

## UNEMPLOYMENT IN THE MAZOWIECKIE VOIVODESHIP – EFFECTS AND METHODS OF LIMITATIONS

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### ABSTRACT

Unemployment is an economic phenomenon where part of the working-age population are unable to find jobs despite seeking employment. The actual job search amongst the unemployed can be more or less intense. The Mazowieckie Voivodeship is characterized by high spatial diversity in the standard of living of the inhabitants and the conditions of economic development. On the one hand, the voivodeship boasts the highly economically developed capital of the country, on the other, there are medium or relatively underdeveloped areas. The aim of the article is to indicate the range of the phenomenon of unemployment in the Mazowieckie Voivodeship and to indicate the effects and methods of reducing it. The concept of unemployment is presented, the research methodology is outlined and the unemployment of Mazowieckie Voivodeship is analysed.

**Key words:** unemployment, labour market, economic activity, Mazowieckie Voivodeship, Poland

**JEL codes:** J16, R23

### INTRODUCTION

The phenomenon of unemployment in Poland is one of the country's main socio-economic problems in the 21<sup>st</sup> century. It affects the standard of living of the population, the dynamics of economic development, social moods and stress levels which are associated with the job loss. In early economic theory, unemployment was treated as a voluntary choice. In classical economics, it was recognized that some people do not want to work for the wages offered to the employee and therefore join the population of the unemployed [Woźniak 2008]. Attention was also paid to the fact that the economy can never be completely free of unemployment. Continuous adjustments on the labour market, as well as restrictions that block constant ad-

justment of the real pay rate – the fixed minimum wage rates and agreements with unions – make it impossible to eliminate unemployment [Kamerschen et al. 1991].

Unemployment, as the dominant social issue of the transformation period, affects a significant part of Polish society. This not only leads to the accumulation of negative characteristics in the material, social or political situation (thus constituting the cause of many conflicts and social tensions), but also becomes a cause of the progressive degradation of professional qualifications and psychosocial predispositions of the unemployed. This leads to the emergence of marginalized social groups consisting of the unemployed and their families, in which the phenomenon of poverty inheritance is widespread [Kacprzak 1998]. Standards adopted today allow to present unemployment in two

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dimensions: subjective and objective. “In the subjective aspect, it is considered from the perspective of individuals affected by the lack of work and means the state of professional inactivity of persons able to work and reporting readiness to take up work, for whom the basis of existence is income from work” [Mlonek 1999] In the objective aspect, it is treated as an unrealized labour supply, which is the result of an imbalance between the supply of labour (human resources) and demand for work (employment absorption of the economy).

In contemporary economic literature [Kwiatkowski 2007, Owczarczyk 2011, Staszewska 2012, Dreła 2015], three features of the unemployed are emphasized. These include: being unemployed, looking for a job and being ready to work.

The aim of the article is to indicate the range of the phenomenon of unemployment in the Mazowieckie Voivodeship and to indicate the effects and methods of reducing it. A query was used as the research method, which, according to the Polish dictionary, means “collecting information and materials needed to explain the research problem”<sup>1</sup>. In the article, the query was aimed at finding information about the problem of unemployment in the analysed voivodeship. Data mining was presented using computer technology, the source of data being regional studies carried out by the Statistics Poland (Główny Urząd Statystyczny).

## **MAZOWIECKIE VOIVODESHIP VERSUS THE COUNTRY**

Mazowieckie Voivodeship covers an area of 35.6 thousand km<sup>2</sup>, which makes it the largest voivodeship in the country. At the same time, it is one of the most internally diverse voivodeships in Poland. The Warsaw agglomeration plays a dominant socio-economic role and functions as an important European transport hub. However, part of the voivodeship has economic development rates below the national average.

As of 1 January 2018, the settlement network of Mazowieckie Voivodeship was made up of 87 cities

and 8,526 rural settlements. All units are located in 42 counties (powiat), within the administrative boundaries of 314 boroughs, of which 35 are purely urban, 227 only rural, and 52 mixed urban and rural. Of all the cities, 5 have the status of a city with the rights of a county, and 33 are county cities [GUS 2019a].

