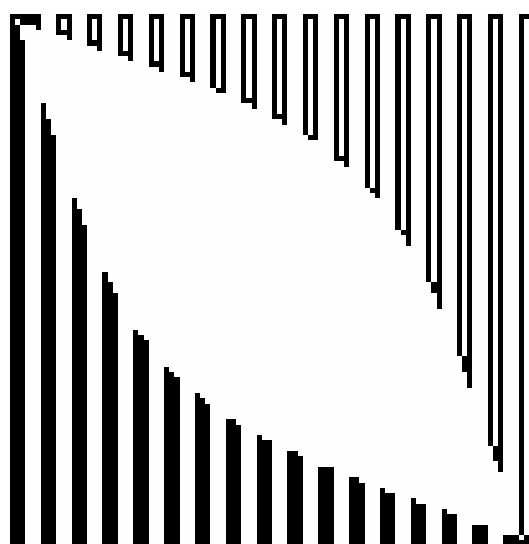


Ministry of Economy and Labour
Labour Market Department

**THEMATIC REVIEW
ON ADULT LEARNING
POLAND**

BACKGROUND REPORT



OECD  OCDE

Warsaw, 2005

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The Thematic Review on Adult Learning was an initiative of OECD and brought together the key lessons from 17 OECD countries (Austria, Canada, Denmark, Finland, Germany, Hungary, Mexico, Netherlands, Poland, Portugal, Spain, Sweden, Switzerland, United Kingdom, United States) providing evidence on strategies in place to improve the adult's participation in learning.

The published results of the project include i.a.:

- „Thematic Review on Adult Learning – Poland Background Report („Uczenie się dorosłych – Przegląd Tematyczny, Raport źródłowy Polska” prepared by the national experts and the representatives of the Ministry of Economy and Labour;
- Poland Country Note („Polska; Notatka na temat kraju”) produced by the OECD review team
- two comparative reports, first report published in 2003 („Beyond Rhetoric: Adult Learning Policies” and a second one published in 2005 („Promoting Adult Learning”).

Poland's documentation and the highlights from the comparative report „Promoting Adult Learning” are currently available at the OECD website (<http://www.oecd.org/edu/adultlearning>). These documents will be soon translated into Polish and available at the website of the Ministry of Economy and Labour and in hard copies.

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Chapter 1. INTRODUCTION

1.1. Economic context

Economic reforms in Poland started in 1989 led to remarkable changes in GDP and employment for over a decade. The steadily declining share of output in agriculture (4% in 2002), manufacturing and construction (30%), along with a rising share of the service sector (66%), have been accompanied by considerable shifts in employment composition.

In 2002 nearly 25% of jobs were in manufacturing and construction, 47% in services and 28% in agriculture. The private sector generates about 63% of GDP and 74% of employment. Ongoing restructuring of the state-owned electro-energy, gas-petrol, mining, metallurgy and railway industries will contribute to further increases in private-sector hiring.

Between 2000 and 2002, increases in GDP slowed remarkably, and the first symptoms of improvement were visible in the last quarter of 2002. In 2003 the GDP rose by about 3.8%. Since 2000 the budget deficit has been on the rise; in 2002 it amounted to PLN 39.1 billion (Polish zlotys), 5.04% of the GDP. In 2003 the deficit declined to PLN 36.5 billion, which accounted for 4.48% of the GDP. Inflation is under control, a positive feature of Poland's economy – in 2002 it was at the level of 1.9% while in 2003 it had fallen to only 0.8%.

In the years 1997–2003 total employment decreased by about 1.5 million jobs, and this trend has continued in 2003 (see Table 1.1.).

Table 1.1. Employed persons, 1997–2003 (end-of-year figures)^a

Years	Total	Outside private farming	Total	Outside private farming
	In thousands		Increase/decrease (in thousands)	
1997	16229	12155	+387	+387
1998	16174	12044	-55	-111
1999	15919	11593	-255	-451
2000	15489	11243	-430	-359
2001	14996	10759	-493	-376
2002	14924 ^b 12803 ^c	10695 10694	-72	-389
2003	14802 ^b 12682 ^c	10542 10543	-122 -121	-153 -151

a In 1997–1999, as of September 30.

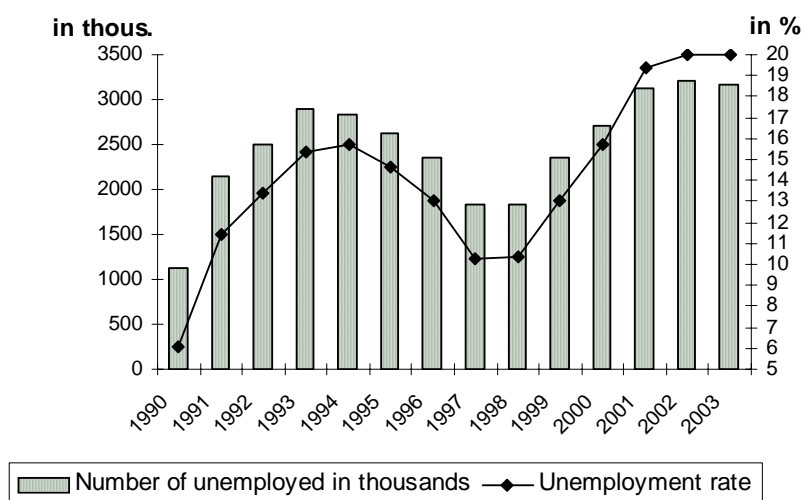
b Data were compiled including persons employed at private farms as estimated by use of data from the Agricultural Census of 1996.

c Data were compiled including persons employed at private farms as estimated by use of data from the Population and Housing Census 2002. The 2002 census differs from the 1996 survey for two basic reasons: significantly fewer persons stated that they worked on farms, and some categories of persons employed on private farms were not included in the category “the employed on private farms”.

Source: Statistical Yearbook of Labour 1999, CSO, p.22; Employed in the national economy in 2001, CSO, Table 1, Statistical Yearbook of Labour 2003, CSO, Table 4 (18), Concise Statistical Yearbook of Poland 2003, CSO, Table 1 and 2.

Simultaneously, unemployment has been on the rise since 1998 reaching 3 176 000 at the end of 2003, with an unemployment rate (UNR) of 20% (see Figure 1.1.).

Figure 1.1. Registered unemployment, 1990-2003 (end-of-year figures)



Source: Unemployment register in Poland, in: Information and statistical working papers, CSO (various editions).

There are some signs that the labour market is improving. Unemployment rates did not increase in the second half of 2003, and 2004 brought decreases in unemployment along with a visible improvement in the economy. Increasing investments, a steadily improving external trade balance due to rising exports, and an upward trend in individual consumption confirm the economic recovery in Poland. In the first half of 2004 the GDP rose by about 6% compared to the same period in 2003.

1.2. Demographic and social context

1.2.1. Population change

Poland's area is 313 000 square kilometres. The latest population estimate is 38.2 million people (at the end of 2003), which places Poland as the eighth largest country in Europe. The population density of 122 persons per square kilometre is near the middle level by European standards. There are 16 voivodships (NUTS 2 level¹). About 62% of the population resides in urban areas.

In the 1990s, Poland like other countries in Central Europe under transition, experienced radical changes in population trends. Decreases in marriage and birth rates, already observable in the 1980s, accelerated in the 1990s; the more recent decline was accompanied by changes in marriage and family planning patterns – postponement of marriage and children, rises in cohabitation and Living Apart Together (LAT) relations, and increasing extra-marital births. The total birth rate declined from 2.08 in 1989 to 1.25 in 2002.

At the beginning of the 1990s, Poles experienced a higher mortality rate, as demonstrated by decreasing life expectancy at birth, a statistic which was already low by western standards. After the “black” year of 1991 considerable improvement in the mortality rates for both sexes occurred. Between 1991 and 2002, the life expectancy of men grew by 4.2 years (to 70.4) while that of women increased by 3.4 years (to 78.8).

During the 1990s immigration into Poland declined remarkably, while both official statistics and sample surveys indicate that increasing numbers of Poles left Poland for other countries. Poland is an out-migration country.

¹ The Nomenclature of Territorial Units for Statistics (NUTS).

Trends in mortality and fertility rates have brought a steady decline in the share of the population belonging to the youngest age group and an increase in the number of older persons. In 2002 the percentage of Poles aged 0–17 years was 22.7, the working-age population represented 62.2% of Poles and post-working-age persons constituted 15.1% of the total population. The recent population forecast shows acceleration of ageing, especially after 2010 (see Table 1.2.). Cohorts of the baby boom after the Second World War constitute the rising number of persons aged 50 and over, and will affect the rapid ageing in the years 2010–2020. The rise in the number and share of persons aged 60–65 has proven to be sharper than expected, surpassing estimates from a previous forecast in 1999. It is expected that by 2015, at least one-fifth of the population will fall into that age group.

The old-age dependency rate will also be higher than foreseen in 1999, especially after 2020; it will rise from 24 persons aged 60–65 or older per 100 working-age people in 2005 to 46 in 2030. These changes, along with labour market developments (low labour force participation, high unemployment, declining activity of older workers) justify a deep concern about the financial viability of the state budget.

Table 1.2. Future population changes, by age group

Years	2005	2010	2015	2020	2025	2030
In thousands	38123,3	37899,2	37625,9	37228,8	36598,0	35693,0
Percentage	100	100	100	100	100	100
0–17						
In thousands	7835,1	6810,9	6296,3	6069,6	5784,2	5325,1
Percentage 18–59 F/18–64 M	20,6	18,0	16,7	16,3	15,8	14,9
In thousands						
Percentage 60+F/65+M	24402,8	24657,7	23861,3	22619,6	21559,6	20770,9
In thousands	64,0	65,1	63,4	60,8	58,9	58,2
Percentage						
In thousands	5885,4	6430,6	7468,2	8539,7	9254,2	959,0
Percentage	15,4	17,0	19,8	22,9	25,3	26,9
Zmiany w okresach 5-letnich (w tys.)						
Poland	-525,4	-224,1	-273,3	-397,1	-630,8	-905
0–17	-1469,3	-1024,2	-514,6	-226,7	-285,4	-459,0
18–59F/18–64M	738,0	254,9	-796,4	-1241,7	-1059,9	-788,8
60+F/65+M	205,8	545,2	1037,6	1071,4	714,6	342,8

Source: Calculations based on the forecast results from www.stat.gov.pl.

Note: In Poland the retirement age is 60 for women (F) and 65 for men (M).

1.2.2. The labour market

Restructuring of the Polish economy in the 1990s resulted in a decline in total jobs of about 3.05 million between 1990 and 2002. At the same time, the working-age population increased by about 2.13 million. Large-scale unemployment has been a factor throughout this period, decreasing only between 1994 and 1997 (from 2.8 to 1.8 million) parallel to an increase in employment of 1.1 million. A new period of increases in unemployment beginning in September 1998, led to a figure

of about 3.2 million at the end of 2003 (41 000 less than in December 2002). The unemployment rate (UNR) rose to 20%. Altogether between December 1998 and December 2003 the number of unemployed registered increased by 1 344 000.

Labour Force Survey data show a steady decline in economic activity for both males and females, and for the urban and rural populations (see Table 1.3.).² Comparable cross-country indicators provided by Eurostat for the population aged 15–64 illustrate that the overall labour force participation rate (LFPR) in Poland is remarkably lower than the EU average. In 2002 the LFPR of people aged 15–64 was 65%, versus 70% in the EU. Economic activity of males was among the lowest levels in the EU and accession countries (72%); only Bulgaria and Hungary showed lower levels than Poland for this indicator. The LFPR of females nearly reached the EU average (61%), but among accession countries again only women in Bulgaria and Hungary had a lower rate than the Polish women.

Table 1.3. Economic activity of the population aged 15 and older^a

Period	Total population aged 15 and older (in thousands)	Labour force (in thousands)	Labour force participation rates for the population aged 15 and older (percentage)				
			Total	Males	Females	Urban	Rural
1992	28 391	17 529	61.7	70.0	54.2	59.5	65.5
1993	28 380	17 367	61.2	69.6	53.6	58.5	65.7
1994	28 903	17 122	59.2	67.0	52.2	57.5	62.1
1995	29 106	17 004	58.4	66.5	51.1	57.2	60.5
1996	29 486	17 064	57.9	65.9	50.6	56.4	60.3
1997	29 727	17 052	57.4	65.5	50.0	56.1	59.5
1998	30 061	17 162	57.1	64.9	50.0	56.3	58.4
1999	30 388	17 214	56.6	64.3	49.7	56.3	57.2
2000	30 671	17 300	56.4	64.3	49.2	55.8	57.5
2001	30 893	17 229	55.8	63.4	48.8	55.2	56.7
2002	31 109	17 097	55.0	62.6	48.0	54.3	56.1
2003 ^b	31 067	16 991	54.8	62.4	47.9	54.0	56.2

a *Labour Force Survey* estimates for the fourth quarter of each year.

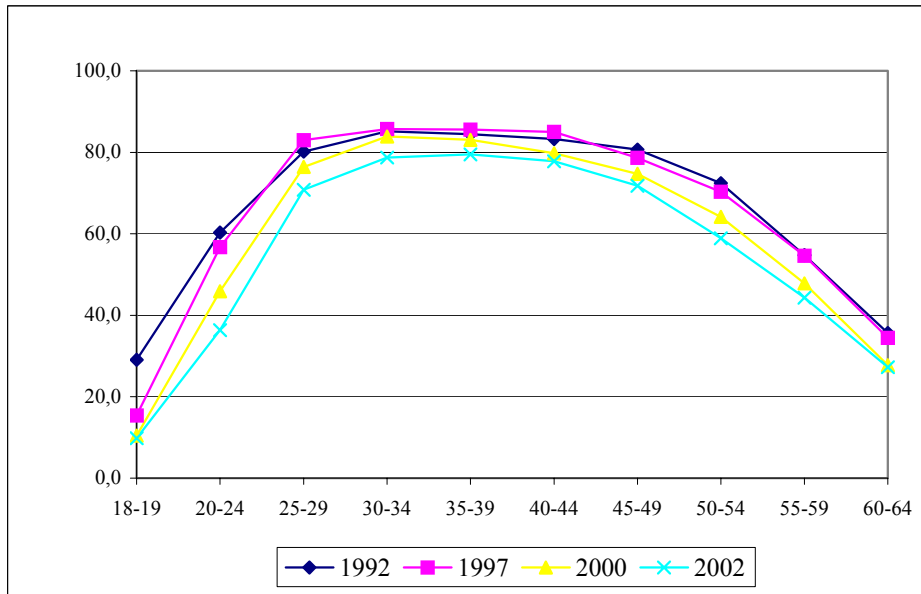
b Results for 2003 are based on the population estimates derived from the Population Census of 2002 and they cannot be directly compared to previous figures.

Source: *Statistical Yearbook of Labour* 1995, CSO, Table 5. Labour Force Survey in Poland, II quarter 2004, CSO, Table 1.

The demographic pressure on the labour market (i.e. the continuous increase in the working-age population) and declining employment since 1998 resulted in unfortunate changes in employment rates and unemployment indicators, which show that currently the situation seems to be even worse than in the first years of reforms. Employment rates for both women and men are markedly lower than they were at the beginning of the economic transformation. Their decline for males aged 25–34 and 50–64, and for females aged 45–55, has been mostly noticeable since 2000.

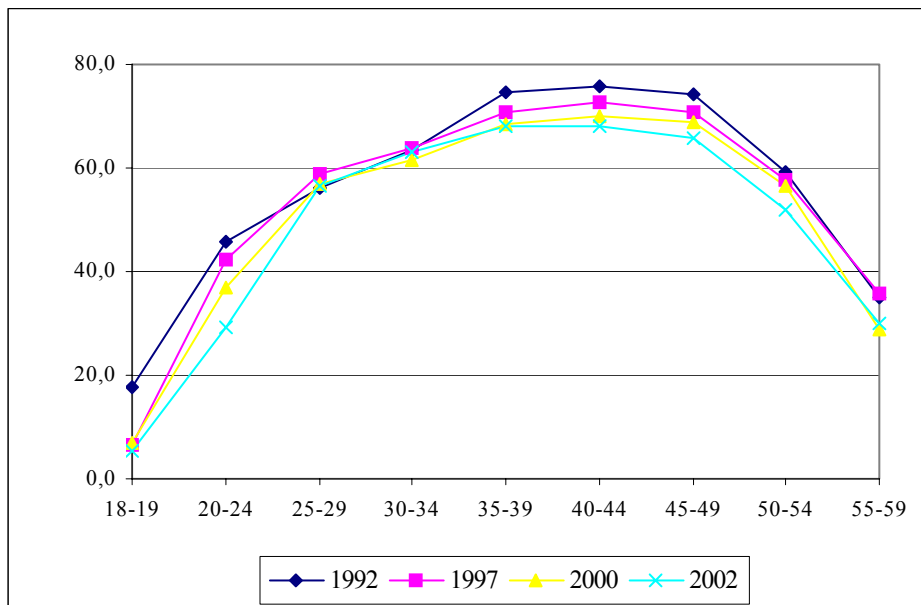
² The Labour Force Survey in Poland started in May 1992.

Figure 1.2. Employment rates, males, 1992–2002



Source: *Labour Force Survey*, CSO, May 1992, 1997, II quarter 2000, 2002.

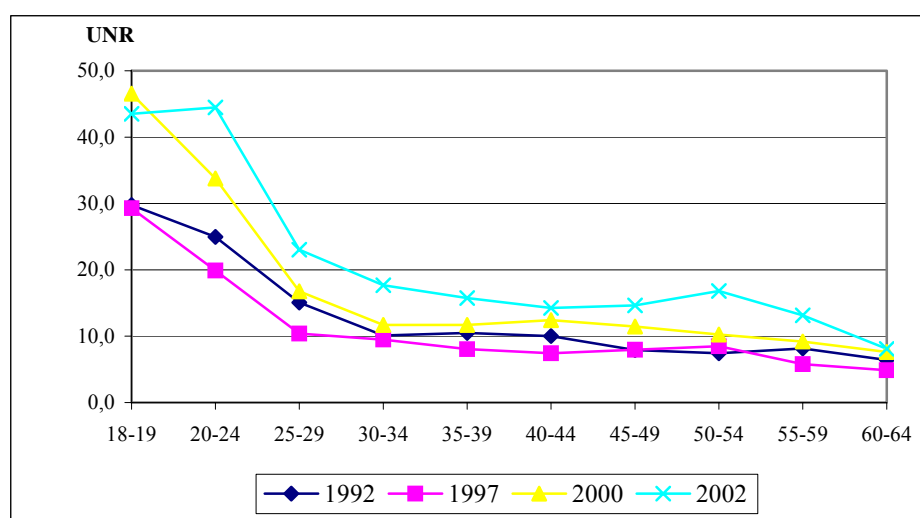
Figure 1.3. Employment rates, females, 1992–2002



Source: *Labour Force Survey*, CSO, May 1992, 1997, II quarter 2000, 2002.

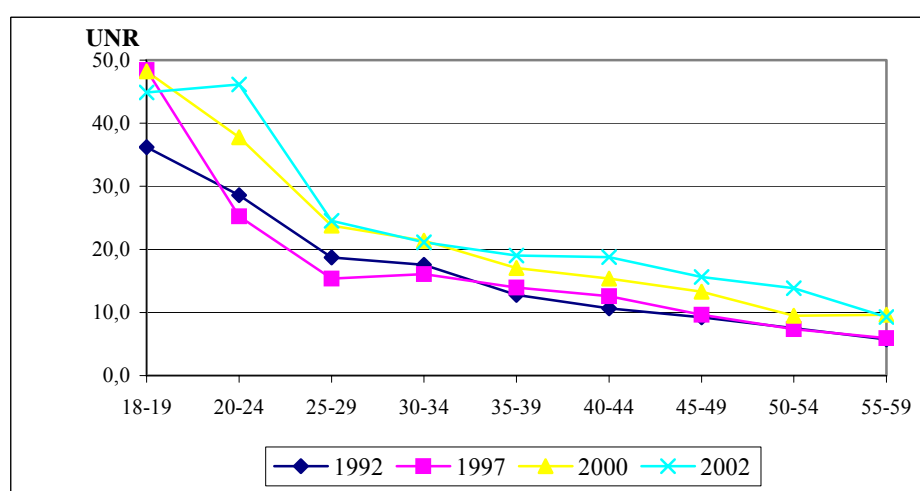
The most distinctive feature of the labour market in Poland is a high incidence of unemployment among the youngest people. Their situation was worse than that of other age groups in the early years of the reform efforts, and improved visibly in the years of economic prosperity (especially for males); it has once again started to deteriorate since 1998. Between 2000 and 2003 a remarkable rise in unemployment rates for people under 25 years of age was observed. The rates exceed 40% for males and females, a level unparalleled elsewhere in the EU.

