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Policy Oriented Executive Summary – Poland

1. Developing migration policy in a country of fluid immigration.

Poland is a net emigration country with very limited immigration flows. According to official statistics (population census 2002) foreign residents represent 0.2 per cent of the total population of Poland and this proportion does not change significantly in time. In comparison with other countries in Europe, this is rather an exceptional situation. Even if, under the set of internal and external impulses, Poland's migration status will change in the nearest future, immigration will rather take the form of temporary and circular mobility rather than permanent or settled one. At the same time, however, immigration issues are slowly becoming increasingly present as a subject of administration and policymakers' interest.

The phenomenon of immigration to Poland may be described by the term "fluid migration". Fluidity of migrations means 'being here and there', and at the same time 'deliberately keeping various options open' (mostly with respect to the labour market). Such migrants are characterised by a high level of flexibility to change the country of residence and employment. Many of those migrants live in transnational social spaces sustaining strong ties with both country of origin and country of stay. Circulation involving earning money in Poland and spending in the home country seems a rational choice of migrants originating from the Eastern neighbouring countries. The dominant immigrant group in Poland – Ukrainians – circulate between Poland and Ukraine using the existing schemes within the entrance laws (tourist visas, temporary employment visas) to stay and work for a few-month period, however, usually without registration. At present the migrants' social context – social relations and networks, which migrants already have established in Poland – and migration policy facilitate the development of a temporary, chiefly circular form of immigration.

The **main determinants influencing the situation of Poland as a migratory space** are Poland's geopolitical location and economic situation. Since 2004 Poland has been the Eastern border country of the EU, located on the main track from the East to the West. A

large proportion of both economic immigrants as well as asylum seekers coming to Poland are on their way to the West and South of Europe and perceive Poland first and foremost as a transit country or a country of temporary stay.

The beginning of a comprehensive migration policy in Poland dates back to the early 1990s and it is closely linked to the political system transition. That was the time when Poland began to introduce the international legal framework related to migration processes – the refugee regime (based mainly on the Geneva Convention) and readmission regulations (based on bilateral and multilateral agreements) – and started to build the state's legal and institutional capacity to control migration flows. At the turn of the 21st century along with joining the EU (1st of May 2004) and Schengen area (21st of December 2007), Poland became a regular actor of the European migration regime. Since then its migration policy has been going hand in hand with the *acquis communautaire*, following the main priorities of the EU approach. Poland's membership in the EU undoubtedly has had powerful impact on the development of its migration policy – its normative and legal basis, institutional apparatus and practical activities.

Migration policy in Poland is still to a large extent normatively and institutionally incomplete, despite recent intensive efforts on the part of the administration towards its development. As argued in the literature, the main weakness of Poland's migration policy is the lack of a clearly formulated political doctrine conceptualising the main interests and presenting the state's notion of immigration related policy. The absence of a transparent institutional structure responsible for migration management and strategy of long- and short-term activities is also evident.

The lack of a guiding principle of migration policy means in consequence that particular directions of development, the set of goals to achieve and prospective future scenarios remain blurred. Although there is common agreement among policymakers on what kind of immigration is undesired (irregular or the one disturbing equilibrium on the labour market), it is not clear what types of immigrants are needed and wanted. Moreover, the basic question of how to manage the immigration flows and foreigners' stay or activity to serve national interests remains unanswered. Unfortunately, a wider perspective on migration policy - as an essential part of foreign policy (especially in the Central European regional context), and as a strategy enhancing modernisation of the country – is also neglected.

There is no transparent institutional structure dealing with migration affairs. Responsibilities and tasks are divided, not necessarily in a coherent manner, among the Ministry of Interior and Administration, the Ministry of Labour and Social Policy and the Ministry of Foreign Affairs, as well as the Senate, which is responsible for Polish diaspora matters, together with a variety of other bodies within the state's administration (see Diagram 1). Although formally the Ministry of Interior and Administration coordinates the state's activities in the field of migration policy, in practice all administrative bodies responsible for migration issues act rather independently. Cooperation deficiency between the main institutions, lack of clear hierarchy as well as absence of a single body efficiently managing the whole administrative structure are especially noticeable.

Taking into account present binding legal rules, including recent changes and practice, **migration policy in Poland could be described as restrictive, however, on the way**

towards (partial) openness. There are no special measures which might encourage immigrants to settle in Poland. Just the opposite - the (tacit) political doctrine rejects a massive settlement of foreign citizens (especially coming from culturally distant countries) and migration policy is rather focused on controlling and limiting than on encouraging immigration. It could be said that via its migration policy the Polish state reinforces circular, seasonal, short term types of migration. Moreover, Poland's migration policy is predominately addressed towards Eastern non-EU neighbouring countries. These countries are considered as a "safe" source of short term migrants who easily complement shortages of the national labour market and return home when not needed.

