

WHITE PAPER

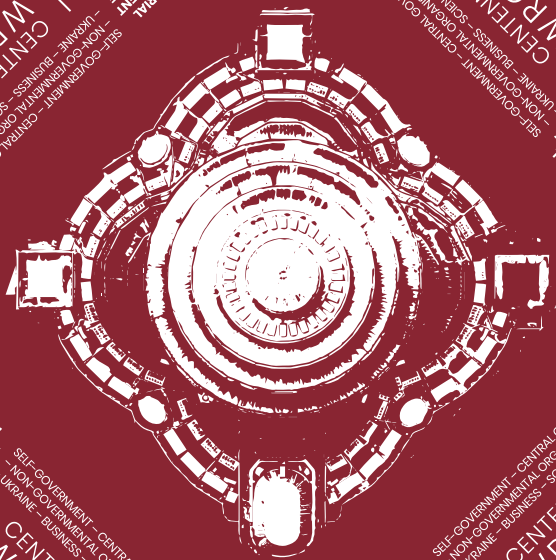
The Challenges
of Systemic Support
for Refugees at the Local
and National Level
Wrocław, 8–9 May 2022

9 May 2022
TERRITORIAL GOVERNMENT ROUND TABLE
SELF-GOVERNMENT – CENTRAL GOVERNMENT – UKRAINE – BUSINESS – SCIENCE
CENTENNIAL HALL WROCLAW

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Dear Sir/Madam,

after 24 February 2022, the world was forced to face an extraordinary situation. The Russian war against Ukraine, although started back in 2014 as a hybrid conflict, has now escalated dramatically. The all-out assault on Poland's neighbour has affected the lives of hundreds of millions of people on an unprecedented scale. This number is anything but exaggerated. I am thinking not only of the Ukrainians, but also of all those who immediately rushed to aid them, whether by helping with evacuation or by providing shelter. As the Mayor of Wrocław, I am proud of the people of my city who spontaneously and unhesitatingly set up an emergency and assistance point at Wrocław's main railway station, which soon became a gateway for hundreds of thousands of refugees passing through the city. According to our estimates based on water consumption and sewage volumes, since the end of February, the number of residents of Wrocław has increased by approximately 80,000.

Over the last three months, we have had to learn a new reality for which no one had really been prepared. We have also taken this time to reflect on what life in our growing local communities might look like in the future. The addressed these and more areas during the Wrocław Territorial Government Round Table. The event gathered over 120 debaters, including volunteers, third sector organizations, scientists, employers, trade unionists, local government activists, and representatives of Ukrainian communities.

This publication gives you an insight into the most essential topics and takeaways of the meeting.

I wish to thank everyone who came to Wrocław to share their experience. I wish to thank everyone who contributed to this White Paper.

I strongly believe that it will be a substantial contribution to and guidance in implementing urgent and necessary legislative changes in our country. We will always be there to help in this effort.

A handwritten signature in black ink that reads "Jacek Sutryk". The signature is written in a cursive, slightly stylized font.

Jacek Sutryk

Mayor of Wrocław



Dear Sir/Madam,

Solidarity, Round Table, mutual trust: these were the most important words that reverberated throughout our convention in Wrocław on 8 and 9 May. Poland needs these words so much right now. The world knows us, Poles, because of the Solidarity. Today we have raised its banner high once again by helping thousands of people who need our support like never before. As local self-government officials, we do our day-to-day job without looking back, although it happens to be a tremendously challenging one. We believe that this work makes sense, and that helping should always come first because everyone's life is important. We can be proud of it. However, our open hearts alone do not suffice today. After we have rallied to help as citizens, we now need systemic solutions and a systemic migration policy, for which we have been calling unsuccessfully for years. Today I can say with full responsibility: migration policy is now the most important challenge for Poland and Europe.

Once again in our history, we sat down at the Round Table to work out an agreement on a matter that is pivotal for our country. Together with non-governmental organisations, employers, academic circles, representatives of the Church, central administration, and international organisations, in mutual trust, we formulated proposals for urgent, lasting, and systemic solutions addressing the needs of our new residents from Ukraine, Belarus, and other countries.

We, Poles, used to be refugees, and we are a nation of emigrants. Today we are facing a great historical opportunity. How we are and will be receiving our guests will define who we are for years. I hope that we will not let slip this chance. Because history will not forgive us.

Jacek Karnowski
Mayor of Sopot
President of the YES! For Poland Local
Government Movement



Dear Sir/Madam,

our society is facing a monumental challenge. A violent war is being waged behind our eastern border. Our neighbours are often forced to leave their homes in order to save their own lives and those of their families. Many of them arrived in Poland with nothing more but the most basic personal items that they managed to pack in a rush for a long journey. When they come to our towns and cities, they need help, both immediately upon arrival and in the long term to enable them to secure their living needs for the coming months or years.

The early aid extended immediately after the outbreak of the war was intended to quickly assist millions who found themselves in flight. Thousands of Polish citizens, including NGOs, spared no effort to take immediate action. At the same time, local self-governments began to mobilise their resources. After two months, it became clear that the quick and effective emergency response to the unforeseen circumstances was a bottom-up initiative. Local communities and non-governmental organisations are playing the key role, often taking over the job that the state should be doing.

However, the resources of both local self-governments and NGOs are non-governmental organizations are depleting. It goes without saying that the strengthening of the potential of local self-governments and NGOs directly translates into a mightier state; therefore, coordinated and carefully contemplated measures should be taken to identify needs and respond to them quickly and efficiently. We need an efficient response system to handle crisis situations, coordination at the local and national levels, as well as a clear allocation of responsibilities. An efficient state apparatus and good-quality governance are essential; besides, we need public policies in place that take account of the position and roles of various stakeholders, integrated in accordance with the principles of real partnership.

There are no easy solutions to complicated situations. What is more, we must not overlook the existing challenges that are still there, although somewhat out of the limelight. Those who joined the Territorial Government Round Table were very much aware of that. Representatives of local self-governments, central government, non-governmental organisations, employers' organizations, and representatives of the academia decided to sit down at one table in order to work towards effective solutions in the areas of labour market, healthcare system, and social integration. The outcomes of their many hours' talks are put together as recommendations in this document. This White Paper contains proposals covering specific domains of politics as well as offering a list of viable solutions aimed to achieve the goals and objectives set.

This document is also a major stimulus for the future. We do not know what challenges we are going to tackle. However, it is perfectly obvious that through cooperation and real intersectoral partnership we are able to respond to any emerging difficulties as quickly and effectively as possible. We need a decent state resilience system that will enable us to face present and future predicaments and changes boldly. This White Paper, which is the fruit of the Territorial Government Round Table, is a repository of specific ideas and recommendations. Make sure that you get acquainted with them through this inspiring read.

Karolina Dreszer-Smalec

Karolina Dreszer-Smalec

President of the National Federation
of NGOs (OFOP)

2.

Introduction

Poland has become home to even more than 3.1 million Ukrainians¹, which is twice as many as before the outbreak of the war². This number continues to grow. Since the outbreak of hostilities, almost 3.46 million refugees from Ukraine have crossed the border into country³. In other words, Poland's population is now over 41 million.

Most of these Ukrainians, over 2.2 million, are living in the metropolitan areas of the 12 cities-members of the Union of Polish Metropolises. More than half of this figure, approximately 1.3 million, are staying in the central cities of these areas, i.e. in the 12 largest cities in Poland. For example, Wrocław, a city officially inhabited by 642,300 people, received an extra 190,000 Ukrainian women and men towards the end of March. This number might be even higher today.

Local self-governments (territorial governments) and non-governmental organisations, mainly in the largest urban centres, are shouldering a large share of the burden related to accepting and assisting the refugees. They are actively supported by entrepreneurs and university communities. Volunteers, often ordinary people who have never participated in any social initiatives, are doing a great job. We are working closely and remain in contact with the central government administration. The government is drafting, consulting, and implementing new regulations facilitating the admission of refugees. At the same time, we know that this is not enough.

The influx of refugees have exposed the condition of our country, both its strong and weak points. Our strength is undoubtedly Poles' ability to self-organise in the face of a crisis and to provide help spontaneously, driven by the impulse of unconditional solidarity. However, this test has also exposed numerous weaknesses of our state, in particular institutional ones that we would like to discuss with the representatives of the central government.

Let us be frank: the Polish state is being put to a demanding test. Every one of us is responsible for the outcomes of this test. We are responsible for preparing our country for further, inevitable challenges.

When we talk about the state, we mean all of us: the central and local administration, non-governmental organisations, the academia, and entrepreneurs. We are all responsible for Poland.

Hence the idea of the Territorial Government Round Table: to reflect on the condition of our state. Local government officials are the prime movers behind the initiative. But representatives of all sectors were also invited. We also requested the participation of the Polish government.

The key challenge of today is to provide professional assistance for refugees. In order to manage this refugee crisis effectively, we need to consider a few points.

First, refugees can only be treated as passive clients of social assistance, and thus as the object of public policies, at the early stage. But a time comes when they should be acknowledged as active participants in the life of the receiving country, individuals who organise their everyday reality independently, includ-

1 Status on 1 Apr 2022, data from the report, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities, Analysis and Research Centre of the Paweł Adamowicz Union of Polish Metropolises.

2 Status on 1 Feb 2022, ibidem.

3 Status on 19 May 2022, data from the Border Guard.

ing by setting up their own aid networks, organisations, and institutions. In other words, at some point, they should be regarded as subjects. What does it mean in practice? What kind of new institutions are we talking about? What could be the political implications of this trend? What scope of civic and political subjectivity should ultimately be awarded to Ukrainian migrants, both in Poland and across the European Union? It is worth noting that the refugees from Ukraine are also citizens of other countries, including many Belarusians. Their subjectivity must not be ignored, either; it should be respected and taken into account.

Second, the current support for the displaced is only a prelude to further ambitious initiatives pursued jointly with Ukraine, and perhaps, ultimately, also with Belarus. We mean the post-war reconstruction of Ukraine and the institutional integration of the two countries with the rest of Europe, especially with the EU and NATO. So how to aid refugees while empowering Ukraine to rebuild, its institutions to strengthen, and its ties with the rest of Europe to cement at the same time, also taking account of similar needs of Belarus?

Third, the refugee flow from Ukraine is only the beginning of further and maybe even larger movements of people that will certainly follow due to military conflicts, hunger, and climate change. We should accept the current refugee crisis as an opportunity to work out mechanisms to cope with future migrations better.