Figure 1.4. Unemployment rates, males, 1992–2002



Source: Labour Force Survey, CSO, May 1992, 1997, II quarter 2000, 2002.

Figure 1.5. Unemployment rates, females, 1992–2002



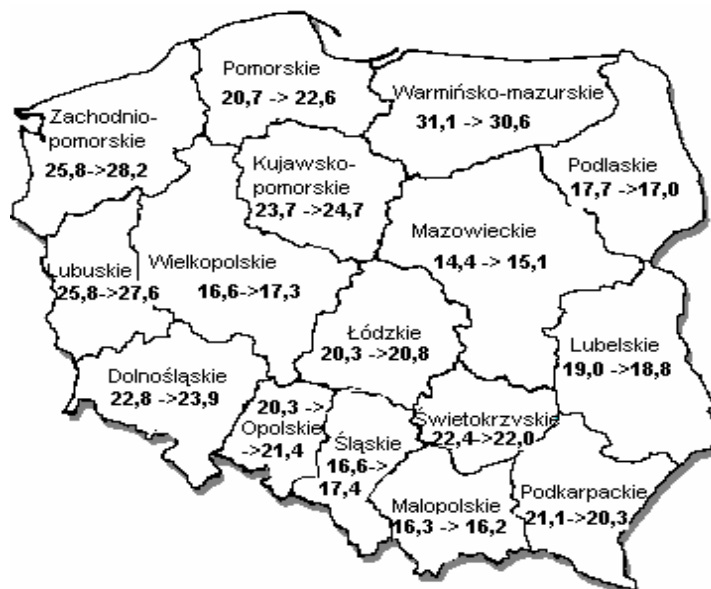
Source: Labour Force Survey, CSO, May 1992, 1997, II quarter 2000, 2002.

Unemployment incidence varies significantly by gender, age, education, and place of residence. Furthermore, the following tendencies could be observed over the last 5 years:

- Gender differences in the unemployment rates declined due to a sharper rise for males than for females.
- Changes in unemployment risk were more prevalent for the urban population, causing an increase in the differences in unemployment rates for the urban and rural residents. However, it is important to remember that hidden unemployment in rural regions is estimated at about 1 million.
- In 2003 the unemployment rates for the youngest persons (aged 15–24) reached their highest level since May 1992, when the LFS started.
- Between 2000 and 2003 the UNRs of males aged 25–34 and 50–54 increased remarkably; on the contrary, females aged 25–34 did not experience a rise in unemployment risk.
- Persons aged 45 and older became more exposed to the unemployment threat.

Regional differences in unemployment result from different levels of economic development in particular regions, their disparities in terms of labour market flexibility and skills, as well as mobility of the labour force. Steadily, the highest unemployment rates are noted in the following voivodships: warmińsko-mazurskie, zachodniopomorskie, lubuskie, kujawsko-pomorskie, dolnośląskie. In December 2003 the lowest unemployment, 15.2%, rate was in mazowieckie voivodship. However, in five voivodships the unemployment indicators have not increased while referring to the situation at the end of 2001.

Figure 1.6. Unemployment rates³ by voivodship, December 2001 – December 2003



Source: Registered unemployment rate in Poland in 2001–2003, CSO Information Note 30.01.2004.

The intensity of increases in unemployment slowed down in 2003. In January 2004 the registered unemployment rate was slightly lower than the previous year. Rising outflows of workers, along with an increase in participants in active labour market policies seem to at least be stopping the upward trend of unemployment. More specific indicators even show some declines in unemployment risks.

1.2.3. The labour market and education

The economic recovery, which started in 2003, as well as some measures aimed at the liberalisation of the labour market (more flexible work contracts and arrangements) eased tensions and stopped deterioration of the Polish workforce. However, these visible increases in the number of jobs are not enough to declare considerable improvements in the labour market. Skill shortages and mismatches are symptoms of necessary advancements in human capital.

Census data illustrate a visible progress in education by the population of Poland throughout the 1990s (see Table 1.4.). It is manifested by a rising share of people with at least secondary education, and especially by the higher percentage of people with university education. However, due to the fact that improvements in education concern mainly the urban population, the discrepancies between the education level of the inhabitants of urban and rural areas point out that

³ Registered unemployment rate (taking into consideration results of the Population Census 2002).

an educational gap still exists. Importantly, the gap widens for people with the highest education level. Similarly, females have experienced more progress than males, so the differences between the education levels of men and women have also enlarged.

Table 1.4. Population aged 15 and older by education level, place of residence and gender, 1988 and 2002 (in %)

Level of education	Rural 1988*	Rural 2002**	Urban 1988*	Urban 2002**	Women 1988*	Women 2002**	Men 1988*	Men 2002**
Basic vocational and lower	84.6	71.5	58.4	44.8	65.2	52.6	71.9	60.1
Secondary with post-secondary	13.1	22.4	31.8	38.6	28.4	35.1	20.6	27.6
University	1.8	4.3	9.4	13.7	5.9	10.4	7.2	9.3

* Excluding people with unknown level of education.

** Excluding people with unknown level of education and those who completed lower secondary school.

Source: Report on the National Population Census and Housing Census 2002, CSO, pp. 27, 29.

Table 1.5. Population aged 25–64 by education level and gender, 1992–2002

Education	1992		1997		2000		2002	
	Women	Men	Women	Men	Women	Men	Women	Men
Ages 25–34								
Population (thousands)	2 781	2 856	2 447	2 517	2 569	2 619	2 706	2 774
University	8.7	7.1	10.6	8.0	15.6	9.7	18.8	11.7
Post-secondary, secondary vocational	40.0	27.3	36.4	26.5	31.5	26.8	31.1	26.6
Secondary general	9.8	3.5	9.4	3.5	9.8	4.2	11.5	5.3
Basic vocational	29.5	48.9	32.0	50.0	32.5	47.4	29.2	45.4
Primary and below	12.0	13.2	11.6	12.0	10.6	12.0	9.4	11.0
Ages 35–44								
Population (thousands)	3 108	3 111	3 066	3 069	2 829	2 845	2 637	2 657
University	10.2	9.6	9.8	9.1	11.8	8.3	13.0	9.2
Post-secondary, secondary vocational	31.0	24.8	33.8	24.9	33.8	25.0	33.4	25.1
Secondary general	10.8	2.8	10.2	2.0	8.4	2.7	9.1	3.2
Basic vocational	25.5	41.6	29.2	48.0	31.4	50.5	31.0	49.2
Primary and below	22.5	21.2	17.0	16.0	14.6	13.4	13.5	13.3
Ages 45–64								
Population (thousands)	3 972	3 562	4 392	4 026	4 721	4 340	4 947	4 585
University	7.2	10.0	8.5	10.5	9.5	9.3	9.7	8.8
Post-secondary, secondary vocational	16.4	17.6	20.9	19.2	23.4	20.7	25.0	21.9
Secondary general	8.8	3.2	10.1	3.6	10.1	3.1	9.9	3.4
Basic vocational	10.9	24.6	16.7	33.7	19.7	36.6	21.8	39.2
Primary and below	56.6	44.6	43.7	33.1	37.1	30.3	33.6	26.6

Source: Calculations based on the *Labour Force Survey*, CSO, May 1992, 1997, II quarter 2000, 2002.

Note: Secondary vocational education is a combination of vocational and general education requiring four years of schooling on average; it is completed with a final exam (*matura*), which is necessary for entering university. Basic vocational education includes three years of schooling and does not offer the possibility to enter university.

The increase in educational level concerns younger generations (see Table 1.5.) more than older Poles. The most remarkable improvement is among women aged 25–34, for whom the share of persons with university degrees has more than doubled. Altogether, in 2002, 61.4% of women in that age group had attained at least secondary education, while in 1992 only 58.5% had reached this educational level. The percentage for males of the same age was 37.9% in 1992 and 43.6% in 2002. Differences continue to grow between younger and older age groups.

A special emphasis should be placed on the group aged 35–44. These individuals are supposed to stay at the labour market for at least 15 (females) to 20 (males) years, according to the current age of retirement. In 2002 this age group amounted to nearly 5.4 million people. Education levels for males remained stable over ten years with 62.5% of individuals at the basic vocational education level and below. The female education level slightly improved, however; in 2002 females with basic vocational education and below constituted 44.5%. But without remarkable changes in their human capital, it will still be difficult for these individuals to find employment. There are already many visible signs of the rising value of education in the labour market, it is likely that quality adjustments in the labour market will continue.

Labour market indicators are strongly differentiated by education level (see Table 1.6.). The only nearly stable employment rate over the years 2000–2002 was that for individuals with university degrees. Although individuals with university degrees recently experienced an increase in unemployment, the UNRs for people with university education remain less than half of the rates for less educated people.

Table 1.6. Labour market indicators by education level

Labour market indicators	1996	2000	2001	2002
<i>Labour force participation rates</i>				
University	80.9	80.4	81.9	81.4
Post-secondary	-	-	-	75.3
Secondary vocational	74.2*	72.8	71.5	70.4
Secondary general	49.6	49.8	47.8	49.3
Basic vocational	75.8	72.4	70.9	70.9
Primary and below	32.2	26.9	25.7	25.6
<i>Employment rates</i>				
University	78.6	76.6	76.6	75.8
Post-secondary	-	-	-	64.0
Secondary vocational	66.7*	62.9	60.0	57.1
Secondary general	43.1	40.0	36.9	37.0
Basic vocational	65.1	58.4	55.0	52.3
Primary and below	28.0	21.4	19.9	18.1
<i>Unemployment rates</i>				
University	2.9	4.8	6.4	6.9
Post-secondary	-	-	-	15.1
Secondary vocational	10.1*	13.6	16.1	18.9
Secondary general	13.1	19.6	22.9	24.9
Basic vocational	14.1	19.2	22.4	26.3
Primary and below	12.9	20.6	22.6	29.4

* Post secondary and secondary vocational.

Source: *Statistical Yearbook*, 1997, 2001, 2002, 2003, CSO.

Note: *Labour Force Survey* estimates for the fourth quarter of 1996, 2000, 2001. Results from 2002 are based on population estimates derived from the Population Census of 2002 (as of May 2002), and they cannot be directly compared to previous figures.

Lack of skills increases the risk of unemployment, affects the length of unemployment and poses a threat of return to unemployment once employment is found. However, education does not protect women as efficiently as men against the risk of unemployment and of remaining unemployed for longer than one year. Long-term unemployment affects women more severely, not only in terms of percentage of women who have been unemployed for more than one year, but also in terms of the length of the period of unemployment.

Until 2001 the population estimates used to generalise the LFS data were based on population accounting, which refers to vital statistics and the Population Census of 1988. The Population Census of 2002 established new population data for reference and estimated the population and its composition for subsequent years.

Quality variations in the labour market are more pronounced in urban regions. People with lower skill levels (basic vocational and primary education) experience more difficulties in the labour market in urban regions as compared to rural regions, despite the substantial differences between the education level of urban and rural populations.

Despite remarkable improvements in education of Poland's population during the last decade, there is still a remarkable difference between the EU and Poland. LFS data from 2001 show that across the EU, an average of 21.6% of individuals aged 25–64 have completed tertiary education; in acceding countries the average was 13.9% and the average for Poland was 11.7%.

Shortages in human capital concern both younger and older generations; however, investments in human capital of adults aged 35–44 are of particular relevance. Individuals in this age group will stay at the labour market for next 15–30 years and will have to combat the labour force decline expected beginning in 2010. Another important issue is skills upgrading for older workers. Their low employment rate (see Figures 1.2 and 1.3) is expected to decline even further, along with continued quality adjustments in the labour market and despite attempts to reduce early retirement and to increase the retirement age. Discrepancies between the skills of older and younger generations are growing. Under existing labour market structures, reduced opportunities for early retirement and intentions to increase the retirement age will lead to a rise in incidence of disability and unemployment for older workers. Therefore, any attempts to keep older workers in the labour market should be combined with skill-upgrading programmes. The expected ageing of the labour force – an increase in participation by women aged 55–59 and men aged 60–64 – makes this issue especially relevant.

1.3. The definition of adult learning

The law *on the Polish education system*⁴ defines adult learning as “learning in schools for adults, as well as acquiring and supplementing general knowledge, vocational skills and qualifications in out-of-school forms by persons who have fulfilled the school duty.” Adult learning within the education system is organised and carried out in:

- schools for adults.
- institutions of continuing education, institutions of practical education, centres of further vocational training and vocational development.

⁴ Law of 7 September 1991 *on the Polish education system*, the uniform text: Dz. U. of 1996, No 67, Text 329 with amendments, Art. 3 par. 17.

Adult learning may be carried out in terms specified by regulations on business activity (according to so-called commercial principles) or in terms implied by other regulations, for example those concerned with work in regulated occupations.

In Poland, education is obligatory until the age of 18, while school attendance commences when the child is seven years old and lasts until the child graduates from a lower secondary school. On completion of lower secondary school, young people may continue their educational paths in a school, in out-of-school programmes or by employment for the purpose of vocational preparation.

The principles of further vocational training and general education development are established by the Minister of National Education and Sports (MoNES) and the Minister of Economy and Labour (MoEL), and must be approved by the Council of Ministers, the highest administrative body of the Polish government.

The 2003 Report of the Ministry of National Education and Sports, titled *Modernisation of adult learning and continuing education in Poland as integral segments of lifelong learning*⁵, defined continuing education (adult learning) as a set of formal, non-formal and informal educational processes that due to their content, level and method make it possible to supplement education in in-school and out-of-school programmes. Through these programmes, adults develop their abilities, enrich their knowledge, improve their vocational qualifications or gain new professional skills, and change their attitudes. The MoNES uses definitions, based on Okon's proposals⁶ and are similar to OECD definitions⁷. (The OECD definitions specify which forms lead to certificate, while Okon does not).

Formal learning – the system of education based on programmes fixed in terms of time and curriculum (classes, grades, schools, topics of study and handbooks) running from primary education to university and involving general education courses and many special programmes and institutions of technical and vocation education.

Non-formal learning – the conscious and organised educational activity carried out outside the formal system of education, which enables a specific group of participants to attain established education objectives.

Informal learning – lifelong non-organised and non-systematic process of acquisition of information, abilities, beliefs and attitudes on the basis of everyday experience and its educational impact.

Forms of adult learning vary in terms of their duration, their scope and their subject level, and they include:

- lectures, films, exhibitions, publications.
- seminars, symposia, conferences, training workshops.
- distance-learning programmes.
- open education, guided self-education.
- open universities.

⁵ Report *Modernisation ...*, MoNES, 2003, p.1.

⁶ Okon W., *Pedagogic dictionary*, PWN, 1992.

⁷ *Beyond Rhetoric: Adult Learning Policies and Practices*, OECD, 2003, p. 25.

- courses and training programmes: specialisation-oriented, qualifications-oriented, and occupation-oriented training.
- in-school learning for working people.
- post-graduate studies.
- doctoral studies.

The definition of adult learning applied by the OECD – “education and training of adult persons aged 25–64, who have completed initial school education and want to start further education” – takes into account several different forms of education addressed to various age groups. In this review, for analytical purposes, we have assumed 25 years as the minimum age. However, because the data is not separated by age group in Poland, in many cases we will not be able to stay in this range.

1.4. Historical background of adult learning

Poland registered traditions of institutionalised vocational training as long ago as the 19th century. At that time adult learning comprised mainly training in artisan workshops.

In the modern era we can distinguish three clearly different periods. Until 1989, during almost 50 years of centrally planned economy, the system of vocational education of employees and management staff was deeply rooted within departments and branches of the national economy, mostly provided through so-called departmental centres of vocational training and development. Evening classes and extramural courses for adults (from basic vocational schools to universities) formed the system allowing individuals a second chance to obtain or improve their education.

The period of political and economic transformation in 1989 and 1990 was accompanied by essential changes in the economic structure, reduction of employment in large national enterprises, privatisation and rationalisation of employment, establishment of private companies, development of small businesses and self-employment. Those factors combined with the appearance and rapid growth of unemployment at the beginning of the 1990s resulted in a change of attitude towards employment. Workers were no longer guaranteed employment at one work place for their whole lives. The status of vocational education improved, as vocational training and re-training were considered means to maintain or obtain employment, and to curb unemployment. This resulted in a rapid growth of institutions active in training adults. In addition, less restrictive laws on economic activities opened the market for continuing education, bringing about the appearance of new training institutions. These institutions appeared spontaneously, and their curricula do not come under any substantial supervision by educational authorities. Until 1990, the Ministry of National Education and Sports exercised control over such activity and granted permission to establish training institutions.

The dynamic growth of training programmes for adults at the beginning of the 1990s responded to the increasing demand for training services from individuals and labour market institutions, including labour offices. In the second half of the 1990s the established training institutions were verified by market mechanisms. As they compete for clients, those institutions which provide effective training programmes using sound methods and conditions for training win. In many cases, this competition resulted in programmes adjusting their training offers, in terms of

content and methods, to the need of local labour markets. Both “new” and “old” training institutions are in operation today; some have been in existence for more than several dozen years. However, no full review or evaluation of the activities of most training institutions is available, particularly for private institutions. The system is also marked by regional gaps in the location of training providers; over 90% of adult learning programmes in the school system are located in urban areas⁸.

Another characteristic feature of the Polish system of adult education since the 1990s has been the flourishing and rapidly developing sector of training services (including an organised system of training) for the unemployed.

⁸ *Education in the school year 2001/2002, CSO 2002.*

Chapter 2. THE STRUCTURE OF ADULT LEARNING IN POLAND

2.1. Institutions involved in adult learning

2.1.1. The government

Institutions on several levels of government deal with adult learning issues in Poland, corresponding to the administrative structure of the state – 16 voivodships, 379 poviats, 2 489 communities (gminas):

- *Central administration-government.* The following bodies are responsible for creating adult learning policy at the central level: the Ministry of National Education and Sports (who lays down the general principles in the field of education), the Ministry of Economy and Labour (who determines opportunities and conditions for unemployed individuals and job-seekers taking advantage of training; and supports restructuring and entrepreneurship, as well as regional development), the Ministry of Finance (who determines tax policy) and other ministries overseeing the conditions of practising regulated (branch) occupations.
- *Voivodship administration and self-government authorities.* At the voivodship level, state education policy is implemented by the education supervisor, who is appointed by the voivodship authorities. The education supervisor is obliged to co-operate with the territorial self-government authorities to create and implement appropriate education policy. The education supervisor also exercises pedagogic supervision over schools and adult continuing education centres. The 2003 education system law also charged the education supervisor with accreditation of training institutions.
- *Poviat authorities.* The poviat self-government is responsible for running schools at the uppersecondary level as well as practical training centres and continuing education centres.
- *Communities (gminas).* Gminas are charged with the establishment and management of primary and lower secondary schools.

Public employment services

Public employment services are provided by the government through the Ministry of Economy and Labour, and 16 voivodship and 338 poviat labour offices. The tasks of poviat labour offices include initiating and organising training for unemployed people and job seekers, and granting and paying training allowances as well as training loans. These activities are aimed at increasing employability of unemployed people by raising their qualifications and their economic activity. Training is aimed particularly at individuals who do not have any vocational qualifications or whose qualifications are inadequate to meet labour market needs. The following groups of individuals may also take advantage of training organised by labour offices, even if they are not unemployed: reserve soldiers, workers during a period of notice, redundant for reasons concerning work establishment, people employed in a work establishment that has been declared insolvent, recipients of social assistance benefits⁹, those staying on mining leave, persons participating in an

⁹ Single parents of at least one child who is in primary or lower secondary school, until the child reaches the age of 15.

individual programme of integration, individuals with disabilities, individuals who have been granted a training allowance.

Labour offices organise predominantly group training as well as tailored training to meet the special requirements of the employers. Unemployed people who have identified job prospects that will be enhanced by skills gained or developed during the training may also apply to participate. The unemployed person may also apply for a loan to finance training to raise qualifications required for employment. Training courses organised by labour offices generally last about six months, although some curricula are completed over a 12-month period. Unemployed individuals without any qualifications may be directed to training lasting between 12 and 24 months if this programme of training is necessary to enter a particular profession.

