

**SIXTH FRAMEWORK PROGRAMME
PRIORITY 7**

Citizens and Governance in a knowledge based society



Contract for:

SPECIFIC TARGETED RESEARCH OR INNOVATION PROJECT

PROJECT

**“POLICY RESPONSES OVERCOMING FACTORS IN THE
INTERGENERATIONAL TRANSMISSION OF INEQUALITIES”**

Review of Scientific Literature (Labour Market Policy)

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Core Question I

What does literature say about challenges raised by Hoff for policy making?

1. *What are the patterns of inequality transmissions that are said to be creating situations requiring policy responses?*

The main source of revenue is employment for about 90 per cent of Lithuanian population (Gruževskis 2000, p. 67), so a job loss of one member of household means declining earnings and expenses of whole household unit, growing chances to fall into poverty, social exclusion, growth of social tension among family members, social degradation, decreasing opportunities for children to attain appropriate educational background, and so on. Unemployment not only prevents people from earning income, but also creates persistent poverty, depresses wage growth and encourages the most enterprising among the population to emigrate. Emigration, in turn, has a negative effect on the solvency of the pay-as-you-go retirement system and the “brain drain” increases demands on the educational system. Currently, unemployment is the main cause of poverty in Lithuania. According the data presented in *The 2001 Report on Poverty Conditions in Lithuania*, poverty level is highest in the group of the unemployed (see Table I 1.1 in annexes)

It is obvious that to talk about the patterns of inequality transmission in labour market sphere is necessary to analyse economic and labour market structural mechanisms maintaining particular (un)employment patterns, promoting one social groups, ignoring others, and preventing the third ones to enter the labour market, or creating the conditions to exclude some groups from employment. Literature analyses following socio-demographical characteristics, which create, sustain, and develop unemployment patterns.

Special location. There are still fairly big territorial differences in (un)employment traits due to growing gaps in economic development between the regions and low labour mobility in Lithuania. The unemployment rate grows more rapidly in towns and rural areas than in the cities. In some rural areas the unemployment rate is several times higher than the national average. The worst unemployment situation was in these regions, which used to be a single economic sector oriented region during Soviet times. Former more industrial and more agricultural regions are marked by higher rates of unemployment.

Disparities in fast regional unemployment growth in the first half of the Independence decade were also influenced by the fact that, before 1990, workers were actively involved in fluctuating ‘pendulum’ labour migration. With the great rise in transportation costs in 1991 to 1993 and the dissolution of enterprises, people lost the means to travel and work in the larger cities. Furthermore, in face of post-communist transformation, Lithuania, as any other Central and Eastern European country suffer from insufficient occupational labour mobility, people change their professions reluctantly and those who lose their jobs often try to find new ones according to their occupation. Low occupational labour mobility is a negative phenomenon for economic development and unemployment reduction.

Gender. Lithuania is a country with dominating patriarchal traditions both in private and public spheres of live. However, women’s active participation in labour market also is traditional in Lithuania since Soviet times, and their role in labour market remain very important due growing unemployment and changing traditional family relations model. Talking about unemployment rates among men and women it should be noticed that the difference in unemployment between sexes marginally fluctuates around the medium of 100 per cent scale of the all unemployed. Literature penetrates the (un)employment problem in fact that women are less active than men in searching for a job. Consequently more long-term unemployed are among women; significant part of them loses their hope to find a job by themselves or through labour exchange, and leave active labour market becoming housewives. According the *Social Report 1997*, integration into the labour market is more difficult for women because of their lower professional training and because some employers give priority to hiring men (p. 35). In purpose to identify what influences employers’ decision in

hiring employees, the sociological survey was conducted in 1996-1997. There were analysed information in paper announcements about job vacancies and interviewed employers. The data analysis shows that employers pay attention to demographical characteristics of prospective employees (i.e. gender and age). Direct requirements concerning prospective employee's sex were indicated in every tenth job vacancy announcement; indirect requirement (using feminine or masculine gender nouns defining vacant work place/occupation) was identified in 67 per cent announcements. Less than 10 per cent announcements were gender neutral. The main requirements in 'male' announcements were higher professional competence and higher school graduation diploma, also some personal characteristics. Representative (good) look and age requirements were characteristic to 'female' announcements (Kanopienė 2000, p. 62-63).

The 1999 Law on Men and Women Equal Opportunities provides legal regulations in the public sphere for gender segregation. Now we hardly find direct and open gender discrimination in announcements about job vacancies or admission announcements to various higher and professional training schools, but there is still obvious occupational and payment segregation in labour market (Zarembaitė 1999, Kanopienė 2003). There exists traditional patriarchal awareness about feminine and masculine occupations: men dominate in manufacturing and supervising positions, and women – in various - health, social, educational, etc. – services and textile industry. Though average payment for women job was 81 per cent of average men payment in the end of 2002 (Kanopienė 2003, p. 62), there still exist significant differences in the same occupational groups (e.g. women officers' payment was 68,5 per cent men officers' payment) and in different economic sectors.

Qualification level and long-term unemployment. Currently decreasing demand for unqualified and low-qualification work increased the long-term unemployed proportion in whole unemployment in Lithuania (Gruževskis 2001, Rakauskienė 2001, Pocius, Okunevičiūtė-Neverauskienė 2003). Long-term unemployment is a complex problem, but low qualification is this vulnerable factor in single individual, which can be an obstacle to enter or maintain in labour market.

Foreign researches analysing long-term unemployment indicate structural changes in labour market as the main condition causing long-term unemployment; personal characteristics are noted fairly rarely. In 2001, the Labour and Social Research Institute researchers completed a survey on long-term unemployment in Lithuania. According the results of the survey, Lithuanian researchers don't reject personal characteristics as a psychological factor making influence on working motivation of unemployed person. Analysis of experts' interview in the research reveals that the chances to anchor in labour market for the long-term unemployed are very limited due their extremely low working motivation. The data analysis revealed that long-term unemployment in post-communist transition countries is caused by shortage in job vacancies, structural imbalance in demand and supply of labour power, negative employers' attitude to out-of-date skilled elder age unemployed persons, and lost motivation to search for a job or to enhance qualification (Pocius, Okunevičiūtė-Neverauskienė 2003, p. 46). According Boguslavas Gruževskis (2001), high rates of long-term unemployment are characteristic to Lithuanian labour market due to slow establishment of part-time and flexible employment forms in Lithuania. Ona Gražina Rakauskienė (2001) will have it that long-term unemployment, and unemployment in general, partly is of structural nature, i.e. there is surplus of professionals in one labour market sphere, and lack of them in the other one. The labour power flexibility is limited due to low occupational labour mobility and reluctance to retrain of the unemployed (p. 140).

Age. Age factor is closely linked to qualification characteristics of the unemployed. The data analysis on age related unemployment shows that the greatest proportion of the unemployed has been comprised of individuals at the prime of their working age (30-49 year old). However, the members of this working group are most adoptive of all active labour market measures, so the labour exchange data also reveals that the highest re-employment level is also among member of this working age. Unemployed pre-pensionable age persons and those under 19 comprise a relatively small, but socially more vulnerable proportion of unemployed people. The number of the

unemployed over the age of 50 is continually growing; they are the population group most in danger of long-term unemployment, because it is very difficult to integrate them into labour market.

On average, every fourth or fifth person registered with labour exchange is under the age of 29. To be precise, the unemployed proportion declines nearing this age. High and higher school graduates, and youth without secondary education are socially more vulnerable groups among youth in general. Consequently, higher unemployment rate among youth was at age of 21-24 (58 per cent), in 2000 (Šileika 2000, p.18). Those tendencies persist from 1997 to 2000. To analyse growing youth unemployment reasons and trends and to prepare recommendations what measures to apply in order to reduce unemployment level among youth for Lithuanian Labour Exchange, the Labour and Social Research Institute completed a complex research *Unemployed Youth Motivation to Work, Territorial Mobility, and Integration to Labour Market*, in 2000. In conditions of labour power surplus, the entrance to labour market is often complicated, especially if there is no or low professional qualification. According survey data, 43,5 per cent of the young unemployed registered with labour exchange had no professional training in investigative period, and highest rate answers to the question concerning unemployment reasons was 'no professional training' (36,6 per cent) (Šileika 2001).

2. ***Which are social groups and categories vulnerable to Hoftl (e.g. lone-parents, immigrants, refugees, multi-children families, disabled, ethnic minorities, unemployed, poor, low-educated, etc.)? What are socio-economic-cultural profile of these groups?***

Unemployment is one of the most influential causes to fall into poverty, social exclusion, and a favourable environment to develop negative social behaviour patterns and to transfer that negative experience intergenerationally. As it was discussed above, the highest unemployment rate is among most active working life Lithuanian residents (25-49 years of age). They consist usually over 60 per cent of all unemployed, but they still have some personal and professional characteristics (e.g. professional skills, qualification, etc.), which create more advantage to return back to labour market for them. Recently, the most typical social-demographic characteristics of unemployed in Lithuania are those: that is female (58 per cent, according Labour Exchange data, August, 2004), of 25 to 49 years of age, having college level of secondary education without vocational training, being unemployed for 12 months and more. Every third of them returns to the labour market within 6 months (Motiekaitienė 1999, Lithuanian Statistical Annual 2003).

