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KING

Knowledge for INtegration Governance

Warsaw: Evolution of Integration Governance

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KING - Knowledge for INtegration Governance

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The KING project's objective is to elaborate a report on the **state of play** of migrant integration in Europe through an interdisciplinary approach and to provide decision- and policy-makers with **evidence-based recommendations** on the design of migrant integration-related policies and on the way they should be articulated between different policy-making levels of governance.

Migrant integration is a truly multi-faceted process. The contribution of the insights offered by different disciplines is thus essential in order better to grasp the various aspects of the presence of migrants in European societies. This is why **multidisciplinarity** is at the core of the KING research project, whose Advisory Board comprises experts of seven different disciplines:

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The present paper belongs to the series of contributions produced by the researchers of the “Social Science” team directed by Rinus Penninx.

The project is coordinated by the **ISMU Foundation**.

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Warsaw: Evolution of Integration Governance

1. POLAND: IMMIGRATION AND INTEGRATION GOVERNANCE

For more than a century the history of migration in Poland has been characterised by emigration. Poland has been one of the largest sending country among Central-Eastern European states. Polish citizens emigrated to many Western European countries and to North America, Canada and Australia.

Since the fall of communism in 1989 Poland has started to receive first migrants coming mainly from Eastern neighbouring countries. As a result of its geographical location between the East and the West, Poland started to serve as a transit country, however, the research shows that Poland appears to be transforming itself into a destination country. This is predominantly due to the fact that in the recent years Poland has been experiencing rapid economic growth, firstly through foreign direct investments and lately through the European funds. The post-accession migration of Poles to other member states of the EU has caused the biggest emigration wave in Poland's post-war history (Okólski, Grabowska-Lusińska 2008, Fihel, Kaczmarczyk, Okólski 2007). The outflow of labour has caused some shortages on the labour market and created a demand for foreign workers (Anacka 2008, Grabowska-Lusińska, Żylicz 2008).

It is difficult to quantify Poland's foreign population as there are inaccuracies in the official statistics. The population census is one of the sources. It estimates the number of foreigners living in Poland at 49.221 people. It corresponds to merely 0, 1 % of the total population.

According to Duszczyk and Góra (2012:4) "exact figures regarding the number citizens of the other states coming to Poland to settle/work are unknown. The present volume of official long-term immigration can be estimated at approximately 25.000-40.000 persons annually, including approximately 20.000 citizens of other European Union states. The labour migration to Poland can be characterized as temporary migration and circular migration". Various statistical data estimating the number of third-country nationals suggest that the most numerous groups coming from Poland's Eastern European neighbours and Asia: Ukraine, Belarus, Vietnam, Armenia, Russia, China and Moldova. From 2004 to 2009, Ukrainians consistently received the most temporary residence permits and the most settlement permits. The number of Chinese citizens receiving temporary residence permits has grown in just the past few years, making them the fourth-largest group — and surpassing Russians and Armenians — in this category in 2009. One of the important groups of immigrants living in Poland are Vietnamese. It is important to emphasize the fact that the settlement of Vietnamese in Poland (same as in other CEE countries, such as Czech Republic) dates back to the 1970s, when Poland and Vietnam signed the students and workers exchange programmes. These historical ties have influenced the inflow of this group after transformation.

Following Poland's accession to the European Union there has been permanent growth in numbers of granted work permits for foreigners in Poland (see table 1). A few years ago Poland started cooperation with partners (third countries) in order to facilitate the economic migration. In September 2013 Poland signed a bilateral social security agreement with Moldova. Also due to Armenia's joining the EU Partnership for Mobility, the Polish Ministry of Labour and Social Policy decided to provide Armenian nationals with

simplified procedures for work in Poland as already had been the case for citizens of Russia, Ukraine, Belarus, Georgia and Moldova.

Table 1 - Number of work permits for foreigners in Poland 2004-2011.

Year	Number of permits	Main country of origin
2004	789	Ukraine
2005	847	Belarus
2006	1309	Belarus
2007	2645	Ukraine
2008	3711	Ukraine
2009	3070	Belarus
2010	3566	Ukraine
2011	3277	China

Source: Ministry of Labour and Social Policy 2012

Data provided by The Office for Foreigners and Ministry of the Interior suggest that the immigration to Poland is likely to grow but in a rather slow manner. At the end of 2010 nearly 100.000 foreign nationals had valid residence cards. The majority came to Poland for economic purposes. It is important to stress that among other European member states Poland still has one of the lowest percentages of immigrants.

Table 2 - First residence permits: Top five third-country nationals (2011-2013)

2011	2012	2013
Ukraine	Ukraine	Ukraine
Belarus	Belarus	Belarus
Russia	Moldova	Moldova
Moldova	Turkey	Turkey
Turkey	Russia	Russia

Source: European Commission, Country Factsheet: Poland 2013, European Migration Network.