2.1.2. Social partners

Employers' organisations and trade unions have a statutory right to influence decisions on education and adult learning policies, as well as regional development policy, by consulting all legal acts drafted by the government and by participating in the work of the employment councils that co-ordinate employment services. The main employment council operates through the Ministry of Economy and Labour. It implements programmes to create full employment in Poland, and manages the national and regional action plans for employment, as well as oversees the Labour Fund. Voivodship employment councils' responsibilities include issuing proposals and opinions on matters related to the direction of education and vocational training in the voivodship. They also prepare opinions on the criteria for distribution of Labour Fund resources between poviats self-governments in the voivodship. Poviat employment councils' responsibilities include issuing proposals and opinions on matters related to direction of education and vocational training in the poviat, as well as criteria for refunding participants' training costs.

Both employers' organisations and trade unions are increasing their roles in creating adult learning policy. Employers' contributions are mainly focused on financing training for their employees, co-operating with employment services in the organisation of training for unemployed people within the framework of the so-called tripartite training contracts, and organising training for individuals with a high risk of unemployment. Trade unions finance training programmes; however, they are mainly designed for trade union leaders who wish to be prepared for their trade union functions¹⁰.

2.1.3. Education and training services market

There are two types of institutions delivering education and training services for adults in Poland: those under the jurisdiction of public administration (at various levels) or those that function in a free market under the business activity law. Although they function differently, both types of centres deliver a variety of training programmes and have the authorisation to award various degrees and issue various certificates. The following institutions/organisations deliver adult learning:

- *Continuing Education Centres (CEC)*. The centres are located throughout the country. They operate under an ordinance of the Minister of National Education and Sports¹¹. Their main

¹⁰ Report *Modernization. ...*, MoNES, 2002, p. 6.

¹¹ The Ordinance of the Minister of National Education and Sports of 13 June 2003 on kinds, organisation and methods of functioning of public continuing (adult) education centres and public practical education centres, including public centres for vocational training and development (Dz.U. of 2003, No. 132. Text 1225).

functions are providing education and continuing education to adults in schools (the centre) and through out-of-school programmes, and developing teaching methods for adult education and requalification in co-operation with labour offices and employers.

- *Practical Training Centres (PTC)*. The centres are located in larger towns and also operate under an ordinance of the Minister of National Education and Sports. They offer well-equipped school workshops for vocational education, training and apprenticeships. Each PTC is a budgetary unit of a poviast or town, financed by the local budget. The centres are run by local authorities (starost of the poviast) and overseen by an education supervisor. These centres are usually created from former vocational school workshops. About 90% of PTCs co-operate closely with labour offices and with higher schools and scientific institutions.
- *Schools for adults*. These institutions deliver day, extramural and evening classes¹² at various educational levels: primary schools, lower secondary schools and basic vocational schools, as well as secondary general and vocational schools. They are supervised by education supervisors and training costs are covered by public funds.
- *Tertiary-level schools*. These institutions offer day, evening, extramural and external programmes. They award the following professional titles: *licencjat* (Bachelor's degree), *inżynier* (engineering degree), *magister* (MSc, MA), *doktor* (doctoral/PhD degree), in addition to post-graduate study programmes. The schools operate independently, but are supervised by the Minister of National Education and Sports. The costs of education in a day system of studies in state higher education schools are covered by the State budget. Tuition is charged for other types of studies. Employers frequently finance or co-finance tertiary education for employees.
- *Scientific institutions, research and development centres*. These institutions offer training courses and/ or post-graduate studies, under commercial regulations and operating principles.
- *Further training and vocational development centres, associations, foundations, joint-stock companies, civil partnerships and limited-liability companies, co-operatives and other entities*. These institutions conduct adult training under the commercial regulations and operating principles. Some programmes have been offered under business activity law since 1996.
- *Work establishments*. Individual enterprises organize training programmes for staff development.

2.2. Legal framework of adult learning

2.2.1. State obligations

The *Constitution of the Republic of Poland*¹³ provides that “public authorities shall pursue policies aiming at full, productive employment by implementing programmes to combat unemployment, including the organisation of and support for occupational advice and training, as well as public works and economic intervention.” The Constitution also mandates that an opportunity for free education in state schools be made available to individuals who have left the compulsory education system.

The law *on the Polish education system*¹⁴ and amendments to this measure provide “adults with an opportunity to complement general education, acquiring or changing their vocational and

¹² Day classes occur every day, evening classes are offered during the evening, and extramural classes take place during the weekend.

¹³ *The Constitution of the Republic of Poland* of 2 April 1997, Art. 65 par.5, Art. 70 par 2, <http://waw.polenia-online.com/Konstytucja/asc.htm>. The Constitution allows universities to provide selected education services for payment.

¹⁴ Law of 7 September 1991 *on education system*, op. cit., Art.1, par. 8 and Art. 83a.

specialist qualifications.” At the same time, the executive regulations lay down principles for raising vocational qualifications and general education of adults¹⁵, as well as determining types, organisation and functions of continuing education centres, practical training centres and state centres for vocational training and development¹⁶.

The law *on the Polish education system* allows institutions to carry out educational activities, not including running a school, under the principles laid down in the business activity law¹⁷. The law *on tertiary education*¹⁸ and the law *on tertiary vocational education*¹⁹ allow adults to acquire education within the binding curricular framework for higher studies, while the law *on university degrees and university title*²⁰ defines conditions for acquiring qualifications of the highest level.

Legislation concerning employment and counteracting unemployment²¹ defines public tasks and responsibilities in mitigating the effects of unemployment, promoting employment and mobilising unemployed people and other job seekers. This includes providing vocational guidance services, organising free training for unemployed people, paying training allowances, granting training loans, refunding costs of training and counselling for unemployed individuals, starting business activity, and refunding to employers the costs of training for workers with a high risk of unemployment.

The Ministry of Economy and Labour has been responsible for drafting a new law *on employment promotion and labour market institutions*, and the accompanying implementation regulations. The goal is to create an atmosphere that allows for the introduction of new instruments that will stimulate demand for continuing education and training and improve the quality of training offers available. The instruments introduced in the new law include:

- 1) The law encourages employers to create a *Training Fund* to upgrade employees’ skills. Creation of the Training Fund is not compulsory; however, employers are required to invest not less than 0,25% of the wages fund once it has been created.
- 2) The law encourages employers to organise a strategic plan for staff development; the Training Fund should be dispensed based on the *Company Training Plan*.
- 3) Financial *support from the Labour Fund* is available only to those employers who have created a Training Fund. It includes:
 - reimbursement of 50% of training costs for employees threatened to be let go due to “redundancy”.
 - reimbursement of 80% of training costs for employees on a paid training leave for more than three weeks.
 - reimbursement of the salary of an unemployed person involved in a job rotation programme who replaces an employee on a training leave (up to 40% of the average monthly salary).

¹⁵ Ordinance of the Minister of National Education and the Minister of Labour and Social Policy of 12 October 1993 *on principles and conditions of raising vocational qualifications and general education by adults*, Dz.U of 1993, No 103 Text 472, with further amendments.

¹⁶ Ordinance of the Minister of National Education and Sports of 13 June 2003 *on kinds, organisation and methods of functioning of public continuing (adult) education centres and public practical education centres*, op. cit.

¹⁷ Before 1991 provision of any education services required the consent of the Minister of Sports and National Education. Between 1991 and 1996, training programmes for adults were overseen by an education supervisor, and since 1996 training institutions are governed by business activity law.

¹⁸ Law of 12 September 1990 *on tertiary education*, Dz.U. of 1990, No 65, Text 385 with further amendments.

¹⁹ Law of 26 June 1997 *on tertiary vocational education*, Dz.U. of 1997, No 96, Text 590, with further amendments.

²⁰ Law of 14 March 2003 *on university degrees and university title*, Dz.U. of 2003, No 65, Text 595.

²¹ Law of 14 December 1994 *on employment and counteracting unemployment*, uniform text Dz.U. of 2003, No 58, Text 514 with further amendments; it was replaced by law of 2 April 2004 *on employment promotion and labour market institutions*.

- reimbursement to the employer of the social insurance contributions of the employee receiving a training allowance (a non-obligatory allowance paid by the employer in big companies undergoing mass dismissals to the employee during the training period)
- 4) New and modified *activation programmes financed by the Labour Fund* include elements of training (internships, on-the-job training) and are aimed at young people under the age of 25 and people facing challenges in labour market (i.e. long-term unemployed; unemployed over age 50; unemployed with no professional qualifications; single parents; disabled people). After completing the internship or on-the-job training programme, participants receive a certificate issued by the local labour office giving information about the skills acquired.
- 5) *Programmes to stimulate staff development* in employment services offer licensing for placement officers and guidance advisors, as well as bonuses and promotions for individuals who participate in systematic skills upgrading.

National standards of vocational qualifications based on employers' requirements and modular training programmes with didactic materials have been introduced to assure high quality of training programmes. These guidelines are available in Internet. Other new instruments aimed at ensuring programme quality include:

- financial rewards for high quality performance granted to training institutions where a high number of graduates find a job after their training;
- compulsory, free, on-line registration of all training institutions seeking funds for training aimed at unemployed people and job seekers. This allows individuals wishing to participate in training activities to acquire an overview of the array of training offered, to find the appropriate training institution, and to make other comparisons among programmes.

The group of regulations supporting adult learning also includes tax for entities providing training services. These institutions are exempted from VAT on income from education services²². Institutions functioning as “legal persons” are exempted from tax if the objective of their statutory activity is the scientific, or technical and scientific, education activity, including training of students. They also have the right to deduct from the basis of taxation an amount of donation for scientific, technical and scientific and education activity²³.

There are also tax instruments to support private businesses that function as “individuals running businesses”. The law *on personal income tax*²⁴, exempts the following assets from personal income tax:

- income from running schools.
- fellowships for students.
- allowances for students participating in vocational apprenticeships.
- allowances granted by employers to workers to raise their vocational qualifications.
- expenditures on didactic aids and appliances necessary to run a school.

Individual tax relief for higher education fees and further training in out-of-school programmes, as well as the purchase of scientific aids, were abolished in 2004.

²² Law of 8 January 1993 *on tax on goods and services (VAT) and excise tax*, Dz.U. of 1993, No 11, Text 50, with further amendments – Annex No 2.

²³ Law of 15 February 1992 *on corporate income tax*, uniform text Dz.U. of 1993, No 106, Text 482, with further amendments.

²⁴ Law of 26 July 1991 *on personal income tax*, uniform text: Dz.U. of 2000 No. 14 Text 176 with further amendments.

2.2.2. Individual obligations

Individual obligations in the sphere of adult learning are mainly governed by regulations defining qualification requirements for employment in a given post or in a given occupation (specialisation), the so-called regulated profession. Individuals applying for a given post or employment in a regulated profession must have adequate education, undergo relevant training and apprenticeship, and pass required examinations. Costs connected with these requirements are covered by the participant, or by his or her employer.

2.2.3. Employer obligations

Employer obligations in the sphere of adult learning are governed by the *Labour Code*²⁵. Employers are required to facilitate their workers raising their vocational qualifications. Workers may be directed by their employers to a school or to training in out-of-school programmes, at the initiative of either the employer or the worker.

Executive regulations²⁶ provide that workers directed by their employers to a school or training programme have the right to paid leave and a release from a part of the working day. They retain the right to remuneration, which is calculated under the principles for remuneration during vacation leave, for the period of leave and release. The duration of the leave and release from work depends on the form of education and kind of a school attended by the worker.

Further training in in-school programmes

Workers who have been directed to a school by their employers have the right to the following:

- in the case of education in evening primary school – release from a part of the workday (up to five hours per week), if the work schedule of the worker does not allow for on-time arrival at school.
- in the case of education in evening school above the primary level – release from part of the workday (the same as students enrolled in evening primary school) and paid training leave of 6 workdays before or during the examination period.
- in the case of education in a school above the primary level in the extramural system – paid training leave of 12 workdays each school year, designated for participation in compulsory lessons (consultations); paid training leave of 6 workdays before or during the examination period.
- in the case of education at the tertiary level – paid training leave of 21 working days during each year of evening studies, paid training leave of 28 days during each year of extramural studies and 21 days of additional leave in the last year of studies to prepare for the diploma thesis and the diploma examination.

The employer may also award additional benefits (allowances) to workers participating in training:

- refund travel, room and board costs under the principles governing business trips, if education takes place in a locality other than the worker's place of residence and work.
- refund costs of manuals (school books) and other training materials.

²⁵ Law of 26 June 1974 *The Labour Code*, uniform text. Dz.U. of 1998 No 21, Text 94, with further amendments, Art. 17, Art. 94, point 6 and Art. 103.

²⁶ Ordinance of the Minister of National Education and Sports and the Minister of Labour and Social Policy of 12 October 1993 *on principles and conditions of raising vocational qualifications and general education by adults*, op. cit.

- refund tuition fees.
- provide remuneration for training leave at a higher rate.

Workers who undertake education in schools on their own initiative without being directed by their employers may negotiate similar conditions (including unpaid training leave), but the employer takes the final decision.

Other regulations concerning doctoral studies²⁷ allow employers to provide grants to employees who are candidates for doctoral degrees. Workers directed by their employers to extramural doctoral studies may receive other benefits, as agreed upon with their employers; this can include release from work, grants, and lump-sum payments for accommodation and travel.

Workers preparing their doctoral theses out-of-studies can be given fellowships by their employers²⁸. The employer is also obliged to provide 28 workdays of leave with pay to allow students to prepare their doctoral theses, and to release them from work for the conferment of their degree; they retain the right to remuneration for this day as well.

Further training in out-of-school programmes

Workers who have been directed to training in out-of-school programmes their employers have the right to the following:

- refund of participation costs, including room and board and travel,
- paid training leave to participate in compulsory lessons (the duration of these programmes depends upon the nature of the training) and release from a part of the workday.

Workers who undertake education in out-of-school forms on their own initiative, without being directed by their employers, can negotiate unpaid training leave and other advantages.

There is no statistically sound evidence on the number of people who take advantage of these programmes, but there is evidence employees take this opportunity quite often.

2.2.4. Legal regulations governing disabled and socially excluded persons

Persons with disabilities and socially excluded persons often have special needs for adult (lifelong) learning. In response to difficult labour market situations and many employers' unwillingness to hire people from these social groups, the legislature created special regulations and programmes.

Disabled persons

The law concerning *vocational and social rehabilitation and employment of persons with disabilities*²⁹ provides that training of persons with disabilities shall take place within the framework of vocational rehabilitation. The objective is to make it easier for individuals with disabilities to acquire and maintain job skills that lead to suitable employment and vocational advancement.

Courses generally focus on obtaining qualifications, and take place mainly in extramural locations. The county labour office is responsible for initiating and organising training. Heads of

²⁷ Ordinance of the Minister of National Education of 10 June 1991 *on doctoral studies and fellowships*, Dz.U. of 1991, No 58, text 249 with further amendments.

²⁸ Law of 14 March 2003 on university degrees and university title, op. cit.

²⁹ Law of 27 August 1997 concerning vocational and social rehabilitation and employment of persons with disabilities, uniform text Dz.U. of 1997, No 123, Text 776 with further amendments, Chapter 8.

these offices direct disabled people to training at their initiative, or at the initiative of the disabled person, if there is a chance that the training will help the individual to acquire suitable qualifications for undertaking a job.

Training for persons with disabilities may be delivered in training centres or specialist training centres. The latter have the following tasks:

- to train persons who, due to disability, have limited or no access to training in other centres.
- to evaluate individuals' psycho-physical abilities in relation to the requirements of various occupations.
- to evaluate individuals' abilities and their potential using appropriate efficiency tests and practical tests.
- to provide participants in training programmes with room and board, didactic aids and medical care, as well as rehabilitation services.

Training costs for persons with disabilities are covered either by the State Fund for Rehabilitation of Disabled Persons or by the Labour Fund. Training may not last longer than 36 months.

Socially excluded persons

The legislature also places great importance on mobilisation and vocational education for individuals who are subject to social exclusion. These people are not able to satisfy their basic living needs by their own endeavours, leading to poverty and limited participation in vocational, social and family life³⁰.

The provisions of the law apply in particular to:

- the homeless carrying out individual programmes of leaving homelessness, as defined by the provisions on social assistance.
- people addicted to alcohol (alcoholics), drugs (drug addicts) or other intoxicating substances who have completed psychotherapeutic programmes in drug treatment institutions.
- people with mental illness.
- individuals who have been unemployed for at least 36 months.
- people leaving penitentiaries who encounter difficulties integrating into society.
- refugees working individually to integrate into society.

These individuals are offered social employment through participation in the Social Inclusion Centre (SIC). After completing this programme, they move to supported employment in an enterprise, or self-employment under the principles laid down in the co-operative law. The Social Inclusion Centres create vocational and social inclusion through education and work within the framework of the manufacturing, trade and service sectors, as well as agricultural manufacturing (production), excluding any activity connected with fuel, the tobacco and alcohol industries and precious metals. Individuals participating in the Centre take active part in different activities, and may receive free meals and remuneration in the form of inclusion allowance during their stay in the Centre. The Centre activity participation period may last up to 11 months, and in some situations it may be extended by another six months.

³⁰ Law of 13 June 2003 on social employment, Dz.U. of 2003, No 122, Text 1143.

2.3. Policy initiatives in adult learning

The economic transformation in Poland has engendered many programmes and projects that form the basis for the nation's adult (lifelong) learning strategy. The initiatives that follow have significantly contributed to the development of public awareness on adult learning issues.

*Lifelong learning development strategy by 2010, 2003*³¹

This document was created by the Ministry of National Education and Sports. It points out the necessity of integrating formal, non-formal and informal education to allow adults who have fulfilled the compulsory education requirements to acquire and complement their general education and vocational qualifications. All such programmes must take into consideration vocational qualification standards.

The main objective of the strategy is to include adult learning development in the context of lifelong learning, and in the creation of knowledge-based society that enables individual development of each human being. The strategy includes implementation of the following tasks:

- to increase accessibility of information on education and training and diversity of education offers and education programmes (including distance learning and including e-learning).
- to eliminate social and psychological barriers to access to education.
- to create conditions that facilitate the raising of employees' vocational qualifications.
- to optimise the network of institutions offering education activities in order to facilitate suitable access to education services, and to monitor changes in accessibility and diversity of education offers.
- to raise the quality of teaching through development of teaching staff and updating the contents of study programmes in accordance with socio-economic requirements and expectations of individual recipients.
- to disseminate technology and technological culture, as methods of both instruction and learning.
- to teach foreign languages and other subjects that allow students to function in society and help them develop attitudes characterised by competitiveness and entrepreneurship.
- to lay down clear vocational and educational qualification standards.
- to create a system of accreditation for institutions dealing with adult (lifelong) education in out-of-school programmes and to strengthen pedagogic supervision of education institutions delivering adult (lifelong) education.
- to carry out research studies aimed improving the quality of adult learning.
- to enhance co-operation and partnership by increasing involvement of the State, self-governmental bodies, employers' organisations and other social partners in implementation of joint policy in programming, organisation and financing of adult learning.
- to match adult education offerings to the needs of the local labour market.
- to involve scientific and education institutions in the teaching process, with particular focus on distance learning and co-operation with institutions in other countries.
- to increase investment in human resources through the creation of incentive systems that mobilise individuals – particularly residents of rural areas and regions with structural unemployment, and persons at risk of social exclusion – for lifelong learning.

³¹ The document was adopted by the Council of Ministers on 8 July 2003.

- to create effective legal and organisational solutions that encourage employers to participate in the lifelong education of workers.
- to continue programmes that enable individuals to start working, or to become self-employed.
- to create information resources in the field of adult learning (information banks) and to develop counselling services, which are universally available and adequately meet adult learners' needs for educational and vocational guidance.
- to strengthen the relationship between vocational guidance provided in the schools, in out-of-school systems and through employment services, and to create conditions for private and public co-operation in these efforts.
- to follow the labour market and labour demand and forecast future programme needs.
- to increase awareness of the importance of adult learning by promoting the value of learning at all stages of life and in many educational forums, as well as the benefits that may be derived from adult education including increased opportunities in the local, regional, national and European labour markets.
- to involve the media, local authorities, schools, academies, employers, employment services, non-governmental organisations and other social partners in dissemination of “an idea of lifelong learning”.
- to monitor the implementation of the adult (lifelong) learning development strategy.