Analysing statistical data on unemployment rates in more detail, it becomes clear that some social groups are more vulnerable to loose job than others. Besides already analysed female as social group or category vulnerable to unemployment, it is necessary to notice rural residents and youth.

The rural residents belong to one of the social groups, which are most vulnerable to economic structural changes and growth of unemployment, especially long-term unemployment. The mass land restitution and the provision of free plots (2 to 3 ha) to those working in agriculture after 1990, don't allow to those stayed in rural areas to earn enough for living from such small plots of land, and rural residents as the social group traditionally is more conservative and passive to make radical decisions in their lives at least for its demographical characteristics. Studies conducted on Lithuanian farmers in 1993 to 1995 indicated that it was middle-aged and elderly people with fairly limited level of education (Gruževskis 1999, 2000). Psychological and economic obstacles make rural labour mobility extremely limited. With the rising costs of transportation, only a small number of rural residents can travel to work in the cities – especially given that they most often aspire to low-paid worker positions. The rural unemployed are more disadvantaged to keep regular relations with local labour exchange due to economic reasons, so the labour exchange suspends to provide any kind of unemployment support to them, or they don't register with it at all.

The 2000 complex research *Unemployed Youth Motivation to Work, Territorial Mobility, and Integration to Labour Market* allows to generalise social-demographic profile of contemporary young unemployed. The research results show that typical young unemployed is of 21 to 24 years

of age (58 per cent), having low educational level (every second young unemployed is absolutely non-qualified) and no marketable profession. In that respect, these young people are even more disadvantaged to enter labour market due to their low qualification. Poorly educated, low skill youth are over represented among the unemployed. In 2000, 41,0 per cent of youth without vocational training were unemployed (United Nations Human Development Report, National Report-Lithuania, 2001). The data reveals that they usually have no permanent earnings; about 80 per cent of them are not married and don't have children. Young unemployed traditionally live with their parents and are financially supported by them (Šileika 2001, p. 21-22).

Arūnas Juška, Richard Pozzuto, and Peter Johnstone (2003) take notice of very specific phenomenon appearing in post-communist societies, they define it as “unattached males”. This group constitutes a growing number of young males with poor skills and little education who (1) detach themselves from the labour force even in the presence of jobs, (2) are not marrying, (3) are increasingly plagued by a variety of social pathologies and health problems including crime, alcoholism, drug abuse and depression that, in turn, contribute to their silent withdrawal from society. Besides economic marginalisation, the “unattached males” syndrome also involves the several other concomitantly occurring process of social marginalisation. More specifically, the withdrawal of young males from the labour market is producing some form of their redundancy - loss of the traditional male role in the family, i.e. young men begin to postpone marriage. They also are increasingly becoming dependent on their aging parents, and especially on their mothers (p.)

In 2000, 26,7 per cent of men in the age group of 20 to 24 were unemployed. In this age group long-term unemployed males outnumbered females 2,4:1. Overall males constituted 59,8 per cent of the long-term unemployed while being 50,1 per cent of the labour force (Lithuanian Statistical Annual 2001).

In 2001, the Labour and Social Research Institute researchers completed a survey on long-term unemployment in Lithuania. The data analysis shows demographical picture of the long-term unemployed. Most part (46 per cent) of the long-term unemployed registered with labour exchange lived in rural areas; every fourth one lived in big cities; 30 per cent of them lived in towns. Women made bigger part of the long-term unemployed (52 per cent); greater portion of long-term unemployed population are older age persons (Pocius, Okunevičiūtė-Neveauskienė 2003, p. 45).

3. *Whether low intergenerational social mobility of vulnerable groups is seen as a social problem? What are the explanations for perceiving it as a social problem?*

It should be noted that there are no publicly published researches concerning intergenerational inheritance of social status or any kind of inequality and freely available data on this topic in Lithuania. Though the 2000 complex research *Unemployed Youth Motivation to Work, Territorial Mobility, and Integration into Labour Market* reveals some important data in context of intergenerational inheritance of disadvantage in labour market: about 1/5 of the young unemployed (17 per cent fathers and 19 per cent – mother, respectively) parents were unemployed in investigative period. The researchers make presumption that it is a favourable social environment for ‘the unemployed dynasties’ development. Next to unemployed parents generation, which accumulated working experience during soviet model of economy but didn't manage to adapt to new conditions of market economy, completely ‘green’ generation of unemployed children, often without working experience and lacking qualification, appears, and it seems that they absorb that unemployment status from their parents. There are favourable conditions to develop specific life experience and negative traditions in the process of intergenerational change in that population group. Furthermore, it becomes clear the development of social degradation, i.e. the parents of the young unemployed often have higher level of education comparing to their children (Šileika 2000, p. 20-21). And qualification and skills developed during educational process make significant impact on employment opportunities in the age of rapid professionalisation of various spheres of labour market and high-tech development and practical application.

Decreasing educational level of the young unemployed is explained using several aspects in Lithuanian literature. Gruževskis and Laima Okunevičiūtė-Neveauskienė (2002) single out egzogenic (exterior) and endogenic (interior) factors; these factor groupings influence youth integration into the process of labour market. Egzogenic are the factors independent of a particular individual who has no direct control over them. They involve inter-economics, social, demographic, geographic, and political (e.g. the possibilities of youth employment are fairly influenced by the active state labour market policy). Endogenic are the factors dependent on a particular individual and are under his/her control (p. 175). The conductors of the research discussed above, explain this occurring phenomenon using accessibility to study and regional economic differences' aspects. They propose that the choice of educational institutions to continue studies for young people from poor families (the biggest concentrations of poor households are in rural areas and towns) is fairly limited. Their choice often is constructed due family economic situation. Every third of all respondents who took part in the research reported that they "chose educational institution next to living place". According authors, though there is no direct reference to family economic status, but additional information allows developing such prediction. 76,0 per cent of respondents didn't continue their studies after finishing primary, high schools, college or university, and they referred to severe economic situation at household as the main reason (Šileika 2001, p. 33-35).

4. *If and to what extent new phenomena and processes (e.g. ICT development, globalisation, individualization, etc.) create new forms of Ilofi? What are social groups and categories mostly affected by these new forms of Ilofi? What are policy responses to these?*

Increasing application of IT technologies and demand for highly qualified professionals marginalize some groups of employees in labour market. Individuals with higher school diploma consisted 12 per cent of all unemployed registered with labour exchange, in 1992. The 1992 data on job vacancies show that 78 per cent of offered jobs through regional labour exchanges were physical works. However, the group of specialists decreased among unemployed during following years, while the rate of the unqualified or low qualification unemployed increased. In 2000, the unemployed with higher education consisted 4,5 per cent of all unemployed, and it is three times less comparing to 1992. And the part of the unemployed without professional training registered with labour exchange increased more than 1,5 times – from 22 per cent in 1992 to 33,7 per cent in 2000 (United Nations Human Development. National Report-Lithuania 2002-2003, p. 55) (see Table I.1.4 in annexes). Recently, the unemployed without professional training consist almost half of all unemployed, though they are offered just one of five job vacancies – there are mostly temporal jobs in agriculture and construction.

Increasing proportion of unqualified individuals among all unemployed registered with the labour exchange, the problem of long-term unemployment also increases. Long-term unemployed consisted 27,4 per cent of all unemployed, in 2002, almost half of them had no professional training, 1/3 had secondary and lower education. The number of that kind of the unemployed increases faster comparing to other long-term unemployed groups. The most disadvantaged in searching for a job are elder age males and most active working age (25-29 years old) rural residents (United Nations Human Development. National Report-Lithuania 2002-2003).

In general, globalisation and integration into the EU should create new forms of Ilofi in the nearest future. Contrary, these processes help to mitigate unemployment problem, especially among youth and lower qualification unemployed persons due opening borders for free or more relieved labour power migration. On the same time, the EU directives and the EU admission responsibilities (e.g. to close Ignalina Nuclear Power Plant) will create new highly isolated 'unemployment irelands' in Lithuania. Having in mind low territorial labour mobility and increasing economic development gap among different regions in Lithuania, that can influence isolation increase in some regions and of some social groups (e.g. agriculture dominated regions, rural residents, etc.) (Policy responses are discussed at Core Question II and Core Question III.)

From the other point of view, opening borders for free labour power migration create new labour market tendencies in Lithuania – ‘brain drain’ – an emigration of highly qualified professionals. Low wages and salaries and low social guarantees are the most influential probable explanations for highly qualified medical and social services staff emigration (Lazutka, Pocius 1998).

5. *Which policy actors (e.g. EU, IMF, World Bank, government, local authorities, agencies, NGO's, private sector, etc.) should respond to challenges raised by Hofi?*

Talking about unemployment mitigation issues absolute majority of Lithuanian scientists affirm that the crucial role in labour market regulation should be implemented by government and state institutions (Rakauskienė 2001, Martinkus 1998, Gruževskis 1999, 2000, Gruževskis, Okunevičiūtė-Neveauskienė 2002, Pocius, Okunevičiūtė-Neveauskienė 2003, Kabaila 2002, etc.). The government, in general, should create favourable conditions for foreign investments, especially to different regions, not only to the biggest cities (Šileika et al. 2001), to create favourable condition to develop small and medium-size business – sort of enterprises, establishing the most part of new work places (Martinkus 1998) and which are most favourable social partners of the labour exchange (Social Report 1998, 1999, 2000).

