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Bezrobocie długotrwałe osób starszych w województwie lubuskim

Streszczenie

Bezrobocie długotrwałe jest uznawane za jeden z najpoważniejszych problemów na współczesnym rynku pracy. Ekonomisci widzą w nim źródło poważnej deprecjacji zasobów ludzkich na rynku pracy oraz pauperyzacji dotkniętych nim rodzin. Zmiana struktury wieku zasobów pracy i prognozowany dla Polski proces ich zmniejszania się, zaowocowały zwiększonym zainteresowaniem aktywnością zawodową osób starszych. Analiza danych z ostatnich lat wskazuje na rosnący poziom zaangażowania zawodowego tej grupy, równocześnie jednak potwierdza, że osoby starsze często doświadczają bezrobocia długotrwałego. Celem artykułu jest określenie skali i struktury bezrobocia długotrwałego osób starszych na lubuskim rynku pracy oraz identyfikacja czynników zwiększających ryzyko tego rodzaju bezrobocia. Analizie poddano również rozwiązania ukierunkowane na wsparcie zatrudnienia tej grupy społecznej.

Słowa kluczowe: rynek pracy, osoby starsze, aktywność zawodowa, bezrobocie

Long-term unemployment of the elderly in Lubuskie Province

Abstract

Long-term unemployment is considered one of the most serious problems of the contemporary labor market. Economists see it as a source of serious depreciation of human resources in the labor market and the pauperization of the affected families. Changing the age structure of labor resources and the projected reduction of their size in Poland, have resulted in increased interest in working activity of older people. The analysis of data from recent years points to an increasing level of professional involvement of this group, but also reveals that older people are more likely to experience long-term unemployment. The article aims to describe the size and structure of long-term unemployment of older people in Lubuskie Province labor market and identify the factors determining the risk of this type of unemployment. Also analyzed are solutions aimed at supporting the employment of this social group.

Keywords: labor market, the elderly (older people), economic activity, unemployment

JEL CODE: J6, J14, J16

Introduction

Unemployment, as an immanent part of the labor market, has become a long-standing problem for a large part of Europeans. As argued by M. Thyssen, EU Commissioner responsible for employment, social affairs, skills and labor mobility, long-term unemployment is one of the most difficult and urgent problems caused by the economic crisis. This is determined both by the scale of that phenomenon as well as the associated large risk of poverty and social exclusion (*Bezrobocie długotrwałe ...*, 2015). Reentering the labor market is particularly difficult in the case of older people unemployed for more than 12 months, which is why in Poland, as in many European countries, the elderly have been included in the group of people in a difficult situation in the labor market. The purpose of this article is to determine the scale of long-term unemployment in Lubuskie Province and to identify factors that increase the risk of long-term unemployment among older people. The hypothesis concerning the threat of long-term unemployment increasing along with the age of the unemployed was tested. The considerations began with the approximation of what long-term unemployment is, paying attention

to the factors that underlie it. Based on selected statistical data collected periodically and compiled by the Regional Labor Office in Zielona Góra and retrieved from the Local Data Bank, an analysis of the size and structure of long-term unemployment was carried out, taking into account the category of the unemployed elderly. Attention was also paid to activities aimed at increasing their employability.

The complexity of long-term unemployment

The time without work is one of the most important characteristics of unemployment, used to evaluate the situation in the labor market, determine the nature and type of unemployment, identify its causes and effects, and focus actions in the area of labor market policy. Given that, unemployment is divided in the literature as follows:

- short-term - up to 3 months,
- medium-term - up to 6 months,
- extended-term - up to 12 months,
- long-term - over 12 months,
- chronic - over 2 years.

In broad terms, long-term unemployment is a situation in which a person has unsuccessfully sought employment for a year or longer¹. However, this interpretation requires further specification. When using the criterion of job search length, two cases should be considered. On the one hand, a long-term unemployed person is someone who has been registered as unemployed continuously for over 12 months since the last registration. On the other hand, this category of the unemployed also includes those who have been registered as unemployed for a total of over 12 months over a specified number of years (Bron, Wiśniewski, Wojdyło-Preisner (2014, p. 9)).