On the other hand, the implementation of new rules in 2006-2009, such as liberalising the access of foreigners from Eastern neighbouring countries to the Polish labour market and opening in 2007 the labour market to the citizens of the new EU members states (Bulgaria and Romania), widening the list of conditions (e.g. graduation from a Polish university) which, if fulfilled, allow for employing a foreigner without the labour market test preceding the employment, can be viewed as an opening of the legal "gates" for potential immigration. An important consequence of these changes is that immigration has become a subject of political debate (although very limited).

Labour market developments are the main driver of migrants' inflow . Both the historical and current flows of immigrant labour to Poland are marginal in scale (from 0.07 to 0.55 per cent of the total population employed in the national economy, depending on the data source). Moreover, massive and institutionalised inflows of foreign labour are rather not expected in the nearest future. Lawfully employed foreigners on the Polish labour market are mostly highly qualified and have served to fill in structural gaps – in occupations for which there have been no natives with adequate qualifications due to structural characteristics of the labour market. Temporary and – to a large extent – undocumented foreign workers fill in seasonal shortages, such as those in agriculture and construction.

So far there has hardly been any persisting labour demand that would stimulate more permanent inflow of foreign workers. Moreover, according to the unwritten principle, **immigrants should be complimentary (not substituting) to the native workers.** Although perceptible shortages in some sectors of the national labour market were indicated by employers (partly as a consequence of the outflow of Poles after EU accession) and, in consequence of employers' pressures, more liberal rules of labour market access were implemented, in reality those changes did not encourage any significant inflows to Poland.

The shadow economy in Poland plays a significant role in the encouragement of inflows and determines functioning of foreign workers. Its relatively large size and specific structure facilitate immigrants' flexibility and "invisibility" in the labour market. The attraction of unregistered employment is strengthened by societal acceptance, relatively high non-salary costs of work and time consuming and complex administration procedures in case of attempting registration. That is why the process of simplifying the procedure, started recently, should be definitely continued.

Temporary labour migration to Poland only partially resembles the guest worker mechanisms that several West European countries were trying to introduce in the past. The main difference lies in mostly the informal channels of recruitment and the undeclared character of

work of temporary and circular migrants coming to Poland. Although it could not be thoroughly assessed due to the lack of adequate data, undocumented employment prevails as far as the employment of foreign workers is concerned (different estimates reach the level of 3.5 percent of total employment). A considerable share of undocumented foreign work traditionally occurs in household services, construction and agriculture sectors.

The determinants of the temporary nature of migration to Poland can be also traced in the modes of incorporation of migrants into the Polish labour market or, more generally, in the patterns of economic integration of migrants. These include: (1) seasonality of work; (2) pattern of circular migration that combines legal stay (usually on the basis of a tourist visa) and often work without adequate work permit in Poland (this pattern was very popular in the 1990s and is still chosen by a number of migrants, however due to the introduction of a new instrument – employers’ declarations – also visa with a right to work is now possible); (3) low salaries paid to migrants (determined by the sectors of economy in which migrants are employed and illegality of their employment); (4) lack of opportunities for social and economic advancement. All these characteristics of migrants’ work are not unique and can be observed in many immigrant groups in other European countries.

It is questionable to use a term “policy” to describe a set of few initiatives undertaken by Polish authorities in the field of integration. Integration policy should aim at strengthening the ties with the host country and its society and have the form of a long-term, coherent strategy and set of activities addressed to wide range of foreign residents. On the one hand, taking into account the characteristics of the main groups of immigrants coming to Poland, it is difficult to identify the potential embryos of settled migration, which integration policy could address. On the other hand, the Poland with its policy encourages neither permanent immigration nor integration processes. The few integration initiatives that were undertaken in Poland so far were addressed exclusively to narrow and specific categories of immigrants - refugees and repatriates. Additionally, in terms of the scope of political rights as well as naturalization rules, Poland is still one of the most restrictive countries in Europe. After all, quite well developed institutional structure exists, which could be used for implementing integration initiatives in practise (based mostly on NGOs and regional administration structures). Moreover, the European Fund for the Integration of Third Country Nationals occurred to be recently a powerful mobilising resource for both public administration and NGOs’ sector to frame and implement variety of projects addressed to immigrants. Therefore, there is a chance that more initiatives related to integration will be implemented in the nearest future.