The Sectoral Operational Program for Human Resource Development (SOP HRD), 2004–2006 within the framework of the National Development Plan, 2003³²

This programme was established by the Ministry of Economy, Labour and Social Policy to create an open, knowledge-based society through human resource development in the forms of education, training and employment. Partners working on SOP HRD have identified the following priorities for implementation:

1. Active labour market policies, labour market integration and social inclusion policy.
2. Development of a knowledge-based society.
3. Technical assistance in programme management.

Within the framework of Priority 1, the measure “Development and modernisation of labour market instruments and institutions” will be implemented. It includes improvement of incentives for investing in training, identification of training needs and barriers to training, development of vocational qualification standards, and dissemination of modular vocational training for the labour market.

Priority 2 includes measures addressed to the education and labour sectors:

- Increasing access to education and promoting lifelong learning.
- Improving education quality and relevance to labour market needs.
- Development of workers for the modern economy.
- Strengthening administrative capacity.

³² Document adopted by the Council of Ministers on 14 January 2003.

***The SLD-UP-PSL Government's Economic Strategy
Entrepreneurship – Development – Employment, 2002***³³

This governmental document pays particular attention to education and vocational training needs, giving priority to widely conceived human resources development. The following governmental programmes are integral parts of this document:

Entrepreneurship first. The programme encourages entrepreneurship, aiming to create better conditions for the development of small and medium enterprises by reducing labour costs and creating more flexible labour relations.

First Job. The programme identifies education as a key measure to improve the labour market situation for unemployed people and people without job experience. Activities in the area of adult learning relate to organisation of training, and training loans and fellowships for individuals who reside in areas with a particularly high risk of unemployment and are willing to continue their education. However, the programme is addressed mainly to youth, individuals with above-primary-level education and unemployed persons aged 18–24 who have not been employed before.

***The National Strategy for Employment and Human Resources Development
2000–2006, 1999***³⁴

This document, drawn up by the Ministry of Labour and Social Policy, describes the direction of activities that should be implemented to help Polish workers meet the challenges of the labour market in the forthcoming years, taking into consideration their regional characteristics. The strategy is based on key issues identified by the European Union, the “pillars” on which national employment policies should be based. The strategy defines the main objectives of the labour market policy and presents measures to achieve these goals through a two-stage process taking place in 2000–2002 and 2003–2006.

The strategy assumes that the employment rate in 2006 will be between 62% and 64%, higher than current labour force participation. This increased participation will be achieved principally through the improvement of employability by increasing the skills potential of human resources. The following activities are aimed at increasing labour market participation:

- reforming the education system and creating a system that ensures high-quality in-school and out-of-school education.
- developing adult learning, including provision of appropriate incentives for employers to invest in the development of their staff, dissemination of individual tax relief for participants in lifelong learning, and modernisation of delivery and content of adult (lifelong) learning programmes.
- increasing the effectiveness and quality of employment services and developing non-public labour market institutions.
- developing job placement services and individualising employment service activities (dissemination of individual action plans).
- increasing access to vocational information, developing information on the education system, and making forecasts of labour demands.

The following ***EU Phare projects and World Bank projects*** developed in Poland played a very important role in improving the adult learning system.

³³ The document was adopted by the Council of Ministers on 29 January 2002.

³⁴ The document was adopted by the Council of Ministers on 4 January 2000.

The Phare 2000 Project *National Vocational Training System*, 2000–2003, aimed at:

- strengthening the system of incentives for employers who invest in the development of their staff, and developing the system to motivate individuals to raise their skill levels.
- improving the decision-making process for employment policy and education policy by collecting statistics on various aspects of adult learning (training providers, training participants, and employers investing in staff training).
- ensuring high-quality training services, easy access into the vocational education system and transparency of qualifications by building vocational qualification standards.
- developing modular training to provide quick and flexible training for unemployed persons.

The Phare 2002 Programme on *Social and Economic Cohesion – The Sectoral Programme for Human Resources Development*, aimed to employ youth searching for a job, and to attain social and vocational integration of individuals in high-risk groups as well as vocational reintegration of women.

The Phare 2002 Regional Programme on Social and Economic Cohesion, a component **Promotion of Employment and Human Resources Development**, aimed at:

- vocational re-orientation of unemployed people, persons at risk of unemployment, and individuals from rural areas by implementation of programmes to increase vocational and geographical mobility.
- support for local employment programmes by developing forms of mutual co-operation between labour market partners, and increasing governmental and social partners' knowledge of human resources development and education.
- development of qualifications for staff in small and medium enterprises in the field of competitiveness, to help these individuals remain in their existing jobs.

The Phare 2001 Regional Programme on *Social and Economic Cohesion*, a component of **Promotion of Employment and Human Resources Development**, aimed at preventing youth unemployment, improving the quality of labour market services, supporting entrepreneurship, developing staff in small and medium-sized enterprises and strengthening the local institutional capacity to prevent unemployment. The programme relies strongly on initiating local partnerships.

The Phare 2000 Regional Programme on *Social and Economic Cohesion*, a component of **Human Resources Development**, aimed at counteracting unemployment by providing labour market services mainly addressed to employees of restructured enterprises. The training programmes are closely matched to the needs of the regional labour market. At present the programme is implemented in the warmińsko-mazurskie voivodship.

The Phare 1998 Project *Training needs analysis*, developed and tested a methodology to formulate vocational qualification standards. Tests were carried out in enterprises, on the basis of their results for eight occupations, and qualification standards were established.

The **Programme of Promoting Activity in Rural Areas** (World Bank loan, 2002) supported efforts to create new jobs in rural areas and to increase incomes of residents of these areas; it also provided support for the development of economically underdeveloped regions. There are also proposed loans and grants for the development of non-agricultural activity, as well as financing training and employment in rural areas.

The *Promotion of Employment and Development of Employment Services* Programme (World Bank loan, 1993–97), supported the development of employment services and the creation of modern labour market, and encouraged a market economy and entrepreneurship. Within the framework of this programme, an *Adult training* component was implemented in co-operation with the International Labour Organisation. It included development of the methodology of modular vocational training programmes, and training teaching staff to create and use modular programmes. At present, 21 occupational clusters modular programmes have been developed and 14 training institutions have been provided with technical equipment to implement these training programmes. National principles of co-operation between training institutions and labour offices for training unemployed persons have also been developed.

Investment in human capital

The Institute of Labour and Social Affairs and the Management Institute have implemented a joint programme under the wide slogan *Investment in human capital*. It is composed of the Management Institute's programme *Investor in Human Capital* and the Institute of Labour and Social Affairs programme *Leader in Human Resources Management*.

The programme *Investor in Human Capital* has been in place in Poland since 2000. Three annual competitions, which recognise companies demonstrating special achievement in the management of human potential, have been conducted. During this time 136 companies have received *Investor in Human Capital* emblems.

Each organisation or person who has been awarded the *Investor in Human Capital* emblem becomes a recommended participant in the *Leader in Human Resources Management* competition (they reserve the right to decline participation). The latter competition is aimed at dissemination of knowledge and best practices in the field of human resources development by calling attention to successful organisations and individuals. The winner of the competition is awarded a golden statue and the title *Leader in Human Resources Management*. Amber statues are awarded for achievements in employment restructuring, evaluation of employees, personnel training and development and modern methods of human resources management.

2.4. Financing adult learning

Adult learning (in schools and out-of-school system) is financed by the following sources:

- the state budget and budgets of territorial self-governments.
- appropriated funds: the Labour Fund, the State Fund for Rehabilitation of Disabled Persons, the Programme Supporting Economic Activity of Disabled Persons.
- assistance grants from Phare and the World Bank loans.
- resources from private enterprises.
- students' or training participants' own resources.

It is difficult to estimate total expenditures due to a lack of information, but reliable data is available for some funding sources. However, these figures represent a departure from the definition of adult learning because they include individuals who are not aged 25–64.

2.4.1. Financing training through public sources

Information on state expenditures on adult learning includes only education in the school system; however, subsidies for schools for adults are not counted separately. Estimating expenditures on adult learning on the basis of statistics from 1997 and 1998 confirms that state budget allocations in 1997 amounted to PLN 148 million and allocations for 1998 were PLN 184 million. These figures correspond to 0.5% and 0.6%, respectively, of total expenditure on education from the state budget³⁵.

The Labour Fund

The Labour Fund is the state appropriated fund supporting unemployed persons. The minister responsible for labour issues dispenses the Fund, which is created from compulsory contributions by employers and other organisational units (for example, agricultural production co-operatives) and from state budget allocations. The contribution is payable at the rate of 2.45% on an amount forming the basis for calculation of pension contribution.

The Labour Fund covers expenditures on both so-called passive (unemployment benefits, pre-pension allowances and benefits) and active methods to counteract unemployment. The latter includes training and retraining of unemployed persons, loans for unemployed individuals who wish to start up business, and subsidised employment and public works programmes. Vocational education is also supported by refunding the remuneration of juvenile workers.

Since 2000, Labour Fund incomes have been increasing, and the Fund has received a larger share of state budget allocations (see Table 2.1.).

**Table 2.1. Total revenues of the Labour Fund, 1996 and 2000–2003
(excluding credits taken by the Labour Fund)**

Income source	1996	2000	2001	2002	2003
State budget allocations to the Labour Fund (in million PLN)	4 620.5	838.5	2 650.0	3 634.6	3 944.0
Employer contributions to the Labour Fund (in million PLN)	2 840.3	4 999.5	5 496.3	5 367.7	5 479.4
Total income of the Labour Fund (in million PLN)	7 558.3	6 119.1	8 467.7	9 398.5	9 823.1
Share of state budget allocations to the Labour Fund (%)	61.1%	13.7%	31.3%	38.7%	40.2%

Source: *Expenditures of the Labour Fund in 1990-2003* – based on information from the MoEL.

Unemployment benefits and pre-pension allowances and benefits are the main components of Labour Fund expenditures. Expenditures on active forms of counteracting unemployment have been much lower, and they declined during the period 1998–2002. However, between 2002 and 2003, expenditures on activation of unemployed persons more than doubled, including a more than twofold increase in expenditures on training for unemployed persons and job seekers (see Table 2.2.).

The Labour Fund covers the following costs of training unemployed individuals:

- tuition fees.
- accident insurance.

³⁵ Report *Modernisation ...*, MoNES, 2002, p. 4.

- travel and room and board, if training is delivered in a locality other than the place of residence of the unemployed person.
- necessary medical examinations.
- examinations enabling the participant to earn determined vocational entitlements, certificates or vocational titles.

The Labour Fund also finances training allowances for unemployed individuals participating in training, training loans (in an amount not exceeding four times the average salary), costs of training and counselling connected with new business development business (in an amount not exceeding 80% of incurred costs, up to the average salary).

Table 2.2. Labour Fund expenditures, 1996–2003 (in million PLN)

Expenditures	1996	1997	1998	1999	2000	2001	2002	2003
Unemployment allowances and pre-pension benefits	6 413.5	5 278.0	3 060.3	3 953.9	5 749.9	7 293.8	8 879.2	8 761.6
Active programmes to counteract unemployment (not including juveniles)	806.1	1168.4	1241.8	1097.4	7678	604.4	539.4	1357.6
Training	86.1	108.9	115.1	112.5	79.5	55.5	50.8	113.9
Subsidised jobs	277.2	319.0	355.6	272.3	150.4	156.6	93.5	223.5
Public works	238.2	414.6	334.7	208.3	146.2	115.6	88.4	297.1
Loans	78.3	153.1	177.7	166.2	120.2	67.1	68.6	201.7
Activation of graduates	126.3	160.2	229.4	264.9	234.4	183.5	223.7	482.9
Others	-	12.6	29.3	73.2	37.1	26.1	14.4	38.5

Source: *Expenditures of the Labour Fund in 1996-2003* – based on information from the MoEL.

The state significantly supports employers who help their staff adjust their qualifications to new job requirements. Under the act *on employment promotion and labour market institutions*, the Labour Fund will reimburse up to 50% of costs of training delivered to adjust staff qualifications to new job requirements (not more than the average salary per person) to employers who have established training funds.

The State Fund for Rehabilitation of Disabled Persons

The State Fund for Rehabilitation of Disabled Persons is the designated fund supporting social and vocational rehabilitation activities for disabled persons. The following are the main revenue sources for the Fund: compulsory payments by all employers who employ at least 25 full-time workers where the employment rate of persons with disabilities is lower than 6%³⁶ and payments by the sheltered work establishments of 10% of resources received in respect of tax relief. These revenues account for 0.02% of the state budget.

The principal task of the State Fund is financing vocational training for disabled persons, and 65% of the Fund's revenues are designated for this training and supporting employment opportunities.

³⁶ This rate is different for state and self-governmental organisational units, and for institutions of culture, as well as schools at different levels. Insolvent businesses or businesses in liquidation are exempted from payments.

Financing for the training depends on the labour market status of the recipient, i.e. if he or she is employed or is seeking a job. In the case of a job seeker directed to training by the head of the poviats labour office the costs of training may not exceed ten times the average salary and include the following:

- fee to be paid to the training provider (agreed upon in advance).
- cost of accident insurance.
- partial or full cost of room and board.
- cost of travel to training, including travel costs for a guide or guardian for individuals with a severe degree of disability.
- cost of interpretation, lector or sign language services for blind persons or, cost of a guide to accompany severely disabled persons who do not have easy mobility.
- cost of necessary medical, psychological and diagnostic examinations, and rehabilitation services.

The share of funding designated for training disabled persons is only a small portion of the funding designated to activate disabled persons, and the number of disabled people receiving training is also small. The larger portion of funds is mainly designated for supporting the employment of persons with disabilities, including creation of subsidised jobs.

2.4.2. Financing training by enterprises

It is estimated that about 41% of companies finance or co-finance training of their staff, and 32% organise training in their own centres³⁷.

Analysis of the share of general labour costs dedicated to training can provide information on employers' expenditures on vocational education for their workers. However, actual training costs are not fully reflected, because all elements of training costs are not always included; for example, costs of business trips are generally not considered.

The business sector spends less than 1% of total labour costs on staff development, education and retraining, but there are signs of improvement in this situation. This indicator is strongly differentiated by sector, with a higher proportion in the private sector, where investments have been increasing over time (contrary to the public sector). The highest rate of investment in training is observed in the financial field, and the lowest in education, as well as health care and social services (see Table 2.3.).

The clear differences in investment in training between sectors of the economy may result from the economic transformation that has occurred over more than a decade, and the necessity of training individuals employed in the finance sector to work within new socio-economic requirements.

Government sources³⁸ demonstrate that 56% of employee training provided by employers is compulsory training in occupational safety and health, skills development in foreign languages and operation of computers, and driving lessons. These programmes account for 35% of total expenditures by enterprise on staff training, estimated at EUR 49 million per year.

³⁷ *Continuing Vocational Training Survey (CVTS2)*, Phare 2000 Project *National Vocational Training System, MoELSP*, 2003.

³⁸ *Report Modernisation. ...*, MoNES, 2002, p. 5.

Table 2.3. Percentage of expenditures on staff development, education and retraining in labour costs to the enterprise for selected business sectors, 1996 and 2000*

Sectors of national economy	1996			2000		
	Total	Public Sector	Private Sector	Total	Public Sector	Private Sector
Total	0.6	0.6	0.5	0.8	0.5	1.0
Agriculture	0.3	-	-	0.4	0.5	0.1
Construction	0.4	0.7	0.3	0.4	0.6	0.4
Industry	0.6	0.5	0.6	0.9	0.7	1.0
Trade	0.5	0.5	0.5	1.0	0.7	1.0
Hotels and restaurants	0.4	0.5	0.4	0.8	0.4	0.8
Transport	0.6	0.6	0.7	0.9	0.7	1.7
Financial intermediary	1.9	2.4	1.1	1.5	1.2	1.7
Public administration	0.5	0.5	0.6	0.5	0.5	1.3
Education	0.2	0.2	0.3	0.2	0.2	0.3
Health care and social assistance	0.5	0.5	0.3	0.2	0.2	0.3

* Data on 1996 labour costs come from a national survey of entities with more than five employees, and data on 2000 labour costs come from a national survey of entities with more than nine employees.

Source: *Statistical Yearbook*, CSO 1997, 2001.

2.4.3. Financing training by individuals

Data on costs incurred by individuals for adult learning is not available. It is estimated that persons financing training from their own means account for about 39% of total participants in training programmes. Analysing household expenditures on education gives an approximate picture, but this figure also includes expenditures on compulsory pre-school education and education in the school system for children under 18 years of age.

Between the mid-1990s and the year 2000, household expenditures on education dropped slightly, before remaining stable between the years 2000 and 2002. Household spending in education is relatively low, but expenditures on recreation and culture, which include costs of self-education, are quite significant (see Table 2.4.).

Table 2.4. Household expenditures, 1996 and 2000–2002 (in PLN)

Expenditures	1996	2000	2001	2002
Average monthly available income per person	383	611	644	664
Average monthly expenditure per person, of which in %:	351	599	610	625
• for food and non-alcoholic beverages	37.8	30.8	31.0	29.5
• for education (including pre-school education)	1.9	1.4	1.5	1.6
• for recreation and culture	5.3	6.7	6.5	6.4

Note: Comparable data for the first half of the 1990s are unavailable.

Source: *Statistical Yearbook*, Central Statistical Office 1997, 2001, 2002, 2003.

Average monthly expenditures for education are higher in the voivodships where the average monthly income is higher.

Before 2004 tax regulations allowed citizens to deduct expenditures on education from their income taxes. In the period 2000–2002, the amounts deducted were markedly higher than in 1997. The share of total deductions for vocational training remained at the same level, but the total figure was higher than in 1997 (see Table 2.5.). The share of deductions for education at the tertiary level

has increased significantly, and it is safe to assume that household expenditures on university education have increased even more significantly.

Table 2.5. Personal income tax deductions, 1997 and 2000–2002 (thousand PLN)

Deductions	1997*	2000	2001	2002
Amount of deduction of which (in %):	2 822.5	4 992.0	5 298.8	5 048.4
• for purchase of scientific appliances and aids	1.7	2.3	2.3	2.2
• for paid vocational training and development	2.0	2.3	2.3	2.5
• for paid education at the tertiary level	3.5	5.4	6.2	7.2

* Before 1996 a different system of tax income deductions was used, which did not include deductions for university tuition and other education expenses.

Source: *Revenue Bulletin* Nos. 6/98, 6/2001, 6/2002, 6/2003.

Analysis of the deductions taken shows that the largest number of individuals taking this opportunity were taxpayers within the I range of income, i.e. the lowest income group. This tendency concerns all types of deductions (see Table 2.6.).

Table 2.6. Personal income tax deductions, by income tax range and purpose³⁹, 1997 and 2000–2002 (in %)

Year	Income Tax Range	Purchase of Scientific Appliances and Aids	Paid Vocational Training and Development	Paid Tertiary-Level Education
1997	I range	73.6	87.2	90.7
	II range	22.2	10.5	7.4
	III range	4.2	2.3	1.9
2000	I range	76.3	83.2	87.6
	II range	19.2	12.9	9.0
	III range	4.5	3.9	3.4
2001	I range	80.1	83.3	89.8
	II range	17.3	12.7	8.2
	III range	2.6	4.0	2.0
2002	I range	78.9	83.5	89.7
	II range	15.9	12.4	7.9
	III range	5.2	4.1	2.4

Source: *Revenue Bulletin* No 6/98, 6/2001, 6/2002, 6/2003.

That the average amount of tax deductions is lowest among individuals in the lowest income group (see Table 2.7.). In 1997 nearly 90% of taxpayers who benefited from the education tax deduction belonged the lowest income group. That percentage has increased in time, and the share of people in other income groups has dropped.

Table 2.7. Taxpayers taking advantage of tax deductions by income tax range, 1997 and 2000–2002 (in %)

Tax threshold	1997	2000	2001	2002
I range	89.1	90.1	91.6	91.7
II range	8.7	7.4	6.7	6.5
III range	2.2	2.5	1.7	1.8

Source: *Revenue Bulletin* Nos. 6/98, 6/2001, 6/2002, 6/2003.