Fourth, in this situation, we must not forget about the needs of Polish citizens who, given the overburdened the public services system, i.e. reduced access to schools, care facilities, healthcare system, and housing, and with rapidly shrinking resources, are likely to develop negative attitudes to the social integration of refugees.

Five, conventional warfare goes with hybrid warfare. It is also a cyber war, one of its elements being massive disinformation campaigns. How to counter such attacks? What role can local self-governments and NGOs play when such challenges arise?

Six, we will not avoid the process of energy transformation: not only because of the war but also because of the climate. Are we ready for the negative consequences that will unfold as part of this process? First of all, energy poverty and even exclusion, and possible shortages in available energy? What can and should local self-governments do about this? How will the energy situation affect local economies?

Evidently, the challenges that we are facing are both short- and long-term. And yet, in each of the discussed aspects they are of global nature. Some actions or changes, for example in the legislation, are more urgent. Others will have to be implemented relatively quickly but reasonably.

Meanwhile, the influx of refugees occurred at a very inopportune moment for our country. We cannot ignore this fact. For several years, the central government has been pursuing a policy of recentralization, gradually reducing the competence of local self-governments. We oppose this process consistently. Today, it has been confirmed once again that recentralization is a road to nowhere. Suffice it to say that we are successful in handling the refugee crisis at the local level, at the level of cities and communes, while receiving little help from the central authorities, which was particularly evident at zero hour. But the weaker the local authorities, the less ability they have to face new challenges, including hosting refugees.

Aware of the weight of these challenges and convinced that the existing formats of public debate were insufficient, we undertook the initiative to organize a Territorial Government Round Table.

The idea of the Round Table had emerged less than a month before the event in the local self-government community. Friends from the YES! For Poland Local Government Movement, the Union of Polish Cities, and the Union of Polish Metropolises had realized that the question of supporting refugees required much more serious approach than just implementing makeshift changes, whose effect was only that of “patching up” something that needed to be re-invented anew. We had made it clear that Poland needed a systemic migration policy rested on cooperation of central government administration, local self-governments, and non-governmental organisations. Similar opinions had been voiced among NGOs, the academia, entrepreneurs, and ordinary citizens. That is why representatives of such different groups and environments met at the Territorial Government Round Table.

Almost two hundred people actively participated in the two-day meetings at the subtables and at the Round Table. The subtables were tasked with formulating proposals and recommendations. Their working groups developed and delivered substantive input for discussion at the Round Table. The subtables addressed the following topics:

- Social integration and civic activities,
- Labour market, economy, and social economy,
- Housing,
- Education and science,
- Finance, allocation of tasks, and legislation,
- Public safety and cybersecurity,
- Healthcare and social welfare,
- Support for Ukraine, networking, and European cooperation.

We invited representatives of local and central government administration, non-governmental organisations, business and academic circles, experts, volunteers, and guests from Ukraine to meet at each of the subtables. The effects of their work are outlined in Chapter 4 “Diagnosis of the Areas of Systemic Support: Subtable Recommendations.” Chapter 5 “Territorial Government Round Table Talks: Recommendations and Discussion,” as well as Chapter 6 “Summary of the Territorial Government Round Table Talks,” provide the most relevant excerpts from the discussion on recommendations as well as statements of the participants of the Round Table. The event held in Wrocław’s Centennial Hall gathered a large audience.

We hosted a total of 499 registered event participants.

A full transcript (in Polish) of the sessions of the Territorial Government Round Table, including video materials and multimedia presentations, can be found in the event repository at:

www.wroclaw.pl/dla-mieszkanca/samorzadowy-okragly-stol

On behalf of the organisers, as well as partners, invited guests and all those who actively contributed to the organisation of the Round Table and its final outcomes, we wish you an inspiring read of this White Paper.



SAMORZĄDOWY OKRĄGŁY STÓL
LUBUSKIOP - KJOP - OŚWIĘCIM - KROŚNIEDZKIOP - JAROSŁAW - ZDĄRZ - NIEKA

9 maja 2022 | HALA STULECIA
WROCŁAW



3.

The War in Ukraine and Refugee Crisis: Diagnosis and Challenges

About the methodology: *the study relies on four basic data sources. The latest data of the UNHCR on border traffic between Poland and Ukraine and data from the PESEL system (Universal Electronic Population Registration System) were used. With regard to the assignment of PESEL numbers to Ukrainian nationals, it should be emphasised that the numbers are accepted voluntarily, and the assignment does not require the holder to stay in the place of registration: they are free to return to the home country and move to other countries. These two options mean certain limitations in terms of drawing firm conclusions as to the holder's whereabouts, but still, the PESEL data remains an important source. The third source is the report of the Union of Polish Metropolises, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities. The report is based on estimates generated from data from mobile devices with Ukrainian or Russian as the language of the device and at least one registration with a Ukraine-based GSM operator in the year preceding the analysis. This source shows the size and specificity of the Ukrainian population as a whole. Finally, the fourth source is the Report on the Necessary Changes to the Organisation of the Polish State, prepared by the Yes! For Poland Local Government Movement.*

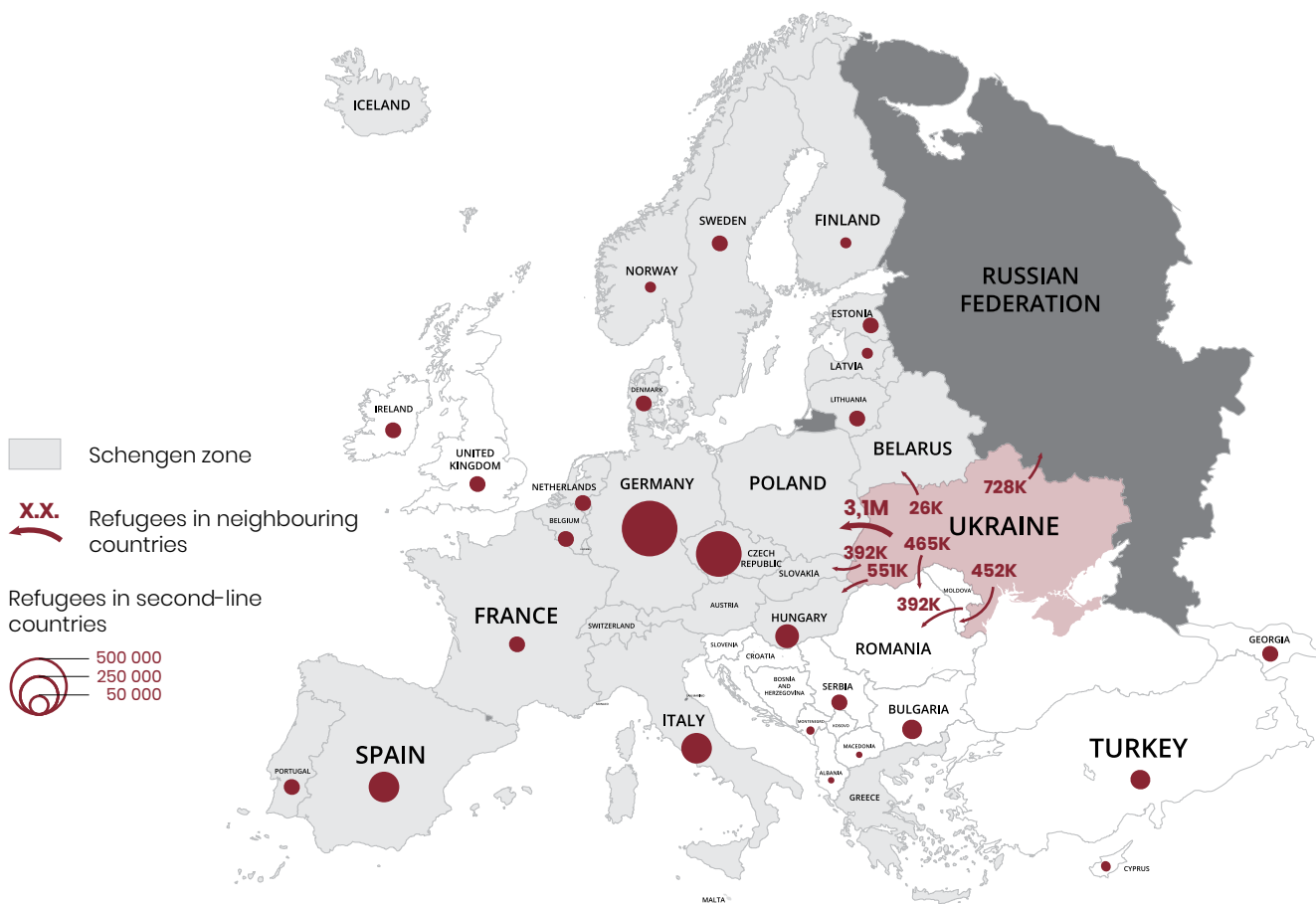
The War in Ukraine and the Scale of Refugee Movement

On 24 February 2022, the world looked at Ukraine with astonishment and disbelief. Questions like these were asked across the globe: “Why one state invades another state in the 21st century (meaning in the era of democracy and respect for human rights)?,” “Why is someone ruining the universal peace and prosperity?” Many were growing increasingly anxious about what happens next. However, not everyone was so terribly thunderstruck, certainly not the invaded. The Russo-Ukrainian war did not start in 2022 but eight years earlier and went on. In the meantime, the Western world never severed its business and diplomatic relations with the aggressor. While attempting to live a regular life, Ukrainians were bracing themselves for escalation and its consequences. This moment came on 24 February 2022.

Between June 2021 and the outbreak of the war, 53,474 Ukrainian asylum seekers had been officially registered in the world, including 36,492 in the countries of the European UNHCR area¹. These figures seem so far from what we are facing today: within less than three months since open warfare in Ukraine began, **6,111,172** people have left the country².

To date, almost 14% of Ukrainian citizens have left Ukraine, one of the largest European countries³. The total number of refugees is on the rise, yet

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- 1 These figures only cover officially submitted applications.
 - 2 Source: State Border Guard Service of Ukraine.
 - 3 In addition, the International Organization for Migration estimates that there are even 8 million internally displaced persons on the territory of Ukraine (data from: <https://businessinsider.com.pl/wiadomosci/migracje-w-ukrainie-potwierdzaja-skale-kryzysu-humanitarnego/7s70w2c>, last access: 16 May 2022).



the trend is beginning to reverse slowly. The first wave of migration peaked in March, shortly after the launch of the invasion, and accounted for half of the total migratory movement. In the period from 24 February to 6 May, **924,000** Ukrainians decided to return to their homes, including for temporary stay or with the intention of joining the army. Currently, the movement is highly pendulous.