After the transformation, immigration and integration policy has never got a political attention in Poland. For many years the debate about migration and integration policy has been limited to a narrow group of experts and representatives of public institutions. In the run-up to the EU membership Polish migration policy was influenced by the adoption to European law and regulations. The responsibility for migration and integration policies has been in the recent years dispersed over diverse public institutions (mainly between the Ministry of Interior and the Ministry of Labour and Social Policy). According to Lesińska (2010) this institutional setting is recognised as quite complicated. According to Pawlak (2014): “in the recent years, we can observe a turn to more goal-oriented and strategy driven policy making in Poland. This is surely connected with the Europeanization of the Polish administration, which since EU accession, has tried to shape its actions according to strategic documents.” A good example of this kind of acting might be the strategic document in the area of migration. In 2012 Polish government finally adopted a strategic document “Polish migration policy- current situation and postulated actions”. This is meant to be the starting point for further development of migration policy. In 2013 the Ministry of Labour and Social Policy took actions aiming to strengthen the integration of third country nationals in Poland. So far, Poland’s

integration policy has applied to refugees only and since 2007 to foreigners who hold statutory temporary suspensions of deportation (Duszczuk 2012). Economic migrants have not been entitled to any form of integration programmes. It has been changed with the access to the European Integration Fund which had been founded to finance integration programmes for third country nationals in 2007. According to the latest plans of the ministry the integration policy should aim to improve language competence of migrants as well as actions related to access to social security, health-care services and accommodation. The aims of the policies are mostly based on the experiences from programmes financed from EFI. The significance of the EFI for the institutionalization of immigration and integration policy in Poland will be analysed later in this text.

2. WARSAW: IMMIGRATION AND INTEGRATION GOVERNANCE

Warsaw and the Mazowieckie Region constitute the main immigration centre in Poland. The capital city and metropolitan region represent the highest level of economic growth and the lowest unemployment, there is a demand for foreign labour force mainly in domestic service, construction and agriculture. The largest group are Ukrainians, however, the composition of migrant population is extremely diverse, encompassing migrants from Eastern neighbouring countries, Asia, Africa as well as representatives of developed countries. While talking about predominant forms of migration, circular migration seems to be the main category. Similarly to national level information, the statistical data about the number of migrants living in Warsaw are not exact. It is estimated that each year at least 100.000 Ukrainians work in Poland but the actual number might be much higher, knowing that not all of them are working legally (many are not registered in domestic sector). There is a noticeable growth in the number of declarations of intent made by Polish employers to employ Ukrainian nationals which might increase in the coming months because of the unstable economic and political situation in Ukraine (Toruńczyk-Ruiz 2014, Bieniecki, Pawlak 2009).

According to the Office of Foreigners there is a constant growth in the population of foreigners living in Warsaw. 8 043 foreigners obtained temporary residence permits in 2007 in Masovian Voivodship, yet the number of persons holding valid residence cards as at 31 December 2012 issued in Masovian Voivodship was 42.5332. It may also be noticed in the statistics concerning work permits : in 2008 out of 18.022 permits granted nationwide 7.760 were issued in Masovia, yet out of 39.144 permits issued in 2012 –24.2843 were granted in Masovia (Urząd ds Cudzoziemców 2013).

Moreover, the official statistics do not include the amount of irregular migrants in the city of Warsaw. Taking into account that the short-term migration is predominantly the form of migration and domestic service one of the main forms of employment, it is clear that the high numbers of immigrants living in Warsaw are not visible in the statistics.

In terms of special distribution, residential patterns are related to the type of work they performed. Many migrants working in households usually live with their employers. Migrants are likely to share their accommodations in order to reduce the cost of living. According to Piekut (2012), migrants living in bigger groups, rent flats or houses from the private sector. It is important to add that the integration policy in Poland is at an early stage of development and institutionalization and integration, thus support in access to housing for immigrants has not been developed. Due to the specific character of social housing policy in Polish cities and a rather low number of immigrants, immigrant neighbourhoods reminding those in Western European cities have not been observed.

Similarly to the situation on the labour market, in search for accommodation migrants have to rely on their

social network. According to Toruńczyk-Ruiz (2014) research on Ukrainian migrants in Warsaw, this group was dispersed across the metropolitan area. But there are no exact data about circular migration, which is the main category among migrants living in Warsaw.

There is a trend of growing heterogeneity in the migrant society, which forces the integration governance to become more complex. Thus, these trends bring new challenges for the stakeholders on national and local levels of integration governance.

3. INTEGRATION GOVERNANCE IN EVOLUTION

There is no a national migration and integration policy formulated in Poland. After transformation Poland's migrant integration policy has focused only on refugees and asylum seekers. The development of potential integration policy has been strengthened by the Poland's accession to the European Union but not due to any inflow of migrants but owing to the access to European Integration Fund for Third Country Nationals and Europeanization of this area of public policy. EIF as a source of funding for integration programs has influenced not only practical actions in the field but partly also the research and debate about integration issues. EIF has not been a source of finance only, but also a source of new forms of governance promoted by EU institutions, such as: good practise, evaluations, exchange of knowledge between various actors from different levels in member states and from the EU level, international cooperation (community action component). The institutionalization of integration policy was initiated in the Department of Migration Policy in the Ministry of Interior and in the Ministry of Labour and Social Policy, both responsible for migration-related areas in Poland. The Inter-ministerial Team on Migration has proposed the strategic document on "Polish migration policy- current situation and postulated actions" which was passed by the Council of Ministers in 2012. This document was meant to be a starting point for further legal changes and development of immigration and integration policy in Poland. For the development of potential integration policy its chapter 4 on integration of foreigners (one of ten chapters) was most important. According to Pawlak: "external actors, such as non-governmental organizations and also researchers were calling for an explicit statement on Polish migration policy (Lesińska et al. 2010:201-209), were marginalized during the production of the document. A few scholars from the Centre of Migration Research were invited as advisors but they were not specialists in integration issues (rather more experienced in economic processes of labour migration) and they did not have any influence on the integration chapter." According to the research, the institutionalisation of immigration and integration policy has been strongly influenced by the access to EU and the availability of EU funds. There has been an external evaluation of EFI in Poland with the recommendations for further integration policies, but it has not been included in/ incorporated in the aims of integration policies adopted by the Ministry of Labour and Social Policy in 2014.