Thus, two forms of long-term unemployment can be distinguished: continuous unemployment and multiple unemployment, the latter including unemployed people who are re-registered as such in employment offices. The above approach was reflected in the provisions of the Act on Employment Promotion and Labor Market Institutions, where a long-term unemployed person is considered someone who has remained registered as unemployed by Polish regional employment offices (PUPs) for more than 12 months in the last 2 years, excluding periods of professional internship and adult vocational training (*Act on Employment Promotion ...*, 2004).

It should be emphasized that long-term unemployed people are one of the most disadvantaged groups in the labor market. Many factors determine this. On the one hand, the long-term unemployed tend to have a low level of education, lack of individual skills and a reduced motivation to work, as well as problems with work organization, which all make it difficult for them to readapt to the pace of work. On the other hand, lack of documented experience and interpersonal and social skills caused by social exclusion often mean that employers are reluctant to employing such people. As a consequence, those experiencing unemployment for a long time are a group that proves particularly challenging for an active labor market policy. Restoring these people to full economic activity requires, among other things, improvement of the effectiveness of activities undertaken by employment offices (Kabaj 2001). From a macroeconomic perspective, the increase in the long-term unemployment rate is favored by the low number, or absence, of specific types of job offers or an excessive number of people applying for a similar job and a low level of remuneration.

¹ The concept of long-term unemployment is widely discussed, among others, in: M. Wojdyło-Preisner (2009), *Profilowanie bezrobotnych jako metoda przeciwdziałania długookresowemu bezrobociu*, Wydawnictwo Naukowe UMK, Toruń, pp. 18–22, and in *Bezrobotni pozostający bez pracy powyżej 12 miesięcy od momentu zarejestrowania się*, (2009) Ministerstwo Pracy i Polityki Społecznej, Warsaw.

It is worth noting that the specificity of long-term unemployment means that despite the economic recovery and signs of improvement in the labor market, the scale of this phenomenon is not always reduced. This is due to the fact that long-term unemployed people often find it very difficult to reenter the labor market for the reasons already mentioned. Particularly worrying is the growing long-term unemployment rate against decreasing total unemployment, which indicates that the outflow of the unemployed to the employed mainly concerns short-term unemployment.

Long-term unemployment causes the pauperization of an individual or a whole family, often resulting in social isolation and affecting the mental condition of the unemployed. In addition, it contributes to the threat of social pathology by reducing the chances of finding a new job, and thus limits the ability of individuals and families to find a way out of a difficult material situation and social environment. As a consequence, the long-term unemployed often become reliant on social welfare (Węgrzyn 2006, p. 226). It should be emphasized that, according to the human capital theory, long-term unemployment means the devaluation of skills and qualifications acquired during education and/or professional work. Decreased quality of human capital causes a decrease in the attractiveness of the unemployed person in the labor market and their reduced employability. This, in turn, is closely related to the gradual decrease of motivation for active job search and often results in the practical and mental exclusion of the unemployed person from the labor market. The large extent of long-term unemployment in Poland, as in other European countries, stems from the economic, social and political significance of this problem. It affects not only the standard of living of people and the dynamics of economic development, but also largely determines “social mood” and popularity of governments as such. Counteracting long-term unemployment requires a well-thought-out commitment of the forces and resources of all labor market actors, with the coordinating role of the state as the main actor in this regard.