³⁹ Individuals in the I range had the following income levels: in 1997, up to PLN 20 900; in 2000–2001, up to PLN 32 740; in 2002, up to PLN 37 000. Individuals in the II range had the following income levels: in 1997, between PLN 20 900 and 41 700; in 2000–2001, PLN 32 740 to 65 470; in 2001, PLN 37 000 to 74 100. Individuals in the III range had the following income levels: in 1997, more than PLN 41 000; in 2000–2001, more than PLN 65 470; in 2002, more than PLN 74 100.

Chapter 3. PARTICIPATION IN ADULT LEARNING

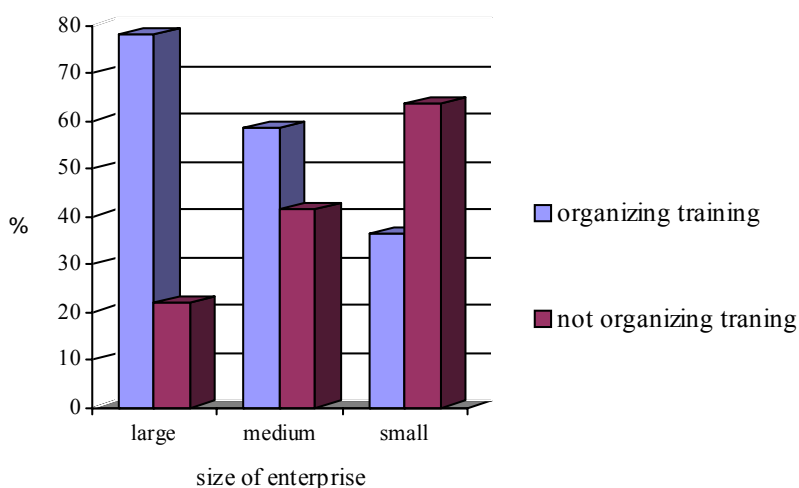
3.1. Involvement of enterprises in adult education

The recent period of economic transformation has been characterised by dynamic development of enterprises, mainly those with a small number of employees. The shift from a centrally controlled system to a market economy has resulted in implementation of a new form of management in enterprises that is appropriate for the new situation and that utilises new production technologies. In effect, qualifications of labour market participants had to be adjusted to the new requirements. However, not all enterprises provided their employees with the training they needed to make these changes. The majority of workers (67%) are concentrated in small and medium-sized enterprises. Most companies employ less than five people (more than 90% of the total number of enterprises fall into this size range)⁴⁰. These companies generally do not take advantage of modern technologies, and their owners often have only basic vocational education⁴¹.

Our deliberations on the involvement of enterprises in adult learning take advantage of data from the Continuing Vocational Training Survey, carried out in 2003 within the framework of the Phare 2000 project, *National Vocational Training System*.⁴² Employers' involvement in training (i.e. organisation of training) has been defined in the survey as financing or co-financing training activities commissioned or carried out by enterprises in 2002.

The survey shows that 41.4% of the total number of businesses organised training for their staff. Training was organised mainly by large enterprises, while only 36.4% of small firms participated (see Figure 3.1, data in Annex 1).

Figure 3.1. Involvement of enterprises in delivery of training for their staff by size of enterprise, 2002



Note: The group of large enterprises in the survey include enterprises that employ 250 and more people, medium enterprises employ between 50 and 249 people and the small ones between 10 and 49 people.

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

⁴⁰ Information on socio-economic situation of the country, 2000, 2001 and 2002, CSO.

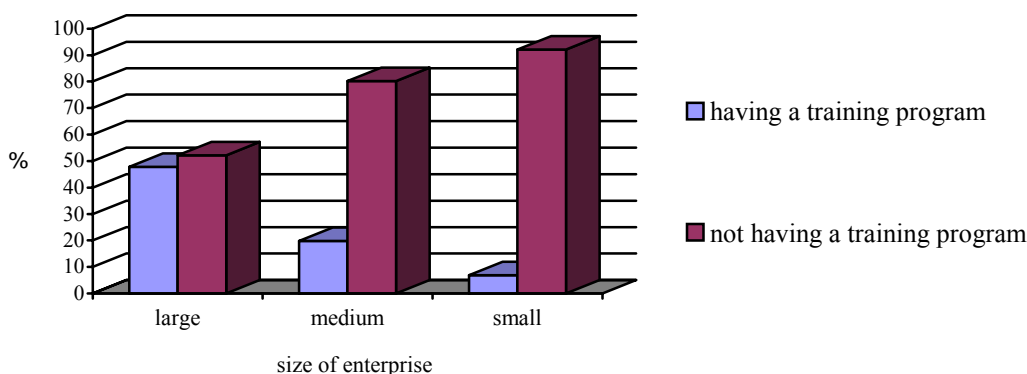
⁴¹ Working conditions in candidate countries and in the European Union. Summary, European Foundation for the Improvement of Living and Working Conditions, 2002.

⁴² Survey based on the Eurostat methodology CVTS2 was conducted in 2003 on the representative sample of 15 thousand enterprises, i.e. 32,3% of total number.

Enterprises in the following sectors most frequently organised training: financial mediation (74.8% of companies in this sector organised training); electricity, gas and water supply (67.2%); real estate; renting and business activities and mining and quarrying (50.0% each). The least involved companies are enterprises in the following areas: manufacturing of leather and textiles (24.9%), and hotels and restaurants (31.5%).

In 2002, 56.4% of enterprises said that it would be necessary to organise training in the next year. However, only 14.7% of enterprises have training programmes in place. Generally, larger enterprises created their own training programmes more often than small enterprises (see Figure 3.2, data in Annex 1). Almost half (48%) of the companies that created training programmes did so in order to be awarded a certificate, and many enterprises which did not have training plans did not implement training because they did not need this certificate. Small companies cited this certificate as a major factor in their decisions not to establish training programmes. Additionally, they have small training budgets compared to large companies. However, the decision to run training centres did not depend on the size of the enterprise.

Figure 3.2. Enterprises sponsoring training programs through designated budgets by size, 2002



Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Training organised by enterprises generally fall into the following categories⁴³:

- initial vocational training, courses and trainings financed fully or partially by enterprises, designated for students who are employed as apprentices.
- basic forms of vocational training, courses and training designed for vocational development of employees and delivered outside workplace, during the time determined by organisers. This includes internal (in-service) courses and training designed by the enterprise, and external courses and training designed and carried out by outside organisations.
- other forms of education include periodic routine instruction or practical exercises; planned learning to help employees with job changes (rotation or replacement); staff participation in joint development groups; employee self-education at development centres or using audio-visual aids, the Internet, or computers; staff participation in conferences, training workshops and seminars.

⁴³ Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004, Final Report, p. 7–8.

The large majority (about 90%) of enterprises involved in staff training organised basic forms of vocational training, although also other forms of staff development were also quite popular (see Table 3.1.).

Table 3.1. Enterprises involved in staff training by form of training and size of enterprise, 2002

Forms of education	Total	Large	Medium	Small
	Percentage of enterprises organising a given form of training			
Basic:	87.4	96.4	90.2	81.9
• internal (in-service)	27.0	48.5	28.2	19.1
• external	79.1	92.2	82.4	71.8
Other forms:	71.0	77.1	69.8	70.1
• conferences and seminars, training workshops	72.4	86.9	76.1	63.9
• periodic instruction or practical exercises	57.0	65.7	54.7	56.1
• job rotation and replacement	27.6	36.5	27.0	25.0
• employee self-education	23.1	27.3	22.6	22.1

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

External courses consumed 65.7% of the total time devoted to training and were delivered mainly by private training companies and private universities (50.1% of total time), as well as public training institutions (31.7% of total time).

In 2002, almost one in three employees in companies organising training participated in training. This is the case for both women and men, irrespective of the size of the enterprise (see Table 3.2. and Figure 3.3.). Small and medium-sized enterprises trained mainly younger employees, while in larger companies the distribution of training participants by age was more even. Employers (particularly small and medium-sized enterprises) trained mostly employees with higher vocational qualifications.

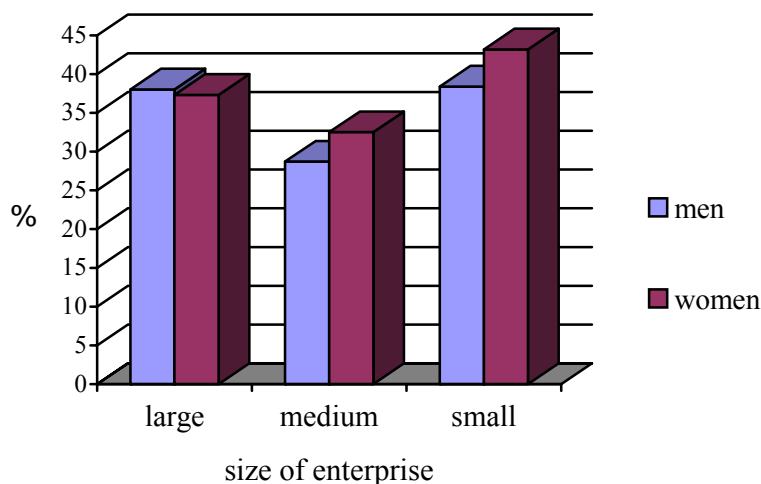
The share of training participants who are disabled is small, but in larger companies it is almost two times higher than in small enterprises. All economic sectors showed similar proportions of employees taking part in training.

Table 3.2. Participation in courses and training in enterprises organising training, by selected category of employees and size of enterprise, 2002

Category of employees	Total	Large	Medium	Small
	Participants in courses and training as a percentage of total employment			
Total	36.2	37.7	30.2	40.4
Men	35.6	38.0	28.7	38.4
Women	37.1	37.3	32.5	43.1
Persons aged 25–44	70.3	78.0	71.8	66.4
Persons older than 45	48.5	66.5	51.9	39.5
Disabled persons	4.7	7.8	5.5	3.0
Underqualified persons	6.2	13.5	6.4	3.7

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Figure 3.3. Participation in enterprise-organised courses and trainings by gender and size of enterprise, 2002



Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Directors and chief executives, as well as workers employed directly in production, most often take advantage of training services organised by the enterprise. This is particularly true in large companies (see Table 3.3.).

Analyses show that only one in five companies checked the knowledge acquired by training participants by means of examinations.

Table 3.3. Participation in various forms of trainings by occupation and size of enterprise, 2002*

Selected occupations	Basic forms of training				Other forms of training			
	Total	Large	Medium	Small	Total	Large	Medium	Small
	Percentage of employees participating in training							
Officials, directors and chief executives	59.5	77.1	63.2	50.3	47.0	62.2	48.2	41.1
Employees directly connected with production	39.2	60.7	40.6	30.9	42.5	57.6	42.0	38.1

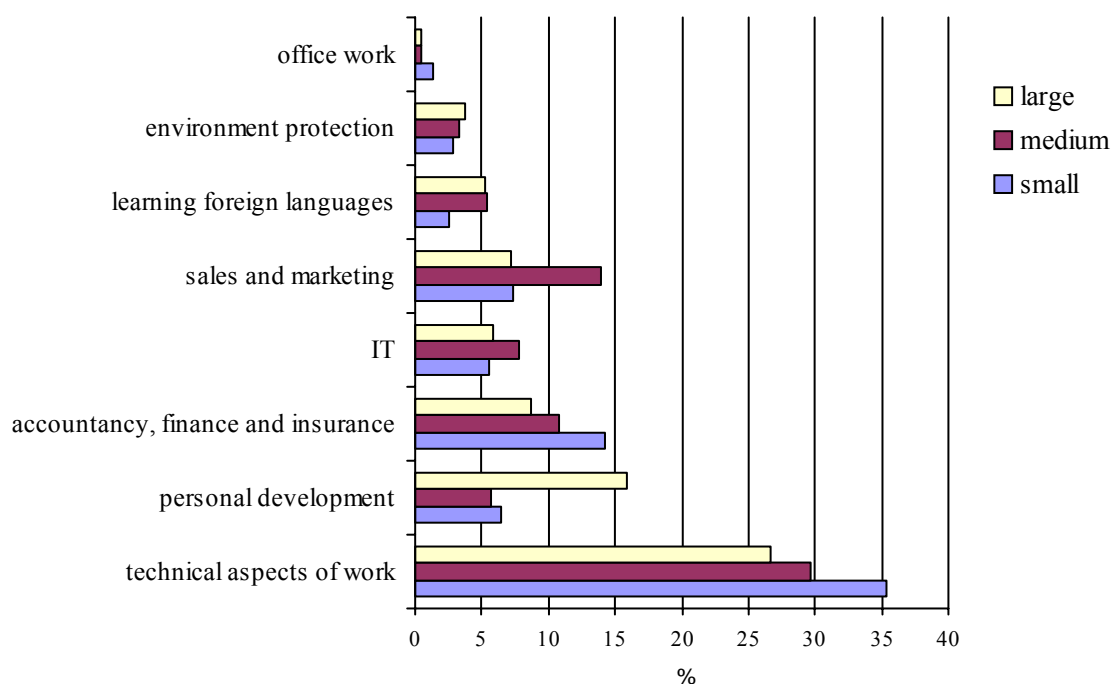
Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

* If all employees in a company participate in training, the figure would equal 100%.

Most courses and training addressed technical aspects of the production process, or personal development, or vocational career planning. Only a small number of companies invested in courses in computer operation or foreign languages; these course were mainly missing in small companies. Courses for office workers were missing in large companies (see Figure 3.4., data in Annex 1). This may demonstrate that entrepreneurs train their staff directly for their work in the enterprise and require workers to meet pre-determined qualifications at the time of recruitment; this is particularly true in small companies.

An analysis of annual expenditures by enterprises on staff training shows that the investment in this area is quite small, both per employee and as a share of total labour costs, and that they decrease as the size of enterprise grows larger (see Table 3.4.). The level of training costs depends on the economic activity carried out by the enterprise. The highest average cost was recorded in the following sectors: retail trade and consignment trade (1.39% of labour costs), financial mediation (1.2%), manufacture of paper products (1.1%) and manufacture of transport equipment (1.0%).

Figure 3.4. Training time by topic and size of enterprise, 2002



Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2003.

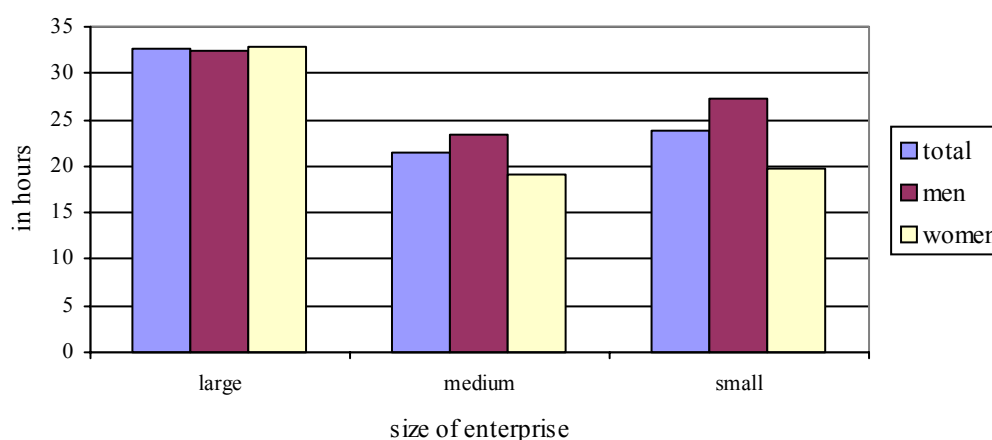
Table 3.4. Costs to enterprises of delivering basic forms of training by size of enterprise, 2002

Training costs	Total	Large	Medium	Small
Costs per participant (in PLN)	694	630	863	877
% of total labour costs	0.68	0.61	0.82	1.11

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The average time⁴⁴ spent on training one employee was 28.5 hours per year. In large enterprises, the amount of time spent on training was similar for women and men. In small companies, however, training time was much shorter for women than for men (see Figure 3.5., data in Annex 1). The shortest time of training was recorded for employees in medium-sized enterprises.

Figure 3.5. Training time by gender and size of enterprise, 2002

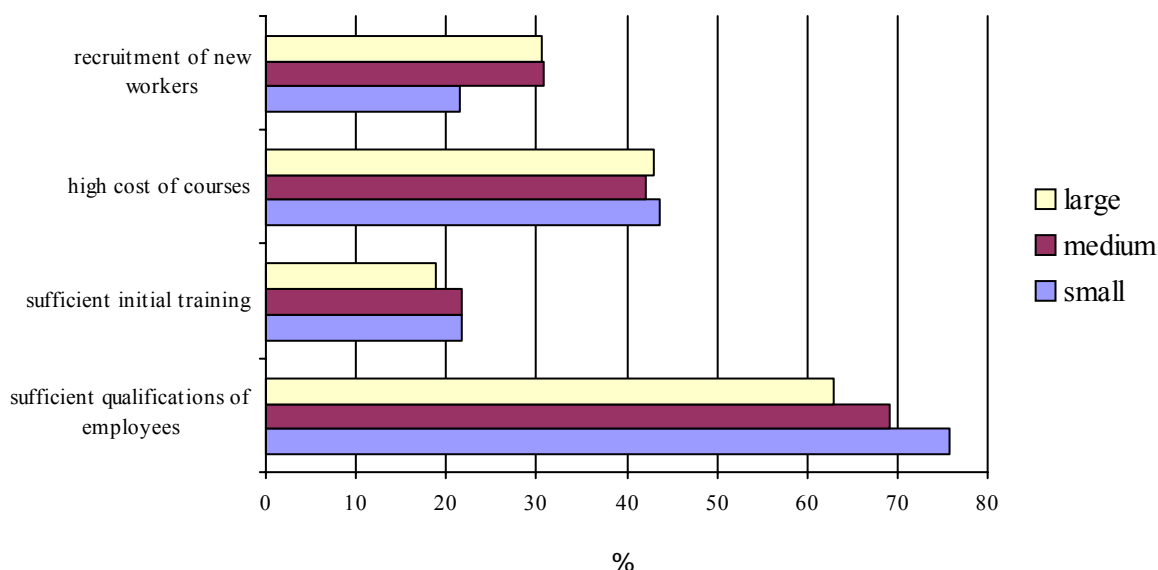


Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

⁴⁴ Time calculated in hours of paid working time.

Enterprises not organising training most frequently cited the following reasons: sufficient staff qualifications (73.5%), high costs of courses (43,2%) and recruitment of new workers with required qualifications (24.3%). Large and medium-sized companies, in particular, gave these reasons (see Figure 3.6, data in Annex 1).

Figure 3.6. Reasons enterprises do not organise training, by size, 2002



Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 Project National Vocational Training System, MoELSP, 2004.

3.2. Educational activity of adults

Deliberations on adult learning must take into account the labour market situation. It is important to distinguish among individuals who are employed, unemployed and economically inactive. Employed persons may benefit from the assistance of enterprises or labour offices, or may take their own decisions on raising qualifications. Unemployed persons may expect assistance from labour offices, or initiate appropriate activities by themselves. Economically inactive people are ineligible to receive outside assistance.

Data on adult learning participants come from three sources: the Labour Force Survey-LFS (Badanie Aktywności Ekonomicznej Ludności) carried out by the Central Statistical Office; the Survey of Adult Education Activity-BAED (Badanie Aktywności Edukacyjnej Dorosłych) carried out within the framework of Phare 2000 Project in 2003 by the Ministry of Economy, Labour and Social Policy; and statistical data reported regularly by labour offices. The three surveys measure different data and use definitions of the term “training participants”. The main difference concerns the age groups of participants covered and the period of time to participate in training. The surveys show current (LFS) and medium-term education activity (BAED).

Labour Force Survey – LFS

The *Labour Force Survey-LFS* is carried out by the Central Statistical Office on a quarterly basis, by means of continuous observation of a representative sample of persons aged 15 years and older. The survey examines their labour market status – performing work, jobless or economically inactive – during a selected week. The LFS also provides information on training in out-of-school programmes by persons above 15 years of age during the four weeks preceding the week of the interview.

For the purposes of the LFS, an employed person means a person who performed gainful work for at least one hour during the surveyed week. An unemployed person means a person who did not perform work during the surveyed week, and who had been actively looking for a job and was ready to take up employment. The economically inactive population includes persons who are not working and are not looking for a job.

In the period 2001–2003⁴⁵ the highest share of training participants were employed. However, their proportion significantly decreased over this period, to the benefit of both unemployed persons and economically inactive persons.