Local authorities are seen as this institutional level of state authority, which should establish “Education Support Funds” to sponsor training, tuition, participation in sport clubs’ activities, summer camps, travelling expenses for going to Olympiads, etc., for youth from poor households, receiving social assistance (Šileika 2001, p. 70-72).

The European Union as institution, claiming for whole set of requirements to Lithuania (e.g. to reduce population part employed in agriculture, to close Ignalina Nuclear Power Plant, etc.), acknowledges its responsibility providing Structural Funds to develop different regions, to sponsor rural tourism, to sponsor small and medium-size business establishment and development, and so on (Social Report 1998, 1999, 2000, 2001, 2002).

According some scientists (Gruževskis, Okunevičiūtė-Neveauskienė 2002), it is purposeful to support youth NGO that create conditions not only for pro-social activities of the youth but also effectively shape the skills necessary in work activity (discipline, creativity, team work, etc.). Participation in NGO (depending on its character) teach young people and they learn to organise their activities, prepare various projects, co-operate with social partners, their supporters, get acquainted with law, business environment, local labour market, and improve their knowledge and abilities. Therefore, the support of the development of youth entrepreneurship could be related with the activities of youth NGO (p. 184-185).

Mitigating labour market problems is an issue of a complex of the state institutions and social partners. Gruževskis (2002), the authors of the 2001 complex research on youth unemployment, discussed above, claim that though the Ministry of Social Insurance and Labour of the Republic of Lithuania is institutionally responsible to create and implement measures to mitigate unemployment level, this problem can not be solved by the institution alone; it is necessary to keep a systemic approach to effective measures formation and inter-institutional co-operation and activity co-ordination on different levels of state authorities. The state, employees’ organisations and employers’ organisations are the social partners in labour market regulation activities. Effectiveness in unemployment measures creation and implementation, intensiveness of labour relations depend on willingness of social partners to co-operate on an equal basis.

Core Question II

What does literature say about politics applied to overcome IIofI?

1. *What level (taxation, public spending, institutionalisation, insurance, etc.) and form, (active/passive) of public intervention are implemented to combat IIofI?*

After the collapse of the Soviet Union and implementation of free market economy, Lithuania frequently met with population employment problems. With revisions in economy for work in basis of market conditions, the fact of unemployment as a difficult social and economic phenomenon is considered unavoidable. Taking into consideration the specificities of the transition period and the country's economic capacities, the first steps should be made in Lithuanian labour market policy were to create a legislative basis regulating the labour market, to form the necessary state institutions to regulate it, to guarantee their effective functioning, and to utilize social security measures in order to minimize the negative consequences of imposed job loss. The legislative and institutional background for labour market regulations was established in 1990, and is was improving and reassessing till now.

The 1996 Law on Support of the Unemployed and other laws regulating labour relations institute the State guarantees of Lithuanian citizens' constitutional rights to labour and free choice of occupation. The Law guarantees these services to unemployed persons (under some conditions):

- free professional orientation and counselling services, and information about job vacancies;
- free labour exchange centres' services in searching for a job;
- free vocational training in case of unemployment;
- public works and works supported by the Employment Fund in case of unemployment;
- unemployment benefit.

The legal employment guarantees created by the Law on Support of the Unemployed, provide these labour market measures and services active to meet the problems created by liberal labour market fluctuation and unemployment growth to whole population of the country but the greatest attention is being devoted to these target groups: youth under the age of 25 years who enter the labour market; graduates who begin their work activity by profession; long-term unemployed who are registered with labour exchange more then 2 years; disabled people; mothers or fathers rearing a child under the age of 8 years; pre-pension unemployed when it is left not more than 5 years to receive full retirement benefit. This Law regulates the order of financing of population employment measures. In that respect there's set up the Employment Fund under the Ministry of Social Security and Labour of the Republic of Lithuania. In order to implement the services and assistance to unemployed people looking for a job, to employers seeking for particularly qualified workers, and to fulfil the mediator function between them there is set up the Lithuanian Labour Exchange under the Ministry of Social Security and Labour and local labour exchanges.

The Law on Vocational Training has set up the structure and administration of vocational training system, regulates primary professional and labour market vocational training. The Law distributes responsibility between institutional partners: the Ministry of Education and Science is responsible for the administration of primary professional training, and the Ministry of Social Security and Labour is responsible for vocational training; there is also described the competence of both ministries in the sphere of vocational training.

In order to reduce unemployment and mitigate its consequences, the Law on Support of the Unemployed and the Law on Vocational Training set up active and passive forms of labour market policy. Unemployment benefit as a **passive labour market measure** is a temporary material assistance to persons who become unemployed. The main task of **the active labour market policy** measures is to provide the unemployed with temporal employment opportunities, to create opportunity to purchase necessary occupational experience, to help to maintain present

qualification, enhance it or develop a new marketable occupation. The passive and active labour market measures will be discussed in more detail analysing labour market policy in Core Question III.

Lithuanian labour market regulation is based on whole set of national laws and legal co-ordination and harmonisation with EU directives and regulations, also with international conventions and agreements. In early 2002, the General Document for the Assistant of Priorities of the Lithuanian Employment Policy of the Lithuanian Government and the European Commission was developed and signed (Resolution No. 189 of February 7, 2002 of the Government of the Republic of Lithuania). The main purpose of the Document is to analyse and assess the progress achieved by the State in developing and implementing the employment policy, formulate the harmonised goals of the employment and labour market policy, which need to be achieved in order to accelerate the changes in the labour market and ensure preparedness for the participation in the process of co-ordination with EU employment policy (Social Report 2002, p. 12).

In 1991-1992, an opportunity for the development of social dialogue was established through the approval of the Law on Trade Unions, the Law on Collective Agreements and Contracts, and the Law on the Regulation of Collective Disagreements. On June 23, 1994 Lithuanian Parliament ratified the following conventions of the International Labour Organisation (ILO): the 1976 No. 144 convention *For Tripartite Consultations on the Implementation of International Work Norms*, and the 1981 No. convention *For Encouraging Collective Negotiations*. These efforts increased the significance of collective agreements.

According to the Lithuanian Law on Trade Unions, unions and their mergers have the right to bargain with employers in forming collective contracts in enterprises, as well as to bargain in forming collective agreements, which include trade unions and the mergers, the Lithuanian Government and Ministries, and employers, their organisations, and their mergers. In accordance with this Law, trade unions have the right to demand that an employer abolish such decisions as may infringe upon the work, economic, and social rights of members of trade unions, as provided for by Lithuanian law.

The most significant event in the area of labour relations is the adoption of the Labour Code, which has come into effect on January 1, 2003. The Labour Code integrated all laws, concerning labour relations, which run in Lithuania till the adoption of it. While drafting the Labour Code due regard was given to the experience accumulated in the East and Central European countries, provisions and recommendations of the Conventions of the ILO, and the Social Charter of Europe (as amended), which came into effect in Lithuania on August 1, 2001. The Labour Code now covers the issues on trade unions establishment and activity, collective agreement, labour councils, labour contract conditions, vocation and holiday regulation, collective quarrel regulation and so on. The Code legalises the order of hiring and firing of all employees and of employees from the target groups (disabled, migrants, youth, mother and/or father rearing children under the age of 14 years, pregnant and just mother women and so on).

2. *What kind of universalistic politics (aimed at the whole respective population, e.g. free education for children) are applied? What kinds of selective politics are applied; what are target groups?*

The Article 48 of the Constitution of the Republic of Lithuania declares the right to work and social security to every citizen of the country and every citizen of foreign country, legally residing in Lithuania. The rights to work and social guarantees of foreigners living in the country also are regulated by international law:

“Every person may freely choose an occupation or business, and shall have the right to adequate, safe and healthy working conditions, adequate compensation for work, and social security in the event of unemployment.

The employment of foreigners in the Republic of Lithuania should be regulated by the law (...)” (The Constitution of the Republic of Lithuania 1994, p. 19).

The Constitutional rights are implemented through the approval of legal system. The 1996 Law on Support of the Unemployed determines the conditions to the social security in the event of unemployment. According this Law, every unemployed person obtains a right to unemployment status by registering with local labour exchange. In order to get unemployment benefit the unemployed should have 24-month record of state social insurance over last 3 years. The amount of the unemployment benefit depends on the employed person’s state social insurance period and reasons for his/her job loss. In order to get the unemployment benefit, the person has to loose job for the reasons beyond his/her control. Youth just graduated at high or higher schools, experiencing difficulties in entering the labour market for the first time, also have a right to unemployment benefit. That is an exceptional social group; all the other groups can claim for the unemployment benefit under general order. The unemployed seeking or receiving unemployment benefits are considered to fulfil certain requirements: they must accept a job offer if it corresponds to their professional training and health, a training offer, a public work offer, or the work, financed by the Employment Fund, offer, and they must register regularly with the labour exchange. If these requirements are not met, the unemployment benefit can be withheld, reduced, or cut off.