Unlike the national level, local integration governance has been taking off only recently. Warsaw has been playing the main role as regards implementation of integration programmes financed from EIF. The local integration governance lacks institutional platforms and depends on the top-down policy-making driven by the central governance. There is an absence of conceptualized approach, strategic documents and the formulated goals for integration policy. Warsaw's integration governance has been characteristic of a weak institutional consolidation, lack of political-bureaucratic body, and a weak position of migrant organizations which would have a full legitimacy to represent the organized interest of particular migrants groups. These institutional features have differentiated Warsaw from the integration models that could be found in the developed municipal models in Western Europe. However there are many similarities to the development of integration policy in Prague (Matusz-Protasiewicz 2014). Similarly to Prague, the Warsaw model requires a strong position of NGOs working in the area of migration. The NGOs substitute the role of

public institutions in managing the access to public goods, management of integration projects. The transfer of knowledge and good practices is stimulated by NGO's through personal contacts abroad. There is a lack of institutional and long-term cooperation between NGO's, mainly because there is a competition between them in access to funding. Integration programmes are funded through a short-term budgeting, and there is a challenge to extend the same project. The evaluation of EIF programmes showed that there were some exceptions in language programmes.

As it was mentioned before, in terms of institutions, there is no local public institution which would be in charge of Warsaw's integration programmes, as it is the case in Western European municipalities with the integration departments. The integration policy has not been explicitly formulated in Warsaw and issues related to integration of migrants have not been recognized as priorities in the Warsaw development strategy. However, there are some references to multiculturalism and the positive role of immigrants for the development of the city in Warsaw in diverse strategic documents from different areas, such as education or economic developments. One of the first documents where migration issues were addressed was the "Community Development of the city of Warsaw 2009-2020 (Społeczna Strategia Warszawy - Strategia Rozwiązywania Problemów Społecznych na lata 2009-2020)" adopted in December 2008¹. In this document the inflow of migrants has been formulated as a positive challenge, diversity as a source of development and attractiveness of the city, and the import of social capital for the city.

Due to the first steps in incorporating migration-related issues to the public debate on the local level, NGOs can obtain the funding for projects in the field of migration, integration and multiculturalism within open grant competitions. These are announced by the Warsaw Municipal Office and Department of Culture and Education.

The majority of NGOs dealing with migration issues have their headquarters in Warsaw, firstly because it is a capital city, and secondly because it is the main destination area for migrants in Poland. Thus, Warsaw-based NGOs have played an important role in the development of integration programmes, primarily for refugees and lately for third-country nationals. These activities together with the Europeanization in the migration area have influenced the developments on a national and local level. The NGOs have performed multiple tasks. Firstly they have been helping migrants through social/legal counselling and by organizing language courses. Secondly, together with some, still quite weak migrant organizations they have done lobbying for migrants' interests and expressed their needs. The main NGOs in the migration area have been active in any kind of a public debate discussing migration related issues. Finally, there have been contact points for migrants and functioned as the intermediary structure between individual migrants and public institutions.

From the evolution of integration policy perspective, the NGOs' experiences in solving everyday problems, have been crucial for building the broader picture of this area in Poland. As it was mentioned already some NGOs have been active in policy counselling and debating about the governance in this area.

As for Warsaw, on the initiative of non-governmental organisations the Social Dialogue Committee for Foreigners was established in 2012 at Warsaw Municipal Office. About 30 NGOs declared their participation in the Committee. The Social Dialogue Committee for Foreigners points to areas, which should be taken into consideration within financial cooperation of the Municipal Office with non-governmental organisations². It also consults legal acts and documents (issued by both the Municipal Office and central authorities). This kind of cooperation platform has been the first local initiative in

¹ Społeczna Strategia Warszawy Strategia Rozwiązywania Problemów Społecznych na lata 2009-2020, https://www.um.warszawa.pl/sites/default/files/Spoleczna_Strategia_Warszawy_-_Strategia_Rozwiazywania_Problemow_Spolecznych_na_lata_2009_-_2020.pdf

² <http://ngo.um.warszawa.pl/komisje/komisja-dialogu-spo-ecznego-ds-cudzoziemc-w>

Poland, but of course one of the popular way of intergroup dialogue existing in many Western European municipalities (Matusz-Protasiewicz 2014).