Refugee Influx into Poland

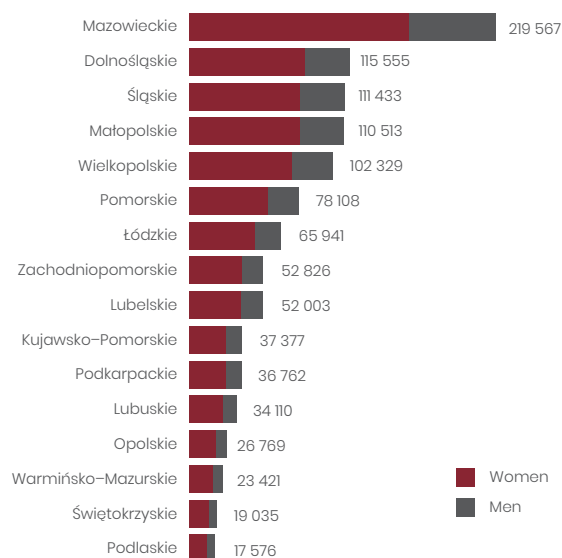
From 24 February to 13 May 2022⁴ the largest number of war refugees from Ukraine fled to Poland: **3,315,711** people. This volume is similar to the total flow across all other Ukrainian state borders, with the highest figures reported in Romania (901,696) and Russia (800,104). Officially, **1.069 million Ukrainians** have stayed in Poland (data from the PESEL system). At the same time, approx. 1 million refugees have moved to countries beyond

4 Source: <https://data2.unhcr.org/en/situations/ukraine>.

the immediate neighbours of Ukraine, mainly to Germany, the Czech Republic, and Italy⁵.

Ukrainians flowing into Poland enjoy freedom of movement. As a result, they are mainly heading for the largest urban centres (estimates show that this is almost 70% of all immigrants). In Poland, the largest number of refugees is reported in the administrative province of Mazowieckie (after the escalation of the conflict: over 216,000, approx. 20% of all the relocated persons), most of them in the capital city of Warsaw. The second and third most popular destinations are the provinces of Dolnośląskie (109,000) and Śląskie (107,000).

Fig. 1. <https://app.powerbi.com/view?r=eyJ>



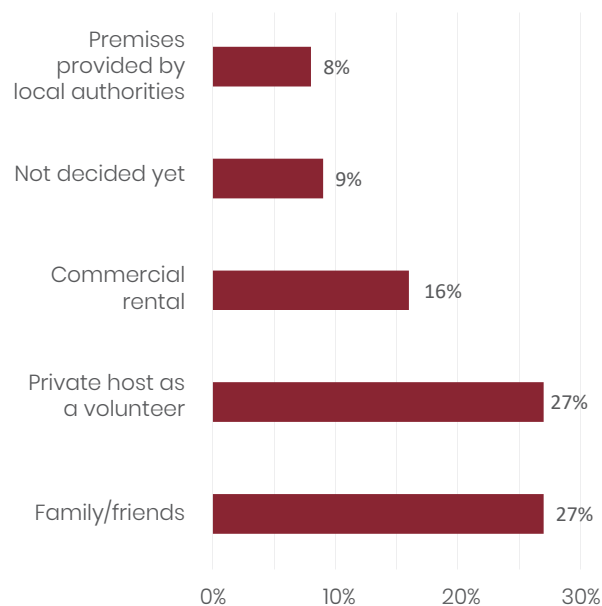
5 Source: <https://data2.unhcr.org/en/situations/ukraine>.

6 M. Wojdat, P. Cywiński, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities, UMP Analysis and Research Centre, p. 12.

7 Source: Regional Refugee Response Plan For the Ukraine Situation. Poland – Protection Sector and Information Management WG, <https://data2.unhcr.org/en/documents/details/92665>, after: REACH.

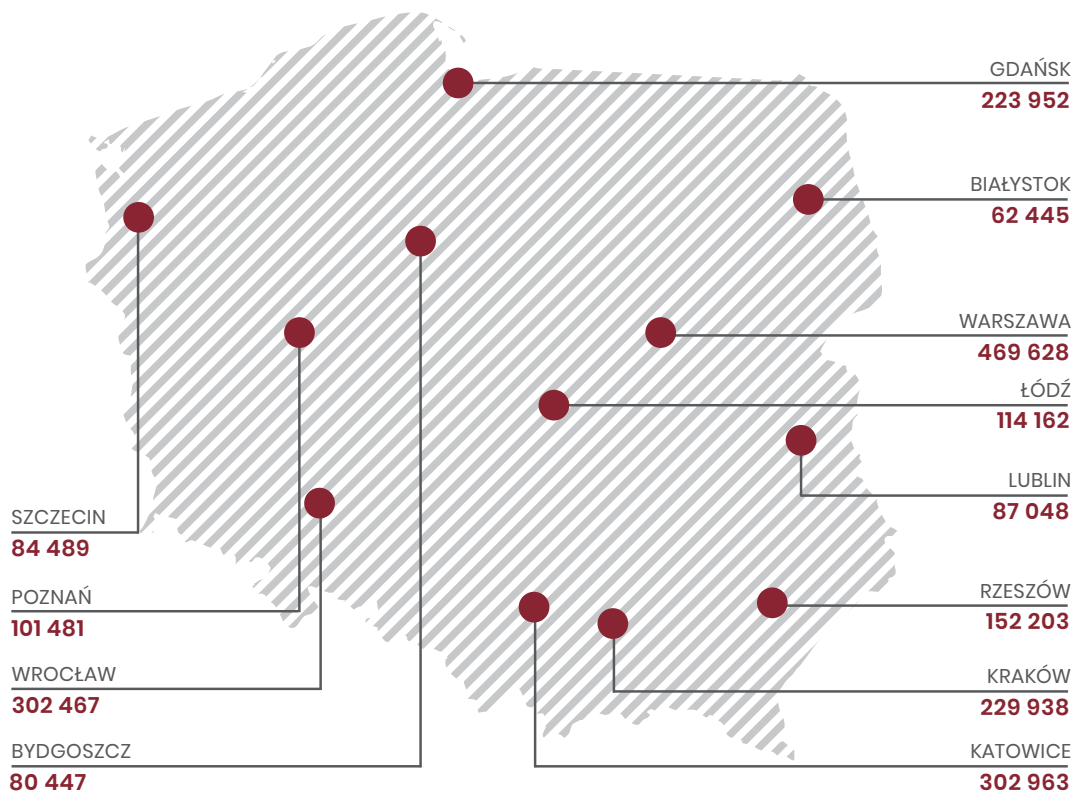
What made the refugees head for a specific city, especially in the early period of the war, was the local presence of friends and a larger group of the Ukrainian diaspora⁶. Survey data (REACH, 2022) confirms the main locations of refugee settlement in Poland. Less than 1/3 of them join their family and friends, and another 1/3 take advantage of various aid options available on social media or from volunteers. 16% of the Ukrainian refugees in Poland have been able to rent a property to stay in on commercial terms⁷.

Fig. 2. Type of accommodation in the receiving country based on surveys among Ukrainian refugees



Source: UNHCR, after: REACH Report (survey)

Fig. 3. Total number of all Ukrainians in metropolitan areas (adults and youth + estimated children)



Source: M. Wojdat, P. Cywiński, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities, UMP Analysis and Research Centre

The total estimated size of the Ukrainian population in Warsaw and its metropolitan area is currently less than 500,000 people (13% of the population). In the Wrocław metropolitan area, it is over 300,000 (23% of the population); almost the same figure is reported in the Metropolitan Union of Upper Silesia and Dąbrowa Basin (25% of the population).

Is it possible to alter this refugee density trend? It seems unlikely that this will take place in the near future as part of bottom-up processes. Today,

the most important thing is a sense of security while having to adapt to the new reality. It goes without saying that this sense is easier to create among one's own fellow citizens, or at least, when being able to establish contact with them. The second most important need is to secure the source of livelihood, i.e. to find employment to make a living while ensuring admission of children to a care or educational institution. Based on current data, there is an opinion that while there is a shortage of places in care institutions

for children, job opportunities in larger cities are ample. At the same time, it is worth noting that aid organisations, especially international ones, operate mainly in the largest cities.

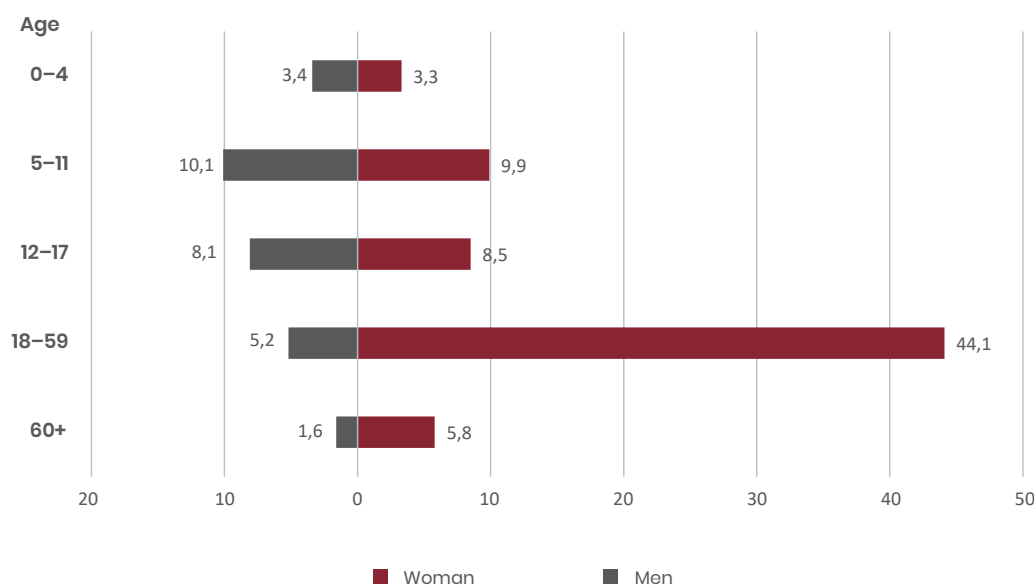
Who Are the Refugees?

The war-induced mass migration triggered the movement of people representing various social groups. 96% of refugees registered in Poland (based on the number of people in the PESEL database) are women and children. Noteworthy is also a considerable share of the elderly (over 60), of which 5.8% are women and 1.6% are men. This data is sourced from the PESEL system. PESEL numbers are assigned to the refugees under

the Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (Journal of Laws of 2022, item 583) (“Special Act”). The data does not show the total number of refugees, only those who are eligible for assistance from the host country.