The size and structure of long-term unemployment in Lubuskie Province

Pursuant to the Act of 2004 on Employment Promotion and Labor Market Institutions, the long-term unemployed were included in the category of people in a special situation in the labor market (*Act on Employment Promotion ...*, 2004). The time without work is one of the most important factors affecting the effective employment. The longer the period of unemployment, the more difficult it is to succeed in finding a new job. The number of long-term unemployed people changes along with the change in the total number of the unemployed, which is related to the dynamics of economic growth and the change in the labor market situation. This is confirmed by the analysis of data presented in Table 1. Both for Poland’s domestic labor market and Lubuskie Province alone, there was a gradual decrease in total unemployment in 2006-2008, accompanied by a decreasing share of the long-term unemployed. A similar trend has been observed as of 2014. In contrast, 2009-2012 is the period of increase in the number of unemployed people, including those seeking employment longer than one year. It is also worth noting that the share of long-term unemployed people was lower in Lubuskie Province than in Poland in general. In 2006, more than one million unemployed Poles, i.e. 49.3% of all the unemployed, sought employment for more than a year, and 42.3% of all the unemployed sought employment for that period in Lubuskie Province. In the entire period under consideration, the share of long-term unemployed people in Lubuskie Province was lower by a few percentage points from the one recorded in Poland’s domestic labor market.

Table 1 Long-term unemployment in Lubuskie Province and Poland in 2006-2015

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Total number of unemployed persons (in thousands)										
Poland	2 309,4	1746,5	1473,7	1892,6	1954,7	1982,6	2136,8	2157,9	1825,2	1563,3
Lubuskie	72,8	52,3	46,3	61,6	59,2	59,1	60,6	59,8	47,1	39,4

Province										
Number of long-term unemployed persons (in thousands)										
Polska	1139,4	787,2	501,3	488,9	568,7	685,2	757,2	827,0	760,0	620,8
Lubuskie Province	30,9	19,5	12,4	12,9	14,1	16,0	17,2	18,1	16,1	12,2
Share of long-term unemployed persons in total number of unemployed persons (in %)										
Polska	49,3	45,1	34,0	25,8	29,1	34,6	35,4	38,3	41,6	39,7
Lubuskie Province	42,3	37,3	26,8	21,3	23,9	27,1	028,4	30,3	34,3	31,1

Source: own study based on Local Data Bank data at GUS website: <https://bdl.stat.gov.pl>

The analysis of labor market processes shows that changes in long-term unemployment are correlated with changes in the labor market, although the decline in the number of long-term unemployed people is somewhat delayed. This is because, in the process of economic growth, the reserves of the workforce with a higher qualifying potential and a relatively short period of unemployment are first utilized. It is only after some time that the number of people who have been unemployed for 12-24 months will decline (Bron, Wiśniewski, Wojdyło-Preisner, (2014 p. 10)). Data presented in Table 1 also indicates that the scale of decline in both the total number of the unemployed and the long-term unemployed was higher in Lubuskie Province than in Poland. In 2006-2015, the unemployed population decreased in Poland by 32.3%, and by 42.9%, in Lubuskie Province, whereas the long-term unemployed population was reduced in Poland and Lubuskie Province by 45.5%, and 60.5%, respectively.

In spite of this, long-term unemployment remains one of the key problems for the labor market in Lubuskie Province. A more in-depth analysis of data on the share of unemployed people in a special situation in the labor market indicates high values for both the long-term unemployed and the unemployed aged over 50 (Table 2).

Table 2. Share of unemployed persons in a special situation in the labor market in Lubuskie Province (as at the end of September of a given year) (%)

	2011	2012	2013	2014	2015	2016
Without secondary education	59,6	60,2	59,4	59,4	x	x
Long-term unemployed	47,3	47,1	48,3	53,4	51,4	49,9
Without professional qualifications	31,6	31,3	31	31,6	x	x
Without professional experience	24,7	22,7	21,7	21,4	x	x
Aged over 50	23,9	24,7	24,9	27,7	29,9	29,4
Aged under 25	20	18,8	18	15,5	14	13,1
Single parent with at least one child	12,5	12,9	13,9	14,2	x	x
Women who did not have taken up employment after childbirth	10,4	10,6	11,2	12,2	x	x
Persons with disabilities	7,7	1,8	2	2,5	x	x
Persons who have not taken up employment after serving criminal sentence	1,7	1,8	2	2,5	x	x
Unemployed persons aged over 30	x	x	x	x	26,6	25,9
Recipients of social assistance benefits	x	x	x	x	2	1,8
With at least one disabled child under 18	x	x	x	x	0,2	0,1