2. Recommendations

Since 1989, policymakers in Poland have faced the inevitable task to develop a complex, integrated migration policy. Needless to say, the experience of more mature immigration countries is worth taking into account. The differences and singularities of the Polish case, however, must always be kept in mind. As it was mentioned above, the temporary character of contemporary migration to Poland involving by and large a superficial accommodation of migrants into the Polish society has some advantages for Poland as a receiving country. However, a big disadvantage of this temporary and/or circular inflow is its unpredictable nature, sensitivity to external conditions and corresponding management difficulties.

Policy conceptualisation and implementation needs a normative basis (concepts, a political doctrine, a legal base), institutional structure as well as a transparent strategy of goals to achieve. The basic message of political recommendations relating to migration policy is that it should be seen as an economic and political instrument of development and modernization of the state, not as an unpredictable and/or unwanted phenomenon, or just one of the many social problems to be solved. The general aim of migration policy should be promoting and optimising immigrants' mobility according to state's interests.

The remainder of the present document includes a set of important issues to be raised in political debate, as well as a set of actions to be undertaken in the nearest future.

Toward a more innovative, flexible and pro-active migration policy. In a world of global mobility and of dynamic and diverse migration strategies, migration policy should be innovative and flexible. The prerequisites for a better functioning migration policy are a clear vision of its development supported by permanent monitoring of demand and supply for migration inflows as well as of well-prepared legal, political and administrative instruments responsible for the conceptualization and implementation of this policy. The way of assuring all these indispensable elements of a successful migration policy should be an issue of open and thorough debate. Activities undertaken by the state should be more creative, and should not constitute an exclusively passive response to changing circumstances.

In the light of experiences of more mature immigration countries, the following general conclusion may be drawn: there do not exist any fully efficient immigration control measures, especially if these are individually applied control or restriction instruments, and the more restrictive a policy becomes, the more problems with irregular migration may arise. The main challenge for migration policy is the development of regular channels for legal inflows, together with fair labour rules and integration policy.

Migration policy doctrine. The need for formulating a migration doctrine is urgent. The lack of a migration doctrine introduces the risk of desultory interpretations and arbitrary decisions, especially in the situation of plurality of different institutions responsible for migration policy.

The doctrine should comprise 1) fundamental values and principles as a normative base for migration policy; 2) list of long and short distance goals to achieve by means of migration policy, which should result from a thorough review of demographic, economic and geopolitical data; 3) different scenarios of immigration flows and 4) instruments and means which could be used to reach the agreed targets. The migration doctrine should result from a wide political debate and consensus on basic issues.

Clear statements are required on the type of immigration (immigrants' profile) needed and preferable from the point of view of national interests; fundamental rules of managing immigration flows; institutions responsible for and instruments used in the process of migration policy implementation. Moreover, Poland's geopolitical position in the international space should have crucial influence on the formulation of the migration doctrine. The national one (related to national interests) must overlap with the European perspective (being a part of the EU migratory regime together with all political and legal

aspects of this fact) and with the regional perspective (political and economic mutual relations with its neighbours). It is worth to note that one of the task of the Working Group established within the Inter-ministry Team for Migration (coordinated by the Minister of Interior and Administration) is formulation of a document “Migration Strategy of Poland”.

Two-tier (horizontal and vertical) approach toward migration policy. Poland is part of a regional, European and worldwide migration system, therefore not only the national milieu has to be taken into consideration in formulating its migration policy. Moreover, the policy should be perceived and developed in the context of the national foreign and economic policies; the state’s development and modernisation strategies ought to be taken into account as well.

Although migration policy development is a top-down process, innovative policy should be decentralized and also has to involve non-governmental partners. Policymakers should take into consideration the differences in migratory conditions at regional and municipality levels as well as diverse interests related to the demand for foreign labour. The state’s government should support the efforts of the authorities at the regional level to encourage foreign investments (and, as its consequence, inflows of foreigners) with proper migration policy. The role of state government representatives in the regions and their prerogatives are particularly important here; this level of administration should be more involved. This means not only delegation of tasks and responsibilities to the local authorities and controlling their effectiveness but also appropriate training for staff, elaborating particular guidelines, which would secure adequate treatment of migration issues at each administrative level. Decentralization and effective engagement of the NGO sector is particularly important in case of practical implementation of integration programmes. Developing research-policy partnership in the field of migration is also recommended.