All registered unemployed persons are offered to take part in active labour market measures keeping in mind their age, work experience, health and other conditions. The Labour Exchange provides such active labour market measures: public works, works supported by the Employment Fund; activities in work clubs; information about job vacancies and so on. The Vocational training Authority is responsible for organisation and administration of labour market vocational training in order to update present profession or re-qualify unemployed people.

The Lithuanian labour market politics discussed above can be attributed to universalistic measures. There are some social groups, which are accepted as more vulnerable in free labour market. Youth, entering labour market, long-term unemployed, women, pre-pensionable age unemployed, disabled people, and inhabitants of the rural areas, minorities, and refugees are disadvantaged groups competing in labour market. The important legal acts and resolutions regulating administration of different aspects of labour politics and concerning different target groups in labour market are: the Law on Disabled Social Integration (1991-11-28, I-2044; 1999-01-01, VIII-904) guarantees equal opportunities of disabled people to participate in the labour market. The Law on the Basics of Youth Policy (2003-12-04, IX-1871) regulates the development and implementation of youth employment measures. The Labour Code, the Law on Refugees Integration, and international agreements, regulates the refugees’ employment.

Some of these social groups have additional employment guarantees. The particular laws regulate their employment issues; the Lithuanian Government yearly updates the labour market regulation plan and prepares special programmes in order to increase employment level of the target groups.

Amendments of the Law on Support of the Unemployed adopted at the end of 2001 defined employment quotas to disabled people of Disability Group I and II as a group of persons who are most difficult to integrate into labour market. The maximum size of their employment quota – 5 per cent – has been established. Employers who employ disabled people belonging to these groups into additional jobs established by quotas, shall be paid employment support subsidies for the first 18 month of their employment, to cover job creation or workplace adaptation expenses. Such subsidies will also be paid for up to 12 month to employers who, following intervention by the labour exchange, employ the disabled people belonging to Disability Group III and other unemployed who need additional support in the labour market.

There are established and implemented tens of employment promotion programmes in Lithuania; there will be analysed just some of them concerning the target groups employment support, established in the resent years or being under implementation at the moment.

The problem of gender inequality is sore in labour market policy. It is common that women's employment level is lower than men; they are more vulnerable to lose their job due to variety of reasons. Besides, the level of refund for women's work is also lower. In that respect and in order to implement the regulations set up by the 1999 Law on Equal Opportunities of Men and Women, the Government of the Republic of Lithuania approved the development plan of *The Women Advance Programme 1998-2000*. The women unemployment began to decrease in 1999 already due to the implementation of active labour market measures. There were provided such active labour market measures for unemployed women:

- the establishment of job quotas and temporary works for unemployed women;
- promotion to participate in other active labour market programmes;
- involvement to the activities of job clubs;
- special attention to women re-qualification.

There were established some international programmes inviting women to create own business with special interest on agriculture, small and medium-size business.

The mechanism of encouraging local employment initiatives has been created and improved. According to *the Procedure for the Implementation of Local Employment Initiatives* (Order No. 67 of 24 May 2001 of Minister of Social Security and Labour, Official Gazette No.45-1599 2001), approved through the Lithuanian Labour Exchange, the Ministry of Social Security and Labour Exchange implement projects to encourage local employment initiatives in the districts of highest unemployment. The guiding idea of the projects is to involve into the decision-making processes as many interested parties as possible (municipalities, enterprises, people generating business development ideas, etc.), and seek more efficient utilization of the material resources currently at the disposal of such parties (different facilities, buildings, etc.). Granting of State support to such projects is related to the employment of job seekers experiencing difficulties in assimilation in the labour market in the newly created jobs.

The *New Jobs Creation Programme* is aimed at helping individuals who fall within the category of most socially vulnerable, who cannot compete in an equal basis and integrate into the labour market. Partial compensation for expenses of the new job creation develop the opportunity for employers to create jobs for the disabled, women raising children under 8 years of age, the unemployed who are close to pensionable age, etc.

The Labour Training and Employment Programme for the Roma of Vilnius as well as the measures implementing the Programme for 2003 – 2005 provided for vocational orientation and labour market vocational training specially designed for the Roma community. Taking into account the education of the Roma, 7 training programmes relevant and demanded in the labour market were adapted specifically for the audience in question, in addition to 3 programmes of informal training, which could be useful in the day-to-day life of the Roma. However, so far it is proved, it is quite difficult to implement such programmes in practice, due to an extremely low activity of this particular demographic group and their motivational attitudes.

3. *What is responsibility for overcoming HloFL attached to central and local government?*

The Republic of Lithuania is administered in four levels: national, regional, local or municipal, and area units. In general, decision-making and implementation also are divided among these administrative units, in respect to local or national significance of particular decision. Furthermore, Lithuanian policy implementation is based on decentralization principle: there has been set a task to transfer some functions from some ministries to regional and municipal authority responsibility in the Governmental Activity Programme, 1997-2000.

There is said very little about administration and responsibility division of labour market intervention measures in the literature. Labour market administration issues seems to be a byway to administrative, managerial, political, and other related sphere's scientists: there are few references to false administrative division practise to be a cause of heavily deal with unemployment growth in

regions (Gruževskis 2000). According Gruževskis, the idea of administrative decentralization is very good but there should be paid respect to real conditions implementing it. The author notices that there is still a lack of qualified professionals in some regions to make and implement decisions at national level. There are no officials to take care of particular districts in some regional administrations (p. 73).

The main institutions responsible for labour market policy formation and implementation at the national level are the Ministry of Social Security and Labour and the Lithuanian Government. The Ministry of Social Security and Labour is also responsible for supervising labour market policy institutional net. The Ministry is the institution, which sets activity programmes, monitors labour market situation; it also administers the international sponsorship programmes for social initiatives.

The effectiveness of labour market policy is related to activity of local authorities. That experience is already verified in the EU countries; that practice is also acknowledged in Lithuania. Local authorities – municipalities – are involved in implementation of labour market policy measures, first, through their relations to local labour exchange, and second, as independent institutions developing employment promoting measures (due tax reductions, municipal booking, counselling, etc.). Municipalities set yearly employment quotas for enterprises to employ disabled people of Disability Group I and II or to establish a particular number of additional workplaces, which the enterprises have to reserve or additionally establish if there are more than 50 employees. Local labour exchange puts forward a proposition, concerning total yearly employment quota for employees, to city (district) municipality after deliberating about that proposition in tripartite committee under particular labour exchange.

Municipality administrations and municipal enterprises are very important partners of local labour exchanges in providing public works programmes. The Article 20 of the Law on Support of Unemployment sets a division of responsibility to organize public work between municipality and local labour exchange. Analysis of public works organization in other Central and Eastern European countries such as Bulgaria, Czech Republic, Hungary, and Slovenia, shows that in spite of differences, there are some common elements, one of them is composite sponsorship of public works (Moskvina 2003, p. 28).

Practice shows that municipal employment provision experiences difficulties in organisation and systematisation of activities and is usually based on individual initiatives. In spite of earlier made proposition, Gruževskis acknowledged that municipalities became by a long way active in social sphere and employment provision since 1995 (Gruževskis 2000, p. 74).

4. *What are forms of intervention implemented by other policy actors (employers, unions, churches, NGO's, etc.)?*

There are three social elements, which are considered to be typical and the main social policy actors both by social welfare theories and modern social welfare implementation reality. These social units are the state-administration, employers and their organizations, and employees and their organizations (trade unions) (Guogis 2000, Laurėnas 2001). The item defines an analysis framework. There will be discussed the impact of employers and their organizations and employees and their organizations to the implementation of labour market policy. Furthermore, it is necessary to schedule (private and state) educational institutions and private employment enterprises in labour market policy actors' analysis.

Employers and employers' organizations participate in active labour market policy formation and implementation due tripartite co-operation and following legal regulations, and private initiative. The 1990 Law on Population Employment (it was replaced by the Law on Support of the Unemployed in 1996) legalized and defined the main principles of social partnership and functions of tripartite committees in the labour market policy. In 1991 there was established a

Tripartite Councils under Lithuanian Labour Exchange and tripartite committees under regional labour exchanges.

Permanently lacking resources to sponsor public works municipalities seek to involve employers to organize public works on their own resources. The statistical data and social reports suggest that employers become increasingly active in that activity year by year. 884 enterprises organized public works on their resources in 1999 (there were 800 enterprises in 1998), including farmers and agricultural enterprises, which established twice as many temporal workplaces in 1999, comparing to 1998 (Social Report 1999, p. 33).

Trade unions as collective representations of employers participate in labour market policy formation and implementation also due involvement in tripartite committees preparing recommendations on yearly workplaces quotas in enterprises for persons who have additional employment guarantees, and other population employment promoting measures. Trade unions play important role in legal employers' rights protection in labour relations. Trade unions also should supervise and maintain an implementation of the laws on labour relations (Labour Code, etc.) though they are weak to provide permanent formal supervision due to extremely low employers' activity both in enterprises and regions. In 1996-1997 trade unions were established in 0,6 per cent enterprises, and collective agreements (an alternative to enterprise trade unions) were set in even less number of enterprises (Gruževskis 2000, p. 53).