Alternative data sources indicate that there are currently approx. 3.2 million Ukrainian adults and children in Poland, half of which had arrived in Poland before the conflict flared up⁸ As shown by UNHCR data (based on the monitoring of cash registration), less than 22% of refugees coming to Poland have special requirements, 14% are single parents without family support, 4% are defined as

Fig. 4. Age and gender structure of Ukrainian refugees as registered in the PESEL system



Source: PESEL system

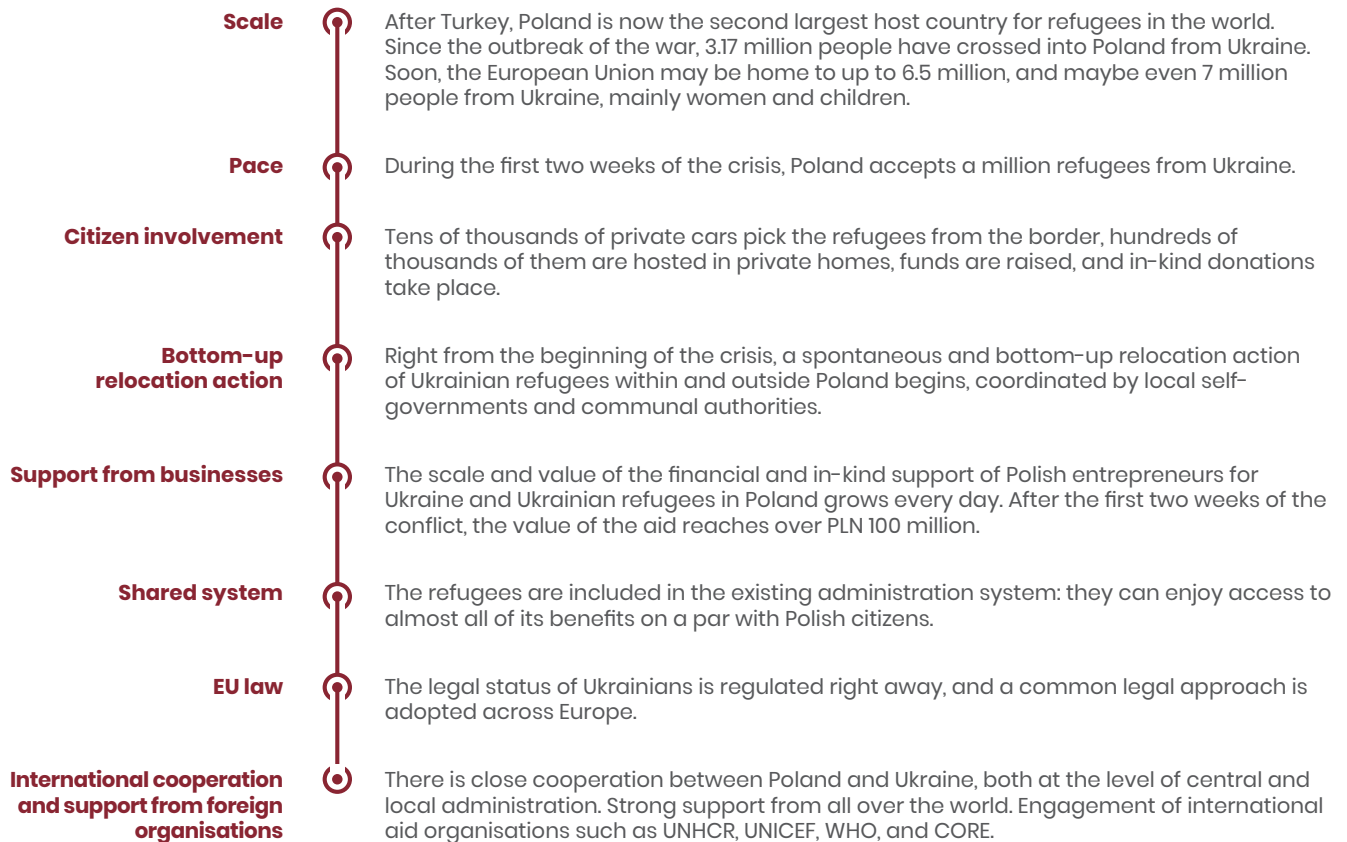
8 M. Wojdat, P. Cywiński, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities, UMP Analysis and Research Centre, April 2022, pp. 11-12.

women exposed to various vulnerabilities, and 2% are persons with disabilities. Moreover, it is estimated that as many as 46% of children with special needs have limited or no access to care⁹.

Who Helps the Refugees and How?

Surveys (REACH, 2022) show that 53% of the Ukrainian refugees plan to stay in Poland until the end of hostilities. However, as many as 31% are unable to define their intentions in this regard. The data shown above suggests that certain about

Why is this migration crisis unique?



Source: M. Wojdat, P. Cywiński, Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities, UMP Analysis and Research Centre, p. 16

9 Poland Protection Analysis. May 2022, p. 4 (<https://data2.unhcr.org/en/situations/ukraine>).

the duration of their stay in Poland are primarily those who are renting a flat (and expect to be able to afford the upkeep) and/or already have a family living in Poland. However, of importance when making a stay or leave decision, especially among the undecided group, will be the form and quality of assistance of the host country.

This assistance is a fact, but the main stream of aid, which needs to be stressed in the first place, has the source in various social initiatives and local self-governments. Currently, local administration is involved in many aid areas, including cooperation and coordination of bottom-up activities. Public financial aid has been made available at all administration levels: in most communes (Pol. gmina), 314 (out of 380) districts (Pol. powiat), and in all provinces (Pol. województwo). The greatest share of assistance (78.5% of communes) is in helping to find accommodation, but the offer chiefly comes from local residents. In addition, the following support is made available: psychological assistance (in almost 60%

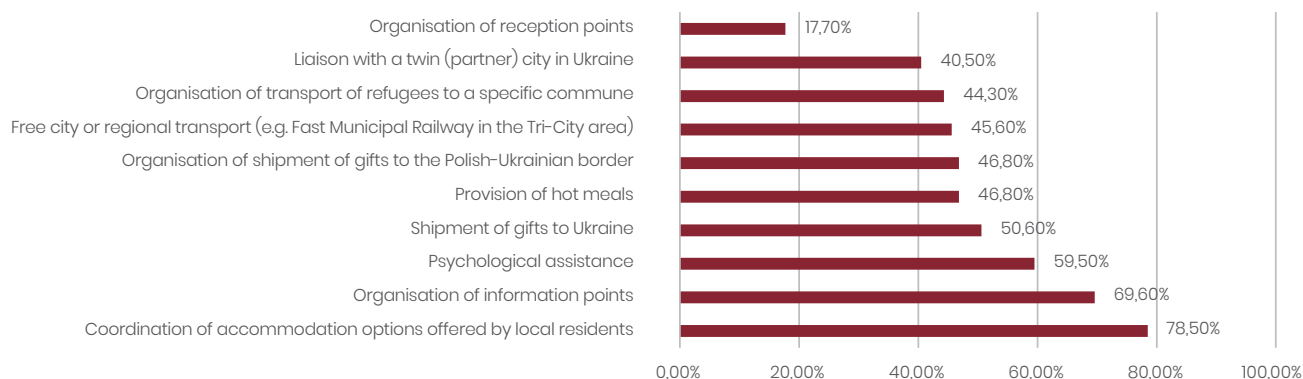
of communes), shipment of gifts to Ukraine (50.6% of communes) and to the Polish-Ukrainian border (46.8% of communes), hot meals (46.8%), offer of free local or regional transport and transit for refugees to Poland (44.3%)¹⁰.

The key fact is that individual administrative units are aiding the refugees to a varying degree, both due to limited capabilities and popularity as destinations for shelter-seekers. Mindful of these differences, the authors of the report of the Yes! For Poland Local Government Movement identify five categories of areas:

- “front-line” communes,
- capital city,
- large cities,
- towns and rural communes,
- rural districts.

As regards “front-line” cities, the key assistance aspects are: initial information, relocation of refugees, and acting as transshipment hubs for hu-

Fig. 5. Participation of local self-governments in the provision of aid for refugees from Ukraine



Source: 31 Days of War in Ukraine. Report on the Necessary Changes to the Organisation of the Polish State

¹⁰ Source: YES! For Poland Local Government Movement, 31 Days of War in Ukraine. Report on the Necessary Changes to the Organisation of the Polish State, 30 March 2022.

humanitarian aid flowing from the West to Ukraine. The collection and transport of humanitarian aid to Ukraine was organised in such areas even before the official consent of the government administration. This meant the need to incur the full costs of such aid.

As the most desired destination for refugees, Warsaw is primarily helping through information and relief points, organising search for accommodation, as well as offering nutritional, psychological, and medical care. Data shows that almost 240,000 immigrants have used the points to date. In addition to private premises, the city has opened 30 shelter facilities which have already accommodated over 46,000 evacuees. More and more professional forms of support are made available in the capital city, especially thanks to NGOs such as the Great Orchestra of Christmas Charity, the Norwegian Refugee Council, or UNHCR. One of their key activities is the operation of reception points where refugees are advised on where to stay and assisted in making their decision as to the final destination.

Also other cities have undertaken the initiative to cooperate with non-governmental organisations, e.g. Rzeszów with CARE and Kraków with Save the Children.

Some of the local government units have also decided to send endowments to Ukrainian citizens (e.g. the Metropolitan Union of Upper Silesia and Dąbrowa Basin: PLN 10 million).

Many local self-governments and local communities have already taken a systemic approach and are focused on helping refugees to adapt to everyday life in Poland. Among other things, free Polish language courses are made avail-

able (1,000 Ukrainian have enrolled in the city of Ciechanów alone) or activities for children with the help of interpreters (in Wrocław). An interesting example of a form of assistance is the publication, in printed and electronic form, of a guide on immigrant adaptation in Poland. It is available in Polish and Ukrainian, and the original idea comes from Gdynia.

One of the basic areas of mandatory assistance to be provided by local self-governments is education. Until 9 May 2022, Polish schools and pre-school establishments registered 197,413 refugee children, most of them in Warsaw (17,059), Wrocław (6,385), and Kraków (6,357). It is worth noting that some of the Ukrainian school students who are staying in Poland are still attending Ukrainian schools through distance learning systems. At the same time, however, some of them may choose to join the Polish system in the upcoming school year. The extent of needs is still highly underestimated.