Based on the decision of the President of the city of Warsaw dated 11th January 2013 the Group for coordination of activities for foreigners, national and ethnic minorities was established in order to coordinate the cooperation between different departments within the structure of the municipality, working on multicultural and multi-ethnic education, access of foreign children to equal rights and treatment in the public school system, strengthening of the interethnic dialogue and preventing discrimination. Both bodies were involved in discussing integration-related issues on the local level, strengthening the cooperation between diverse municipal departments and other local public institutions and NGOs but were involved in public debate and consultations of strategic documents and solutions from the national level. A good example of this involvement is The Common Statement of the Social Dialogue Committee for Foreigners and the Group for Coordination of Actions towards Foreigners, Ethnic and National Minorities on the governmental document "Polish integration policy- assumptions and guidelines". In this statement the goals of integration policy from the national level were confronted with the experiences from the local level.

3.1 Integration centre and policy platforms

As has already been mentioned, the development of integration policy of immigrants in the city of Warsaw is characterised by dispersed projects run by NGOs, which replaced public institutions in assisting migrants in gaining access to public goods. The intensification of realized projects is strongly connected to the access to EIF. The implementation of diverse projects has given NGOs the chance to learn and gain the experiences in the field. But this variety of actions has stimulated the public discourse and the attempts to institutionalize this new public policy.

In many Western European cities with more extensive experience in integration policies, platforms are created to promote a dialogue between different minority groups living in the city.

These kinds of platforms try to channel opinions, needs and demands of immigrant groups to local policies and policy makers. These are initiated by the city councils themselves or by immigration communities. The platforms should help immigrant groups to cooperate in expressing their interest and developing common projects which might strengthen the integration process and prevent the parallel division in the society.

If we take into consideration territorial distribution of migrants in Poland, Warsaw and Mazowieckie Region constitute the main destination. No wonder that the main and most influential NGOs working in this area are based in Warsaw. The analysis of integration programmes financed from EIF (to be presented later in this report) will show that the majority of actions has been taken in Warsaw.

The first attempts to create an institutional body in the field of migration has started a few years ago. The idea to establish the Warsaw Multicultural Centre was an initiative of municipal authorities and NGOs including representatives of migrant organizations³. The Centre was intended to be a meeting place for immigrants living in Warsaw, space for realization of diverse projects and information point for newcomers. During the concept works in which different departments of Warsaw Municipal Office were engaged, the centre was constituted as platform for all stakeholders involved in integration governance in Warsaw. The Municipal Office provided a place for the Centre's office as well as financial support for its

³ <http://www.info-migrator.pl/warto-poczyta%C4%87/701-centrum-wielokulturowe-w-warszawie/548-idea-i-historia-warszawskiego-centrum-wielokulturowego>

operation. An exchange of information among these stakeholders should synchronize their activities in favour of more coherent, efficient and long-term policy.

Table 3 - Main areas of the Centre's operation

- | |
|---|
| <ul style="list-style-type: none">• Information – addressed to both foreigners looking for information on self-governmental and non-governmental programs targeting them, operation of offices, or a cultural offer, and to Warsaw's inhabitants and tourists who want to find information on multicultural nature of the capital city.• Activation –activation of foreigners so that they could operate in Warsaw and support for immigrant communities in realization of their own projects and in their integration activities. środowisk imigranckich w realizacji własnych projektów oraz w działaniach integracyjnych.• Education –support for educational activities concerning multiculturalism, integration, education in multicultural environment, learning/teaching Polish, and education on multicultural legacy and contemporary nature of Warsaw.• Culture – is primarily supporting cultural activities carried out by representatives of different environments of foreigners, support for international cultural projects and interactive exhibition on Warsaw's multicultural legacy.• Research – The main challenge for this area is implementation of regular and comprehensive research on migrations in Warsaw. |
|---|

Source: www.info.migrator.pl

Not many areas of integration are covered by the activities of local authorities in Warsaw. . As mentioned before, no comprehensive integration policy has been formulated and the new Multicultural Centre may become the starting point for the process of institutionalization and formulation of such long-term policy. It should be mentioned, however, that apart from awarding grants to NGOs for activities in the area of integration, Warsaw authorities carry out their activities in the field of education addressed to immigrant children. For many years the Department of Education, Warsaw Municipal Office, has been carrying out actions which allow increasing opportunities of migrant children with regard to an equal access to education. The most important actions are as follows: publications for teachers working with migrant children, or financial cooperation with NGOs working for foreign students.

3.2 Non – governmental sector as an engine of integration governance

As it was previously mentioned, the immigration and integration policy has never aroused interest of policy makers, has never been high on the political agenda of any political party. The responsibility for migration and integration policies was dispersed over different public institutions and the complex and efficient policies in this area have never been formulated and implemented. The Europeanization of Polish legal and institutional system was perceived as an act of modernisation and development. According to Pawlak (2015): “in recent years, we can observe a turn to more goal-oriented and strategy-driven policymaking in Poland.” The result of this process and the growing experiences in migration resulted in the strategic document “Polish Migration Policy- current situation and postulated actions” adopted in 2013. This might be the starting point for institutionalization of immigration and integration policy. In the area of integration the proposed goal and area of action have been based on the experiences of the realized integration projects. The majority of integration projects was realized by NGOs.