Vocational training is an important element of labour market policy. There is established the Labour Market Vocational Training Authority in Lithuania. This state institution provides professional training and re-qualification services to persons having no or non-marketable professions. In 2001, the Vocational Training was additionally liberalized: public tenders for educational institutions and enterprises to provide training services were started to organise. 114 institutions, which offered 496 programmes of formal and non-formal training (including 104 qualification development programmes), participated in these tenders. The range of training programmes being offered expanded. They became more accessible to the unemployed, and opportunities developed to co-ordinate labour demand and supply more flexibly. Thus these changes in vocational training system expanded vocational training services provision from exceptionally state educational institutions' monopoly to private enterprises. In that respect, the latter ones also make significant impact on professional training services enhancement.

The Department of Statistics and the Lithuanian Labour Exchange regularly announce the unemployment level. The typical attribute of these announcements is inadequacy of data, i.e. the unemployment level according to Population Employment Survey data does not match the data presented by the Labour Exchange. The two survey data differed from more than twice in 1995 to less than 5 per cent in 2001 (Social Report 1996, 2001, p. 43). There are several possible explanations: the use of different definitions of what constitutes 'the unemployed', etc. E.g. population Employment Survey is conducted using ILO recommendations. The differences in survey data also represent a fact that not all unemployed people register with state labour exchange. Research results present that usually unemployed people search for job asking acquaintances (60 per cent), applying for a job on paper announcement (40 per cent), directly applying to employers (20 per cent). People also refer to private employment enterprises for assistance. Since 2000, there are issued license granting the right to private employment enterprises (organizations), which have partners abroad, to offer employment to Lithuanian nationals and permanently living in Lithuania persons not only in the country, but also abroad and on the ships with a foreign flag. That order significantly increased Lithuanian nationals employment abroad. In 2000, about 900 people have been employed abroad through the efforts of the Lithuanian Labour Exchange; about 3.100 Lithuanian citizens, including 2.000 students, were employed abroad through the intervention of the licensed enterprises (Social Report 2001, p. 45). Though there are many individuals and private enterprises, which illegally provide employment abroad services, and people experience significant financial and moral damage. Though the Survey data of recent years show that the unemployed

have increasing confidence in state labour exchanges – in their search for a job most of these individuals make use of Labour Exchange services (see Chart II 4 in annexes).

5. *To what extent changing socio-economic and political contexts (e.g. ideology, globalisation, economic policy, economic and Monetary Union criteria, European Legislation, conditions for EU Membership, post-communism, political swings etc.) influence these interventions?*

Analysing changes in labour market regulation during last decade, three socio-economic and political processes simultaneously happening in Lithuania, made the most significant impact on labour market interventions. They are post-communist transformation, European integration, and integration to global labour and trade markets' structures.

Declaration of Lithuanian State Independence and the collapse of the Soviet bloc was followed by shift from centralised to liberal market economy, the collapse of united Soviet stock provision, privatisation and these processes following consequences: appearance of open unemployment (which was not typical to Soviet period), bankruptcy of whole range of plants and industries (e.g. metal manufacturing, radio-electronics, etc.), appearance of such phenomena as hidden unemployment, unofficial employment, late wages and salaries, voluntary vocation (unpaid), shortened working hours or week, significant decrease in social guarantees, job security and so on.

Post-communism in Lithuania and other Central and Eastern European countries means development of contradictory processes: the state still seeks to maintain power in labour market regulation – from the one point, from the other point, new owners of enterprises and employers assumed dominant position in labour relations due extremely low workers activity in enterprises and weak trade unions. In that respect, the state and state institutions dominate in labour market policy formation and implementation, and labour market services provision; and the employers felt confident in labour relations ignoring legal regulations and violating employees' rights to social guarantees, safe work conditions, regular wages, etc., in the conditions of growing unemployment level in the country.

Lithuania is a member of such international organizations as the European Union (EU), the Council of Europe, and International Labour Organization (ILO) and actively participates in their activities; in general, Lithuania actively participates in international co-operation (especially with neighbour states). These activities made a crucial impact on the development of Lithuanian legislative basis and administration regulating labour sphere. Furthermore, pursuant to the Constitution of the Republic of Lithuania, international agreements, which are ratified, shall be the constituent part of the legal system of the country (the Constitution, Article 138). The Law on International Treaties of the Republic of Lithuania stipulates that implementation of international treaties is mandatory and the ratified agreements have priority over national laws (Article 11 of the Law).

In preparing process and accession to the EU Lithuania had to fulfil certain requirements of the EU and had to be ready to accept the obligations of the European Union membership (Acquis Communautaire) before the date of accession to the organisation. There were two types of documents in the EU legislation, which were necessary to adopt in Lithuania, they are directives (which are necessary to harmonize to Lithuanian legislation), and regulations, which do not need the harmonization process of legal standards, just their technical adaptation. In the sphere of labour market regulation the directives covering labour law, social dialogue, equal opportunities, combating racism, employment, men and women equal rights at work, gender-free wages and salaries system, the European Social Fund, social security, elderly people, disabled persons, the Dublin fund, public health and occupational safety and health at work; mutual recognition of professional qualifications, voting rights, the right of residence and visas, free movement of workers and the co-ordination of the social security systems equally to EU member-states citizens. After Lithuania had become EU member-state, social security of migrant workers should be regulated not

only by the undersigned bilateral agreements on social security, but also by international multilateral treaties - Council Regulation (EEC) 1408/71 on the Application of Social Security Schemes to Employed persons, to Self-employed Persons and to Members of their Families Moving within the Community and Regulation (EEC) 574/72 laying down the Procedure for Implementing Regulation No. 1408/71. The implementation of the rules established in the said regulations is usually called social security co-ordination.

Being a member of the Council of Europe Lithuania signed the *European Social Charter* in 1997, and the *Revised Social Charter of the Council of Europe*, which is one of the most important documents of Council of Europe. In August 1, 2001 Lithuania became equal member of the *Revised Social Charter*.

When the Ministry of Social Security and Labour formulates a labour and social policy, it coordinates the national legal acts with international labour standards and also uses the ILO instruments – conventions, recommendations, and protocols. Lithuania ratified 34 ILO conventions, 27 of them were ratified after the restoration of Independence, and 7 had been ratified in interwar period (one of them was denounced later on), up to 2001. The regulations of these conventions are implicated in the Constitution of Lithuania, the main social and labour legal acts: the Law on Trade Unions, the Law on Safety and Health of Workers, the Law on Social Insurance, the Law on Health Insurance, the Law on Support of the Unemployed, the Law on Payment for Work, the Law on Vocational Training, the Law on Education, the Law on the Basics of Children Rights Protection, and others. The 2002 Labour Code adopts the most important clauses from the EU directives, the Ratified Social Charter, ILO conventions, regulating the sphere of social security and labour: occupational health and safety at work, equal opportunities, collective dismissal, transference of the management of enterprises and other provisions.

International agreements and agreements with ministries of foreign states enhance social and labour guarantees of Lithuanian nationals working abroad, same as foreigners working in Lithuania. Bilateral intergovernmental agreements on the exchange of stagiers are signed with Germany and Sweden. Bilateral intergovernmental agreements on the mutual employment of citizens are signed with Poland, Ukraine, and Belarus. Bilateral intergovernmental agreements on the payment of social insurance benefit had been signed with the USA, the United Kingdom, the Netherlands, and came into force in 2003.

On the agreements with ministries of foreign states such as Denmark, Germany, Sweden, and Ireland, were provided technical assistance, development of modern labour market administration system, and training of the staff of various labour market regulation institutions.

Core Question III

What does literature say about policy impact on Intergenerational Inheritance of Inequalities? Please take into consideration the following aspects: legal regulations, fiscal policy, information policy (mass media, counselling).

2. What is the impact of labour policy (accessibility, active and passive forms of combating unemployment, etc.) on creating/preventing?

Lithuania population employment policy strategy and tactics are oriented to safeguarding and to minimizing negative social consequences in the event of job loss (Social Report, 1997). The state functions of employment and labour market policy regulation are carried out by two complementary state institutions – the *Lithuanian Labour Exchange* (established in 1991) and the *Lithuanian Labour Market Vocational Training Authority* (established in 1992) (Report on Lithuanian Social Security System 2003, p. 10). They both act as independent institutions under the Ministry of Social Security and Labour, which is the leading Governmental institution, responsible for establishing and maintaining labour policy tools to combat negative unemployment trends. The scheme of the labour market policy institutional net is presented in Appendix (Charter III 2.1). The Lithuanian Labour Exchange and the Lithuanian Labour Market Vocational Training Agency act according yearly renewed labour market policy programmes and goals. In that respect, the post-communist labour market policy formation period in Lithuania can be divided into three periods:

- *1991 – 1996.* The main goals of labour market policy were to create the legislative and institutional basis regulating the labour market, and to guarantee their effective functioning;
- *1997 – 2000.* In implementation of the 1997-2000 Activity Programme of the Government of the Republic of Lithuania in the sphere of employment of the population and the labour market, main attention devoting to decrease differences in unemployment level between the regions of the country and to balance the labour market demand and supply by creating conditions for professional training and re-qualification of the individuals who have lost their jobs;
- *2000 – up to now.* In order to stop the growth of unemployment and implement the objectives and measures of the employment-increasing programme in the country, the greatest attention is focused on the implementation of local employment initiatives, the increase in the effectiveness of labour market policy measures, and the mitigation of the negative consequences of long-term unemployment.

