At the beginning of 2009, the economy began to suffer the effects of the global economic crisis and this brought significant change in labour market conditions. In 2009 the unemployment rate was estimated at 8.8%, with a labour force participation rate of 56.3% and employment rate of 51.3%.	Social Diagnosis 2009.
	Since joining the EU, Polish people have exhibited high levels of geographic mobility compared to most other EU countries. The Polish Central Statistical Office estimates that over 2.2 million people were temporarily abroad in 2008 but as a result of the current global economic crisis there has been a significant increase in the flow of migrants returning home. Research based on a sample of returning Polish migrants who are also clients of local labour offices found that many returnees had lost their jobs abroad or were forced to return for family reasons and were then unable to find jobs in the Polish labour market in line with their expectations, which are often high because they compare the level of remuneration with that received abroad.	EJMP (2010).

2 PES performance measurement systems – Design

Purpose		Source
For which purpose was the performance measurement system established and for which level? (check for accountability; management information)	The system was created in 1996/1997. It was introduced in order to use the resources more effectively. This was at a time when the unemployment rate was very high and it was important to ensure that resources were effectively administered.	Kalužná (2009). Interviews.

Indicators		Source
What types of indicators are used to measure performance? (in terms of: inputs, outputs, results, impacts)	There is at least one indicator regarding **re-employment.** The indicator refers to the ratio of number of persons who, after participating in a selected form of vocational activation in a given year, have found employment and un-registered from the unemployed registry within 3 months. There is also an indicator regarding **costs of participation in a measure** determined by dividing the amount of the total expenditure on active forms of vocational activation by the number of people who secure employment. The indicators mentioned above are based on data collection at the level of poviat (district) and voivodeship and at the national level.	Kalužná (2009). Interviews. Efektywność podstawowych (it's not probably a whole title) 2009.
Which (sub-) indicators are used for each type? (if there many, please put them in an annex)	*There are only two general indicators measuring effectiveness and two more specific indicators which might be regarded as sub-indicators.*	*Interviews.*
Do indicators presuppose causal relationships (input-output; output-results; results-impact)? How?	*Not relevant.*	*Interviews.*

Targets		Source
Do targets exists, i.e. are indicators quantified? For who are targets set (central office, local offices, individual employees)?	Target values of indicators are defined in strategic documents. Now it is the National Action Plan for Employment, which is prepared once per 2 years. These values however are not reflected in objectives set to particular labour offices, because the Public Employment Services (PES) in Poland are de-centralised. The Ministry of Labour and Social Policies does not have sufficient tools and resources to set objectives for sub-national labour offices, which fall under the local self-governments.	*Interviews.*
Are targets SMART?	N.a.	

Tools		Source
Does the PES PMS includes a Data Warehouse (DWH) and to which other administrations is this DWH linked?	Not available.	Interviews.
Is a tool (e.g. Balanced Scorecard) for presenting management information available?	Not available.	Interviews.

Quality assurance		Source
Is quality of client satisfaction measured? How and frequency?	*Client satisfaction is not measured structurally. However, a satisfaction survey is conducted at the job fairs organised by the PES as it is relatively easily to conduct and is more cost effective.*	*Interviews.*

Management and support		Source
What are the main data sources of the PMS?	PES administrative data.	Interviews.
How is data collected and updated?	*The data collection method is defined at central level through an Act. Data is usually collected on three levels: poviat, voivodeship and the national level. Labour offices apply the provisions in the Act to collect data on performance in various reporting cycles, as there are monthly and quarterly reports. The statistical data gathered by poviat labour offices are passed on to voivodeship labour offices. Moreover, part of reports are produced by the Voivodeship Labour Office and the Centres for Information and Career Planning (CICP are in the structure of VLOs). Then the data from the VLOs are transferred to the Statistical Office in Bydgoszcz. Research is furthermore conducted together with the Central Statistical Office, and it is the CSO who is ultimately responsible for data-collecting. Finally, the CSO transfers the central collection to the MLSP.*	*Interviews.*
Who has access to the data generated by the PMS?	Unknown.	

Tagging customers		Source
Are customers willing to work abroad or willing to hire foreigners especially tagged in the system?	Yes, employers willing to recruit from abroad.	Ecorys web survey.

Tracking customers		Source
Is contact maintained with clients to ascertain the results of activity/support provided? For example, are any follow-up surveys undertaken?	Unknown.	

Influence PES resources on PMS		Source
In which ways and to what extent is the PES PMS influenced by the PES resources, business models and national priorities?	*The PMS is based on statistics determined by the ministry. Through regulations, the Cabinet clearly defines the research topics, the body leading the research, the scope of the research, type of the research, subject and object scope, periods for collecting data, forms of collecting data and sharing it, costs of financing the data.*	Interviews.