Adequate institutional structure. The institutional capacity should be developed through transformation and restructurisation of numerous governmental institutions into a more integrated and transparent system. There should be one separate institution at the top governmental level responsible for migration policy implementation. However, all relevant state and social actors should be engaged in the process of its formulation. The scheme of division of functions and communication channels should be transparent, swiftly reacting to dynamic changes and independent from political changes. A separate institution such as this should co-ordinate the activities of particular actors at the lower levels of administration and assure the standards of practical activities towards migrants.

Better preparation of the administrative system at regional and local levels, both in the institutional and human resources dimensions is required. Administration staff should be a trustworthy source of information and support for foreigners. Initiatives aimed at preparing an internet-based information platform on rights and duties of foreigners in Poland (preferably in multilingual version), as well as information leaflets available at places often visited by newcomers from abroad such as border points, regional and local offices etc. are worth further considerations and realization. Where necessary, the numbers of civil officers serving migrants (with proper lingual abilities) in the administration system should be increased.

Closer and more operational collaboration with neighbouring source countries. Since the predominant type of immigration to Poland is circular and fluid cross-border mobility, close cooperation with countries of origin is necessary. Bilateral agreements could promote transnational forms of labour mobility, more controlled and manageable than fluid circulation. Given that the predominant sources of immigration to Poland are and might continue to be Eastern European neighbouring countries, there is a need to include the issue of migration into the agenda of foreign policy addressed to these countries via building up strategic partnership with some of these Eastern countries. The content of the collaboration at the operational level should be a result of consensus and strict cooperation of variety of administrative bodies (Ministry of Foreign Affairs, Ministry of Interior, Office for Foreigners, Border Guard, and others).

More active role in law-making and policy-making processes at the EU level. The Polish government should actively take part in discussions on projects of the EU directives and ordinances concerning migration issues as well as other documents on common European immigration policy in order to ensure respect for Polish interests. Special attention should be paid to issues of the European Union's foreign policy towards Eastern Europe. Close cooperation between Mediterranean EU countries and the Northern Africa region on the migration issue within the framework of EU neighbourhood policy could be seen as a good practice here. Migration issues should be included as a part of Eastern EU policy of neighbourhood and the Polish government should play a more active role in its conceptualisation and implementation. Poland should consider identifying a common Eastern policy, inclusive of the migration issue, as a priority of its Presidency in 2011.

Adequate migration policy tools related to the labour market. There is a need to revise the main instruments of admitting immigrants to the Polish labour market and the set of rights assigned to a particular legal status of foreign workers in Poland. Such a revision, however, should be accompanied by defining the expected role of foreigners on the Polish labour market taking into account the socioeconomic and demographic context. Without the knowledge on whether the Polish economy really needs foreign workers and what are the profiles of the wanted immigrant workers, designing proper instruments or improving the ones existing so far will hardly be possible.

Simplification of the procedures and better coordination of the process of issuing particular permits is another significant requirement in the field of foreigners' access to the labour market in Poland. Well-planned information campaigns, also in potential source countries, and facilitated access to at least basic information about the possibilities and legal conditions of work in Poland would be valuable. Although such a system has already been created, it still requires improvement and widening of scope. The issue of undocumented foreign workers also needs to be addressed. Some of the current regulations of foreigners' access to the Polish labour market, which contribute to foreigners' presence in the shadow economy, need to be revised.

Monitoring of the demand for foreign workers. Policy- and decision-makers need to have access to an adequate, up-to-date and detailed database regarding the shortages and the ensuing demand for foreign workers. This can be achieved through a system of monitoring of the demand for foreign workers, which would allow for evaluating and – if necessary – changing the policy tools applied in the case of offering labour market access in Poland.

The system of monitoring of the demand for foreign workers should be well grounded institutionally (independent of the political cycle phases), cohesive in tasks, effective regarding the flow of information between partners/institutions involved, multi-level, systematic, goal-oriented and easy to implement. The most important aim of that system would focus not only on the monitoring of the demand for a foreign labour force in terms of its dynamics of inflow, scale and structure, but mostly on the fluctuations of foreigners' presence in the labour market and the role of foreign workers: whether they complement or substitute the domestic labour. In order to make this happen the system should operate in four cohesive, inter-connected dimensions, namely: (1) the institutional dimension; (2) the employers' dimension; (3) the foreign workers' dimension and separately (4) the dimension of foreign students.