In order to carry out active and passive labour market policy measures there was established the Lithuanian Labour Market Exchange, consisting of National and 46 local labour exchanges (in regions). The Lithuanian Labour Market Exchange has a net of local labour exchange centres, which are set up in the largest residential areas; there are set up more than 100 of them. There are established three specialised labour centres for youth in Vilnius, Klaipėda, and Šiauliai. The Lithuanian Labour Exchange has unified computer system, and applies the latest methods of working with unemployed persons and employers. Four Labour Centres and 13 information-consultation offices have been set up in the largest cities. The study of the data on the labour exchange work results allows to observe the enhancement of the effectiveness of the labour exchange net during last few years: employment possibilities were increased for every third unemployed person in 1997 (Martinkus 1998, p. 57), while in 2001 – for every second unemployed person (Social Report 2001, p. 50).

In order to reduce unemployment and mitigate its consequences, the Lithuanian Labour Exchange carries out active and passive measures of labour market policy.

Unemployment benefit is a **passive labour market measure**, a temporary material assistance to persons who become unemployed. Unemployment benefit is payable on monthly basis but not more than 6 months in a 12-months period. Excluded from the period of entitlement to

unemployment benefit is the period the unemployed individual worked in public works, performed the work financed by the Employment Fund, or is enrolled in a vocational training programme. For individuals close to pensionable age (who are within five years of becoming eligible to receive full old-age pension) the payment of employment benefit is extended for two more months.

Registered unemployed person with 24-month record of state social insurance over the last 3 years has the right to unemployment benefit. The amount of the unemployment benefit depends on the employed person's state social insurance period and reasons for his/her job loss. In order to get the unemployment benefit, the person has to lose job for the reasons beyond his/her control. The minimal unemployment benefit is LTL 135 (in the amount of state supported income) and the maximum benefit amounted to LTL 250 (the amount of two minimum standards of living) – 39 EUR and 32 EUR, respectively. These minimum and maximum unemployment benefit amounts don't change since 1998. That order came into effect in 1996 with the new Law on Support of the Unemployed, which allowed provisions for a new and socially more just system of material support for the unemployed (Social Report 1997, p. 40). Until 1996 there were two types of unemployed people: persons with unemployed status according to provisions laid out by law, i.e. working age individuals without an income for reasons beyond their control, registered with the labour exchange as being willing and able to perform certain jobs corresponding to their professional training and health and had the right to unemployment benefit. The other ones were registered simply as unemployed persons without privilege to claim for unemployment benefit. It was quite confusing and hardly perceptible order, which was withdrawn in the 1996 Law on Support of the Unemployed.

The 1996 Law on Support of the Unemployed defines the conditions for granting the unemployment benefit. Unemployed persons seeking or receiving unemployment benefit is considered to fulfil certain requirements: they must accept a job offer if it corresponds to their professional training and health, a training offer, a public work offer, or the work, financed by the Employment Fund, offer, and they must register regularly with the labour exchange. If these requirements are not met, the unemployment benefit can be withheld, reduced, or cut off.

On 9 January 2002 amendments of the Law on Support of the Unemployed came into effect, which are aimed at improving social security of the unemployed of pre-pensionable age. The opportunity to receive the pre-pensionable unemployment benefit was introduced for individuals within two years of becoming eligible to receive full old-age pension, who find it most difficult to integrate into the labour market and who have the obligatory state social insurance period of not less than 15 years. During the period of paying this benefit active labour market policy measures are not applied to these individuals, and payment of the benefit stops when they find a job.

Recent social data shows the decreasing tendencies of unemployment. The two grand reasons of these processes are stabilisation and growth of the state economy, and increased attention to *active labour market measures* (Martinkus 1998, Gruževskis 2000).

Though the passive and active labour market measures were established in the very beginning of labour market policy reforms in 1990s, the crucial turn from passive measures of labour market policy to active ones, i.e. from the financial support of the unemployed to the increase of their employment, was made in 1998, seeking to mitigate the negative effects of unemployment on the social and economic development of the country. The main task of the active labour market policy measures is to provide the unemployed with temporal employment opportunities, to create opportunity to purchase necessary occupational experience, to help to maintain present qualification, enhance it or develop a new marketable occupation. The final aim is the integration of unemployed individual to the labour market.

The main active measures of the labour market policy, which are provided by the labour market exchange, are considered to be unemployment prevention and matching labour demand and supply, and support of employment. The forms of supported population employment programmes are public works, temporary and works supported by the Employment Fund, setting up one's own business, and creating new jobs to the persons who have additional employment guarantees.

Some part of active labour market policy measures being implemented in Lithuania is aimed at the prevention of long-term and youth unemployment: labour market vocational training, activity of job clubs, financial assistance to employers who employ the unemployed in supported works, etc.

Increasingly young people and long-term unemployed take part in active labour market programmes carried out by The Lithuanian Labour Exchange.

Taking into consideration changes in the structure of the unemployed great attention is devoted to the Support of Employment Programme aimed at helping the unemployed to find temporary or permanent job.

Public works are publicly beneficial works organized by local authorities and employers whose aim is to help individuals who have lost job to earn a living and to mitigate social tension. Priority groups of participants of this programme are the long-term unemployed, as well as the rural unemployed. In 2000 the Public Works Programme was extended, as compared with 1997, more than twofold. In 2000, seeking to individualise the active labour market policy measures, the Public Works Programme established the priority for the unemployed individuals who had no necessary social insurance record to receive the unemployment benefit, in whose families there were small children or two or more unemployed family members, as well as for the unemployed who were within five years of becoming eligible to receive a full old-age pension. Almost half the individuals who participated in the Public Works Programme were rural population, every second participant was a long-term unemployed, about 6 per cent - schoolchildren from socially vulnerable families (Social Report 2000).

It is interesting to notice that the trust in Labour Market Exchange grows among employers too. Their participation in labour exchange programmes is determined not only legal regulations. As there was a lack of funds in municipal budgets, 1.700 employers contributed to carrying out this Public Works Programme at their own expense in 2000, including 220 farmers and 72 agricultural companies. Public works projects support and develop the local social infrastructure, help implement environmental projects, exert an impact on reducing the unemployment level and social tension on the territories of the highest unemployment level. In 11 districts where the unemployment rate exceeded the average of the country by 1,5 times, financing of public works from the Employment Fund that was increased by up to 100 percent provided the possibility to additionally create over 2.000 temporary jobs, to mitigate social tension and to reduce the possible unemployment rate on average from 0,5 to 1,5 per cent in 2000. In 2001, in 17 areas with the highest unemployment levels the Employment Fund financing for individual public works projects was increased by up to 100 per cent, respectively. This programme helped to reduce a possible unemployment level on average by 0,8 percentage point per month in these areas (Social Report 2001, p. 51).

Works Supported by the Employment Fund is the programme aimed at determining a lack of knowledge, acquiring primary working skills, improving them at the work place and establishing oneself in a permanent job. In 2000, the priority of the Programme of Works Supported by the Employment Fund was intended for the individuals who had vocational training: the young unemployed who were starting their working activity (under the age of 25) and long-term unemployed, also rural population. The works supported by the Employment Fund are becoming increasingly popular among the employers. Most often they are organised at the enterprises of trade, public-catering services, and less often at the enterprises of construction, agriculture and forestry. Private small and medium-size enterprises constituted the absolute majority in organising the works supported by the Employment Fund.

One of the ways to create new job places is business development. Support of setting one's own business is an important employment support measure applied to the unemployed seeking self-employment on the basis of individual or collective work. They are provided with financial and organizational assistance to set up their own business. Loans are extended from the Employment Fund in accordance with the procedure established by the Law on Support of the Unemployed.

Priority is given to businesses that meet local demands. Local governments determine priority trends of the development of small business together with territorial labour exchanges. Local governments also have the right to establish privileges to the unemployed setting up their own business with respect to taxes, acquisition of land, premises or other relieves.

The tendency that the number of unemployed desirous of setting up their own business is much less than of those participating in the courses on basics of business is obvious (in 1998 it was 1142:171, in 1999 – 2451:47, respectively).

The situation turned to a positive trend in 2000. By making use of the interest-free credit of the labour exchange or by buying the patent on favourable conditions, 12.400 unemployed individuals set up their own business; in 2001 – 14.400, respectively. During several last years there was observable tendency that every fifth person who set up his/her own business was a rural resident. Young people under 25 years of age, the long-term unemployed, and individuals with additional employment guarantees also actively participate in this programme. The largest part of the unemployed that set up their own business, buy patents on favourable conditions. Commerce, construction and repair works, rendering of everyday services are the most common activities pursued on the basis of the patent.