For the last two decades the non-governmental sector has been gradually growing up in organizations of

various sizes, policy specializations and territorial scope of activity. The majority of NGOs started their experiences by working with refugees and other groups of people in need of social services. To some NGOs working with migrants started to be an additional activity. The growing interest in integration programmes for migrants has been activated by the access to European Integration Fund which started to work in Poland in 2008. This source of funding was crucial for the development of NGOs working in the area of migration and for establishment of professional skill-formation, field work experiences and relations with migrant groups. The development of diverse projects and their implementation have been a good laboratory for testing different ideas. Moreover, the NGOs have been active in development of practical integration programmes as well as small-scale research projects exploring the situation of migrants and their needs. They were acting both on the local and national level. European Integration Fund was for the NGOs a source for the establishment of international contacts through international projects and policy networks. This kind of experiences has influenced the transmission of good practices from abroad. At the same time the non-governmental sector functioned as an expertise hub for public administration in advising on the legal rights of migrants in access to public goods.

3.3 Insufficient and competitive funding

The lack of institutional coordination in the local integration governance and insufficient funding of projects from the local budget has resulted in unstable and rather short-term, dispersed initiatives. The Municipality of Warsaw has been steadily awarding grants for selected projects, e.g. in education. Nonetheless, the funding of integration governance has been predominantly financed through the provision of financial resources facilitated by the EU funds and budgets of national ministries, especially the Ministry of Interior and Ministry of Labour and Social Policy. Although the majority of Warsaw-based NGOs targeted their activities at migrants living in the city and in the region, their funding structure has been dependent on the external resources and not on the local ones. This financial structure has been influential on the subject matter of the project that was adjusted first to the objectives and guidelines of EU funds, and not necessarily to the local needs. . The funding is provided on one- to three -year periods only. Thus, such an unpredictable budget destabilizes the management of NGOs themselves and can force them to reduce provided services and involvement in projects once they fail in winning the competition over grants provided in a particular year. This kind of financing promotes competition rather than cooperation among NGOs. Instead of creating common projects and consortia, NGOs compete over the resources provided by the EU funds on individual basis. From the institutionalization of local integration policy perspective, this external financing of projects carried out locally, results in their dispersion, a lack of influence of these local authorities on these projects and failure to translate them into long-term goals. The lack of coordination of the projects running in Warsaw, lack of evaluation of those projects does not enable to translation of their experiences into the created bases of local policy and using good practices.

4. INTEGRATION PROJECTS AS A RESPONSE TO NO INTEGRATION POLICY

The integration of immigrants in the city of Warsaw cannot be compared with integration models in Western European cities, because this public policy is just being in the process of evolution. Warsaw integration governance might be perceived as an uncoordinated variety of short-term funding projects which are not developed into strategic policy. The first attempts to create a common platform for the dialogue between municipal authorities, NGOs and migrant organizations (Warsaw Multicultural Centre) might strengthen the development of local integration policy in the future. However, there has not been a

politically expressed demand for local integration policy, so far, because the growing number of migrants in the city is still considered a relatively new phenomenon. The fact that main groups of migrants coming from Eastern neighbouring countries are culturally not very different from the local population is not without significance. Their existence within the local population has not caused intergroup conflicts.

As already mentioned, the majority of EIF funded integration projects has been realized by the NGOs based in the city of Warsaw. The evaluation of EIF in Poland between 2007 and 2012 has clearly showed that the non-governmental organizations have developed their organizational skills and specialized in specific areas of integration (Matusz-Protasiewicz 2014). In the socio-economic integration, many of the projects have focused on the provision of social and legal counselling thus giving migrants the ability to cope with their legal status, to enable the access to public goods available for them.

As pointed out by the leaders of prominent NGOs realizing projects, the legal and professional issues are connected with those areas that are most vital to immigrants in the first period of adaptation. This pertains to the issue of legalization of stay, obtaining documents and finding a job. All these activities require contacts with public administration institutions, which without the knowledge of the language and institutional system are difficult for immigrants. Among the implemented projects in the field of legal and professional /vocational counselling, the former seems to be worthy of note. What is more important, these were projects made in public and private partnerships, which assumed cooperation of NGO with a public institutions. Such projects may be translated into introduction of systemic solutions in the future. Large interest in such projects results from not only the need among immigrants but also from the priorities formulated by the European Commission in a long-term projects and yearly projects of EIF.

- Stowarzyszenie Interwencji Prawnej / Legal Intervention Association
- Project title: Information Centre for Foreigners
- Project objective: Forming an Information Centre for foreigners, assistance in contacts with public administration contracts, assistance in formalities connected with the stay, preparation of information, on migrant rights in Poland, running a hotline, training officers of Masovian Governor's Office in their work with immigrants.

Among projects regarding counselling also comprehensive projects appeared thus offering, apart from legal counselling, also professional training, coaching, assistance provided by psychologists. Such projects were aimed to assist these persons in finding migrants on the Polish labour market.

Fundacja Rozwoju Oprócz Granic
Project title: Migrant Career and Employment Agency Centre
Project objective: specialist training, professional counseling, employment agency services, seeking job offers for foreigners.