Employed persons participated mainly in trainings offered by their work establishments, while unemployed and economically inactive persons most often participated in trainings on their own initiative. Economically inactive persons are the most active group participating in self-education (see Table 3.5.).

Table 3.5. Training participants in a four-week period in the fourth quarter of 2001, 2002 and 2003 by training initiative and employment status

Year	Labour market status of training participant	Organised by the company	Organised by the labour office	Individual initiative	Self-education	Total
		Percentage share of training participants				
2001	Total	51.0	4.0	38.0	7.0	100.0
	Employed	64.5	1.0	30.0	4.5	100.0
	Unemployed	-	39.0	50.0	11.0	100.0
	Economically inactive	-	5.0	75.0	20.0	100.0
2002	Total	45.0	4.0	44.0	7.0	100.0
	Employed	59.0	1.0	33.0	7.0	100.0
	Unemployed	-	28.0	68.0	4.0	100.0
	Economically inactive	-	8.0	80.0	12.0	100.0
2003	Total	49.1	4.9	37.8	8.2	100.0
	Employed	61.6	1.5	30.5	6.4	100.0
	Unemployed	-	43.3	50.0	6.7	100.0
	Economically inactive	-	5.5	74.1	20.4	100.0

Source: *Labour Force Survey*, CSO 2001, 2002, 2003.

Women participated in training more often than men irrespective of their labour market status. Urban residents account for about 80% of training participants (see Table 3.6.), because many more training services are available in urban areas. However, participation in training by residents of rural areas is growing.

⁴⁵ The first survey on participation in training within the framework of Labour Force Survey was carried out by the CSO in 2001.

Table 3.6. Training participants in a four-week period in the fourth quarter of 2001, 2002 and 2003, by gender and place of residence

Labour market status of training participants	2001		2002		2003	
	Men	Women	Men	Women	Men	Women
	Percentage of training participants					
Total	45.0	55.0	43.0	57.0	45.5	54.5
Employed	48.0	52.0	45.0	55.0	44.9	55.1
Unemployed	25.0	75.0	36.0	64.0	50.0	50.0
Economically inactive	34.0	66.0	40.0	60.0	46.3	53.7
Labour market status of training participants	Urban	Rural	Urban	Rural	Urban	Rural
	Percentage of training participants					
Total	86.0	14.0	82.0	17.0	78.6	21.4
Employed	86.0	13.0	83.0	17.0	78.3	21.7
Unemployed	76.0	24.0	70.0	30.0	70.0	30.0
Economically inactive	86.0	14.0	83.0	17.0	85.2	14.8

Source: *Labour Force Survey*, CSO 2001, 2002, 2003.

Survey of Adult Education Activity – BAED

The *Survey of Adult Education Activity-BAED* (*Badanie Aktywności Edukacyjnej Dorosłych*) was carried out in 2003 within the framework of the Phare 2000 *National Vocational Training System* project, and implemented by the Ministry of Economy, Labour and Social Policy. It was conducted by means of direct interviews with economically active persons aged 15 years and older, using a representative sample of more than 20 000 households. For the purpose of this report, information on economically active persons aged 25–64 (labour force aged 25–64) gained from individual data processing was analysed⁴⁶.

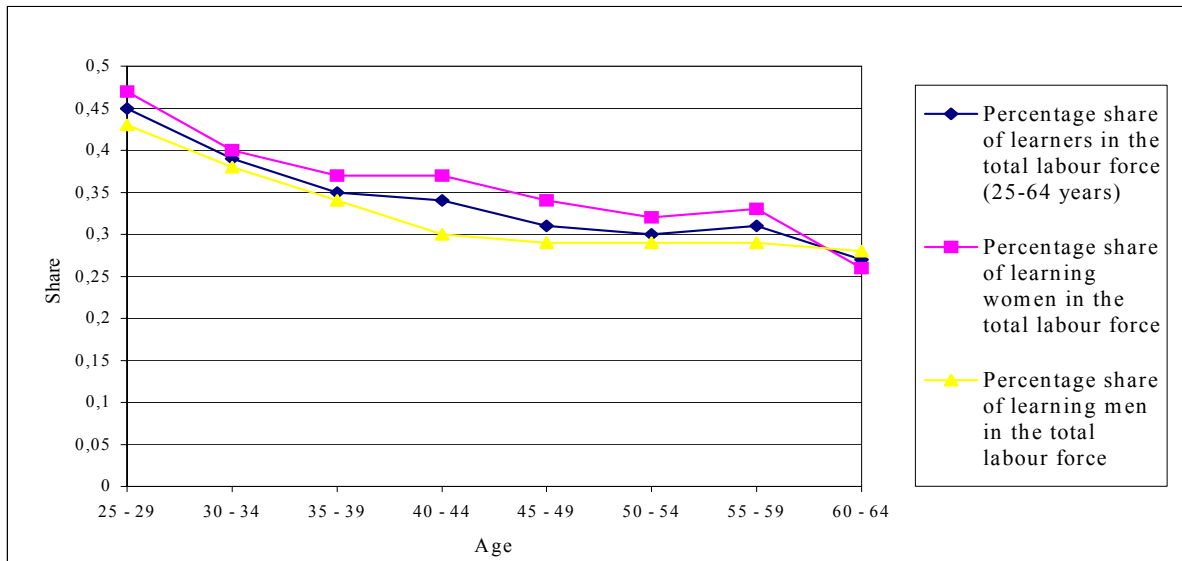
In this survey, adult education activity (adult learning) has been defined to include all types of formal and non-formal education and training (in-school and out-of-school programmes) as well as informal education and training undertaken during the recent 12 months.

Analysis shows that 35% of economically active persons aged 25–64 (5.1 million) participated in adult education, as defined above. Education activity is the most intense among persons aged 25–29. Women take part in education more often than men, particularly in the age group 40–49 (see Figure 3.7.).

Adult education activity is regionally differentiated. Workers in the mazowieckie, pomorskie and śląskie voivodships are most active. In kujawsko-pomorskie and wielkopolskie, women participated in continuing learning as often as men, while in other voivodships they undertook adult education more frequently (for details see Table 3.32. in Annex 2).

⁴⁶ All indicators included are calculated on data from the tables given in the Statistical Annex.

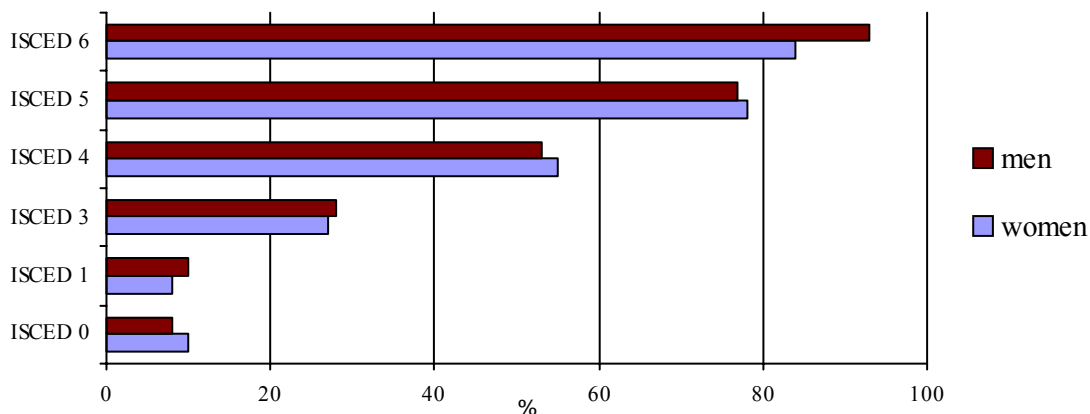
Figure 3.7. Percentage of adult education participants in the total labour force aged 25–64, by gender, 2003



Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Completed education is an important factor affecting the educational activity of adults. Individuals with higher education levels participate more frequently in adult learning. Among persons with at a PhD the share of educationally active persons was 90%, in the group of persons with higher education it was 77%, and of those with primary education it was 9% (see Figure 3.8., data in Annex 1).

Figure 3.8. Percentage of adult education participants in the labour force aged 25–64 by gender and education level,* 2003



* Comment: lack of ISCED 2 means lack of people aged 25-64 to whom this particular level of education (lower secondary) can be applied due to the structure of Polish educational system prior to the 1999 reform.

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The most popular form of acquiring and developing knowledge was informal education and non-formal education in out-of-school programmes (see Table 3.7.). Informal education and out-of-school education offer adult education participants greater opportunities to adjust training contents, time and location to their individual needs and lifestyles.

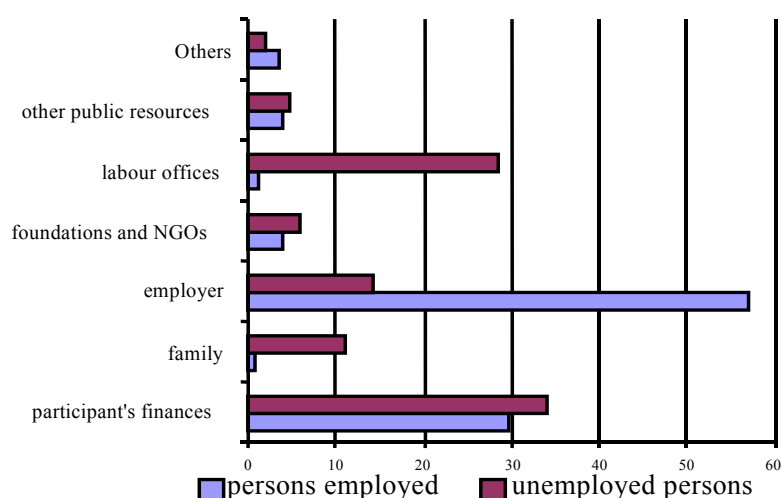
Table 3.7. Adult education participants in the labour force by form of education, 2003⁴⁷

Form of education	Total	Women	Men
	Percentage of learners taking advantage of a given form of education		
Formal and non-formal:	54.5	57.0	52.1
• in-school system	10.2	11.2	9.5
• out-of-school system	44.7	46.7	42.7
Informal:	83.7	85.2	82.3
• using printed materials	73.4	75.0	71.8
• using internet materials	42.0	42.0	42.1
• using multimedia materials	44.7	45.9	43.6
• taking advantage of educational institutions	36.5	42.7	30.6

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Adult learning in out-of-school programmes was most often financed by employers; 54% of respondents declared that costs of recent training activities were covered by their employing company (see Figure 3.9., data in Annex 1).

Figure 3.9. Financing sources for adult education participants' most recent out-of-school training by labour market status, 2003



Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Almost 30% of adult education participants financed training by their own means. Labour offices financed participation for 28.5% of unemployed persons who participated in courses to raise or change their qualifications, but 34.1% of unemployed persons decided to finance costs of other training from their own means.

The important role of employers in financing adult education is reflected in the labour market status of participants. The share of learners was much higher among employed persons than among unemployed persons (see Table 3.8.), demonstrating that employed persons have greater opportunities to participate in education and training, and that they are more inclined to develop their skills.

⁴⁷ Figures do not add up to 100% because it is possible to take advantage of several forms of education at the same time.

Table 3.8. Labour force participation in adult learning by gender and labour market status, 2003

Adult education participants	Total	Employed	Unemployed
	Percentage of the labour market		
Total	100	100	100
Participation	35	39	21
Non-participation	65	61	79
Women	100	100	100
Participation	37	42	21
Non-participation	63	58	79
Men	100	100	100
Participation	33	36	20
Non-participation	67	64	80

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The share of employed persons was higher among adult education participants than among the general economically active population. The situation was opposite for unemployed persons; the share of unemployed persons was lower among adult education participants than among economically active persons in total. In both cases, there is no significant differentiation according to gender (see Table 3.9.). These results prove the positive correlation between participation in adult learning and employment.

Table 3.9. Adult education participants in the labour force by gender and labour market status, 2003

	Adult education participants			Labour force aged 25–64 years		
	Employed	Unemployed	Total	Employed	Unemployed	Total
	Percentage share of persons of a given category			Percentage share of persons of a given category		
Total	89	11	100	81	19	100
Women	88	12	100	79	21	100
Men	89	11	100	82	18	100

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The type of employment contract was also an important factor affecting participation in adult learning for employed persons. The correlation between contract and participation was slightly stronger for women than for men. Persons employed with a fixed-term contract participated in education less frequently than persons employed on an indefinite-term contract (see Table 3.10.).

The survey shows that participation in adult learning depends on the economic sector in which individuals are employed and their occupation. The share of participants in adult education was the highest in the following sectors: financial mediation, real estate, public administration, transport and communication. People in occupations that require high qualifications – professionals, technicians, legislators, senior officials, managers, etc. – participate in adult education more often than individuals in occupations that do not require high skills (see Table 3.11.).

Table 3.10. Employed adult education participants aged 25–64 by type of employment contract and gender, 2003*

	Percentage of employed adult education participants	Percentage of employed persons
Total		
Employed on a fixed-term contract	12	14
Employed on an indefinite contract	65	59
Women		
Employed on a fixed-term contract	12	13
Employed on an indefinite contract	71	62
Men		
Employed on a fixed-term contract	12	15
Employed on an indefinite contract	58	56

* Percentages do not add up to 100% because contract types do not apply to self-employed persons, employers and collaborating family members.

Source: Calculations based on Survey of Adult Education Activity Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Table 3.11. Participation in adult learning by employed individuals aged 25–64, by occupation and gender, 2003

Occupation	Total	Women	Men
	Percentage of adult education participants among individuals in this area		
Legislators, senior officials, managers	54	54	54
Professionals	80	80	80
Technicians and associate professionals	60	59	63
Clerks	39	40	37
Service workers and sales workers	27	24	34
Skilled agricultural and fishery workers	21	16	25
Craft and related trades workers	21	16	22
Plant and machine operators and assemblers	23	17	23
Low-skilled occupations	16	13	19
Armed forces	68	100	67

Source: Calculations based on Survey of Adult Education Activity Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The size of the company where respondents are employed positively correlated with educational activity – the larger the company, the higher participation in education. The majority of participants were employees of firms which employed between 50 and 100 people (see Table 3.12.).

Irrespective of gender, respondents mentioned reasons related to upgrading their skills as the main factors encouraging to them attend training (see Table 3.13.).

Table 3.12. Participation in adult learning by employed individuals aged 25–64 by gender and size of enterprise, 2003

Size of company	Total	Women	Men
	Percentage of employees participating in adult education		
1–10 employees	31	29	33
11–19 employees	40	48	32
20–49 employees	42	48	35
50–100 employees	47	53	41
101 and more employees	45	49	43

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Table 3.13. Reasons to attend training (most recent education activity) in an out-of-school programme, 2003

Reasons to attend training	Total	Women	Men
	Percentage of persons indicating each reason		
Upgrading skills	88	87	89
Personal and social reasons	12	13	11
Total	100	100	100

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

The data shows that beginning an adult education programme was a strong indicator of plans to continue learning. Current participants in adult learning were five times more likely than non-participants to express plans for further education. Almost a half of female participants plan to continue their training, as do a slightly lower proportion of men (44%.) (see Table 3.14.).

Table 3.14. Further learning plans of adult education participants and non-participants by gender, 2003

Plans for further education	Total		Women		Men	
	In learning	Not in learning	In learning	Not in learning	In learning	Not in learning
	Percentage of respondents					
Planning further education	46.3	9.9	49.0	10.6	43.7	9.3
Not planning further education	53.6	89.9	51.0	89.2	56.2	90.4

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP, 2004.

Respondents, who were not planning to continue their learning, most often mentioned that they needed no further education as a reason. However, some respondents also cited a lack of adequate financial resources and work burden as the reason for not participating in further education. Women also mentioned household duties and family obligations (see Table 3.15.).

Table 3.15. Reasons economically active persons aged 25–64 do not plan to pursue further education, by gender, 2003

Reason	Total		Women		Men	
	In learning	Not in learning	In learning	Not in learning	In learning	Not in learning
	Percentage of persons who indicated the given reason					
Lack of financial resources	25.2	30.8	28.4	32.3	22.4	29.5
Excessive work burden	23.3	12.1	18.9	8.7	27.1	14.8
Family obligations	7.4	6.2	11.7	10.6	3.7	2.6
Earlier training did not give any benefits	2.0	2.0	1.7	2.0	2.5	2.0
Employer reluctant to allow training during the workday	0.6	0.6	0.5	0.6	0.7	0.6
Limited courses available	1.0	0.5	0.9	0.5	1.0	0.5
Long distance between training centre and place of work	0.6	0.3	0.8	0.4	0.5	0.2
No training needed	39.5	47.3	36.7	44.7	41.8	49.6
No clear reason	0.4	0.2	0.4	0.2	0.3	0.2
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 Project National Vocational Training System, MoELSP 2004.

Information on training participants from labour office reporting data

It would be expected that unemployed persons would be particularly active in courses enabling them to change occupation or to raise their qualifications, because their labour market situation can result from maladjustment of qualifications to the needs of the changing labour market and limited geographical mobility. These persons may take advantage of assistance offered by labour offices through organised training or loans for individual training. However, the number of unemployed persons who may take advantage of this assistance is limited by financial resources from the labour offices for this purpose.

The definition of “unemployed person” registered in the labour office differs significantly between the BAED and LFS surveys; this may cause some differences in the presented data. The law *on employment promotion and labour market institutions*, defines an unemployed person as a person who is registered in the labour office and ready to take up employment recommended by the office.

After a dip in adult education participation in 2001, the number of registered unemployed people attending trainings in the years 2000–2003 started to grow systematically to reach the current level of 3.8%. More than 70% of participants attend group training, after being directed to these sessions initiated by the labour office and organised for a group of unemployed persons in predetermined field. However, less than 20% of unemployed persons attend trainings organised in by an adult education system, at their initiative due to their interest in a given topic (see Table 3.16.).

The share of unemployed people participating in training is geographically differentiated, because starosts take independent decisions on how to spend financial resources designated for active forms of counteracting unemployment, including training (for details see Table 3.33. in Annex 2).

Table 3.16. Selected characteristics of registered unemployed participants in training, 2000–2003*

Participation in training	2000	2001	2002	2003
Number of unemployed persons (in thousands)	2 702.6	3 115.1	3 217.0	3 175.7
Number of trained unemployed persons (in thousands)**	98.4	49.1	61.6	120.4
Trained unemployed persons as a percentage of the total number of unemployed persons	4.0	1.8	2.0	3.8
Share of unemployed persons participating in trainings as a percentage of the total number of persons trained by labour offices ⁴⁸	95.2	88.6	92.7	94.6
• Percentage of participants in individual trainings	17.0	18.6	20.0	18.5
• Percentage of participants in group trainings	78.2	71.0	72.7	76.1

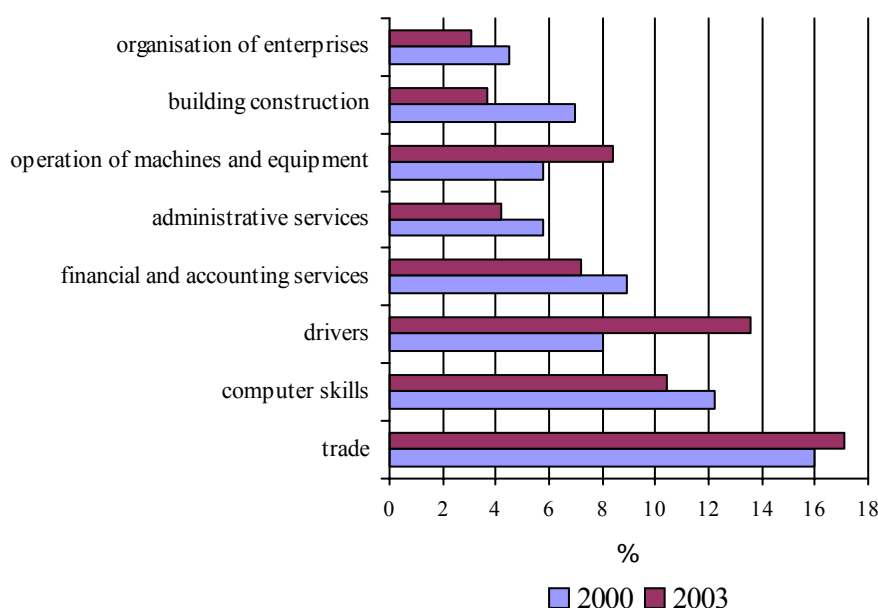
* Unemployed persons who completed training.