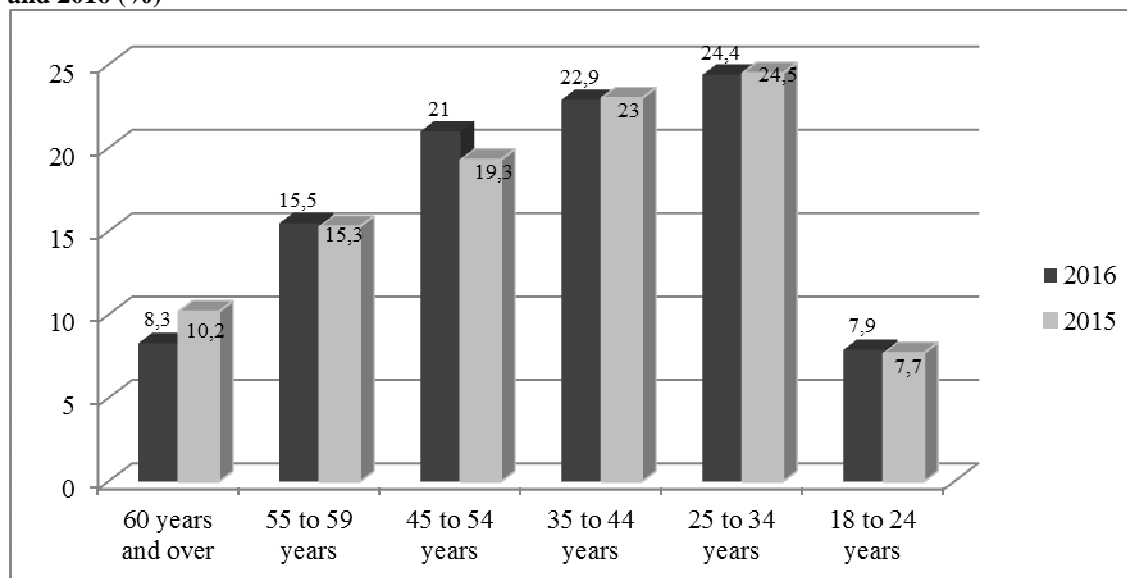
Source: own study based on data of Regional Labor Office in Zielona Góra.

At the end of the third quarter of 2016, there were 15,598 long-term unemployed people registered in Lubuskie Province, who constituted 49.9% of the total unemployed. In relation to the same quarter in 2014, a decrease by 3.5 percentage points was observed. Taking into consideration the gender of the long-term unemployed and the unemployed aged 50 and more, a certain regularity can be noticed in the form of women's predomination among the long-term unemployed and men's among the unemployed 50-year-olds².

² The share of women in the group of long-term unemployed persons was as follows in the third quarter of subsequent years: 2013 - 57.8%, 2014 - 57.1%, 2015 - 58.1%, 2016 - 59.9%, whereas the share of men in the group of unemployed persons aged 50+ in the corresponding period was: 2013 - 61.8%, 2014 - 60.0%, 2015 - 59.7%, 2016 - 60.0%.

The analysis of data illustrating the structure of long-term unemployment by age in the third quarter of 2015 and 2016 indicates the majority of the people in this group were aged 25-34 and 35-44. On the other hand, the share of people aged 55 and more in the analyzed period was slightly above 15%.

