

Poland's National Action Plan

INSTITUTE OF
PUBLIC AFFAIRS



Promoting collective bargaining
after the 2025 reform

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A very low starting point

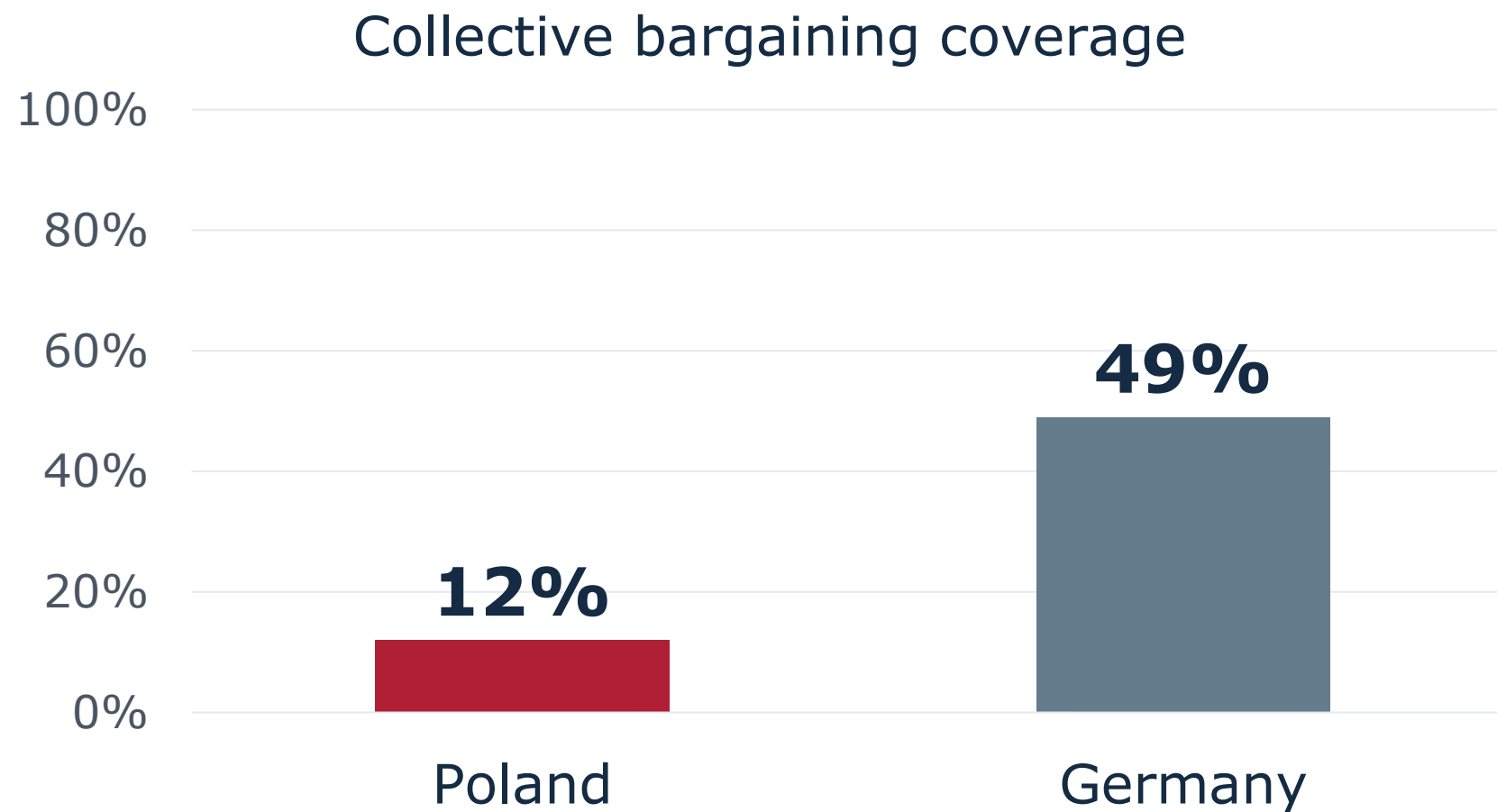


Chart: 2024 or latest available year, as reported by Müller

Sources: OECD-AIAS ICTWSS Database, Polish NAP (2025), pp. 4–5.