One of the priorities of the Commission formulated both in the Joint Agenda for Integration and within EIF objectives is education. The realized educational projects may be divided into several groups where language courses are predominant.

Fundacja Nauki Języków Obcych Linguae Mundi/ Linguae Mundi the Foundation of Foreign Language Acquisition

Project Title: Courses of Polish as a foreign language and knowledge about Polish culture with elements of e-learning preparing for certification certificate

As mentioned before, the received definition of integration assumed two-way nature /bi-direction of this process, and targeting activities also to the receiving society, which corresponded to the objectives of European institutions. That is why many projects pertained to education, multiculturalism, training for teachers and public administration. Some of them have been organized in cooperation with public institutions. An example may be the project carried out by International Organization for Migration, Multicultural School in multicultural city this project built the multicultural competence among students and teachers of Warsaw schools. It has been implemented in cooperation with Mazovian Voivodship Office, Municipal Office for the City of Warsaw, Board of Education.

The most important issue from the point of view of integration policy creation are so-called systemic projects, the permanent result of which is development of procedures for immigrants, long-lasting and permanent integration activities. Such actions pertained to both research projects and training activities in public administration. Projects in this area have been implemented by both NGOs and public administration.

Fundacja Forum na rzecz Różnorodności Społecznej

Forum for Social Diversity Foundation

Project title: Centrum Powitania / Welcome Center in Warsaw- creating model institutional solutions in the area of foreigner integration

Project objective: Development of a model movable advisory center supporting immigrants, and a permanent facility Centrum Powitania/ Welcome Center in Warsaw offering comprehensive and advisory support, supporting immigrant self-organization(s).

5. CONCLUSION

Since the fall of the communist regime Poland has reminded a country of emigration and the proportion of immigrants in the population is still very low and not comparable with Western and Southern European states. The settlement of migrants is mostly concentrated in the capital city due to its economic attractiveness and demand for foreign labour force. The cultural proximity of the main groups of migrants living in the city have not caused any social or cultural tensions, therefore there was no political demand for long-term policy in this area. However, Poland's accession to the European Union in 2004 and the following introduction of policies promoted by the European Commission and targeted at immigrants (European Fund for the Integration of the Third Country Nationals) and European Fund for Refugees contributed to development in the policies in this area. For a long time, according to Pawlak, a response to the presence of immigrants in Poland was mirrored by the statement "integration is a future problem". All activities taken up by the responsible public institutions towards immigrants were presented as preparation for the future policy, laboratory of ideas and solutions. The access to the EU funds has stimulated the institutionalization of this area through a kind of interplay between diverse actors who on the one hand tried to use the existing resources. The analyses of local policy documents as city strategies, action plans, strategic documents, reports from various meeting, research results and recommendations show that Warsaw

seems to be mostly advanced in various programmes targeting immigrants. It is due to / the reason for such situation is the highest concentration of migrants in the capital city.

The local integration policy in Warsaw has not been formulated explicitly, however, based on the above mentioned various documents it seems that the presence of immigrants is not perceived as issues that must be treated in the short run, but the governance of this area and the implementation of goals from the European level is understood as a modernity of the city. The integration policy is seen by the city as promotion of cultural diversity which might influence the city's attractiveness, rather than legal-political or socio-economic integration. These two dimensions have been closely connected to the national level.

The existent definition of integration has been taken from/ is derived from the EU documents and is understood as a two-way process; therefore it is believed that integration policy should be targeted both at immigrants and the receiving society. The projects financed from EIF have not only met the needs of migrants but also foster the intergroup relations and education about new groups living in the society. There is a tendency to concentrate on the school/pupils and awareness of schools about teaching in the culturally diverse classroom.

The city undertakes a dispersed and rather ad hoc actions. There is no coordination and institutionalization of the undertaken activities and realized projects is mainly dependent on the external financial resources. This lack of coordination has been perceived as a problem and there were some attempts to solve this problem. Warsaw has launched the team coordinating the actions towards foreigners and ethnic minorities (within the structure of the City Hall) and the Social Dialogue Commission for Foreigners (advisory body of NGOs). These are the main results of the attempts to institutionalize this policy in Warsaw. It is important to stress again than the lack of policy and coordination on the part of the local public institutions leaves empty space for the NGOs which replaced the/such public institution. NGOs have been the most important actors in both delivering services for migrants, doing research and analyses about migrants and cooperating with public institutions. Non-governmental organizations try not only to influence the local policies by active participation in various consultative bodies, but also contacting national public institutions in order to transfer their experiences in the field to the general policy frame.

In conclusion, there are two most important factors influencing the institutionalization of immigrant integration. Firstly, the accessibility to EU funds and transfer of norms promoted by the EU institutions in this particular area. Secondly, the strong position of NGOs who while using the EU money are not only able to test new integration projects (within the frame accepted for the EC for EIF and other sources) but more importantly, being an active partner for local authorities in the discussion and development of future local integration policy.