The institutional level is indispensable in order to ensure proper functioning of the system of monitoring of the demand for foreign workers. It is crucial to achieve effective, non-contradictory, transparent flow of information at this level. Moreover, it is essential to cooperate with employers' organisations, trade unions, foreign workers' organisations and research institutions.

With regard to the employers' dimension it is important to conduct both qualitative (in-depth monitoring of employers' foreign workers employment efforts) and quantitative longitudinal studies of the demand for foreign workers (structure and fluctuations of labour in the companies of different size: micro, small, medium and large, and also territorial and sectoral allocations) as well as the role of foreign workers on the Polish labour market (substitutive or complementary).

At the level of foreign workers, a vital task is to grasp an understanding of their activities in the labour market at the grass-roots, relating to their contacts with institutions, employers, co-workers (domestic and foreign) and their family life. And, last but not least, in the dimension of foreign students, it is important to address students' career offices in order to attract foreign graduates and to encourage their stay in the Polish labour market.

Promoting legal circulation. Specific measures encouraging migrants and employers to work legally should be introduced. Granting migrants some additional benefits on the base of the 'good history' of their, even temporary, employment should work efficiently in stimulating legal employment, making thus the management and control more effective. Apart from the fact that subsequent work permits should be more easily and cheaply obtained, some additional incentives should be attributed to them. For instance, distinguishing "first priority groups" perceived as particularly useful due to their social and human capital, or target groups of special programmes encouraging arrival and settlement in Poland (e.g. foreign students of Polish universities, highly-skilled immigrants and members of their families, self-supporting legal residents).

The promotion of legal circulation requires unification and digitalization of databases containing information on foreigners. At present, information is collected by different institutions and there is no standardized and transparent system of statistical data on migration flows. Therefore, a careful monitoring of the migration situation (both inflows and

outflows) at central and regional levels is necessary for migration management and also for preparing feasible scenarios for the future.

Special privileges for highly-skilled workers. Despite the fact that the share of foreign workers in the whole population employed on the labour market in Poland is almost insignificant, there has always been demand for special categories of highly-skilled foreign workers (e.g. specialists, language teachers, etc). Providing them with some privileges or even procedural simplifications is worth considering. Bearing in mind that they are often short-term migrants or some of them circulate between their home country and Poland, the required foreign workers could be offered:

- fiscal incentives,
- more favourable conditions for granting visas and residence permits (e.g. shorter period of residence required to get permanent residence permit),
- more favourable conditions for family reunion,
- eligibility to integration programmes after a period of legal work in Poland including: language courses, vocational trainings and so on.

Antidiscriminatory measures. Antidiscriminatory measures relating to employment of foreigners are inexistent in Poland at the moment. Introduction of those measures may make legal employment more desirable by immigrants. Therefore, it is recommended that a system of collecting data pertaining to foreigners employed by Polish companies should be created and serve also as a system of monitoring of discriminatory practices towards foreigners. Such a system, allowing gathering and managing of data on foreigners' presence on the labour market in Poland and any unlawful or reprehensible practices towards foreign workers, should constitute a basis for creation and implementation of adequate antidiscriminatory measures. Those measures should include, in turn, adequate modes of the state's responses, namely inevitable sanctions (e.g. fines) and/or legal or psychological support (if needed) for the foreign worker being subjected to discrimination, as well as a relevant system of compensation (e.g. employers' duties towards foreign workers) and the institutional structure allowing for satisfaction of the right to compensation. There should be a database of legal advisors or organisations offering information or support for all those who might be considered.

One of the most important antidiscriminatory measures is the availability and clarity of the information on what labour discrimination means, what are its consequences, how to respond to it, where to report cases of discriminative acts, how to apply for compensation, where to find a competent legal advisor, support, etc. Therefore, a proper information campaign addressed to employees as well as employers is required. Such a campaign should be based on multicultural and human rights issues and would have educational, informative and preventive character.

Taking into account that the freedom from labour discrimination is granted only to those foreigners, who possess legal entitlement to work in Poland, activities aimed at detecting and

solving the problems of serious discrimination of foreigners working partly or fully in contradiction to the immigration rules should also be initiated.

Tackling the problem of irregular immigration in a more systematic and complex way.

Conventional measures focused on controlling borders or workplaces are insufficient. The primordial roots of this phenomenon, such as a large area of informal economy, legal loopholes, social approval of undeclared employment, should be subject to more intensive reactions of the state. Special efforts should be put into activities aimed at reducing the incentives for illegal employment of foreigners. Adequately planned instruments of legal employment should be very useful in this case. A more systemic way of dealing with irregular migration also implies the need of a good coordination of controlling activities. This in turn requires adequate division of tasks and competences and improved communication between different organs, such as Border Guards, Custom Services, Police, labour inspectorates, courts and prosecutors. The better the co-operation, the better will the recognition of the problem be and more relevant instruments of dealing with it can be expected.