** The number of persons receiving a training allowance.

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP 2000–2003.

Starosts select training topics according to the needs of the local labour market. The most popular subjects include training connected with trade (17.1% of all trainings organised in 2003), preparing for driving-related occupations (13.6%), computer skills (10.4%) and operation of machines and equipment (8.4%) (see Figure 3.10., data in Annex 1).

Figure 3.10. Participants in training organised by labour offices, by field, 2000 and 2003



Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP, 2000–2003.

The employment rate of unemployed participants after completion of training is used to evaluate effectiveness of training delivered by labour offices⁴⁹. During the years 2000–2003, about 35% of trained unemployed persons took up employment within three months after the end of

⁴⁸ Other groups of people trained by labour offices include: job seekers, unemployed disabled persons, recipients of training pensions and reservists.

⁴⁹ The employment rate of unemployed persons means the percentage share of persons who took up employments as a percentage of the total number of persons completing a course in a given period. Before 1999 public statistics noted if the unemployed person took up employment within 12 months after the end of training. Since 2000 the check-up period has been reduced to not more than three months. For this reason our analysis is limited to years 2000–2003.

training; however, this rate distinctly dropped with time, which reflects growing labour market problems. Training organised individually was almost twice as effective as group training (see Table 3.17.). This clear difference in the post-training employment results from the requirements put before training participants. A person who applies for placement in individual training must prove that he or she will be employed after the end of training, but there is no such requirement in relation to group training.

Table 3.17. Employment rate of registered unemployed individuals within three months after completion of training, 2000–2003

Training mode	2000	2001	2002	2003
	Percentage of persons employed after completing training			
Total	37.5	35.5	32.8	34.0
Individual	60.6	57.5	52.1	54.5
Group	32.5	29.7	27.1	29.0

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP, 2000–2003.

There is also unexplained geographical differentiation in the employment rate after completion of training financed by the labour office (for details see Table 3.34. in Annex 2).

During the years 2000–2002 the employment rate after completion of training dropped for all groups participating in training organised by labour offices. The biggest decrease was for job seekers and recipients of training pensions, and the smallest was for unemployed persons. The year 2003 brought employment growth for all groups except disabled persons (see Table 3.18.).

Table 3.18. Employment rate after completion of training financed by the labour office, by registration status, 2000–2003

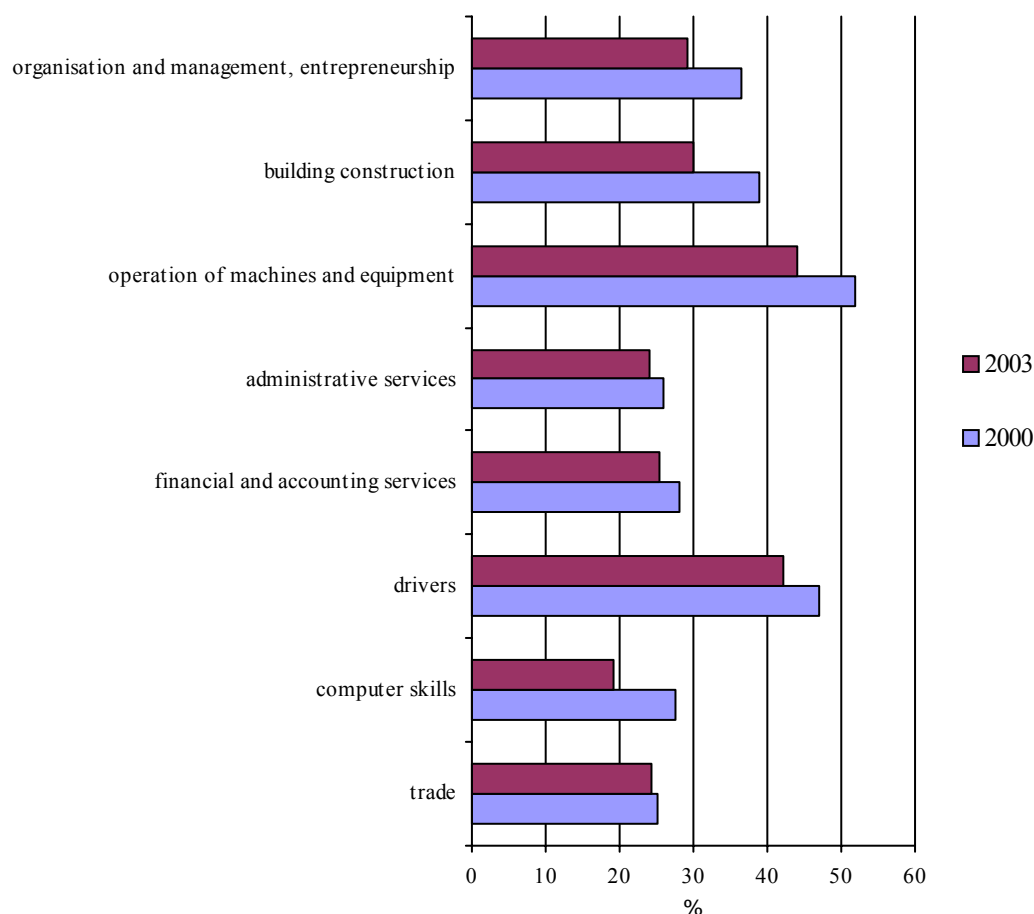
Registration status in the labour office	2000	2001	2002	2003
	Percentage of persons employed after completing training			
Total	37.0	33.9	32.0	33.0
Unemployed persons	37.5	35.5	32.8	34.0
Job seekers	42.0	27.4	14.9	21.1
Disabled persons	27.4	23.0	24.4	16.2
Recipients of training pension	7.0	4.1	2.5	4.3

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP, 2000–2003.

In the surveyed period the most effective types of training were courses in operation of machines and equipment, and courses to get the professional driving licence; more than 40% of their graduates found employment. The least effective courses were in computer skills (19.3% graduates found employment in the year 2003), accountancy (25.3%), trade (24.2%) and office services (24%) (see Figure 3.11., data in Annex 1).

Training loans granted to unemployed persons make up only a small portion of Labour Fund expenditures on training, and their share has remained constant over time; their effectiveness, however, is quite high. The employment rate of loan recipients is almost 50% higher than the employment rate of persons taking advantage of trainings organised by the labour office (see Table 3.19.).

Figure 3.11. Employment rate after completion of training financed by the labour office, by field of training, 2000 and 2003



Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP, 2000-2003.

Table 3.19. Post-training employment rate of unemployed persons who received a training loan from the Labour Fund, 2000–2003

	2000	2001	2002	2003
Percentage of unemployed persons who received a training loan	2.0	2.0	2.0	2.0
Employment rate of loan recipients after training	48.3	43.3	48.4	48.3

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoLSP, 2000-2003.

The government also refunded training costs for employees threatened by redundancy in an effort to counteract unemployment; this measure was relatively unpopular and its popularity declined within the described period. Trained workers and employers did not take advantage of this opportunity in large numbers. In 2003, 63 employers and 595 workers used this assistance. In the preceding years these figures were many times higher, although on a national scale the percentage of potential beneficiaries was always insignificant.

3.3. Institutions offering training services (training providers)

Adult learning may be taken in both in-school and out-of-school programmes. It may be delivered by public or private institutions and take different forms. Training providers may be companies registered in the education services sector or in other sectors, if the training is not their leading activity. It is therefore difficult to give a total number of training providers in Poland. Over the past decade, the market has been dynamically developing, and the following list therefore provides only a partial picture of the education services market.

3.3.1. Adult learning in schools and public institutions

Schools for adults

Schools for adults enable individuals who have fulfilled their schooling obligation (and are over 18 years of age) to raise their formal education level. Over the recent decade the number of schools for adults has distinctly increased, in particular at the secondary level. The number of primary schools for adults, however, has distinctly dropped (see Table 3.20.). This phenomenon may be due to a growing awareness by labour market participants that they must raise their education level, combined with the fact that elderly people with low education levels are leaving the labour market.

Table 3.20. Schools for adults by education level, school years 1995/96, 2000/01, 2001/02 and 2002/03

Type of school	1995/96	2000/01	2001/02	2002/03
	Number of schools for adults			
Total	1 900	2 932	3 127	3 431
Primary	135	21	7	6
Lower secondary*	-	72	96	111
Basic vocational	97	151	148	139
General secondary	330	978	1124	1 303
Secondary vocational	1 338	1 710	1 752	1 841

* In the school year 1995/96 there was no lower secondary school. This type of school was introduced in through the law⁵⁰ on school system reform.

Source: *Statistical Yearbook*, Central Statistical Office 1997, 2001, 2002, 2003.

The most popular form of education offered through basic vocational schools are day and evening classes, while secondary schools offer mainly evening and extramural classes (see Table 3.21.).

Table 3.21. Students at schools for adults by education programme, school year 2002/03

Education programme	Day	Evening	Extramural	Total
	Percentage of learners			
Basic vocational	46.6	48.7	4.7	100
Secondary vocational	3.5	48.2	48.3	100

Source: *Statistical Yearbook*, CSO 2003.

⁵⁰ Law of 8 January 1998 – *Provisions introducing the school system reform* (Dz.U. of 1996, No 67, Text 329 and No 106, Text 496, of 1997, No 28, Text 153 and No 141, Text 943, of 1998 No 117, Text 759 and No 162, Text 1126).

The number of schools for adults has been growing in response to increased demand for this form of education. In the surveyed period, the number of students in schools for adults distinctly increased for secondary schools and decreased for vocational schools (see Table 3.22.). These changes reflect adults' changing education aspirations and their understanding that secondary education provides greater opportunities for future career changes.

Table 3.22. Learners in schools for adults attending day, evening and extramural classes, school years 1995/96, 2000/01, 2001/02 and 2002/03

Type of school	1995/96	200/01	2001/02	2002/03
	Learners in schools for adults (in thousands)			
Primary	8.7	0.7	0.1	0.1
Lower secondary	-	4.8	8.6	11.5
Basic vocational	8.0	13.5	12.8	9.4
General secondary	73.0	129.5	143.2	151.9
Secondary vocational	174.0	193.3	198.2	193.0

Source: *Statistical Yearbook*, CSO 1997, 2001, 2002, 2003.

***Continuing Education Centres (CEC)
and Practical Training Centres (PTC)***

Continuing Education Centres (CEC) are public education institutions for adults that function within the framework of the education system. They are groups of schools offering adults a tuition-free opportunity to complement their education at various levels; courses offer general and vocational education, and may include courses under the commercial principles. In 2002, there were 124 CECs, located mainly in larger towns. The number of functioning Continuing Education Centres, the number of schools for adults and the number of participants in other adult education courses differs widely among the voivodships. More centres are located in larger and more developed voivodships (see Table 3.23.).

Table 3.23. Continuing Education Centres (CEC) by voivodship in academic year 2001/02

Voivodship	Number of CECs	Number of schools for adults	Number of adult* students (in thousands)	Number of participants in courses (in thousands)
Dolnośląskie	6	28	4.6	0.8
Kujawsko-pomorskie	12	42	6.9	2.2
Lubelskie	5	21	3.8	1.5
Lubuskie	4	12	2.0	0.4
Łódzkie	9	15	3.0	1.0
Małopolskie	6	17	2.7	1.1
Mazowieckie	15	53	8.6	2.6
Opolskie	3	4	0.2	0.3
Podkarpackie	13	32	5.4	3.8
Podlaskie	3	2	0.4	0.6
Pomorskie	11	14	3.2	1.5
Śląskie	12	43	6.0	0.6
Świętokrzyskie	2	2	0.1	0.3
Warmińsko-mazurskie	6	18	3.7	0.7
Wielkopolskie	9	21	2.7	2.4
Zachodniopomorskie	8	13	1.0	1.9

* Adults are persons aged 18 and older.

Source: Report *Modernisation of adult learning*, MoNES, 2002, Annex B.

Practical Training Centres (PTC) were created in 1996 to provide basic vocational school students with suitable teaching, technical and staff conditions to attain occupational education standards. These institutions' tasks also include: organisation of qualification and development courses for employed and unemployed persons (under the commercial principles), providing vocational guidance and making consultations in the field of vocational education. There were 125 Practical Training Centres in 2002, including 56 created after September 2000. As a rule, PTCs take over school workshops in an effort to modernise them and properly equip them to meet the vocational education needs of youth and adults.

The cost of courses offered by CECs and PTCs is differentiated geographically and depends on the field of education and the number of centres in a given area. In rural voivodships the number of centres is the smallest (see Table 3.35. in Annex 2).

Tertiary level schools

A dynamic increase in the number of higher schools has been recorded over the past decade. Employers' expectations of their future workers' occupational skills are constantly growing. The emergence of the free educational market also contributed to the development of the private education system has developed (see Table 3.24.).

**Table 3.24. Tertiary level schools by ownership, academic years
1995/96, 2000/01, 2001/02 and 2002/03**

Tertiary level schools	1995/96	2000/01	2001/02	2002/03
	Number of tertiary schools			
Total schools	179	310	344	377
Private schools	80	195	221	252

Source: Statistical Yearbook CSO 1997, 2001, 2002, 2003.

In 2002/03 there were 17 universities, 22 technical universities, 94 tertiary economic schools, 17 pedagogic academies, 9 agricultural universities, 10 medical universities and 22 schools of art. In recent years a slight increase in the number of theological schools has been recorded (from 10 to 14), along with a significant increase in the number of higher vocational schools⁵¹ (from 102 to 128), of which most are private schools offering business courses. Most of tertiary level schools offer education in a day or extramural system. Evening classes are a less popular form of education (see Table 3.25.).

**Table 3.25. Students by education programme, academic year
2000/01, 2001/02 and 2002/03**

Education programme	2000/01	2001/02	2002/03
	Percentage of students in a given education programme		
Day classes	43.8	44.5	45.8
Evening classes	5.0	4.9	4.5
Extramural classes	50.6	49.8	48.8
External classes	0.6	0.8	0.9
Total	100.0	100.0	100.0

Source: Statistical Yearbook CSO 2001, 2002, 2003.

⁵¹ These schools were created by the law of 26 June 1997 on higher vocational schools, Dz.U. No 96 Text 590.

Both employed and unemployed individuals attend evening and extramural classes. Labour market requirements force most participants to start vocational education much earlier than in the past. Most employed participants treat these studies as a form of complementing and upgrading their qualifications for posts they already occupy. Growing education costs are also an important factor. Participants must work to earn the funds they need to finance their education. Rising costs may be considered the main reason for significant growth in interest in extramural studies over the past decade (see Table 3.26.).

Table 3.26. Tertiary level students by form of ownership, academic year 1995/96, 2000/01, 2001/02 and 2002/03

	1995/96	2000/01	2001/02	2002/03
	Tertiary school students (thousands)			
Total students	794.6	1 564.8	1 718.7	1 800.5
Students at private tertiary schools	89.4	472.3	509.3	528.8

Source: *Statistical Yearbook* CSO 1996, 2001, 2002, 2003.

Future students most often choose higher schools offering programmes in economics and administrative subjects. In the 1990s many economics schools were created due to the low costs of founding and managing such schools. The type of education programme is clearly connected to the direction of learning, which in turn may be connected to the number of private higher schools of a given profile functioning on the education market (see Table 3.27.).

Table 3.27. Students by study programme in selected fields of education, academic year 2002/03

Field of education	Total	Day studies	Extramural studies
	Percentage of students in the given field in the total number of students		
Education science and teacher training	12.6	37.0	59.4
Humanities and theology	7.9	61.1	33.2
Social and behavioural science	13.2	33.4	60.1
Business and administration	28.7	29.5	64.2
Engineering and engineering trades	9.8	69.4	27.6

Source: *Statistical Yearbook*, CSO 2003.

The increase in the number of higher schools educating at the licencjat and magister levels was a reaction to rapidly growing education aspirations of the population, mainly youth.

Since the mid-1990s the number of learners and students has been growing, both for the population of persons aged 24–29, and for individuals over 30 years of age. It should be emphasised, however, that the number of learners and students is several times higher in the younger age group (see Table 3.28.).

Table 3.28. Students by age group, academic year 1995/96, 2000/01, 2001/02 and 2002/03

Age group	1995/96	2000/01	2001/02	2002/03
	Percentage of students in given age group			
Ages 25–29	9.2	9.4	10.0	10.2
Age 30 and older	0.7	0.9	0.9	1.0

Source: *Statistical Yearbook*, CSO1997, 2001, 2002, 2003.

Post-graduate and doctoral studies

Over the last decade, Polish citizens have shown a growing interest in education at post-graduate and doctoral levels (see Table 3.29.). Most participants selected university studies, with medical post-graduate studies occupying the second position⁵² (see Table 3.30.).

Table 3.29. Participants in post-graduate and doctoral studies, academic year 1995/96, 2000/01, 2001/02 and 2002/03

Study programme	1995/96	2000/01	2001/02	2002/03
	Participants (thousands)			
Post-graduate studies	55.2	146.7	139.8	131.0
Doctoral studies	10.5	25.6	28.3	31.1

Source: *Statistical Yearbook*, CSO 1997, 2001, 2002, 2003.

Table 3.30. Students in post-graduate and doctoral studies by education programme, academic year 1995/96 and 2002/03

Programmes	1995/96	2002/03	1995/96	2002/03
	Percentage of participants in post-graduate studies		Percentage of participants in doctoral studies	
University	25.5	263	55.0	48.6
Technical	9.3	8.7	19.1	23.6
Economic	11.8	16.7	5.7	8.2
Medical	34.7	22.0	3.4	4.2

Source: *Statistical Yearbook*, CSO 1997, 2001, 2002, 2003.

3.3.2. Commercial institutions offering courses and training

There are no statistics that fully characterises the number and type of adult education services offered by commercial training institutions in Poland.

In the second half of the 1990s the Central Statistical Office collected data on out-of-school forms of adult education, but these statistics covered only small part of training services – courses delivered by institutions in the registers kept by education supervisors and territorial self-governments responsible for running schools. Many institutions that provide training, for example occupational associations and institutions that operate under business activity law, are not obliged to register. According to these imperfect statistics, the number of people taking advantage of education through courses during the school year 1999/2000 was 1 319 000, an increase of 7.6% compared to the year 1996/97. Courses most often addressed occupational safety rules, foreign languages and vocational development and preparation for vocational titles (see Table 3.31.). Due to the imperfection of these statistics, the Central Statistical Office stopped collecting them in 2001.

⁵² These programmes are mainly run by an institution created specifically for this purpose, the Medical Centre of Post-Graduate Education.

Table 3.31. Participants in adult learning courses, academic year 1999/2000

	Courses	Participants
Total number	76 369	1 319 000
by field (in %):		
• occupational safety rules	19.4	26.5
• foreign languages	25.7	20.1
• vocational development	20.4	18.9
• preparation for acquiring vocational titles	12.6	11.1
• training in occupation	11.2	11.0

Source: Education in the school year 2000/2001, CSO.

At present no data are available in Poland to fully characterise the number and kind of services offered by training institutions functioning under business activity law.

In 2003, the Phare 2000 Project *National Vocational Training System* attempted to prepare a methodology and tools for surveying training institutions, to use in future surveys to obtain public statistics. The results of the pilot study, carried out in the territory of mazowieckie voivodship, are not representative for all of Poland, but they reflect the situation in the regional market characterised by the highest density of training services⁵³.

Analysis of data contained in the register of economic entities REGON⁵⁴ shows that at the end of 2002 the number of private institutions delivering out-of-school forms of education in mazowieckie voivodship was 5 781. The structure of these companies is as follows:

- 97% are small companies employing up to 9 persons.
- 2.6% are medium-sized companies employing between 10 and 49 persons.
- 0.4% are large companies employing 50 or more persons.

The pilot survey under the Phare 2000 project covered 50 training institutions, which were selected from the representative sample of 300 institutions offering out-of-school forms of education; it included both private (74% of the sample) and public (26% of the sample) companies⁵⁵.

A small number (16%) of surveyed institutions have been carrying out training activity for more than 20 years. However, most training institutions are new businesses; almost a half were created in the years 1991–1995 during the first period of structural transformation, and more than one-third have been carrying out training activity for less than five years. Only 10% of surveyed institutions hold an ISO quality certificate. One-fourth of the lecturers/trainers are employed on the basis of an employment contract, and three-fourths are working on the basis of civil law contracts. Almost 90% of the staff has tertiary education.