In Mazowieckie Voivodeship, as of 31 December 2018, there were approx. 5.4 million people, which constituted 14.1% of the total population of Poland. Urban dwellers accounted for 15.1% of the country’s urban population, and rural residents 12.5% of the total rural population. Compared to 2010, the population of the voivodeship increased by 2.59%.

The region’s largest cities outside of Warsaw include: Radom with 227 thousand people, Płock – 127 thousand, Siedlce – 77 thousand, Ostrołęka – 54 thousand, and Ciechanów – 46 thousand citizens<sup>2</sup>.

At the end of 2018, the population density was 152 people per 1 km<sup>2</sup> and was spatially very diverse. The lowest population density occurs in Łosicki County (40 people per 1 km<sup>2</sup>), and the highest – in the Capital City of Warsaw (3,437 people per 1 km<sup>2</sup>). According to long-term forecasts, in 2035 there will be 5.47 million inhabitants in Mazowieckie Voivodeship (4.3% more than in 2010). Despite these positive predictions, Mazovia will still be subject to the aging of the population seen throughout Europe. By 2035, the average age of Mazovia inhabitants will increase significantly and, as a result, certain changes in the population structure will occur. According to economic age groups – the percentage of people in post-working age will increase (to 25.7%), and those in working age will decrease (to 58.1%) [GUS 2014, Łotocka 2014]. The population structure by gender is characterized by a predominance of women – 52.5% of the population (as of the end of 2018), in the country: 51.6%. The feminization rate was 109 (in the country: 107). The urban population is more feminized than rural – 53.3% against 50.1%. The feminization index is 114 against 101.

Mazowieckie Voivodeship is the largest exporter and importer in the country. It exports, among other items: machines, devices, electrical equipment, trans-

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<sup>1</sup> Słownik Języka Polskiego webpage <https://sjp.pwn.pl/sjp/kwerenda> [accessed: 23.11.2019].

<sup>2</sup> Samorząd Województwa Mazowieckiego website [www.mazovia.pl](http://www.mazovia.pl) [accessed: 23.11.2019].

port equipment, metals and metal products. Supply goods dominate in imports. At the end of December 2018, 816,423 economic entities were registered in Mazowieckie Voivodeship (18.7% of the total registered in Poland); 53.1% of them operated in Warsaw. The largest number of entities dealt with: retail and repair of motor vehicles (22.7% of all entities), professional, scientific and technical activities (14.8% of all entities), construction (9.7% of total entities) and industry (7.8% of all entities)<sup>3</sup>.

The production of slaughter animals, cow's milk, fruit and vegetables and cereals have a significant share in the agricultural production of Mazowieckie Voivodeship. Producers from the region generated 15.1% of total national plant production and 19.8% of animal production in the country [GUS 2018].

## THE IMPLICATIONS OF UNEMPLOYMENT

As of the end of December 2018, the number of people employed in the national economy in Mazowieckie Voivodeship reached 1.672 million and was 300 thousand larger (i.e. by 1.8%) compared to 2017. The employed individuals in this voivodeship accounted for 17.3% of the total population in the country [GUS 2018b].

The total number of employed by occupations, sectors and unit size at the end of the fourth quarter of 2018 was 2.772 million people (including 686.2 thou-

sand people from the public sector and 2,085.5 million people from the private sector). The largest number of employees was observed in the following groups of professions:

- specialists – 702.2 thousand people (including 304.8 thousand people in the public sector and 397.4 thousand people in the private sector);
- service employees and salespeople – 446.7 thousand people (including 35.1 thousand in the public sector and 411.7 thousand in the private sector);
- office employees – 435.2 thousand people (including 126.3 thousand people in the public sector and 308.9 thousand people in the private sector).

The lowest number of employed by occupations at the end of the fourth quarter of 2018 was recorded in the following professions: farmers, gardeners, foresters and fishermen – 1.8 thousand people (including 0.7 thousand people in the public sector and 1.1 thousand people in the private sector).

At the end of December 2018, the number of the unemployed registered in county Labour Offices of Mazowieckie Voivodeship amounted to 136.5 thousand people (Table 2).