Regularisation programmes, organised twice till now (2003 and 2007), are widely perceived to be “failures” due to their restrictiveness and inappropriate implementation. Those experiences imply the need to consider regularisation based on an individual approach and a gradual scheme; however, a potential introduction of regularisation programmes should be preceded by a thorough analysis of factors leading to illegality (through an analysis of individual migrants' stories). Such an analysis should contribute to the desired state, when legal conditions would be more relevant for the scale and characteristics of the undocumented foreign population in Poland. Despite voices against regularisation, it seems that a well designed instrument of this kind, restrictive but fair and based on an individual basis would lead to a decrease in the scale of other negative phenomena, such as corruption, employment in the informal sector, risk of labour exploitation.

The issue of irregular migration could be tackled through implementation of appropriate schemes aimed at cooperation with the source countries. If necessary, the system of readmissions should be agreed upon and improved. Communication at diplomatic level, if possible, could be used in complicated cases in order to remove obstacles on the way to execute immigration laws. Cooperation with source countries should be also aimed at preventing irregular migration and combating services of networks of intermediaries (often abusing the position of would-be or real migrants), which can be achieved through introduction of relevant information campaign and well coordinated investigation.

Setting the tone of public debate on immigration. Immigration should be a subject of broad debate, including not only administration, scholars and experts but also a wide range of social actors and the media. Migration policy – to be effective – needs social consensus and public support. Such a need will be satisfied only if the public will have at least basic awareness and knowledge about the issues of migration, cultural differences, intercultural communication, etc. Therefore, one of the biggest challenges in this field is to design and implement an information policy, which will contribute to the creation or clarification of the public stance towards immigration.

Moreover, in the view of the demographic decline and labour shortages, the rhetoric on immigration must not be negative, since it does not need to contribute to unreasonable public

fears. There is a need to combat negative myths resulting from ignorance, which are visible also among policymakers. The “discourse of fear” which is present in many countries of Europe should not be the only driver influencing the public opinion. Immigration should be recognised and presented in a more balanced way, not only as a threat but also as a value and opportunity.

The role of information policy (appropriate distribution of information via media, issues of immigration and cultural diversity should be more visible in programmes in the media, and based on reliable data and facts), as well as proper educational policy (inclusion of the issue of immigration and foreigners into curricula) is crucial, especially in Poland – a country of high level of cultural homogeneity. These steps should be treated as preventive action against potential cultural tensions and conflicts. Information and educational policy related to migration should be widespread and reach not only the largest cities, but also all the places where immigration constitutes a subject of myths and stereotypes rather than part of the reality.

More active integration policy. Integration should be tackled in connection with the patterns of migration, which determine the modes of operation of immigrants in the destination country. Although circulation is the most natural migration pattern of majority of immigrants in Poland, integration should be treated as one of the priorities of migration policy. The activities of the state in this field need to be considered as promotive, encouraging integration efforts in early stages of the immigration process. Consequently, due to the predominantly temporary character of immigration to Poland, the state’s efforts in the field of integration should concentrate on the acquaintance of immigrants with living and working conditions in Poland, supporting them thus in their everyday lives and helping to counteract potential discrimination and exclusion from the society.

Support for immigrants’ organisations. Immigrants’ organisations are virtually inexistent in Poland (with the exception of some Vietnamese organizations). Some migrants participate in organizations established for indigenous ethnic minorities in Poland; however, activities of these organisations focus mainly on the cultural sphere, less frequently on politics, and they are not directed at temporary labour migrants. There is a need of encouraging immigrants’ organizations and their representatives (leaders) to be more engaged in the public sphere. Supporting some forms of migrants’ self-organisations may create incentives for more ‘official’ and ‘formal’ modes of migrants’ operation in Poland. This support can take various forms:

- financial support – sponsoring some activities of organizations;
- support in kind – providing some office space for organizations; providing materials describing, for example, opportunities for legalization of stay and work in Poland;
- advice – providing organizations with some expert knowledge and advising;
- establishment of a platform grouping all relevant actors which would enable regular contacts and consultations between immigrant communities and administration. Good example to follow is a consultation scheme founded for national and ethnic minorities within the Ministry of Interior and Administration.

Diagram 1. Main actors of migration policy in Poland