In point of fact, every commune receiving refugees decides that it will fail to meet the budgetary constraints regarding expenditure on public services, including education, basic health care, or operation of the local administration apparatus (new tasks, increased workload, indirect costs such as interpretation/translation). Moreover, communes are aware of the risk of reduced access to public services or offering services of inferior quality, provided that they keep the current form. Given that, any bottom-up support from the local community, entrepreneurs, and NGOs is more than appreciated¹¹. The city of Ciechanów has even exempted its active volunteers from property tax.

¹¹ Although there are no precise figures, based on the information published in the mass-media, it should be assumed that, next to the masses of ordinary citizens, hundreds of NGOs in Poland, including church organisations and religious associations, are directly or indirectly involved in helping Ukrainians.

However, bottom-up assistance is temporary, rendered on the spur of the moment and, above all, non-comprehensive and marked by uncertainty. From the “spontaneous sprint,” we should now be moving towards a tactical “marathon” spanning an indefinite period and demanding an indefinite effort. The optimistic estimate is that, assuming the relatively close end of the conflict in Ukraine, about 1.5–2 million refugees may settle in Poland. This means that every twentieth person in our country will be at risk of post-war and displacement traumas¹². What service costs does an average refugee generate? There is no data on this to provide a straightforward answer. However, the costs will certainly be lower as long as an efficient management system is in place.

Problems and Future Challenges

The previous sentence highlights several fundamental problem areas. If effectively addressed, a starting point for systemic action can be achieved. The first area is to secure the financial and physical means of subsistence, in other words, decent accommodation, employment, and access to basic public services (education, healthcare). The second area is to manage the negative effects of separation of families, including children completely or partially on their own. The third area is a risk of discrimination and barriers created in locations affected by large migration waves (this is a real challenge for Katowice, Wrocław and Rzeszów, where the share of the Ukrainian minority has already increased to 23–35% in the total population, respectively). This fourth area is to take care of mental health and psychological support. Over the last three months alone, 14% of the refugees overseen by UNHCR have sought psychological assistance. In addition, some other challenges that are difficult

to quantify include human trafficking, homeless people, and gender-based violence (GBV). What reports tend to overlook is also help to animals, including sick and stray ones.

At present, local government officials, social stakeholders, and experts point to deficits regarding the organisation of this form of assistance. The first area that needs to be addressed is the relocation of refugees from near-border spots. It is necessary to take action to:

- develop a system of continuous monitoring of the availability of accommodation countrywide in order to ensure a balanced (proportional) distribution of refugees, including to smaller localities,
- create a database of information about accommodation and job opportunities, also available in Ukraine, to enable the fastest and safest transfer of refugees to Poland possible,
- raise refugees’ awareness of available destinations and their potential, also in the EU and globally.

The most burning problems in the areas of refugee concentration are:

- unscheduled public transport services (especially trains),
- no platform for information exchange between local self-governments,
- screening and preparation of real property resources within the commune boundaries for aid purposes (not only for accommodation),

¹² Source: The Centre for EU Public Policies in Kraków, The New Solidarity Initiative, Kraków, March 2022.

- in this case, additional funding is often necessary to adapt the property to its new function,
- to provide information outside stationary information points, including by the telephone and via the Internet,
- shortage of reception points that meet UNHCR standards,
- to increase the capacity of care and educational institutions.

Expected response from the central administration:

- to create a system of migration absorption (at least at the provincial level),
- to determine weekly refugee reception capacity,
- to cooperate with countries with experience and well-established refugee policy in the area of designing a refugee management system in Poland,
- to cooperate with countries that declare their willingness to accept refugees,
- to share clear legal messages, including in the field of financing aid,
- to raise the number and remuneration of personnel in administration units handling refugees,
- to cooperate with NGOs, including by responding to registered assistance needs on a regular basis,
- to enable various forms of access to social housing, including social rental agencies, development of subsidised housing, inventory-taking of potentially available property resources,
- to take action to fill vacancies in the health service.



SAMORZĄDOWY OKRĄGŁY STÓŁ

SAMORZĄD – RZĄD – ORGANIZACJE POZARZĄDOWE – UKRAINA – BIZNES – NAUKA

9 maja | HALA STULECIA
2022 | WROCŁAW



4.

Diagnosis of the Areas of Systemic Support: Subtable Recommendations

Introduction

We invited 115 participants to make a diagnosis and discuss options for systemic support of refugees from Ukraine. They represented all the groups invited to sit at the Territorial Government Round Table: members of local administration, social partners, experts from the world

of science, teachers, medical doctors, public service employees (central and local self-government institutions), and entrepreneurs.

The experts worked on eight topics at eight different subtables:

Subtable number	Subtable name	Areas covered and recommendations: topics
1.	Social integration and civic activities	<ul style="list-style-type: none"> • Civic participation: objectives and programmes of social inclusion for and with the participation of refugees • Fewer tensions and conflicts: measures needed • Civic education and creating leaders in new communities • Social and cultural offer for new residents • Potential of the NGO sector and tools for knowledge/ best practice exchange
2.	Labour market, economy, and social economy	<ul style="list-style-type: none"> • Barriers on the labour market and possible re-employment facilitation mechanisms • Entrepreneurship and social economy in new reality
3.	Housing	<ul style="list-style-type: none"> • Development of social and housing infrastructure to meet the needs of new commune residents • Refugees' housing needs in villages, small towns and large cities

Subtable number	Subtable name	Areas covered and recommendations: topics
4.	Education and science	<ul style="list-style-type: none"> • What education system is needed to manage the influx of school students from Ukraine: distance learning in the Ukrainian education system (living here – studying there), education in Poland: preparatory classes but what next? • Special needs expressed by the Polish education system • Infrastructural and financial needs: villages, small towns and large cities • Science and refugee challenges: possible contribution of science
5.	Finance, allocation of tasks, and legislation	<ul style="list-style-type: none"> • Let's count: financial needs and financial mechanisms in place to respond to the social integration and livelihood of refugees • Allocation of tasks: central government – local self-government – NGOs • Law in crisis: the legal aspects of NGO operation in emergency situations • Necessary changes to the law
6.	Public safety and cybersecurity	<ul style="list-style-type: none"> • Fears of a “stranger” • Remedial actions: online war, communication war • Information security • Counteracting disinformation

Subtable number	Subtable name	Areas covered and recommendations: topics
7.	Healthcare and social welfare	<ul style="list-style-type: none"> • Healthcare system: primary healthcare and medical specialists in the face of refugee influx: villages, small towns and large cities • Financial and staffing needs of the social welfare and healthcare system • Refugees as workforce: how to use it in healthcare and social welfare working for refugees • Necessary changes to the organisation of healthcare and social welfare
8.	Support for Ukraine, networking, and European cooperation	<ul style="list-style-type: none"> • Humanitarian aid and reconstruction; the role of Polish cities and twin cities • What is needed today and tomorrow • Potential and opportunities for national and international cooperation

The subtable talks during the Territorial Government Round Table began on 18 April and closed with workshop sessions on 8 May, the day before the main Round Table event.

During the workshop session on 8 May, the participants developed recommendations to be presented by the subtable coordinators at the Round Table on the following day. These recommendations and participants' opinions are contained in greater detail in Chapter 5 "Territorial Government Round Table Talks: Recommendations and Discussion." This Chapter 4 contains a much broader and in-depth material:

- diagnosis of problems related to the refugee crisis and the war in Ukraine,

- detailed recommendations for changes in public policies/strategies,
- proposals for necessary legislative changes.

We hope that the diagnoses, recommendations, and legislative proposals will reach and be appreciated by high representatives of public authorities, including the President, the Prime Minister, the Government, the Sejm, and the Senate. In our opinion, they constitute the first one-of-a-kind and comprehensive input that can help transform various areas of organisation of the state at the interface between the tasks of the central government, local self-governments, and social partners, in order to create a systemic migration policy and reform the public policies of the state.

SUBTABLE COMPOSITION

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SUBTABLE **SOCIAL INTEGRATION AND CIVIC ACTIVITIES**

- Civic participation: objectives and programmes of social inclusion for and with the participation of refugees
- Fewer tensions and conflicts: measures needed
- Civic education and creating leaders in new communities
- Social and cultural offer for new residents
- Potential of the NGO sector and tools for knowledge/best practice exchange

Coordinator: Karolina Dreszer-Smalec
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4.1. Subtable: Social Integration and Civic Activities

I. Problem Area: Civic Participation.

Tasks and programmes of social inclusion for and with the participation of individuals with migration and refugee experience and using the potential of migration in the development of civil society.

The rapidly growing refugee population in Polish cities may lead to a crisis of access to strategic resources, such as housing or public services. In the longer term, this will inevitably lead to social tensions that can be avoided if local integration initiatives are put in place. However, integration cannot be successful without the involvement of guests and new residents from Ukraine: the potential of their social activity must be unlocked.

Recommendations

1.1. To design a coherent and coordinated migration and integration policy contributing to community development while involving partners (central government, local self-government, civil society organisations, including migrant organisations, and other social partners), with a view to creating conditions for the full use of joint potential and ensuring financing

1.2. To design systemic, including financial, incentives to undertake coordinated action in the field of integration at the local level; the incentives will be addressed to local government units (“LGU”), NGOs, schools, universities, formal and informal groups, in particular concerning Polish language learning

1.3. To create a system for removing barriers to social activity of refugees and migrants arriving in Poland

Integration initiatives aimed at new residents, undertaken locally right after their arrival, would effectively prevent potential conflicts and misunderstandings between new and old residents. For such activities to match the scale of existing challenges, they would have to rely on additional funding from the state budget because the resources of many LGUs would not suffice to undertake them on a larger scale. Such funding should be based on a grant system in which potential hosts ready to receive refugees would be able to apply for extra funds. Local integration initiatives would decide on how to expend the funding from grants; grant eligibility criteria would be limited to a few basic requirements, such as the provision of housing, securing places in schools, kindergartens, and nurseries for children, and finding employment for parents. The development of local integration activities would also encourage refugees not to stay only in the largest cities but to start a new life in various parts of Poland.

By lifting barriers to collective activities for new residents from Ukraine, integration will be not only a bottom-up, local process, but also a bilateral process that will involve both newcomers and hosts receiving them in their local communities.

II. Problem Area: Fewer Tensions and Conflicts – Development of Social Cohesion: Measures Needed

Along with the inflow of refugees, there is a risk of conflicts between migrants and Poles as well as between migrants who came to Poland before the war and war refugees. Additionally, the language barrier and cultural differences are likely to lead to different misunderstandings. There is also the aspect of ignorance of Polish law, which may end up in potential abuse or fraud.