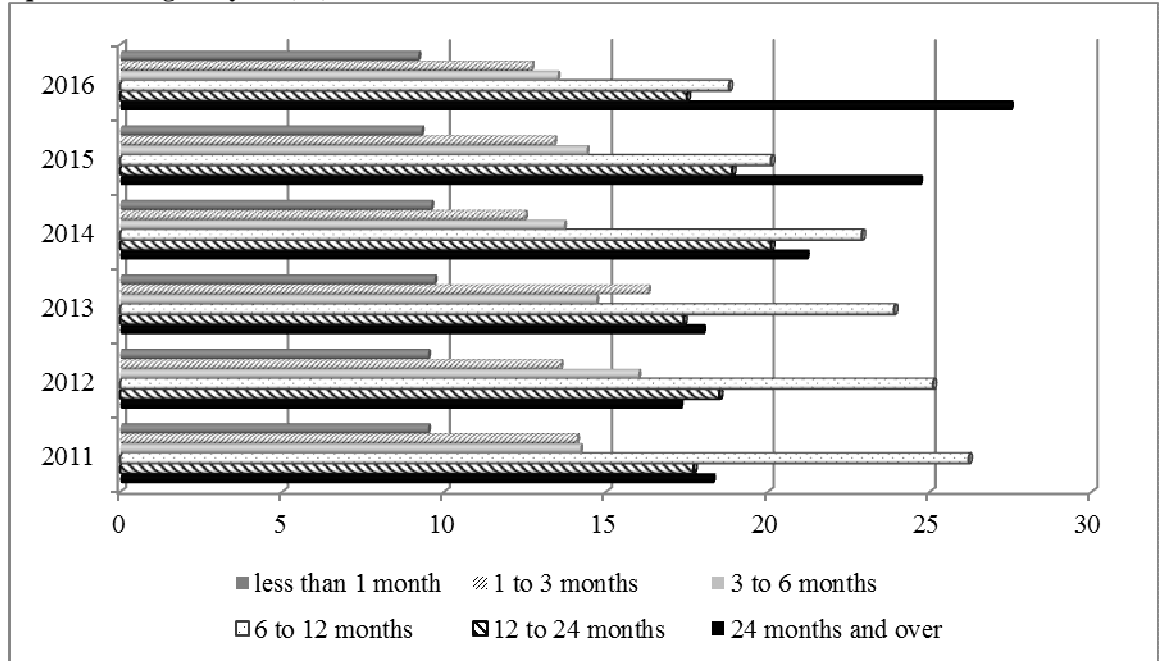
Figure 1. Structure of long-term unemployed persons by age in Lubuskie Province in the third quarter of 2015 and 2016 (%)



Source: own study based on data of Regional Labor Office in Zielona Góra.

Although the share of people aged over 55 in the group of the long-term unemployed is not the highest in Lubuskie labor market, a more in-depth analysis of the changes related to the time of unemployment of this age group may still raise concerns. The unfavorable trend in this respect is confirmed by a significant increase in 2011-2016 of the share of the unemployed aged over 50 of who sought employment for more than 2 years (Figure 2).

In the analyzed period, the share of long-term unemployed 50-year-olds increased by 9.2 percentage points, with a 7.4 percentage point decrease in the share of those who remained unemployed for more than 6 months but less than a year.

Figure 2. Share of unemployed persons aged above 50 by time without work in Lubuskie Province, in the third quarter of a given year (%)


Source: own study based on data of Regional Labor Office in Zielona Góra.

The share of unemployed 50-year-olds without work in the remaining time periods was relatively constant during the period under consideration. In trying to explain the potential causes of long-term unemployment, also among the elderly, the education structure of this category of the unemployed should be examined. The analysis of data collected in Table 3 shows that the highest share among the long-term unemployed concerned people with lower secondary education or lower. A similar correlation was observed in 2015 for the group of unemployed 50-year-olds, while in 2016 the largest share of unemployed 50-year-olds had a basic vocational education. At the same time, for both categories of the unemployed, the minority were those with higher education and general secondary education.