The highest decrease in unemployment was recorded in the capital city of Warsaw (by 25.6%) and in the following counties: Wyszowski (by 17.9%), Mławski (by 17.3%), the smallest in: Nowodworski (by 0.01%), Przasnyski (by 1.9%) and Żuromiński Counties (by 2.2%). Only in Płoński County was there

**Table 1.** Employed persons (as of 31 December 2018)

Specification	2010			2017		2018	
				in absolute numbers		%	2017 = 100
Total	1 430 064	1 641 680	1 671 700			100.0	101.8
from the total numbers:							
men	697 396	789 970	804 225			48.1	101.8
women	732 668	851 710	867 475			51.9	101.9
public sectors	521 079	524 708	532 771			31.9	101.5
private sector	908 985	1 116 972	1 138 929			68.1	102.0
urban areas	1 246 599	1 402 238	1 426 876			85.4	101.8
rural areas	183 465	239 442	244 824			14.6	102.2

Source: GUS [2018].

<sup>3</sup> European Employment Services website ec.europa.eu/eures [accessed: 23.11.2019].

**Table 2.** Registered unemployment (as of 31 December)

Specification	2010	2017	2018
Poland			
Registered unemployed persons (thous.)	1 954.7	1 081.7	968.9
Newly registered unemployed persons annually (thous.)	3 042.0	1 914.8	1 662.1
Persons removed from unemployment rolls annually (thous.)	2 979.8	2 168.3	1 774.9
Registered unemployed persons per 1 job offer	83	16	15
Registered unemployment rate (%)	12.4	6.6	5.8
Mazowieckie Voivodeship			
Registered unemployed persons (thous.)	238.3	154.1	136.5
Newly registered unemployed persons annually (thous.)	319.1	225.2	197.7
Persons removed from unemployment rolls annually (thous.)	304.9	260.1	215.3
Registered unemployed persons per 1 job offer	110	19	25
Registered unemployment rate (%)	9.7	5.6	4.9
Capital city of Warsaw			
Registered unemployed persons (thous.)	38.6	26.1	19.4
Newly registered unemployed persons annually (thous.)	53.1	40.6	34.6
Persons removed from unemployment rolls annually (thous.)	45.8	47.8	41.3
Registered unemployed persons per 1 job offer	37	9	13
Registered unemployment rate (%)	3.5	2.0	1.5

Source: Developed on the basis of GUS [2018].

an increase of 0.1%. The majority of the unemployed were women – 52.1% (nationwide – 56.0%).

The registered unemployment rate in Mazowieckie Voivodeship at the end of December 2018 amounted to 4.9% (i.e. by 0.7 p.p. less than a year before); it was the fourth after Wielkopolskie, Śląskie and Małopolskie Voivodeship. Over the year, the unemployment rate decreased in 41 counties of the voivodeship (in Nowodworski County it remained at the previous year's level), mostly in Makowski (by 2.3 p.p.), Gostyniński (by 1.9 p.p.) and Ostrołęcki Counties (by 1.7 p.p.). The spatial differentiation of the unemployment rate remained unchanged throughout the voivodeship. The spread between the lowest and the highest unemployment rate was 22.8 p.p. (in 2017 – 23.7 p.p.) [GUS 2019b]. The counties with the highest unemployment rate still included: Szydłowiecki (24.3%), Przasnyski (18.4%) and Radomski (17.4%), and the lowest – the capital city of Warsaw (1.5%), West Warsaw (2.0%) and Grójecki (2.1%). An unemployment rate lower than the average in the voivodeship was also observed in the following counties (Table 3): Grodziski (2.9%),

Pruszkowski (3.3%), Piaseczyński (3.9%), Otwocki (4.1%), Wyszowski (4.3%) and in the city of Siedlce (4.8%).

At the end of the year in question – 2018, 83.8% of the total unemployed in the voivodeship were not eligible for benefits (114.4 thousand people), 84.6% were previously employed, including those dismissed for reasons in the workplace – 4.5%. The percentage of people residing in the countryside was 46.7% (Table 4).