Recommendations

2.1. To ensure access to legal advice, interpreters/translators, mediators, foreigner's assistants in a specific administrative area

2.2. To adopt a responsible communication policy regarding the presence of persons with migration and refugee experience in Poland

The proposed solutions, including free access to legal advice, interpreters/translators, and mediators, are intended to protect and help migrants in situations where they are exposed to unfair practices of employers, service providers, etc. The role of a foreigner's assistant is that of helping migrants in dealing with administration, for example, in schools or offices. In the context of Recommendation 2.2., it serves to avert conflicts by consciously promoting a language of communication regarding migrants in Poland.

III. Problem Area: Activation of the Social, Economic, and Cultural Potential of People with Migration and Refugee Experience for the Coherent Development of Civil Society

Social inclusion is a multilateral process. It covers not only the integration of migrants and refugees into the host community. Effective integration requires everyone to adapt. As the lessons learned from long-term humanitarian and refugee crises show, there is an elevated risk that if refugees are not given the sense of agency and subjectivity, they will sooner or later become dependent on external aid. The phenomenon of dependence on social welfare is particularly dangerous given the cohesion of the social fabric. It inflames anti-migrant and xenophobic sentiment and attitudes as well as leading to social exclusion.

Employees of the public sector, including bureaucrats, teachers, uniformed services and health-care services, need to adapt their working methods to the presence and needs of a new group of persons with refugee experience in society. Today, many of the public sector staff report difficulties in providing services.

Recommendations

3.1. To endorse the process of self-organisation of people with migration and refugee experience and using their potential (including NGO, business, and social incubators) in designing solutions to specific social challenges (with the central and local governments as addressees)

3.2. To include people with migration and refugee experience actively in decision-making processes (planning, drawing up local strategies, designing solutions) through participatory and advisory action at the local and central government level (with the central and local governments as addressees)

3.3. To train staff in the field of intercultural integration and considering this area at all stages of education (with the central and local governments as addressees)

Individuals experiencing migration and displacement are equipped with social, cultural, and creative capital on a par with members of the host society. Successful social integration enhances the quality of life of all members of civil society.

At the same time, targeted support for refugees will allow them to maintain subjectivity and a sense of agency and develop competences that may be useful in the country of origin if they decide to return home after the end of hostilities.

The personnel of public institutions, including LGUs (offices, schools, healthcare facilities) should be trained in serving persons with diverse needs. As regards social integration, the staff should develop their multicultural competence, sensitivity to various learning and educational needs, conflict resolution and social dialogue skills, ability to conduct multi-sector cooperation processes, as well as skills required to identify needs, propose solutions, and manage change. The list of skills and competences is open-ended.

IV. Problem Area: Social and Cultural Offer for New Residents

When it comes to the social integration of migrants or refugees, it is essential to forge relationships and ties between “locals” and “new-comers.” At the same time, new residents with a distinct cultural background is a revolution in Polish towns and cities. Galvanising this sector into the process of building integration may enrich it, yet it should be kept in mind that this

process must respect migrants’ identity, in other words, take account of the richness and diversity of Ukrainian culture.

Recommendations

4.1. To co-design and implement a social and cultural offer tailored to the needs of the local community together with persons with migration or refugee experience (with the central and local governments as addressees)

4.2. To seek social cohesion while respecting cultural otherness, with particular emphasis on education (with the central and local governments as addressees)

Social and cultural initiatives may be used as a means towards emotional stabilization and building a sense of security among refugees. They may play a key role in the integration process: in fostering relationships and creating a meeting space for Ukrainians and Poles. This is particularly relevant when jointly designing an offer for people with migrant or refugee experience. The addressees will assess themselves whether the offer is really available, interesting, and tailored to their needs.

V. Problem Area: Potential of the Third Sector and Tools for Knowledge/Best Practice Exchange

As at 31 December 2021, 70,000 NGOs were active in Poland. This means a drop by 18,000 compared with 2018 and by as much as 21,000 less compared with 2016. Problems reported by NGOs:

- 36% of NGOs do not have a budget of more than PLN 100,000; 67% experience problems with access to funds; and 46% have problems with liquidity;

- 34% of NGOs struggles with maintaining the continuity of services provided to their clients.

At the same time, in 2021, 83% of them cooperated with local self-governments but complained of bloated bureaucracy (63%)¹.

NGOs undertake increasingly more public tasks and need public funds, stabilisation, and a mandatory system of participation in short-, medium- and long-term decision-making to make it effectively; they also need the assurance of continuity and inclusion in developing a cross-sectoral crisis management system. NGOs are key partners and a resource for building an inclusive system, based on their own mechanisms, know-how, and experience.

Recommendations

5.1. To design a transparent and impartial system of comprehensive financing of NGO activities, also contributing to the development of their institutional potential (the central government as addressee)

5.2. To use the potential of NGOs as a permanent repository of knowledge, experience, and structures in crisis operations/systemic participation in supporting public policies based on clear principles and within a definite time frame (with the central and local governments as addressees)

To ensure a rapid and effective response to new crises and challenges, it is necessary to strengthen the third sector. This process should be based on a long-term, transparent, and impartial system of funding conducive to developing institutional capacity. NGOs should also be included

in the planning and implementation of public policies in genuine partnerships. The strengthening of NGOs will translate into the strengthening of the entire state to build its resilience to contemporary and future crisis situations.

¹ (2021) The Condition of Non-governmental organisations: the Key Facts. Klon/Jawor Association – <https://kondycjango.pl/>.

SUBTABLE COMPOSITION

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SUBTABLE **LABOUR MARKET, ECONOMY, AND SOCIAL ECONOMY**

- Barriers on the labour market and re-employment facilitation mechanisms
- Entrepreneurship and social economy in new reality

Coordinator: Janina Ewa Orzełowska
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Clerk: Magdalena Okulowska
President of the Wrocław Agglomeration
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4.2. Subtable: Labour Market, Economy, and Social Economy

Arrival of over 3.2 million people from Ukraine to Poland², where half of them³ are likely to stay in our country, is a major challenge and, at the same time, an opportunity for the Polish labour market.

Refugees, like any other migrants, come with skills, experience, and talents that can benefit the local labour market. What is more, they need to remain professionally active to be financially independent and, above all, use the opportunity to develop their professional competence before returning home to rebuild their country.

There are, however, a number of barriers that may limit the labour potential of refugees, and which should be addressed by public policies at the central and local government level.

Refugees often experience difficulties in transferring their skills and knowledge acquired at home to the labour market of the host country. They also struggle with establishing contact with local employers and experience discrimination on the labour market more often than the native workforce⁴. Additionally, in the Polish conditions, given the demographic structure of forced migrants from Ukraine (40% of them are women aged 18–65, 26% are children), to create employment opportunities for women will be particularly challenging⁵.

The recommendations listed below respond to these challenges.

I. Problem Area: Barriers to Access to the Labour Market

Recommendations

1.1. To implement a programme of financial support for enterprises that are ready to create new jobs and of the co-financing of new businesses set up by Ukrainian citizens.

In the volatile situation of ongoing hostilities, the citizens of Ukraine tend to look for a short-term job that will allow them to become financially independent while staying in Poland.

Support for entrepreneurs is available at labour offices under the official Labour Fund. Entrepreneurs may apply, but not only, for reimbursement of remuneration expenses, or social security contributions paid for employees performing intervention or public works. To take advantage of all these forms of support, an employed citizen of Ukraine must be registered as unemployed at the labour office. These mechanisms are also long-term: they apply from six months to two years of employment.

Since the period of seasonal work is coming soon, which may be an opportunity for Ukrainian citizens to find short-term work (and such employees are in great demand now), entrepreneurs (especially small and medium-sized) should be given access to support tools quickly, on simple terms and in the short term. An additional instru-

2 See <https://data2.unhcr.org/en/situations/ukraine>.

3 Cf. <https://www.migracje.uw.edu.pl/wp-content/uploads/2022/03/Spotlight-Wydanie-Specjalne-2022.pdf>.

4 Muller J., Beckers P. (2018), From skills to work: Guidelines for designing policies to strengthen labour market integration of refugees in the EU International Organization for Migration, The UN Migration Agency, <https://repository.ubn.ru.nl/bitstream/handle/2066/197073/197073pub.pdf>, last access: 9 May 2022.

5 Centre for Migration Research No. 3(37), March 2022, Special Issue.

ment is needed (e.g. provided for in the Special Act on Assistance to Ukrainian Citizens, or new forms of redistribution of EU funds should be considered) that would facilitate employers' access to such forms of support.

1.2. To create a refugee competence database and to monitor employment needs in specific sectors on a continuous basis

According to the data of the Ministry of Family and Social Policy, **about 130,000 Ukrainian refugees are already working in Poland. A system is needed that will match local employers and Ukrainian job-seekers.**

The latest amendment to the Special Act indicates the development of an IT system to facilitate employer-refugee match-making. This is a crucial step, but it requires support and extra motivation at the regional level. Regional databases will serve three objectives:

- to diagnose regional labour markets (the number of people from Ukraine, along with their qualification and professions, ready to take up work or requiring training available on the local labour market),
- to combine data with information on the sectoral needs of local labour markets (barometers of the Provincial Labour Offices) and job offers from employers,
- to collect CVs and connect a job-seeker with a local employer, first within a province and next nationwide.

Data on professional competence and plans of Ukrainian citizens (can have the form of short questionnaires (CVs)) can be collected by the District Labour Offices and in all institutions

visited by Ukrainians: municipal offices, social welfare centres, the National Insurance Institution (ZUS), and at the new UNHCR cash enrolment points and other places. Otherwise, there will be a risk of issues with coordination, and specific tasks are likely to be dispersed.

Such integration of data collected from various institutions and organised on a dedicated portal at the regional level will help both Ukrainian citizens and local self-governments not only as a source of information but may also become an effective relocation tool countrywide.

1.3. To implement a programme of mass and immersion Polish language courses for Ukrainian citizens who want to take up employment

Inability to communicate in Polish at the basic level represents a serious barrier for Ukrainian citizens wishing to apply for a job. In this case, some support mechanisms are also available to entrepreneurs in labour offices or from the National Training Fund. Access to these mechanisms is regulated by contracts and guarantees from employers.

In parallel, we recommend that a nationwide language learning programme be designed and made available to Ukrainian citizens, next to the mechanisms intended for entrepreneurs. Such a programme should primarily enable free access to an e-learning application (as the currently available <https://ua.etutor.pl/>). Extra forms of instruction should be online courses with a tutor and stationary (also integrating) projects run, for example, by NGOs as part of the programme. Depending on the demand on the labour market, the courses should be tailored to the specific requirements of a given industry. This diversifica-

tion of linguistic competence-building initiatives will significantly improve basic communication.