The following forms of education are offered by the surveyed institutions:

- Training workshops, which account for 49% of delivered training.
- Courses, which account for 43% of delivered training.
- Seminars and conferences, which account for 6% of delivered training.

⁵³ *Survey of Training Institutions*, Phare 2000 Project *National Vocational Training System*, MoELSP, 2004.

⁵⁴ REGON is the register of economic entities kept by the Central Statistical Office; the surveyed population includes institutions whose main or secondary activity is included in subclass 80.42.Z (out-of-school forms of education, not classified elsewhere).

⁵⁵ In addition to the institutions entered into REGON, the random sample also included education centres run by the Management Institute and the daily „*Rzeczpospolita*”.

The following are the most frequently offered topics of training:

- Management and administration (10% of offers).
- IT and computer skills (7.8% of offers).
- Personal development (7.1% of offers).
- Accountancy, finance, insurance (7.0% of offers).

Training in technical aspects of production and service delivery (excluding training on occupational safety rules) accounts for only 1% of the training offered by surveyed companies.

More than 50% of courses and training were customised trainings delivered for a specific company. Among offers open to all participants, “open training,” short training (from 8 to 40 hours per week) was most common (26%).

Most persons participated in trainings in the fields of sales and marketing (20% of the total) and accountancy, finance and insurance (19%). Women accounted for 24% of persons trained by the surveyed institutions, and they dominated in training in secretarial and office work (74%), as well as training in computer operation and environment protection, health care and occupational safety rules. But their participation in training in technical aspects of production (0.26%) was very low.

Costs of training depended on topic and type of course. Open training was less expensive – its price usually did not exceed PLN 30 per hour per person – while the price of customised trainings was usually higher than PLN 70 per hour per person. The most expensive training addressed sales and marketing, management and administration, secretarial and office work, and personal development. Prices ranging from PLN 31 to 50 per hour per person were characteristic of training in the technical aspects of production process and services provision.

The vast majority of institutions (84%) checked the effectiveness of the training they delivered, mainly by the use of questionnaires (37% of institutions), interviews (26%) and tests (21%).

The preceding statistics should be treated only as approximate due to the small sample and incomplete data acquired from training institutions. However, the pilot study will allow development of methods to survey the training services’ market in the future.

Another source of information on training institutions is reports drawn up by the Management Institute in Warsaw in co-operation with research companies Ipsos-Demoskop and Cap Gemini Ernest & Young; these reports cover mainly the managers’ trainings that constitute a specific segment of the training services’ market. Six reports have been published. Results of this analysis may be considered only an approximate picture of the current managerial training market, because the survey was not based on representative samples.

The annual report on *Training services and personal counselling market* is drawn up based on surveys of 350 training companies, which update their data in the Managers’ Knowledge Base of the Management Institute. For the 2003/04 survey, 39.2% of companies had their headquarters in Warsaw and 42.3% in other large towns (former seats of voivodships). Most companies were small: 68.4% employed less than five permanent trainers. Almost all (85.7%) of these companies functioned on Polish capital. The companies used their own training programmes. Their offers included mainly training in management (56% of companies), personal skills (50%) and sales (34%). Analysis of previous editions of the report shows that the number of companies offering training in the field of management and sales is dropping, and that companies are increasingly

specialising in specific topics. Clients of these training companies are more often employees of private companies than representatives of public companies and public administration. A clear connection between the capital of the company and its clients is observed. International companies more often buy training from companies with foreign capital.

The average price given by companies per one day of open training per employee has not changed compared with the previous year; amounted to PLN 532. The average price per one day of customised training per employee in the surveyed group was PLN 3 482.50. The average number of forecasted training days for the current year is about 700 days.

The results from the Management Institute and Ipsos-Demoskop survey from the third quarter of 2001, published in the fourth edition of the report *Training Services Market*, illustrate the following trends in the managerial training market. The survey covered 369 training companies:

- 50% of companies employ up to 5 trainers.
- 29% of companies employ from 6 to 12 trainers.
- 22% of companies employ more than 12 trainers.

Most training companies are limited-liability companies (39%), civil partnerships (15%) and individuals (15%), or joint-stock companies (6%). The majority of companies (86%) were based on Polish capital, 82% of companies had their own websites and 93% used e-mail.

The dominant form of training was customised training, delivered by 92% of companies. The second most popular form was short open training (duration less than five days), delivered by 75% of companies, and the third place was occupied by open long trainings (five days and more), delivered by 54% of companies. Compared to the preceding year, the number of companies offering e-training increased (from 9% to 14%) as did the number of companies offering multimedia training (from 16% to 20%).

Most (83%) training companies delivered other services besides training. The most frequent supplemental services were organisational counselling (43%) and personal counselling (38%), as well as book publishing (28%).

About three-fourths (74%) of companies provided studies on training needs, and 53% of companies offered services to measure the effectiveness of training. Less than half (46%) of companies applied the simplest measurement – checking the reaction to training – and 30% of companies performed assessment of changes in professional careers several months after the end of training and evaluated the impact of training on work. Only 17% of companies assessed the direct effect of training on organisational units.

The thematic structure of trainings offered was as follows:

- Management (organisation and governance) comprised 76%.
- Personal skills comprised 71%.
- Sales comprised 65%.
- Marketing comprised 47%.
- Accountancy comprised 34%.
- IT comprised 28%.
- Law comprised 28%.

Targeted training was evident, with 38% of training companies declaring that they were specialising in one or two fields, 40% in three or four fields, and 22% in five or more fields of training.

Results of these surveys show the gradual modernisation of training methods. The most popular training method is workshops, organised by 92% of companies, followed by lectures (76%), case studies (69%) and simulations (61%). One in four companies offered outdoor-type and training using films and computer programmes, as well as trainings in foreign languages.

Training prices depended on the location of the training company. The most expensive were companies in Warsaw, where a day of customised training cost an average PLN 5 000; in other large towns, it was about PLN 3 600, and in other parts of the country the average was PLN 2 600. The cost of participation by one person in one day of open training in Warsaw was PLN 716, in other large towns it was PLN 436 and in other parts of the country it was PLN 419. The average price of customised training was PLN 4 483, and open training cost PLN 520.

Most (85%) companies delivered trainings on the basis of their own training programmes and 15% used foreign programmes from one or several suppliers; 40% of training companies co-operated with foreign institutions and 60% with national institutions, mainly universities and research institutes. The main groups of training participants were managerial staff (35%) and professionals (30%). An average training company trained 2 000 persons in the year 2000, and in 2001 an average of 1 500 persons was estimated, which means decrease in the number of training participants. The biggest number of persons were trained by Warsaw companies, about 2 500 persons.

In the light of these reports concerning managerial training, it may be inferred that the market is becoming more mature and stabilised. Growing specialisation, modernisation of teaching techniques, and stagnation or even a slight decrease in training prices are observed.

CONCLUSIONS

Despite significant growth in the education level of the population of Poland in the 1990s, shortages in human capital of the labour force remain so remarkable that they could be a serious obstacle for steady labour market improvements. They concern both young and adult generations. Consequently, the scale of educational needs is immense in Poland. There is significant demand for investments in both the so-called general assets, and the so-called specific assets, for example to continue improving professional skills through continuing education.

Here, the main issues are briefly summarised. Both the population and the government are increasingly aware of the needs to invest in human capital; this has resulted in rising participation in education and continuing learning programmes, especially by younger generations, and in the formulation and implementation of programmes aimed at human resources development. Especially in recent years, new initiatives have been undertaken to bring results in the coming years. The rising demand for education and continuing learning has caused growth in the supply of education and training services. This report has aimed at documentation of these developments.

Efforts to improve human capital of the population of Poland are not sufficient. There remains a distance between Poland and developed European countries as far as educational activity of adults is concerned. There is no doubt that the process to convince labour market actors – the labour force and employers – of the necessity of steadily investing in skills and knowledge should be significantly and systematically developed into the future. The data presented in the report show that the participation of individuals and companies in continuing learning is low and highly selective. Persons with relatively high skills, employed in top positions are very willing to increase their qualifications, while unemployed, low-skilled workers are less inclined to do so. Employers from small and medium-size companies, which constitute the majority of enterprises and have lower human capital, are less interested in developing skills and investing in continuing learning than those from large firms.

There is also selectivity in providing education services. Training institutions are much better developed in regions where the average population and labour force are better educated (urban regions, big cities, etc.)

Recent surveys of various participants in the education market in Poland – employees, employers and training institutions providing out-of-school education – show explicitly that there are still barriers (institutional, organisational and mental) to development of continuing education in Poland. Undoubtedly, incentives are needed to encourage employers to finance or co-finance training of their staff. For instance, a new proposal to set up an Employee Training Fund could be considered as an incentive for companies.

Also, individuals should receive counselling and financial assistance to allow them to participate in education and training (e.g. tax reduction, credits). Financial barriers preventing individuals from participating in education and continuing learning are quite remarkable. Estimates of household expenditures spent on education based on tax deductions showed that low-income individuals were strongly interested in investing in human capital. However, a recent decision by the Minister of Finance ended the programme that allowed individuals to reduce their personal income tax due to expenditures on educational activities.

A separate issue relates to active measures aimed at unemployed individuals. Available financial resources limit the number of attendees at relevant trainings.

All changes in continuing learning should be monitored, which requires adequate data; there are signs of progress, in remarkable improvements in collection of relevant data on individuals and enterprises. Proposals by the Ministry of Economy and Labour urging the Central Statistical Office to conduct regular, periodical and representative surveys of individuals and enterprises, as well as extension of data on business activity and data gathered in the LFS, were positively received. It seems to be more difficult to collect relevant information about training companies, particularly small ones. They are often reluctant to participate in surveys and have no habit of collecting the required documentation of their training activities. It has been suggested to include a periodical representative survey of training institutions in the programme of regular research undertaken by the Main Statistical Office. At the same time, activities undertaken within the school-system should be better documented by the Ministry of National Education and Sport.

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Annex 1

DATA FOR FIGURES

Data for Figure 3.1.
Involvement of enterprises in delivery of training for their staff
by size of enterprise, 2002

	Percentage of enterprises			
	Total	Large	Medium	Small
Total	100.0	100.0	100.0	100.0
Organising training	41.4	77.9	58.6	36.4
Not organising training	58.6	22.1	41.4	63.6

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 project National Vocational Training System, MoELSP 2004.

Note: The group of large enterprises in the survey include enterprise that employ 250 and more people, medium enterprises employ between 50 and 249 people, and small enterprises between 10 and 49 people.

Data for Figure 3.2.
Enterprises sponsoring training programmes through designated budgets by size, 2002

	Total	Large	Medium	Small
	Percentage of enterprises			
Enterprises having training programmes	14.7	47.8	19.8	6.9
Enterprises not having training programmes	85.3	52.2	80.2	92.1
of which companies did not find training necessary	79.4	49.1	71.3	85.9
Enterprises with a separate training budget	13.0	44.1	16.9	6.2
of which companies with training centres	32.5	32.6	32.3	35.1

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.4.
Training time by topic and size of enterprise, 2002

Training topics	Total	Large	Medium	Small
	Percentage of total training time devoted to topic			
Technical aspects of production processes and provision of services	28.0	26.7	29.6	35.3
Personal and career development	12.6	15.9	5.7	6.5
Accountancy, finance and insurance	9.7	8.7	10.8	14.3
IT and computer skills	6.3	5.8	7.8	5.5
Sales and marketing	8.9	7.2	14.0	7.4
Learning foreign languages	5.0	5.2	5.4	2.5
Environment protection	3.5	3.8	3.3	2.8
Office work	0.6	0.5	0.5	1.3
Other topics	25.4	26.2	22.9	24.4
Total	100	100	100	100

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.5.
Training time by gender and size of enterprise, 2002

	Total	Large	Medium	Small
	Time of training per participant in hours			
Total	28.5	32.6	21.5	23.8
Men	29.6	32.5	23.3	27.2
Women	26.7	32.8	19.2	19.8

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.6.
Reasons enterprises do not organise training by size, 2002 (in %)

Reasons for lack of training	Total	Large	Medium	Small
	Percentage of enterprises mentioning a particular reason			
Sufficient staff qualifications	73.5	62.9	69.1	75.8
Sufficient initial training	21.7	18.8	21.8	21.8
High costs of training	43.2	43.0	42.1	43.6
Recruitment of new workers with required qualifications	24.3	30.5	30.9	21.4

Source: Continuing Vocational Training Survey (CVTS2), Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.8.
**Percentage adult education participants in the labour force aged 25–64
by gender and education level,* 2003**

Education by ISCED 1997 scale	Total	Women	Men
	Percentage in the labour force		
Incomplete primary (ISCED 0)	9	10	8
Primary (ISCED 1)	9	8	10
Vocational (ISCED 3)	27	27	28
Post-secondary (ISCED 4)	54	55	53
Tertiary (ISCED 5)	77	78	77
Tertiary with at least PhD degree (ISCED 6)	90	84	93

* Lack of ISCED 2 means lack of people aged 25–64 to whom this particular level of education can be applied.

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.9.
**Financing sources for adult education participants' most recent out-of-school training
by labour market status, 2003**

Financing sources	Total	Employed	Unemployed
	Percentage of learners taking advantage of funding source		
Participant's resources	29.9	29.6	34.1
Family	1.5	0.8	10.9
Employer	54.3	57.1	14.2
Foundations and other NGOs	4.0	3.8	5.9
Labour office	2.9	1.1	28.5
Other public resources	4.1	4.0	4.7
Other sources	3.3	3.6	1.7

Calculations based on Survey of Adult Education Activity, Phare 2000 project National Vocational Training System, MoELSP 2004.

Data for Figure 3.10.
Participants in trainings organised by labour offices by field, 2000–2003

Fields of training	2000	2001	2002	2003
	Percentage of trained persons			
Trade (salespersons, agents)	16.6	16.1	18.9	17.1
Computer skills	12.2	12.4	11.4	10.4
Drivers (professional driving licence)	8.0	9.3	11.3	13.6
Financial and accounting services	8.9	9.1	8.0	7.2
Administrative services (secretarial)	5.8	5.8	5.1	4.2
Operation of machines and equipment	5.8	7.1	7.5	8.4
Building construction	7.0	5.7	3.9	3.7
Organisation and management, entrepreneurship	4.5	3.4	2.7	3.1

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoELSP 2000–2003.

Data for Figure 3.11.
**Employment rate after completion of training financed from
the labour office resources by field of training, 2000–2003**

Fields of training	2000	2001	2002	2003
	Percentage of persons employed after completing training			
Trade (salespersons, agents)	25.1	25.6	22.1	24.2
Computer skills	27.5	21.3	16.3	19.3
Drivers (professional driving licence)	47.1	41.7	41.0	42.1
Financial and accounting services	28.2	27.6	22.0	25.3
Administrative services (secretarial)	26.0	24.5	22.5	24.0
Operation of machines and equipment	51.9	45.1	44.4	44.0
Building construction	38.8	31.3	30.1	30.1
Organisation and management, entrepreneurship	36.6	32.4	24.8	29.1

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoELSP 2000–2003.

Annex 2

ADULT LEARNING BY VOIVODSHIPS

Table 3.32. Adult education participants in the labour force aged 25–64 by voivodship, 2003

Voivodship	Total	Women	men
	Percentage of participants in the labour force		
Dolnośląskie	30	32	29
Kujawsko-pomorskie	37	37	37
Lubelskie	34	37	31
Lubuskie	30	34	27
Łódzkie	26	28	24
Małopolskie	32	34	29
Mazowieckie	44	46	43
Opolskie	33	37	29
Podkarpackie	32	35	30
Podlaskie	32	40	26
Pomorskie	46	49	44
Śląskie	39	40	39
Świętokrzyskie	29	32	26
Warmińsko-mazurskie	30	32	28
Wielkopolskie	31	31	31
Zachodniopomorskie	36	38	35
Total	35	37	33

Source: Calculations based on Survey of Adult Education Activity, Phare 2000 project National Vocational Training System, MoELSP 2004.

Table 3.33. Registered unemployed attending training organised by labour offices and the unemployment rate by voivodship, 2000–2003

Voivodship	2000	2001	2002	2003	2000	2001	2002	2003
	Percentage of unemployed who completed training				Unemployment rate			
Dolnośląskie	4.3	1.2	2.6	4.0	18.4	21.5	22.5	23.9
Kujawsko-pomorskie	4.6	1.5	2.0	3.2	19.2	21.9	22.6	24.4
Lubelskie	4.5	2.8	1.6	4.1	14.2	15.7	15.8	18.8
Lubuskie	3.1	2.1	2.0	3.0	21.3	24.4	25.9	27.6
Łódzkie	4.4	1.8	2.2	4.4	16.3	18.1	18.5	20.8
Małopolskie	2.7	1.3	2.1	3.5	12.2	14.1	13.9	16.2
Mazowieckie	3.2	1.8	1.3	3.2	10.8	13.0	13.9	15.1
Opolskie	2.8	1.3	1.7	2.4	15.7	18.2	19.3	21.4
Podkarpackie	2.9	1.3	1.3	2.7	16.2	17.4	16.9	20.3
Podlaskie	4.7	1.9	1.7	4.0	13.8	15.1	15.2	17.0
Pomorskie	4.3	2.4	2.6	4.6	16.6	19.6	21.2	22.6
Śląskie	5.6	2.1	2.5	6.5	12.9	15.7	16.5	17.4
Świętokrzyskie	4.6	1.5	1.3	1.8	16.6	18.4	18.5	22.0
Warmińsko-mazurskie	5.0	1.9	3.0	4.6	25.8	28.9	28.8	30.6
Wielkopolskie	3.5	2.2	2.2	3.6	12.5	15.4	16.1	17.3
Zachodniopomorskie	3.1	1.7	1.6	3.2	20.8	24.7	26.4	28.2

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoELSP 2000–2003.

Table 3.34. Employment rate of registered unemployed people within three months after completing training, by voivodship, 2000–2003

Voivodship	2000	2001	2002	2003
	Percentage of persons employed after completing training			
Dolnośląskie	41.0	42.2	22.0	34.8
Kujawsko-pomorskie	40.9	35.0	30.6	33.6
Lubelskie	29.1	24.0	30.1	24.0
Lubuskie	44.2	37.1	42.7	43.3
Łódzkie	25.9	37.7	30.6	32.5
Małopolskie	30.3	25.3	23.3	27.0
Mazowieckie	44.5	35.2	33.1	29.0
Opolskie	56.6	32.8	36.9	42.3
Podkarpackie	37.5	38.3	34.4	35.7
Podlaskie	39.1	35.6	37.2	38.1
Pomorskie	43.3	46.9	39.2	43.0
Śląskie	36.5	27.6	28.5	27.0
Świętokrzyskie	34.5	22.6	39.6	40.0
Warmińsko-mazurskie	34.5	45.4	38.3	35.7
Wielkopolskie	32.1	32.1	36.2	35.0
Zachodniopomorskie	38.0	26.9	32.8	39.0

Source: Labour Market Report, Annex No 4 Vocational guidance, job clubs, training of unemployed persons and job seekers, MoELSP 2000–2003.

Table 3.35. The geographical structure of Continuing and Practical Education Centres by voivodship and average price of one hour of training, 2002

Voivodship	Geographical structure of centres (in %)	Average price of one hour of the course in CEC and PEC (in Euro)
Dolnośląskie	4.8	14.0
Kujawsko-pomorskie	7.6	7.8
Lubelskie	4.0	6.9
Lubuskie	3.2	10.1
Łódzkie	5.6	13.3
Małopolskie	4.0	13.4
Mazowieckie	13.7	5.2
Opolskie	2.8	3.8
Podkarpackie	11.2	7.1
Podlaskie	4.4	no data available
Pomorskie	7.2	11.5
Śląskie	10.8	5.1
Świętokrzyskie	2.0	no data available
Warmińsko-mazurskie	4.8	14.3
Wielkopolskie	8.0	16.8
Zachodniopomorskie	5.6	4.2

Source: Report Modernisation of adult learning, MoNES, 2002.

Annex 3

ABBREVIATIONS

CSO	Central Statistical Office
CEC	Continuing Education Centres
PTC	Practical Training Centres
MoNES	Ministry of National Education and Sports
MoEL	Ministry of Economy and Labour (current name)
MoELSP	Ministry of Economy, Labour and Social Policy (II 2003 – V 2004)
MoLSP	Ministry of Social and Labour Policy (1999–2003)