The counties in which the number of unemployed persons ineligible for an unemployment benefit was relatively the highest are: Przasnyski (90.6%), Sokołowski (89.5%) and Łosicki (89.3%). Counties where it was the lowest in: Ciechanowski (78.5%), Szydłowiecki and Grodziski Counties (79.3% and 79.4%, respectively).

As indicated in the figure (p. 54), the largest number of all registered unemployed in 2018 was aged 25–34 (26.6%), in particular women. The highest unemployment rate among men was recorded in the group of 55 years of age.

**Table 3.** Unemployed persons registered in Labour Offices by groups of counties

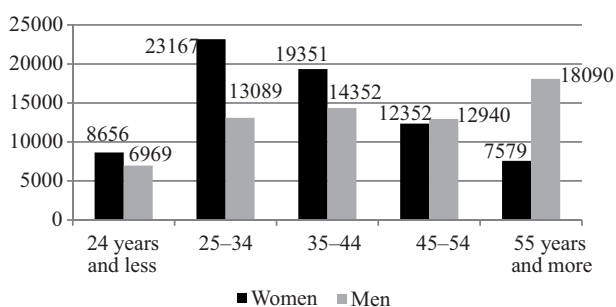
Specification	Registered unemployed persons annually			Registered unemployment rate (%)
	total	of total number (%)		
		out of work for longer than 1 year	aged 24 and less	
Voivodeship	136 545	42.6	11.4	4.9
County				
Białobrzegi	1 079	43.9	15.1	7.6
Ciechanowski	3 378	35.8	12.4	9.9
Garwoliński	3 902	49.4	16.3	9.1
Gostyniński	2 524	47.9	11.6	14.5
Grodziski	1 046	29.4	12.0	2.9
Grójecki	953	22.0	18.2	2.1
Kozienicki	2 634	47.4	10.4	10.9
Legionowski	2 331	35.1	9.8	6.9
Lipski	1 597	39.6	17.7	9.9
Łosicki	879	38.8	15.4	5.6
Makowski	3 019	54.4	19.6	16.3
Miński	2 554	39.8	11.3	5.2
Mławski	1 727	34.0	14.2	5.9
Nowodworski	1 901	40.5	9.9	6.0
Ostrołęcki	3 322	48.3	17.1	10.1
Ostrowski	2 478	44.3	17.8	8.5
Otwocki	2 008	34.4	9.0	4.1
Piaseczyński	3 487	42.0	8.2	3.9
Płocki	4 338	44.7	13.0	11.6
Płoński	3 622	45.1	17.2	10.3
Pruszkowski	2 541	41.7	5.1	3.3
Przasnyski	2 027	46.6	15.2	9.6
Przysuski	3 515	52.5	15.1	18.4
Pułtowski	2 555	41.9	16.9	12.5
Radomski	9 489	46.9	13.0	17.4
Siedlecki	1 729	40.1	14.4	5.5
Sierpecki	3 106	53.3	14.9	16.6
Sochaczewski	2 084	41.2	14.3	5.9
Sokołowski	1 326	40.4	16.9	5.6
Szydłowiecki	3 541	47.8	11.9	24.3
West Warsaw County	1 240	38.6	6.9	2.0
Węgrowski	1 624	43.1	16.4	6.3
Wołomiński	5 951	36.4	10.0	7.4
Wyszowski	1 327	21.1	19.7	4.3
Zwoleński	1 588	33.3	18.7	10.8
Zuromiński	2 480	49.2	15.8	14.9
Zyrardowski	2 765	52.1	11.4	10.4
Cities with county status				
Ostrołęka	2 302	51.4	8.9	9.1
Płock	4 269	41.6	8.7	6.8
Radom	11 123	46.2	7.9	12.1
Siedlce	1 802	41.5	8.1	4.8
Capital city of Warsaw	19 382	35.3	4.2	1.5

Source: Own elaboration on the basis of online database of Statistical Office in Warsaw. Retrieved from <https://warszawa.stat.gov.pl> [accessed: 24.11.2019].