1.4. To harmonise the rules of access to the labour market and starting a business (for Ukrainian citizens who came to Poland before and after 24 February 2022)

Statistics show that the greatest number of refugees are heading for cities with some Ukrainian population already living and working there. This is a natural psychological mechanism. In such locations, they can expect easier access to information and accommodation and simply feel safer. This cooperation between the citizens of Ukraine is a very important element of integration of newcomers and may also become an important employment stimulation factor during their stay in Poland.

As regards the refugees arriving in Poland after 24 February 2022, the Special Act provides for facilitation mechanisms regarding employment and setting up a business. Psychological barriers, such as trauma or the sense of being in transit, do not encourage refugees to start entrepreneurial ventures. Meanwhile, their compatriots who came to Poland before the war can provide various support and can even become their employers if simpler procedures are in place.

II. Problem Area: Social Economy

Recommendations

2.1. To create and promote the development of social cooperatives

Activities in the area of social economy assume special importance in a refugee situation. Broader initiatives aimed at creating social coopera-

tives employing Ukrainian citizens will be an effective way to benefit from their skills.

Social cooperatives (2,067 are registered today in the National Court Register) are a specialised tool for long-term support for individuals and families experiencing crisis situations. EU funds, Social Economy Assistance Centres, active entrepreneurs, and local self-governments implementing socially responsible procurement procedures have improved the tool significantly in recent years.

Long-term support for Ukrainians experiencing trauma, loss of relatives and life stability requires a holistic approach. Social cooperatives can provide this.

The elements necessary to establish and develop a social cooperative are:

- leaders and committed, permanent and active local support (cooperatives are created by natural persons or by non-government and local government units),
- funds (from the local or central administration, EU),
- a system of procurement of products and services in cooperatives, including with the use of social clauses and in collaboration with entrepreneurs.

2.2. To support NGOs that offer comprehensive assistance for refugees (also in terms of organisation or employment support)

From the very first days of the war in Ukraine, non-governmental organisations have been helping people fleeing the country. NGOs were the first to respond and provide almost every kind of assistance sought by the citizens of Ukraine. They are also often the “closest” to Ukrainian citizens and can identify their needs faster than

anyone else, often by creating a comprehensive offer of assistance (including in employment or accommodation).

We recommend that solid support be given in particular to those organisations that render comprehensive assistance in the “one-stop-shop” formula. Talking about employment is not possible without securing a place to stay or childcare first. NGOs are able to create such a comprehensive offer fast.

III. Problem Area: Integration and Cooperation

Recommendations

3.1. To launch an information campaign promoting cooperation in lieu of competition on the labour market

In the integration process, apart from targeted actions, there is a need for a social campaign with a shared narrative at the local, regional, and national level. Such a campaign would clarify the intention of professional mobilisation of Ukrainian citizens:

- the need to take advantage of refugees’ skills and competence and offer them decent conditions and financial independence during their stay in Poland while preparing them for the reconstruction of their war-torn country,
- no competition for Polish employees – to reduce fears related to taking up employment.

SUBTABLE COMPOSITION

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Jerzy Łuźniak	Mayor of Jelenia Góra
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SUBTABLE HOUSING

- Development of social and housing infrastructure to meet the needs of new commune residents
- Refugees' housing needs in villages, small towns and large cities

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4.3. Subtable: Housing

The subtable addressed the housing situation of refugees from Ukraine. The challenge is to create solutions that will allow refugees to live in decent and safe conditions in Poland.

The housing situation and poor access to new homes for Poles had been a major problem already before the war in Ukraine. Now, this problem is affecting both Polish and Ukrainian citizens. The reasons for this are complex and require political, economic, and demographic factors to be factored in.

Three time horizons

The recommended measures aimed to improve the housing situation of refugees have been assigned to three time horizons. This division reflects the typical position of refugees. The short-term horizon usually covers the first days (or weeks) after leaving the home country, when the pri-

ority is to satisfy the basic physical and mental needs. The medium-term horizon includes solutions that satisfy the most important social functions and practical aspects until the refugee can return safely to the country of origin (currently, the Ukrainian refugees are issued a residence permit for 18 months). The long-term horizon contains solutions for people who decide to stay in Poland for good or for many years.

Another question is the sequence of implementation of the recommended measures. The solutions envisaged in the short- and medium-term horizons (now applying to the refugees from Ukraine) are particularly urgent. On the other hand, the long-term horizon requires complex and systemic changes to the Polish housing policy, which imposes an obligation on public institutions to enforce them early.

SHORT-TERM HORIZON Crisis	MEDIUM-TERM HORIZON Impermanence	LONG-TERM HORIZON Permanent residence
<ul style="list-style-type: none"> • Collective accommodation • Humanitarian aid • Constant readiness 	<ul style="list-style-type: none"> • Up to 18 months • Premises, temporary housing • Mixed system 	<ul style="list-style-type: none"> • Over 18 months • Permanent, individual housing • Standard system as applicable to other residents

General assumptions

The current crisis should be seen as an opportunity to improve the overall housing situation in Poland

In the existing situation, it should be easier to seek social consent to the revision of the housing policy; besides, it affords new opportunities for implementing long-term solutions to housing problems that will serve both commune residents and refugees.

- **The measures taken must be compatible**

The most urgent solutions should not produce adverse long-term effects: permanent deterioration of the standard of living in Poland, urban sprawl, departure from spatial policy, or turning a deaf ear to public opinion and needs of local communities.

- **The measures taken must be resistant to various future scenarios**

The solutions implemented in each horizon require the design of scalable mechanisms resistant to various scenarios; they should be sensitive to both an increase and decrease in the number of refugees, returns to Ukraine, migrations motivated by the reconstruction of Ukraine, depletion of resources, changes to energy policy, etc.

I. Short-term Horizon: Shelter as Humanitarian Aid

Recommendations

1.1. To maintain an appropriate level of availability of collective accommodation and to develop a long-term migration policy

The current number of collective accommodation facilities effectively secures emergency shelter for refugees. It is mandatory to keep collective accommodation facilities ready for unexpected crisis situations (e.g. a new large wave of migrants). Such places should meet certain standards and have trained teams in place that will be able to prepare the site for operation within less than 24h and manage it.

International minimum acceptable standards for collective accommodation facilities should be implemented (and adapted to Polish/local conditions if necessary).

Currently, local conditions vary across sites because there is no single and applicable standard or a monitoring system to ensure it. International humanitarian organisations enforce accommodation standards that should be remodelled to fit the Polish conditions and adopted as common solutions as part of the coordination effort.

Such common standards will foster social trust, enable flexible accommodation, and reduce social tensions. They will also permit flexible relocation and cost optimisation.

1.2. To strengthen international cooperation with a view to supporting housing, short-term accommodation, and integration programme

International cooperation is indispensable in the face of a mass influx of refugees from an-

other country. This is to ensure appropriate quality standards of aid, help resolve crisis situations, enable the acquisition and effective use of funds, and facilitate and accelerate the implementation of effective legal solutions. In a situation of peaking migration waves, earlier identification of available accommodation facilities across the EU may be necessary, and transport options to such locations can be considered. International cooperation has a symbolic meaning, too: it builds solidarity, also in the European dimension.

II. Medium-term Horizon: Temporary Housing

Recommendations

2.1. To establish an efficient, cross-sectoral coordination mechanism for housing

Currently, cross-sectoral cooperation is insufficient to resolve the problem of housing for vulnerable families (including refugees) living in Poland. It is necessary to establish an efficient system of coordination embracing the public, private, and social sectors. This will translate into a better use of resources, as well as defusing social tensions, avoiding duplication of certain activities, ensuring knowledge exchange and lower risk of making unwise decisions. Coordination must support and integrate solutions across housing, education and childcare, healthcare, the labour market, and social inclusion.

2.2. To relocate refugees to small and medium-sized towns/cities

Incentive measures should be put in place to encourage refugees to move and stay in smaller and medium-sized towns or cities. Such measures require the combination of data on housing resources in specific cities, local labour

market needs, and professional qualifications of refugees (see Recommendation 2.7 “To create a knowledge base about refugees”). In addition, for relocation plans to work, an appropriate level of social services, transport services to large cities, and integration activities must be ensured. Relocation, financially supported from the central budget, is likely to improve the demographic and economic situation of shrinking cities relatively fast.

2.3. To support Poles hosting refugees from Ukraine (in the same household and flat for rent)

Maintaining and prolonging this crucial form of aid requires support for hosts. The protracted temporary situation of living together in the same household will lead to personal conflicts fuelled by the lowering standards of living and cultural differences. This may lead to the so-called secondary homelessness on a massive scale due to the loss of temporary lodgings. It is urgent to revise the “PLN 40 a day” solution, introduce legal protection of property owners so that they will not be forced to make their apartments available for an unlimited period of time, introduce a verification system to check refugees’ eligibility for assistance against their actual income and financial situation, introduce transparent, non-financial forms of support and rules for admitting refugees other than the citizens of Ukraine to private homes.

2.4. To enliven the apartment rental market

Flats on the short-term rental market account for a substantial number of ready-to-move-in premises. These assets could be made available through legal changes restricting short-term rental arrangements in order to supply the long-term rental market while ensuring the protection of tenants’ rights.

2.5. To convert office buildings

Adaptation of office buildings for medium-term housing purposes requires cooperation with the private sector. Certain legal aspects need to be adjusted, and the spatial policy of cities needs to be taken into account. The conversion process may not cause a deterioration of living conditions in the long term (lighting, access to social services, greenery, public transport, etc.).

2.6. To implement modular construction within the constraints of the communal spatial policy (integrated modular houses for refugees)

Fast implementation of temporary modular housing projects is necessary. They should be merged with the urban fabric and consistent with the local spatial policy (especially in terms of intended land use). These structures should be distributed in a way that prevents ghettoisation (both scale- and location-wise). In order for this solution to be implemented reasonably, it is necessary to allow for technological, planning, legal, economic, and social factors. Modular projects can be located in smaller towns, in accordance with the guidelines contained in Recommendation 2.2. “To relocate refugees to small and medium-sized towns/cities.”

2.7. To create a knowledge base about refugees

A central and rich repository of data on refugees will be mandatory for the effective management of the refugee crisis. The database will allow identification of needs and will help design an appropriate aid process as well as coordinating tasks imposed by the central government and implemented by LGUs (in selected areas also by NGOs). The database should gather data on refugees’ skills, competences, and qualifica-

tions as input for the labour market but also as information that will help recognise their needs for assistance. In terms of housing, the repository will help estimate the demand for accommodation for refugees at every stage of their stay in Poland, i.e. whether they are staying at reception points and collective accommodation points, or are about to leave a temporary flat due to terminated rental agreement.