APPENDIX

BENEFICIARY	PROJECT'S NAME	CONTRACT NO.
Development Foundation „Beyond borders”	Welcome center in Warsaw: workout of the model counselling center for migrants supporting integrated multicultural society	9/1/EIF/2007
	Multidimensional challenges...	4/2/EIF/2010 (III)
		4/2/EIF/2008
	"Migrant knowledge portal"	7/4/EIF/2007
	Migrants career and job center	7/3/EIF/2008
		7/3/EIF/2009 (II)
	Migration and integration in practice	29/6/EIF/2009
		29/6/EIF/2011(III)
	European experiences in Polish context: application of the best practices of NGOs for the benefit of activities carried out for migrants	58/7/EIF/2010
		58/7/EIF/2011(II)
	Migration and integration in practice – to be continued!	34/8/EIF/2011
		34/8/EIF/2012 (II)
		34/8/EIF/2013 (III)
Foundation Institute of Public Affairs	Psychoeducation – a way to integration	2/1/EIF/2007
	Survival strategies – integration of migrants into the Polish labour market	5/1/EIF/2008
	Polish Integration Forum	2/2/EIF/2008
		31/6/EIF/2011(III)
		31/6/EIF/2009
	Research on integration of Asian communities in Poland	30/6/EIF/2009

		30/6/EIF/2010 (II)
	Melting pot or national ghettos? – integration patterns and mutual relations of immigrants from Asia and Near East in Poland	51/7/EIF/2010
		51/7/EIF/2011(II)
	"Diverse but equal – research on equal treatment of foreigners in Poland"	13/7/EIF/2011 (II)
		13/7/EIF/2010
		13/7/EIF/2012(III)
	My home – your home? Research on threats to integration of foreigners in Poland	25/8/EIF/2013 (III)
		25/8/EIF/2011
		25/8/EIF/2012 (II)
	Foundation „Salvation"	"GEO-PL. Social campaign to promote Georgia and its citizens in Poland"
Who I am? In search of identity – research on situation and integration needs of former USRR students in Poland. Recommendations for Polish integration policy		4/3/EIF/2009 (II)
		4/3/EIF/2010 (III)
		4/3/EIF/2008
MultiQulti		7/2/EIF/2008
Multitrening		5/3/EIF/2008
		5/3/EIF/2010 (III)
		5/3/EIF/2009 (II)
Social and economic integration of Muslim immigrants in Poland		35/6/EIF/2009
		35/6/EIF/2010 (II)

		35/6/EIF/2011(III)
	Counselling Center for Foreigners	40/7/EIF/2011(II)
		40/7/EIF/2010
		40/7/EIF/2012(III)
	Q- Adaptation	21/8/EIF/2011
		21/8/EIF/2012 (II)
		21/8/EIF/2013 (III)
Foundation of Teaching Foreign Languages Linguae Mundi	Integration through language learning	5/1/EIF/2007
	" Integration through language learning with elements of e-learning"	10/5/EIF/2007
	Research of situation and integration needs in Poland	10/1/EIF/2008
	Polish language and culture course with elements of e-learning preparing to certified exam	39/10/EIF/2010
	Polish language with elements of e-learning preparing to certified exam	46/6/EIF/2009
	Polish language course – basic and specialist – for foreigners with elements of e-learning	38/8/EIF/2011
		38/8/EIF/2012 (II)
38/8/EIF/2013 (III)		
IOM	Active and competent. Migrants in civil society	6/1/EIF/2007
	Integration though information	9/5/EIF/2007
	Multicultural school in a multicultural city	7/1/EIF/2007
	Cooperation a way to integration	10/5/EIF/2008
		10/5/EIF/2009 (II)
		10/5/EIF/2010 (III)

	Multicultural school in a multicultural community	39/6/EIF/2011(III)
		39/6/EIF/2009
		39/6/EIF/2010 (II)
	Rights of migrants in practice	60/7/EIF/2010
		60/7/EIF/2012 (III)
		60/7/EIF/2011(II)
Association of Vietnamese in Poland "Solidarity and Friendship"	Supporting the integration Vietnamese emigrants	1/1/EIF/2007
	"Sport connects"	6/2/EIF/2007
	Who I am?	3/5/EIF/2008
	My Polish language	1/3/EIF/2009 (II)
		1/3/EIF/2008
Helsinki Foundation for Human Rights	Migrants in Poland – information and legal counselling	9/1/EIF/2008
		9/1/EIF/2009 (II)
		9/1/EIF/2010 (III)
	Destination: multiculturalism. Education on human rights and multiculturalism a key to building open receiving society for third country nationals	8/6/EIF/2009
		8/6/EIF/2012(IV)
		8/6/EIF/2011(III)

		8/6/EIF/2010 (II)
	Hurdle-race. Barriers to integration	23/7/EIF/2010
		23/7/EIF/2011(II)
	Transfer of knowledge on migration and integration of third country nationals through international network of cooperation	27/8/EIF/2011
		27/8/EIF/2012 (II)
		52/7/EIF/2012 (III)
		52/7/EIF/2011(II)
Association Vox Humana	"Immigrants in Polish school"	8/2/EIF/2007
	Immigrants in Polish school to be continued	45/6/EIF/2009
	Let's talk Polish	40/8/EIF/2011
		40/8/EIF/2012 (II)
		40/8/EIF/2013 (III)
Association Free Word	"Warsaw Autumn of the People"	2/5/EIF/2007
	Research on development of integration of foreigners in Poland	4/4/EIF/2008
	Ethnic factor in the attitudes of Poles towards foreigners	42/7/EIF/2010
		42/7/EIF/2011(II)
Caritas Poland	The laboratories of integration. Integration of citizens of the third country nationals in the chosen countries of the European Union in the institutional context	3/1/EIF/2008
		3/1/EIF/2009 (II)
	Integration Practices. Development of Methods and Tools for Assessing the Effectiveness of Integration Policy	13/6/EIF/2011(III)
		13/6/EIF/2009