**Table 4.** Registered unemployed persons ineligible for benefits

Specification	2010		2017		2018	
	in absolute numbers		in absolute numbers		%	2017 = 100
Total	1 999 198	130 880	130 880	114 407	100.0	87.4
Men	102 421	64 821	64 821	55 639	48.6	85.8
Women	96 777	66 059	66 059	58 768	51.4	89.0
Urban areas	110 591	71 640	71 640	61 025	53.3	85.2
Rural areas	88 607	59 240	59 240	53 382	46.7	90.1

Source: GUS [2019].



**Fig.** Registered unemployed persons by age in 2018 (as of the end of 4th quarter)

Source: Author's own study on the basis of based on online database of Statistical Office in Warsaw. Retrieved from <https://warszawa.stat.gov.pl> [accessed: 24.11.2019].

Young people constitute a special category of employees. As the research shows [Kacprzak 2008, Drejerska et al. 2014, Łotocka 2014, Luck and Janowska 2016, Drejerska 2018, Boguszewski 2019], due to limited or no professional experience, they are not a group particularly sought after or desired by employers. Maladjustment of education to the needs of the labour market and insufficient education in scarce occupations mean that employing a young person requires the employer to engage additional funds for their education in terms of a specific job. In the case of young women, the employers still predominantly have the opinion that when starting work and having security, a woman decides to have a child sooner, which in turn means that the employer loses the employee for a minimum of 12 months. An important element is the fact that the newly incoming residents are young, well-educated people with relatively high incomes. The question about the features that a dream job should have was answered: good salary, convenient

working hours, a sense of security, including an employment contract, health and retirement contributions paid. Other answers included: the opportunity to develop new skills and qualifications, the possibility of promotion, contact with people, the ability to realize one's own ambitions and professional dreams, a sense of independence, a sense of being needed or prestige.

By territory, the highest percentage of people aged 25–34 was recorded in the Łosicki and Siedlecki Counties (33.6% and 33.4%, respectively), and the lowest – in West Warsaw County (21.0%) and the capital city of Warsaw (21.2%). The number of the youngest, i.e. aged 24 and under, among the unemployed was the lowest; their share has been systematically falling since 2010 and amounted to 11.4% in 2018.

Towards the end of 2018, in Mazowieckie Voivodeship, the combined percentage of people with basic vocational and lower secondary education, primary and incomplete primary education was 50.3% (from 34.2% in the capital city of Warsaw to 63.4% in Białobrzegi County). Share of 23.3% of the unemployed had basic vocational education, of which the most were in Szydłowiecki County (35.2%), and the fewest in the capital city of Warsaw (11.2%). The combined percentage of people with lower secondary, primary and incomplete primary education was 27.0%. The highest rate was recorded in Nowodworski County (36.8%), and the lowest in the city of Ostrołęka (18.9%).

The highest number of the best-educated unemployed occurred in the capital city of Warsaw (33.1%), and the lowest in Garwoliński County (8.9%); the smallest group among the unemployed were people with general secondary education – 11.8%.

The County Labour Offices have received 213.9 thousand job offers. Most of those offers were received

by the Labour Office in the capital city of Warsaw – 58.4 thousand and in Piaseczyński County (27.2 thousand) and Pruszkowski County (17.8 thousand). The smallest number of offers was recorded in Zwoleński County – 0.4 thousand, Ostrołęcki County – 0.8 thousand, Przasnyski County – 0.9 thousand. As of the end of December, there were on average 25 unemployed persons per 1 job offer.

From the data presented and observations of the labour market of Mazowieckie Voivodeship, the effects of unemployment in this voivodeship can be divided into three areas [Bańka 1992, Borkowski and Marcinkowski 1999]:

- social – a sense of exclusion from society, unwillingness to participate in the life of the local community, deterioration of health, reduced standard of living, marriage breakdown, social pathologies, postponement of marriage decisions (especially among young people), no role models, need to retrain employees, inability to meet daily needs;
- psychological – unwillingness to seek employment, suicide, disappointment, disbelief in one's own strength and employee qualifications, lack of perspectives, loneliness, emotional disorders, too small a budget to allocate, aggression;
- economic – loss of human capital, development of the so-called shadow economy, fight against unemployment, Labour Office support in creating tools and methods of working with the unemployed, lowering household income, which leads to a decrease in global demand.