Table 3. Long-term unemployed persons and unemployed persons aged over 50 by education and professional experience in Lubuskie Province in 2015 and 2016 (as at the end of September)

	2015		2016	
Education	Long-term unemployed persons			
Total	19832	100%	15598	100%
Higher	1378	6,9%	1202	7,7%
Post-secondary and secondary vocational	3920	19,8%	3064	19,7%
Secondary general	1603	8,1%	1310	8,4%
Basic vocational	6275	31,6%	4780	30,6%
Lower secondary and below	6656	33,6%	5242	33,6%
Education	Unemployed persons aged over 50			
Total	11521	100%	9202	100%
Higher	428	3,7%	384	4,2%
Post-secondary and secondary vocational	2346	20,4%	1850	20,1%
Secondary general	523	4,5%	435	4,7%
Basic vocational	4104	35,6%	3279	35,6%
Lower secondary and below	4120	35,8%	3254	35,4%
Professional experience	Long-term unemployed persons			
Total	19832	100%	15598	100%
1 year or less	3050	15,4%	2567	16,5%

1-5 years	4108	20,7%	3293	21,1%
5-10 years	2977	15,0%	2367	15,2%
10-20 years	3792	19,1%	2824	18,1%
20-30 years	2547	12,8%	1928	12,4%
30 years or more	751	3,8%	568	3,6%
None	2607	13,2%	2051	13,1%
Professional experience	Unemployed persons aged over 50			
Total	11521	100%	9202	100%
1 year or less	684	5,9%	567	6,2%
1-5 years	645	5,6%	534	5,8%
5-10 years	1023	8,9%	871	9,5%
10-20 years	2961	25,7%	2382	25,9%
20-30 years	3808	33,1%	2981	32,4%
30 years or more	2022	17,5%	1534	16,6%
None	378	3,3%	333	3,6%

Source: own study based on data of Regional Labor Office in Zielona Góra.

A high percentage of unemployed people with low education is unfavorable for the labor market and can be perceived as a qualifying and staffing barrier for the economy. Employees with a low level of education and lacking proper professional qualifications are characterized by a low level of labor productivity. Consequently, even if they take up a job, they are often condemned to relatively low wages and temporary forms of employment. In economic theory, it is emphasized that long-term unemployment can limit wage increase. According to the threshold wage model, as the time of job-seeking increases, the threshold wage³ and wage aspirations of the unemployed decrease. The reason may be loss of benefits, exhaustion of savings or realization that one's wage demands are excessive. As a result, long-term unemployed people improve their competitiveness in the labor market, but this may weaken their wage increase opportunities (Kwiatkowski 2002, pp. 167-169). It should be added that the low level of education of these resources may be a factor limiting the possibilities of implementing active labor market policy programs aimed at reducing unemployment in this group (Hasińska, Sipurzyńska-Rudnicka 2011, p. 159).

An important determinant of the situation of the individual in the labor market, their chances of employment and the threat of unemployment is professional experience. The analysis of the data from Table 3 indicates that short professional experience may be a significant obstacle to finding employment in the case of long-term unemployed people. Over 20% of them had a professional experience of 5 years or less. The situation differs for the group of unemployed 50-year-olds where the majority had work experience in the range of 20 and 30 years.

The analysis of the size and structure of long-term unemployment in Lubuskie Province allowed to test the hypothesis put forward at the outset of this article. On the one hand, data on the size of long-term unemployment showed that it affects more severely people aged 25-34 than people aged over 50 in the region considered. On the other hand, a more in-depth analysis of the structure of unemployment among fifty-year-olds by time of unemployment confirms the growing threat to this age group posed not only by long-term but also chronic unemployment. From the previous considerations it also follows there were people with shorter professional experience among long-term unemployed people, with that experience at 20-30 years for unemployed fifty-year-olds. In addition, the low level of education of the unemployed implied a longer period of unemployment. Analysis of the gender structure of unemployment showed that women predominated in the group of long-term unemployed people, while men predominated in the group of the unemployed aged 50+.