The number of persons who wanted to make use of the financial assistance still remains small. This is caused by a fact that loan extended to set up one's own business is small (LTL 4.000 (1159 EUR); though the loan increased in LTL 1.000 (345 EUR) comparing to years up to 2000) and the risk is high. These unemployed individuals set up a business of trading, catering and providing everyday services. The loan of LTL 4.000 currently extended to the unemployed to set up their own business is insufficient, fees on registering the loan, which reduce the size of the loan, are high, and the financial condition of the jobseekers is deteriorating (common are cases when the individual's property is evaluated at a lower amount than that of the loan). The degree of risk is increased by fact that a loan has to be paid back within three years. Individuals of the pre-retirement age must pay back a loan before they become eligible to receive full old-age pension.

The Programme on Creating New Jobs is aimed at helping most socially vulnerable people who cannot equally compete on labour market (individuals who have additional employment guarantees provided for in the Law on Support of the Unemployed) to integrate into the labour market. Costs of the creation of new jobs shall be reimbursed to the employers from the Employment Fund in the procedure established in the Law on Support of the Unemployed; besides, local authorities apply tax relieves: tax on land, reduction of income tax and tax on profits of natural persons to the employers who create new jobs and employ socially vulnerable persons. The rates of new job places' creation depended on economic fluctuation up to 2001. Economic difficulties used to make significant influence on employers to their willingness to create new jobs. Accordingly the implementation of partial compensation for expenses of new job creation by the Employment Fund developed the opportunity to employers to create 1.200 jobs for the disabled, women raising children under 14 years of age, the unemployed who are close to pensionable age, persons who have been released from places of imprisonment and so on, in 2001.

IT, media, and telecommunicate technologies are used to provide additional measures to mitigate unemployment and to make information about employment possibilities more accessible to costumers. These measures can be ascribed to the active labour market measures. In co-operation with the Ministry of Social Affairs of the Federal Republic of Germany and the Ministry of Social Security and Labour of the Republic of Lithuania, a modern Computerised Centre for Professional Information, the first of such kind in the Baltic States, was established at Vilnius Labour Exchange. This Centre helps individuals searching for jobs to independently, however, with the help of a computer, find information on the issues of vocational guidance. With the help of computers a person can select the desired methodological material and assess their professional interests based on the results of testing, as well as to decide what profession to choose. It is ensured that an individual looking for a job by means of a computer can not only look through the available vacancies in the country and print out the necessary documents but also receive additional

information about services rendered by the labour exchange and advice on how to behave when looking for a job, as well as to find out information about laws. The self-search information system is created on the basis of modern Internet technologies. Even computer illiterate customers may use the system. The implementation of the system allows filling in the existing job vacancies and placing into jobs people much faster.

In 2000, in extending the provision of information services a new form of providing information to the customers "Labour Market Days" was started to be applied during which information about the labour market was provided to the individuals residing in remote places. The new service "Servicing of Customers by Telephone" helps job seekers to save time. After the information accessibility principle was begun to apply information became accessible and understandable to jobseekers with different level of education.

The Lithuanian Labour Market Vocational Training Authority was established in 1992. It is a state institution to regulate and coordinate labour market under the Lithuanian Ministry of Social Security and Labour. This institution coordinates the actions of 6 regional labour market vocational training agencies and 14 labour market vocational training centres, and 3 joint Lithuanian-foreign training institutions. Vocational training provided by the labour exchange system creates opportunities for jobseekers to acquire training, to change their qualification or to re-qualify. In 2001, the Vocational Training was additionally liberalized: public tenders for educational institutions and enterprises to provide training services were started to organise. 114 institutions, which offered 496 programmes of formal and informal training (including 104 qualification development programmes), participated in these tenders. The range of training programmes being offered expanded. They became more accessible to the unemployed, and opportunities developed to co-ordinate labour demand and supply more flexibly. According research results, conducted by the Labour and Social Research Institute, after having finished vocational training about 45–75 per cent of unemployed people (depending on region economic conditions, profession, age, etc.) within the period of one year become employed every year since the vocational training programmes started to be applied. Researches also show that vocational training provides a significant social and psychological benefit, helps people to restore job pulse, especially after a long-term unemployment (Gruževskis 2000, p. 69).

The Unemployment Prevention Programme is aimed at helping the workers who are threatened with redundancy from work to stay in their job places at the same or another enterprise, by granting them a higher or new qualification than they have, as well as to mitigate the consequences of unemployment by other measures encouraging employment. The largest number of the participants of the programme usually is engaged in the programme of upgrading qualification. In 1999 nearly 1.700 workers who faced redundancy were engaged in active labour market policy programmes; in 1998 there engaged about 1.100 such workers; in 2001 - 5.800, 1.100 of whom were re-employed (Social Report 2001, p. 50). At enterprises where large numbers of workers are dismissed a new service of labour market – a 'mini' labour exchange is commenced to be implemented. That is, specialists of territorial labour exchanges temporarily work in those enterprises and provide consultations to the employees who are given notices.

The unemployment prevention programmes' service is designed not only to the unemployed or workers threatened with redundancy; employers also are clients of that service. About 400 employers make use of this programme every year: some of them apply for it seeking to re-qualify their workers; the others' purpose of application is the need of particularly qualified workers.

Seeking to ensure long-term unemployment prevention and assisting the unemployed in their job seeking efforts, short-term training courses of the duration up to one month are opened in places of residence of such unemployed persons. Such courses seek to provide the knowledge to unemployed about the situation that they are in and how to behave in such situation. The courses also introduce certain professions, which they could choose or would be willing to deepen the knowledge they already have. The Ministry of Social Security and Labour developed *The Procedure for the organization and implementation of measures for updating of professional*

knowledge and practical skills of long-term unemployed (MSSL 2002-09-26 Resolution Nr. 115). The purpose of such measures is to assist the long-term unemployed in their efforts to renew their professional capacities, work skills and encourage them to acquire a profession in demand in the labour market. The short-term study programmes are drafted to introduce 27 most popular professions in labour market. Such programmes enable the long-term unemployed to refresh their knowledge of the profession they had acquired, assess their possibilities, and further obtain employment, or provide knowledge about a new profession and the possibilities to acquire such profession. Vocational training specialists and psychologists conduct classes with small groups of the unemployed, seeking to find solutions for the unemployment issues acceptable to the jobseekers. In 2002, 1.500 long-term unemployed with a record of unemployment not exceeding one year, participated in such programmes. They were offered 13 study programmes and 14 programmes for renewal of professional knowledge and practical skills (Social Report 2001, p. 13). Before adopting *the Procedure for the Organization and Implementation of Measures for Updating of Professional Knowledge and Practical Skills of Long-Term Unemployed*, in carrying out the joint project of the Ministry of Social Security and Labour of Lithuania and the ministry of Labour of Denmark, a mini-labour exchange was opened at the Ignalina Nuclear Power Plant and the provided with a computerised programme in Lithuanian, Russian, and English to assess the professional needs of the workers and their labour market opportunities, in the end of 2001 (Social Report 2001, p. 47). The implementation of this project is a part of Scenario prepared in mitigating social consequences of structural changes, measures related to decommissioning of Block 1 of the Ignalina Nuclear Power Plant by 2005 due to admission to EU requirements.

The activity of job clubs is aimed at teaching the unemployed job seeking methods, to encourage their activity in labour market, as well as their motives to look for alternative ways of solving the employment issues. Specific tasks and ways of their realisation are established for each participant in that programme. Job clubs successfully perform the function of clarifying and maintaining motivation of the unemployed. Participating in programmes of job clubs are mainly long-term unemployed who are prepared for the labour market, however, who are very passive in terms of seeking for employment, young people with no professional preparation or having the profession that is not in demand, individuals who have a break in their employment of more than 5 years and rural population. Every sixth unemployed registered with the labour market participated in the activity of job clubs in 2001 (in 1999 – every seventh, in 1998 – every eighth).

The Employment Fund, which is a part of Lithuanian Social Insurance Fund (SODRA) Budget, finances labour market policy programmes. Though active labour market measures are more effective mitigating unemployment and other related social problems, there is paid scarce attention on them. Some Lithuanian scientists criticize the financing pattern, applied to provide to sponsor labour market measures, being too rigid, dependent on centralized decision-making. Though there is provided the order of the SODRA Budget formation and necessary decision-making partners from Tripartite Co-operation (trade unions and employers' organizations), they usually get information about made SODRA Budget *post factum*, i.e. when it is settled. It is very presumptive that for the purpose of implementing the measures of the Lithuanian Programme for Increasing Employment for 2001-2004 the Committee of the Strategic Planning of the Government of the Republic of Lithuania considered the concept of the *Law on the Unemployment Insurance*. In the field of the implementation of the labour market policy measures it was proposed to modify the currently effective funding model for the active labour market policy by transferring the funding of such measures from the Social Insurance Fund budget to the State budget. Funding of the active labour market policy measures from the State budget was proposed to implement it gradually, - within the period from 2004 to 2008.