3 PES performance measurement systems - Use

Performance management areas		Source
Is performance measurement being use for the operational, tactical or strategic level? By whom?	Statistical information is used to assess the effectiveness of programmes and to decide which ones can be further disseminated (although the decision which programme is to be implemented always depends on the local self-government). Statistics on performance moreover are used to divide resources for 'vocational activation' – a mathematical algorithm is used that considers the number of the unemployed, level of unemployment and other factors. The Minister has the option to check the effectiveness of the tool. It allows the Minister to monitor how the resources are spent and how labour offices work. They are also used to formulate legal regulations, and the labour market and employment policy. So it is being used at different levels of the organisation, both for operational and strategic use.	Interviews.
At which level (s) of the organisation is performance management practiced?	At the highest level of management in the MLSP.	Interviews.
In which management areas (Human resources, Financial resources, Quality management, and Strategy development) are the findings of performance measurement used?	Performance information is predominantly used for the management of financial resources.	Interviews.

PES mission and target setting		Source
Please describe the target-setting process: actors involved, frequency, etc.	Labour offices set their objectives individually. The MLSP can only set additional employment objectives if additional resources are transferred to offices for so-called special programmes addressed to the unemployed. Then, the Minister sets the level of re-employment after participating in the programme, and reaching this indicator is a condition for awarding the resources.	

Benchmarking		Source
Are sub national PES offices benchmarked?	Unknown.	

Rewards		Source
Is target-realisation rewarded? How?	Unknown.	

4 EURES

Information about EURES		Source
General information about EURES (number fte's, cooperation with PES)	There are 5 senior managers working at the central level of EURES. In 2010, there were 38 EURES advisers. These advisers were employed to specifically work on EURES, but line managers may assign advisers to do other tasks. There are also about 400 EURES assistants in local offices. EURES is integrated within PES: all the EURES staff from local offices posses a licence of the placement officer. The central EURES department coordinates the local offices on EURES matters. There are contracts with regional PES that concern EURES activities which are the basis of the transferring of the funds. The obligation to perform the activities related to EURES are defined by the law.	Interviews. EURES data for the regional labour office and local labour office for 2010. GHK (2010).
Most important stages and tools	Most activities and resources concern outward mobility. There is also a website managed by the Ministry which concerns national EURES issues (www.eures.praca.gov.pl). In addition, there exists also a mechanism for vacancy registration at the national level. Various recruitments events like job fairs, information meetings and written material is furthermore made available for Polish employers and jobseekers.	Interviews.
Assessment of the tools: what works well and why and what needs some improvement.	Job fairs work well because people can meet employers face to face. Areas to improve would be to address the lack of information about salaries abroad. EURES must provide this information to the jobseekers, but employers do not always share it with EURES. Also international EURES advisors are present there. Another improvement would be to introduce a registration form for the vacancies on the EU Job Mobility Portal. For example this could also include information on salaries, which is normally difficult to obtain.	Interviews.
Which factors facilitate or hinder cross-national placement of individuals by EURES. Describe short their impact.	The level of development of the Polish economy and the Polish salaries do not attract large numbers of foreign workers. For example there are approximately 47 vacancies open to foreign workers in Poland at any one time, but only a very small number of foreign workers have shown any interest in these vacancies. Language is also a barrier. The facilitating factors are the public trusts vacancies that are distributed by EURES and the fact that EURES services are free of charge.	Interviews.

Information about EURES		Source
Opinion on the current way/form of reporting in the EA Monthly reports? What works well what does not.	The main task of the EURES is job placement and the provision of information, which should be reflected in the EC Monthly reports.	Interviews.
alternative ways for measuring the performance of EURES (describe shortly)	Polish EURES has separate registration form, which is generally similar to EC Monthly Report. This national report contains more details (see annex). The report includes basic information of the EURES, but also information on training, contacts with external organisations, job seekers, foreign workers from EEA countries; international job placement services within EURES for Polish employers, international job placement services within EURES for Foreign employers, job fairs, and cross border mobility (see Annex 1).	Interviews.
What other data is available for measuring the performance of EURES (other than that included in the monthly reports)?	Data for the national registration form.	Interviews.
In your opinion, what are (or could be) the best indicators for measuring the impact of EURES on geographical mobility?	See the registration form (annex).	Interviews.

5 Geographical labour mobility

5.1 Design

Specific to geographical mobility		Source
Is the performance of geographical mobility activities other than EURES assessed?	*No.*	Interviews.
Do indicators related to geographical mobility activity exist within the PES performance measurement system?	No.	Interviews.
Are targets in place?	No	Interviews.
Does the PES collect any (other) data on geographical mobility activity (i.e. which is not included in the performance measurement system)?	No.	Interviews.
Does the PES also monitor geographical labour mobility on the basis of data provided by another organisation (e.g. statistical office)? Which indicators are used?	Data on migrants coming from outside the European Union come from the registry of work permits (they have to have a permit in order to legally work in Poland). There is no data about the EU citizens working in Poland, because they do not require work permits. The MLSP used to collect data on Polish workers abroad via embassies, but stopped doing this as the data was unreliable.	Interviews.
Where in the PES is data collected and processed?	Information on migrants (working permits) is collected at the level of the voivodes.	Interviews.
How is quality of service/client satisfaction related to geographical labour mobility activities measured?	No.	Interviews.
Is contact maintained with clients to ascertain the results of services related to geographical labour mobility provided? For example, are any follow-up surveys undertaken?	No.	Interviews.