³ The threshold wage is the subjective amount of remuneration below which work does not pay off.

Consequences and ways to reduce long-term unemployment among older people

Long-term unemployment reflects a broad spectrum of negative effects in the economic and social sphere in a special way.

From a macroeconomic perspective, long-term unemployment means incomplete utilization of labor resources, which in turn leads to a reduction in the actual GDP so that it is below the potential one, i.e. achievable in conditions of full employment. According to Okun's law, for each percentage point by which the unemployment rate is above the natural rate of unemployment, the real GDP is 3% lower than the potential GDP (Hall, Taylor 2000, p. 146). The NAIRU⁴ theory of unemployment assumes that the level of long-term unemployment influences the level of underemployment equilibrium. The increase in the long-term unemployment share in the unemployment resource leads to an increase in the postulated real wages and, consequently, to an increase in NAIRU unemployment. This is because the long-term unemployed lose some of their professional qualifications and skills down the road, and they are thereby relatively weak competitors for employed and short-term unemployed people in the fight for jobs. With higher long-term unemployment, the wage demands of employees are higher, resulting in an increase in NAIRU unemployment (Kucharski 2015, pp. 178-179).

In addition, long-term unemployed people contribute both to a reduction in budget revenues due to non-payment of taxes as well as to a significant increase in social transfers under the social assistance system and state intervention in the labor market (Dolny, Wiśniewski, Wojdyło-Preisner 2014, p. 13) .

Long-term unemployment also means rapid economic degradation of individuals and families, and the expansion of the poverty sphere. Sometimes it is experienced by households already functioning in the sphere of scarcity, and other times, as a result of long-term unemployment, "new poverty" is experienced in those households that have so far managed to meet their needs. Long-term unemployment brings along with it the loss of entitlement to benefits, which leads to further reduction of expenses, as a result of which unemployed people are more prone to start seeking illegal alternatives of employment. The increase in unemployment also prompts a decline in the human capital of the unemployed. With the prolongation of time without work, unemployed people lose some of their professional skills and experience. As a consequence, the long period of unemployment is conducive to professional degradation and marginalization of individuals and entire social groups (Szyłko-Skoczny 2004, p. 67).

These consequences are particularly severe in the case of older unemployed people, whose position in the labor market is additionally aggravated because of their age. As mentioned earlier, people over the age of 50 often experience not only long-term but also chronic unemployment. Loss of work at this age significantly limits the chances of returning to full economic activity. For this reason, the Polish legislator decided to develop and introduce solutions aimed at increasing the employability of this group. The framework of this study does not allow for an in-depth review of all these solutions, but one should nevertheless mention the ones addressed to the unemployed aged over 50. These people can take advantage of different forms of subsidized employment in the form of public works and interventions, albeit the effectiveness of these solutions is not particularly convincing since employers tend to use subsidized employment mainly because of the associated financial benefits. As a consequence, such jobs are created only as long as they receive financial support from the state. Older unemployed people may also take advantage of professional internships, which give their participants the chance to gain experience, qualifications and a source of income. At the same time, however, these internships do not constitute employment within the meaning of

⁴NAIRU - Non-Accelerating Inflation Rate Of Unemployment - - NAIRU unemployment occurs when wages corresponding to employees' demands are equal to wages in line with economic realities, i.e. with stabilized dynamics of inflation processes.