It is important to support individual institutions related to the labour market in eliminating unemployment problems. In the case of voivodeship and county labour office, the following forms of support are used:

- job placement – office employees carrying out their usual tasks help the unemployed and jobseekers to obtain appropriate employment by passing on and obtaining information on job offers and directing them to employers for an interview; on the other hand they provide assistance to employers in recruiting appropriate employees by directing persons who best meet requirements described in the job offer; they initiate and organize meetings of the unemployed and jobseekers with employers as part of exchanges and job fairs; an important task is also

to inform clients about the current situation and anticipated changes on the local labour market and to provide information to the unemployed about their rights and obligations arising from the registration;

- vocational counselling – assistance can be provided in the form of individual contact of an office employee with a person in need of assistance, or on the telephone or internet, office employees also conduct group meetings in the form of workshops with people in need of assistance;
- other ways of supporting the improvement of qualifications: internships and vouchers, trainings, vocational courses for adults, tripartite training agreements, co-financing of post-graduate studies, scholarship for further education, training loans, financing of exams and licenses;
- cash benefits – unemployment benefits, activation allowances, benefits for farmers made redundant;
- help for people with disabilities.

For people with disabilities who have the status of “jobseekers” and do not remain in employment, services of the labour office and instruments financed from (State Fund for Rehabilitation of the Disabled (Państwowy Fundusz Rehabilitacji Osób Niepełnosprawnych – PFRON) funds are provided.

## SUMMARY

Everyday observation of society's life shows that the problems of unemployment are of interest to politicians, sociologists, psychologists, demographers, economists and ordinary people. It is therefore important to raise awareness of this problem for the economy, citizens and the unemployed themselves.

Unemployment is an important issue for the social policy of Poland and in the Mazowieckie Voivodeship. The majority of people registered in Labour Offices were women, and the largest group among the unemployed included young people aged 25–34. Also, the percentage of those unemployed for the shortest period (1 month and less) increased by 0.9 p.p., the percentage of the unemployed over 50 years old decreased by 0.6 p.p. down to 27.9%.

People with the shortest job experience (less than 1 year or between 1–5 years) had the greatest difficulties in finding a job. Among the most frequent answers

given to questions why people do not find a job or do not take it were: lack of work near the place of residence, very poor transportation infrastructure, lack of favourable conditions for travel to work or school. For these reasons, it is difficult to take up shift work or start work in the early morning when public transport does not run. There are few implemented investments, there is still a dominant agricultural character of rural areas. Inhabitants of the voivodeship also do not find work easily because they are generally low-qualified.

A deeper analysis is necessary of the main risk areas resulting from unemployment problems, applied support and actions of state institutions.

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## **BEZROBOCIE W WOJEWÓDZTWIE MAZOWIECKIM – SKUTKI I METODY OGRANICZANIA**

### **STRESZCZENIE**

Bezrobocie jest zjawiskiem gospodarczym polegającym na tym, iż pewna część społeczeństwa znajdująca się w wieku produkcyjnym nie może znaleźć pracy pomimo podjęcia poszukiwań. Samo poszukiwanie pracy przez osoby bezrobotne może być bardziej lub mniej intensywne. Województwo mazowieckie cechuje duże zróżnicowanie przestrzenne w poziomie życia mieszkańców i warunków rozwoju gospodarczego. Z jednej strony na terenie tego województwa mamy do czynienia z silnie rozwiniętą pod względem gospodarczym stolicą kraju, z drugiej zaś występują tereny średnio lub relatywnie słabo rozwinięte. Celem artykułu jest wskazanie zakresu występowania problemu bezrobocia w województwie mazowieckim. Istotnym elementem było wskazanie skutków i metod jego ograniczania. Przedstawiono pojęcie bezrobocia, nakreślono metodologię badań oraz dokonano analizy bezrobocia w województwie mazowieckim.

**Słowa kluczowe:** bezrobocie, rynek pracy, aktywność zawodowa, województwo mazowieckie, Polska