5.2 Use

Specific to geographical mobility		Source
At what organisational level (strategic, operational, etc.) and frequency is the effectiveness of services related geographical mobility monitored?	No.	Interviews.
Is monitoring information or data used to inform future activity/resource allocation?	There is some data on geographical mobility especially about the non-EU migrants. According to the interviewee this data is also used to future planning of migration policy.	Interviews.
Are good practices identified and shared? By whom?	No.	Interviews.
Where and when is information on geographical mobility and associated activity used? Is it shared with cross-border/trans-national partners?	Not clear.	Interviews.

Annex

Used sources

PES website - http://www.psz.praca.gov.pl/;

EURES website -http://www.eures.praca.gov.pl/en/index.php?option=com_content&view=frontpage&Itemid=26;

Ministry of Labour and Social Policy website - http://www.mpips.gov.pl/index.php?gid=865;

Report on Employment Agencies 2009

http://www.psz.praca.gov.pl/_files_/publikacje/100601_raport_agencje_zatrudnienia_2009.doc;

Kalužná, D. (2009) Main Features of the Public Employment Service in Poland (*OECD Social, Employment and Migration Working Papers*, No. 80, OECD Publishing);

European Job Mobility Partnership (2010) Making Transitions Pay;

Council for Social Monitoring (2010) Social Diagnosis 2009;

Department for Work and Pensions (2009). International review of Performance Management Systems in Public Employment Services.

Interviews with:

Ms. Dorota Pasterczyk, Deputy Director, Ministry of Labour And social Policy Department of Labour Market;

Ms Joanna Wodzynska - Department of the Funds;

Ms Izabela Kaczmarska - Labour Market Dpt, Continous Training Division;

Mr Jacek Jaczewski - Labour Market Dpt., Labour Placement Division;

Ms. Jolanta Jakubowska, Labour Market Dpt. Labour Placement Division;

Ms Agnieszka Zdak - Labour Market Dpt., European Public Employment Services Division;

Ms Lidia Nejkauf - Labour Market Dpt., European Public Employment Services Division.

Efektywność podstawowych form aktywizacji zawodowej realizowanych w ramach programów na rzecz promocji zatrudnienia, łagodzenia skutków bezrobocia aktywizacji zawodowej w 2009 roku WARSZAWA, LIPIEC 2011.

List of indicators
ANNEX 1: indicators as stated in the Efektywność podstawowych form aktywizacji zawodowej realizowanych w ramach programów na rzecz promocji zatrudnienia, łagodzenia skutków bezrobocia i aktywizacji zawodowej w 2010 roku. **Objaśnienie podstawowych pojęć użytych w opracowaniu:** ***Efektywność zatrudnieniowa –*** (tj. wskaźnik ponownego zatrudnienia), ustalona (obliczona) została jako stosunek liczby osób, które po zakończeniu udziału w 2010 roku w określonej formie aktywizacji uzyskały w okresie do 3 miesięcy zatrudnienie, tj. wyrejestrowały się z powiatowego urzędu pracy lub jeżeli w okresie do 3 miesięcy od czasu zakończenia udziału w programach nie zarejestrowały się w powiatowym urzędzie pracy, do liczby osób, które w 2010 roku zakończyły udział w danej formie aktywizacji. **INDICATOR;** ***Koszt uczestnictwa w programie –*** ustalono (obliczono) w wyniku podzielenia faktycznych wydatków w 2010 roku poniesionych kasowo na daną formę aktywizacji przez liczbę osób, które w 2010 roku rozpoczęły udział w danej formie aktywizacji; ***Efektywność kosztową –*** tj. koszt ponownego zatrudnienia – ustalono (obliczono) w wyniku podzielenia kwoty poniesionych wydatków w 2010 roku (kasowo) na daną formę aktywizacji przez liczbę osób, które po zakończeniu udziału w 2010 roku w danej formie aktywizacji uzyskały w okresie do 3 miesięcy zatrudnienie. 5 ***Ogólna efektywność zatrudnieniowa*** – (tj. wskaźnik ponownego zatrudnienia), ustalona (obliczona) została jako stosunek liczby osób, które wyrejestrowały się z tytułu podjęcia pracy niesubsydiowanej w 2010 roku, do liczby zarejestrowanych osób bezrobotnych na dzień 31 grudnia 2009 roku. **INDICATOR!!!** ***Ogólna efektywność kosztowa*** – (tj. koszt zatrudnienia), ustalono w wyniku podzielenia kwoty poniesionych w 2010 roku wydatków ogółem na aktywne formy aktywizacji zawodowej przez liczbę osób, które wyrejestrowały się z tytułu podjęcia pracy niesubsydiowanej w 2010 roku.

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