the Polish Labor Code, while the period of allowance awarded during the internship period counts towards the period of work required to acquire or retain employee rights, and therefore the person does not lose the status of the unemployed. The mentioned instruments of active labor market policy aimed at people aged 50+ were supposed to enable them to reenter the labor market, but - as demonstrated by the NIK audit – the reentry is, to a large extent, short-term. Unemployed people aged over 50 who participate in active forms of counteracting unemployment do not have much chance of obtaining permanent employment. After using various forms of “activation”, in the vast majority of the cases they took up fixed-term employment only to register again with employment offices. Furthermore, a significant part of those people continued to use other forms of employment support programs (Niewiadomska 2015, pp. 171-172). It should be added that the difficulties in taking up employment by the elderly unemployed are also linked with the stereotypical perception of older people who are seen by employers as less attractive to hire. Then, the reluctance of employers to employ older people is further reinforced by the protection of employees in the pre-retirement age, as provided for by the Polish Labor Code. Employers are very limited in dismissing older employees by not being able to terminate a contract of employment with someone who has no more than 4 years left until reaching the retirement age.

Conclusions

Total unemployment, including long-term unemployment, depends on the condition and structure of the economy and its ability to create jobs. Analysis of the size and structure of long-term unemployment in Lubuskie labor market allowed for the formulation of several conclusions. First, the number of long-term unemployed people changed along with the change in the total number of the unemployed, with the scale of decline in Lubuskie Province higher in the analyzed period compared to data gathered for Poland. Second, the share of long-term unemployment fifty-year-olds in the total share of the unemployed was not the highest, although the analysis of the unemployment structure in this group by time without work confirmed the unfavorable trend in the form of a growing share of older people seeking employment for more than two years. Third, the length of the unemployment period was closely related to the qualifications of the unemployed. In short, the higher the qualifications, the lower the risk of long-term unemployment. The percentage rates of long-term unemployed people were significantly higher among the unemployed with lower secondary education and lower than among people with a relatively higher level of education, while those with higher education were the least threatened by long-term unemployment. In the resource of the long-term unemployed, a particularly unfavorable situation concerned fifty-year-olds whose professional experience ranged from 20 to 30 years. The analysis of the structure of unemployment in Lubuskie labor market demonstrated women’s predominance in the group of the long-term unemployed, and men’s predominance in the group of the unemployed aged 50+. The difficult situation of the long-term unemployed and the low effectiveness of the current active labor market policies contributed to the emergence of a new concept of activities in the form of profiling the unemployed. One of the key reasons for its implementation in Poland was the registration in employment offices of a large number of unemployed people who had little or no interest in reentering the labor market. Presuming that early intervention addressed to all the unemployed would be very costly, it was considered that profiling the unemployed - i.e. early identification of people most exposed to long-term unemployment and then selection on that basis the most effective forms of assistance for these people – was necessary. This alternative approach is assumed to help limit the inflow of people to the sphere of long-term unemployment. According to the literature, profiling the unemployed includes any formal procedure of conduct on the basis of which the risk of long-term unemployment is determined (Rudolph 2001). These procedures may be based on the knowledge and experience of an employment service worker, group selection and/or econometric modeling. Profiling the unem-

ployed has become one of the elements of an active labor market policy included in Polish law⁵, pursuant to which employment offices must establish a profile of assistance to an unemployed person no later than 60 days after their registration. When establishing the profile, the office analyzes the situation of an unemployed person and their chances on the labor market, taking into account:

- distance from the labor market, i.e. factors that hinder entering or reentering the labor market,
- readiness to enter or reenter the labor market, i.e. factors indicating the need and willingness to work.

Profiling the unemployed helps in demarcating a specific path of assistance. The Act introduces three profiles: assistance profile no. 1 for active persons, assistance profile no. 2 for persons in need of support and assistance, and assistance profile no. 3 for persons who are distant from the labor market. In the case of the long-term unemployed, activities undertaken in cooperation with social assistance centers, non-governmental organizations and private employment agencies are of particular importance. However, the effectiveness of profiling the unemployed depends not only on the effectiveness and efficiency of the labor market institutions, but also on the very attitude of the long-term unemployed.

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⁵ Cf. Act of 20 April 2004 on Employment Promotion and Labor Market Institutions (art. 33 sec. 2c), Ordinance of the Minister of Labor and Social Policy of 14 May 2014 on profiling the assistance for the unemployed.

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