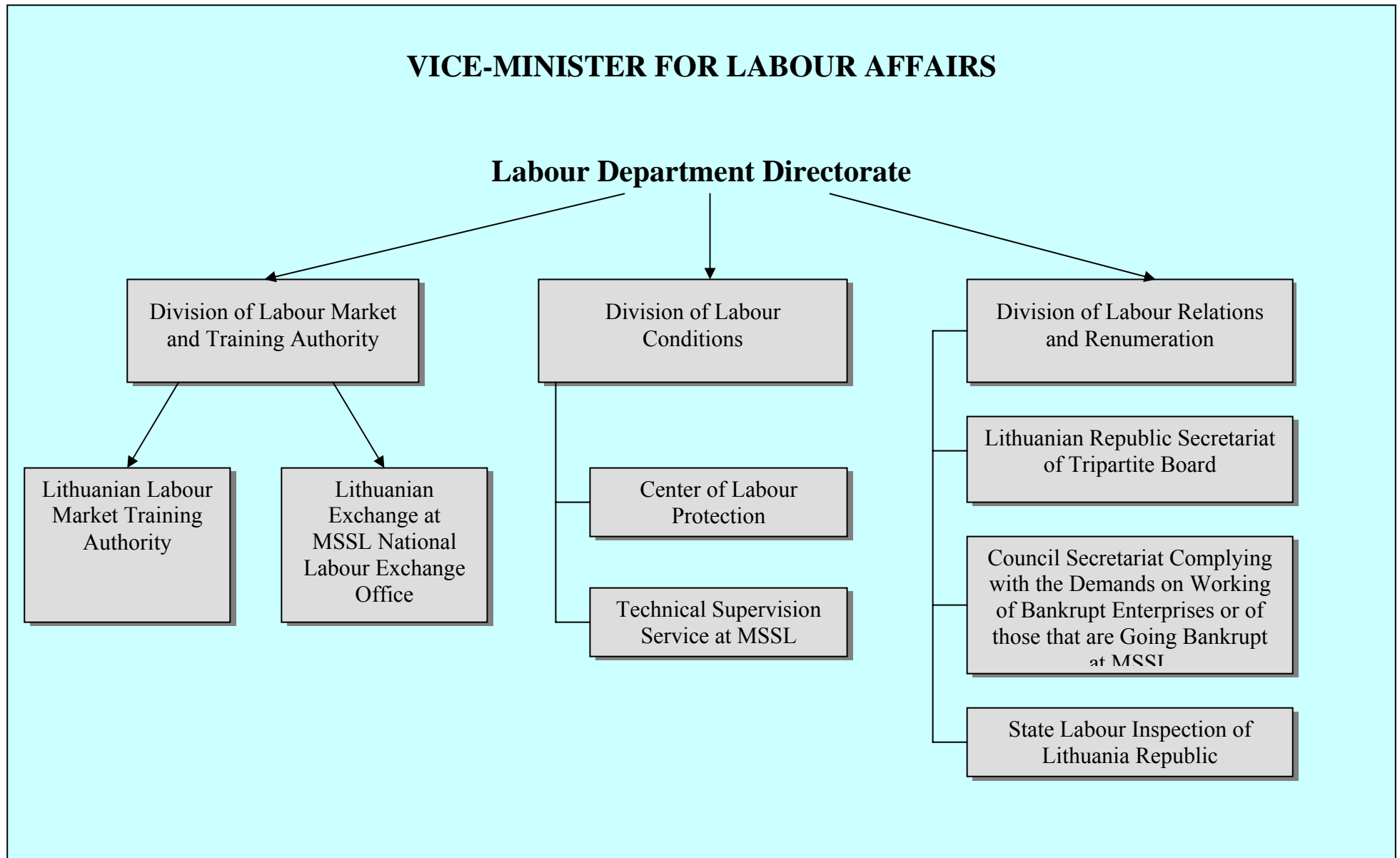
The regulation of relations between employers and employees took on a new quality with the restoration of Independence and transition to a market economy. During the first years of Independence it become even customary for a fair number of employers breached law and other requirements, did not safeguard job security, and provided no guarantees for hired workers. For

these reasons, Tripartite Councils and employers' unions and organisations began to be established in various enterprises, and professional unions started to become more active. The 1990 Law on Employment (now the 1996 Law on Support of the Unemployed) legalised the principles of social partnership and discussed the relations of Tripartite Councils within the sphere of labour market policy. In 1991, a Tripartite Commission was established with the National Labour Exchange; tripartite commissions were also established with regional labour exchanges. In August 1994, a Lithuanian Commission on Safety at Work was formed on a tripartite partnership principle (with 5 representatives each for employees, employers, and the executive authorities) in order to coordinate the interests of employees, employers, and the state, and to regulate relations regarding questions of job safety. Keeping in mind that structures established on the principles of social partnership have been founded both in the state social insurance system (the State Social Insurance Fund Board) and in the Lithuanian Labour Market Training Authority, it could be said that Lithuania already has a system of Tripartite Commissions. In an effort to more effectively co-ordinate party interests in resolving social, economic, and labour problems, and to improve social harmony, the Lithuanian Government, trade unions, and employer organisations signed an agreement on tripartite partnerships on May 5, 1995. The Lithuanian Tripartite Council was formed on the basis of this agreement.

Regardless the existence of legal and institutional basis for tripartite co-operation, the social dialogue heavily develops. According Gruževskis (2000), the social partnership is established and maintained 'from above' in Lithuania. Institutional system development was based on legal regulations. The main reason for such order is very low activity of employees both in enterprises and regions (p. 63). Thus social partnership in Lithuania is slightly different comparing to the one, existing in the Western Europe.

In 1996-1998, the Labour and Social Research Institute organised a research interviewing respondents working in regional tripartite commissions and labour exchanges. After the analysis of a collected data, the research organisers' one of the made conclusions was: though the state intervention in labour relations really decreased, the status of employees changed marginally in relations with the employers; dominating state role was rearranged to dominating employers role (Gruževskis 2000, p. 64).

Labour Market Policy Institutional Net at the Ministry of Social Security and Labour of the Republic of Lithuania.



Annexes

Table I 1.1. Poverty level in different socio-economic groups, 1997-2000 (%).

Year	Total	Business-men	Employees	Pensioners	Farmers	The unemployed
1997	16,6	7,7	12,8	22,1	30,2	39,6
1998	16,0	5,7	12,1	20,9	32,3	40,8
1999	15,8	7,5	11,5	19,1	39,9	40,4
2000	16,0				35,3	41,1

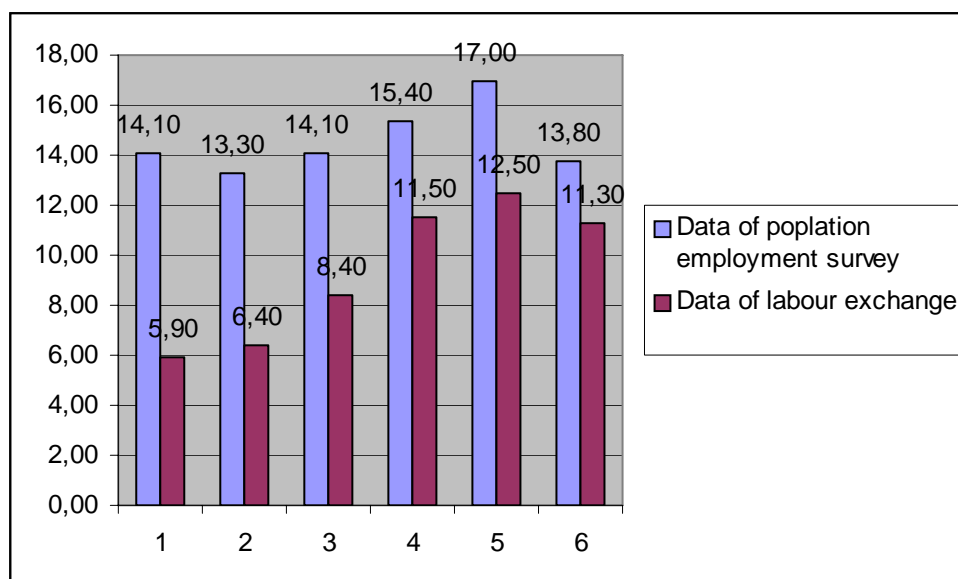
Sources: Poverty Monitoring Committee. Lithuanian Poverty Reduction Strategy.-Vilnius, 2000; Poverty Monitoring Committee. The 2001 Report on Poverty Conditions in Lithuania.-Vilnius 2001.

Table I 1.4. The unemployed registered with labour exchange according educational level (in the end of the year, %)

Educational level	1992	1993	1995	1997	1999	2000
Total	100,0	100,0	100,0	100,0	100,0	100,0
Higher school graduates	12,0	8,0	6,7	6,9	4,6	4,5
Aukštesnysis ir spec. vidurinis	18,0	18,0	19,0	17,8	16,2	16,1
Professionally trained	48,0	48,4	47,9	37,7	45,1	45,7
Non-qualified	22,0	25,6	26,4	37,5	34,1	33,7

Source: United Nations Human Development. National Report-Lithuania 2002-2003.-Vilnius, p. 56.

Chart II 4. Unemployment level in 1997-2021 (in percent).



Sources: Population Employment Survey data, Department of Statistics of the Government of the Republic of Lithuania, and Lithuanian Labour Exchange Data, 1997-2003.

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