		13/6/EIF/2010 (II)
	Coomin integration policy: Preventing Exclusion of Immigrants in the EU	35/7/EIF/2010
Association of Legal Intervention	Neighbours or intruders – research on discrimination of foreigners in Poland	3/2/EIF/2008
		3/2/EIF/2009 (II)
	Information Center for Foreigners	7/1/EIF/2008
		7/1/EIF/2010 (III)
		7/1/EIF/2009 (II)
	Information Center for Foreigners 2	24/8/EIF/2011
		24/8/EIF/2012 (II)
		24/8/EIF/2013 (III)
	Polish Humanitarian Action	Good start within reach
8/1/EIF/2009 (II)		
Good start within reach! – 2		43/6/EIF/2012 (IV)
		43/6/EIF/2011(III)
		43/6/EIF/2009
		43/6/EIF/2010 (II)
Work in Poland. Support for foreigners on the labour market		20/8/EIF/2012 (II)
		20/8/EIF/2011
		20/8/EIF/2013 (III)
Association AUTOCREATION	Intercultural dialogue online and on the labour market	4/1/EIF/2007
	"Education through integration culinary meetings "	1/2/EIF/2007
Armenian Foundation KZKO	"Center of legal, professional and integration support for third country nationals"	5/2/EIF/2007
	"Social campaign: Armenian neighbour "	4/3/EIF/2007
Foundation "Inna Przestrzeń"	"Multicultural Warsaw Street Party, 2009: Warsaw capital of cultures"	6/3/EIF/2007
	Pilot project Warsaw Multicultural Center	6/3/EIF/2010
		6/3/EIF/2009 (II)

Foundation "Africa another way"	"Support of the integration process of African citizens through the Internet and volunteer work"	2/4/EIF/2007
	Public opinion research on African third country nationals in Poland	7/4/EIF/2008
European Union of Small and Medium Entrepreneurs and Middle Class	"Conference: 'needs and problems of highly qualified immigrants'"	1/5/EIF/2007
	Research on 'integration needs and problems of highly qualified immigrants from third countries	9/3/EIF/2008
Polish Association of the Chinese	Chinese Poland or Poland friendly for Chinese?	3/4/EIF/2008
	Poland friendly for Chinese	11/6/EIF/2009
Center of International Relations	iMAP-map of integration initiatives in Poland	2/5/EIF/2008
	Foreign spouses of Polish citizens – gender dimension	57/7/EIF/2010
Foundation Our Choice	Information sources for immigrants from Ukraine	56/7/EIF/2010
	Information sources for immigrants from Ukraine II	7/8/EIF/2011
Kozłowski University	Get to know us. Get to know yourself.	63/7/EIF/2011(II)
		63/7/EIF/2010
	Get to know us. Get to know yourself II.	28/8/EIF/2011
		28/8/EIF/2012 (II)
Prowincja Zgromadzenia Słowa Bożego (Księża Werbiści)	Legal and education activities for integration of immigrants from Asia	3/1/EIF/2007
Foundation of Multicultural Education	"Let's get to know – through education to integration"	2/3/EIF/2007
Foundation "Action"	"FamilyLaw.pl. System of legal information on family law for third party nationals"	3/4/EIF/2007
Foundation "We are active"	"It is worth getting to know Poland – first step to integration of third party nationals"	4/4/EIF/2007
Democratic Union of Women	"'Knowing means understanding'. Support for third party nationals in Polish society by creation of Civic Integration Clubs in Warsaw, Wrocław and Gdańsk"	3/5/EIF/2007

Foundation "MEVLANA"	"Integration programme of Turkish citizens in Poland"	5/5/EIF/2007
Warsaw University Department of Economics	International migration: integration of immigrants – international experience and challenges for Poland	6/1/EIF/2008
Centre of Migration Research of the Warsaw University	Migration Bulletin	47/7/EIF/2011(II)
		47/7/EIF/2012(III)
		47/7/EIF/2010
		2/3/EIF/2009 (II)
		8/3/EIF/2009 (II)
The Institute of Psychology of the Polish Academy of Sciences	Citizens of former USSR states and Vietnam in Poland: adaptation, factors that make integration of immigrants easier and harder	14/4/EIF/2008
		14/4/EIF/2009 (II)
Foundation for Somalia	Research on factors regulating the level of integration of third country nationals from African and Arab countries	4/5/EIF/2008
Foundation International Humanitarian Initiative	Adaptation of Polish medical centers to challenges with curing of foreigners	12/5/EIF/2008
Danube Dialogue Institute Foundation "DID"	Breaking barriers in mutual relations as a first step to integration of Turkish immigrants	41/6/EIF/2009
Theatre Association Remus	Alien	32/8/EIF/2011

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