11.6–17%

Range reported in the NAP,
depending on the data source

80%

Below this EU threshold,
an action plan is required

The 2025 reform package

5 November 2025	Parliament adopts a dedicated Act on collective agreements
13 December 2025	The new Act enters into force
31 December 2025	The ministry adopts a framework NAP after consultation

14 tasks, with deadlines extending to 2030

The Social Dialogue Council (RDS) and social partners help develop and review the plan

What the new Act on Collective Labour Agreements and Collective Accords changes

Broader personal scope

Paid work beyond employment contracts (non-standard workers): self-employed, civil contracts

Simpler recording

Electronic notification through the KEUZP register

More scope for negotiation

Open-ended catalogue of bargaining topics, including psychosocial risks, work–life balance and age management.

Practical support

Mediation and easier extension to additional employers

NAP for Poland – 14 tasks

- **Implementation of the Act on Collective Labour Agreements and Collective Accords**, including the KEUZP
- **Information and promotional meetings**
- **Incentives for employers and social partners**
- **Training for social partners**
- **Review of legislation**
- **Analysis of the possibility of introducing regular collective bargaining**, drawing on the former statutory system for negotiating wage increases
- **Institutional strengthening of collective bargaining**, including local social dialogue centres providing advisory services

NAP for Poland – 14 tasks

- **Strengthening the Social Dialogue Council's involvement in collective bargaining**, including negotiation of a sectoral collective agreement within the RDS
- **Development of model collective agreements**
- **Implementation of educational programmes**
- **Development and dissemination of a code of good practice** by social partners, providing recommendations for use in enterprises and workplaces
- **Preparation of a collective bargaining handbook**
- **Identification of possible sources of funding for activities promoting collective bargaining**
- **Assessment of progress in implementing the National Action Plan**

Incentives remain to be designed

Options in the NAP

Preferential access to public procurement

Tax benefits and access to training funds

Grants and legal or economic advice

Indicator: number of incentives

No specific incentive for sectoral agreements

2030

Deadline for
the incentive system

The proposed route to sectoral bargaining

1	RDS (Social Dialogue Council) identifies a sector with representative partners
2	Social partners prepare a sectoral agreement
3	A company may test the agreement for one year
4	Recommendations consider wider participation or ministerial extension

Deadline: 2030

The plan sets no minimum sectoral coverage outcome

Sources: Polish NAP (2025), pp. 19–20.

Capacity building and finance

€70.9m

Wider ESF+ allocation for
social-partner capacity
and social dialogue

€50.5m national programme
€20.4m regional programmes

**Training and expert advice
are central tools**

Dedicated bargaining support
would require changes to the
national ESF+ programme (FERS)

**The NAP does not allocate
a costed budget to each task**

The plan's timetable

Deadline	Main planned actions
End of 2026	Information events, institutional support, funding review and analysis of regular bargaining
End of 2027	Training, legal review and model agreements
2028	Code of good practice, preceded by a bargaining handbook
2030	Incentives, education and a sectoral bargaining pilot

Act and KEUZP implementation: within two years of entry into force

Review of the plan: annually

Source: Polish NAP (2025), Tasks 1–14, especially pp. 28–31.

Private services expose the plan's limits

2 million

Workers in trade

1.9%

Union density in trade

**The assessment finds no
dedicated response to:**

Digital access for unions

Representation barriers
in small workplaces

Franchising and
subcontracting chains

Precarity and staff turnover

Overall assessment

Important foundations

A dedicated legal framework

Broader scope and
simpler procedures

Annual review involving
social partners

Uncertain effect on coverage

A cautious route to
sectoral expansion

Incentives and finance
require further decisions

Major barriers in low coverage sectors
(like services) remain unaddressed

**Results depend on sustained public support
and employers' willingness to bargain**

Two priorities for the next phase

1 Operational sectoral bargaining

Support real agreements between representative partners,
with a clear route to wider coverage

2 Public support linked to measurable progress

Specify incentives and finance, then track
the workers newly covered by agreements

Poland's challenge is to build bargaining across fragmented sectors