2.8. To enable information exchange at the international level to allow verification of personal data

Obtaining data about the background of individuals who apply for assistance in Poland and want to rent a flat will help verify their credibility (criminal record, income, possible debts and continuity of employment in Ukraine) or find them if they change their place of residence. The solution will also be appreciated by banks and institutions in the case of rentals on commercial terms and by people entering Poland without identity documents.

III. Long-term Horizon

Recommendations

3.1. To make use of non-communal housing stock

Increasing the stock of affordable housing can be achieved by making use of private and public resources other than those owned by the commune (e.g. state-owned companies). For this purpose, the model of Social Rental Agencies should be implemented; public housing resources should be made use of,

including tenement housing; and tools encouraging private capital should be employed. It is possible to use uninhabited buildings for housing purposes through quick refurbishment and adaptation to residential premises; besides, public buildings of a different function may be converted for accommodation purposes. Refurbishment of large-size communal premises and their tenancy by several families (co-housing) is worth considering.

3.2. To relax rental regulations

Several regulations regarding rental, enforcement procedures, seizure of inherited real property (and paying off its debt), and management of resources held by communes require a review and modification, so that they serve people who are really disadvantaged and provide greater security and stabilisation to individual stakeholders. Measures in this area require regulations to be revisited after consulting stakeholders in order to balance the protection of the most vulnerable tenants and owners' interests. The changes may reduce legal costs incurred by local self-governments and simplify procedures significantly. Changes to rental terms may additionally free some private uninhabited assets.

3.3. To make changes to the financing the housing policy of communes and to the management of communal resources

It is necessary to counteract the commercialization of communal housing stock. Legal solutions are necessary to broaden this resource by engaging the central budget and the budgets of property investors. Actions should include:

- an accommodation allowance reform,

- the co-financing of resource maintenance (repairs, adaptation),
- higher budget of the subsidy fund of Bank Gospodarstwa Krajowego (BGK), support for the construction industry in the form of non-repayable subsidies, and more flexible premise allocation conditions,
- introduction of multi-annual schemes supporting the housing policy of communes with funds earmarked for this purpose in the budget; the schemes should include housing investment projects, renovation of uninhabited buildings, and the transfer of land owned by the state and state-owned companies to communes, social housing companies, and the Social Housing Initiative (SIM),
- charging fees on undeveloped plots of land intended for development (in accordance with the communal spatial policy) to increase the supply of land for development,
- strengthening the SIM and TBS (Social Development Society) mechanisms and cooperatives, but without the options of purchasing flats to own them, especially with regard to resources developed by communes.

3.4. To increase the role of private capital in creating housing stock

Mechanisms may be employed engaging private capital in the creation of communal housing stock, such as:

- percentage of premises handed over to the commune,
- IIP (Integrated Investment Plans),

- incentives to take advantage of the flat-for-land model and similar mechanisms,
- developing a model of social developers (non-profit or reduced profit entities),
- long-term reduction of short-term rental in favour of long-term rental to counteract local overtourism and depopulation of city centres; attraction of permanent residents and tax payers.

SUBTABLE COMPOSITION

Magdalena Czarzyńska-Jachim	Deputy Mayor of Sopot
Alicja Pacewicz	Classy School Foundation, SOS for Education
Renata Kaznowska	Deputy Mayor of Warsaw
Krzysztof Kasztura	Deputy Mayor of Cieszyn
Iwona Waszkiewicz	Deputy Mayor of Bydgoszcz
Grzegorz Kubalski	Deputy Director of the Office of the Union of Polish Districts
Milena Kowalska	Vice-chair of the Wielkopolska – Direction Europe Association
Natalia Gebert	President of the Management Board of the Open House Initiative Foundation
Ewa Halska	President of the National Association of Education Leaders
Jarosław Delewski	Director of the Department of Education, Wrocław Municipal Office
Prof. Arkadiusz Wójs	Rector of the Wrocław University of Technology
Prof. Tomasz Zatoński	Vice-rector of the Medical University in Wrocław, Coordinator for Ukrainian Students at the College of Rectors of Wrocław and Opole Universities
Kinga Białek, PhD	Lecturer at the School of Education of the Polish-American Freedom Foundation and Warsaw University
Monika Miłowska	President of the CultureLab Foundation
Oksana Matiienko	Ukrainian language and culture teacher
Elżbieta Krawczyk	Member of the Board of the Centre for Civic Education
Stawomir Broniarz	President of the Polish Teachers' Union
Yuliia Markus	Ukrainian Centre for Culture and Development
Anna Grygierek	Mayor of Strumień, Co-chairwoman of the Education, Culture and Sport task Force of the Joint Commission of the Government and Territorial Government
Michał Nowosielski	Centre for Migration Research

SUBTABLE **EDUCATION AND SCIENCE**

- What education system is needed to manage the influx of school students from Ukraine: distance learning in the Ukrainian education system (living here – studying there), education in Poland: preparatory classes but what next?
- Special needs expressed by the Polish education system
- Infrastructural and financial needs: villages, small towns and large cities
- Science and refugee challenges: contribution of science

Coordinator: Magdalena Czarzyńska-Jachim
Deputy Mayor of Sopot

Clerk: Alicja Pacewicz
Classy School Foundation, SOS for Education

4.4. Subtable: Education and Science

Prerequisites for Effective Supporting of Education of Children and Youth from Ukraine

The subtable proposes solutions for nine areas of education. A pre-condition for the effective implementation of these recommendations is to accept 10 cross-thematic assumptions in approaching the problem posed by the presence of several hundred thousand young people from Ukraine in the Polish school and university education system⁶.

- **The education process as a pivotal element of integration** – school, pre-school and other educational institutions are places of adaptation, integration, contact, and support for children and parents and not only knowledge providers.
- **A resilient and open school** – not ad hoc measures but durable and non-discriminatory solutions (for all children with experience of migration, not only Ukrainian ones) and high-quality education and support for everyone, including Polish school students.
- **Cooperation and synergy** – joint action of all parties involved: local self-governments, social organisations (including international ones), universities, and the central government. Exploiting the potential of social partners as partners and not only executors of assigned tasks.
- **Adequate financial resources** – urgent identification of sources of funding and initiating procedures of financing additional education-related tasks: funds from the central budget supplemented by funds from the European Union.
- **Inclusion of Ukrainian partners** – mandatory engagement of organisations, citizens, and young people from Ukraine, as well as Ukrainian authorities and universities in activities at schools and local communities, both regionally and centrally.
- **Strengthening independence** – building the sense of agency of schools, LGUs as governing bodies, and local communities in accordance with the constitutional principles of subsidiarity and decentralisation.
- **Urgent and transparent legal regulations** – good and simple law free from overregulation (inclining rather towards deregulation), consulted with stakeholders.
- **High standards of working with children** – developing and disseminating work standards of educational institutions, but also of cultural assistants and other individuals working with children with migration experience and their Polish peers.
- **Teaching staff competence development** – urgently needed training and educational materials for working in a multicultural class, with children with migration experience, as well as for psychological and social support.
- **Data collection and sharing system** – regularly updated and available data on the number of Ukrainian children from particular age

⁶ Basic information on the situation of Ukrainian education and science is contained in the presentation by the Minister of Education and Science of Ukraine.

groups, the number of students, teachers, infrastructure resources, etc.

I. Inclusion of Ukrainian Children and Youth in the Polish Education System

As of now, comprehensive solutions enabling the gradual and flexible inclusion of Ukrainian children into the Polish education system are absent. Legal regulations, if any, are often introduced ad hoc and without public consultation. Teachers working with Ukrainian learners in preparatory and mainstream classes need methodological support in dealing with children who are learning Polish.

Recommendations

- 1.1. To develop a model of in-school adaptation and integration
- 1.2. To fine-tune the concept of preparatory classes⁷
- 1.3. To provide methodological support to teachers working with Ukrainian children in mainstream classes: school empowerment staff-wise
- 1.4. To set out the rules of evaluation, classification, and examination urgently, making allowances for the varying level of linguistic competence
- 1.5. To design tools for diagnosis and description of the level of subject-specific competences (e.g. “lines of development”)

⁷ Including: how long children stay there, when they can enter mainstream classes, what integration at school should look like, what mode and extent of bridging curricular gaps should be adopted, what possibilities to combine it with Ukrainian distance learning exist, Polish lessons as curricular or extra-curricular.

1.6. To modify the core curriculum of the Polish language for students learning this language as a foreign language (with less compulsory reading)

1.7. To create an alternative recruitment path, including reception (“zero”) classes in secondary schools

1.8. To create a systemic and school model of psychosocial and social support (rules and paths)

II. Support for Individuals Studying in the Ukrainian Education System

A significant number of children from Ukraine and their families intend to return to Ukraine; therefore, they should be allowed to continue their schooling in Ukrainian. Currently, most of them are using distance learning tools adapted to the Ukrainian curriculum. They need learning support, including technical one (equipment, Internet access), and contacts with Polish peers in educational facilities. Meanwhile, the Polish education system offers them too little in this respect.

Recommendations

- 2.1. To establish a registration system for school students using distance learning
- 2.2. To create organisational, legal, and financial conditions for establishing local distance learning support centres: with certain tasks outsourced to NGOs

2.3. To enable local self-governments to organise orientation and integration classes, as well as Polish language learning classes, that involve children learning at home

2.4. To establish international schools/classes with the Ukrainian language and curriculum, financed from the state budget, in consultation with Ukrainian authorities

III. Organisation of Care and Education for Young Children

There are at least 200,000 Ukrainian children aged below seven in Poland. Almost all of them are staying at home with their mothers. Due to insufficient capacity and the lack of teaching staff, Ukrainian children have been admitted to public kindergartens almost exclusively because the Ministry of Education and Science (MEiN) has increased the permissible number of children per class. In order to enable children to access pre-school and other organised forms of early education, and to enable their caregivers to take up employment, adequate financial resources from the state budget and targeted legal regulations are needed.

Recommendations

3.1. To ensure simpler legal means to set up home pre-school and nursery care points and secure co-financing

3.2. To introduce inter-class language, adaptation, and integration activities, as well as elements of multicultural education, into kindergartens

3.3. To hire cultural assistants and Ukrainian-speaking persons to facilitate communication and work with children and their families

3.4. To strengthen cooperation of kindergartens with NGOs in conducting extra classes for children, workshops for parents, and training sessions for teachers

IV. Providing Vocational Guidance and Education to Ukrainian Youth

Ukrainian students begin vocational education later than their Polish peers, and the training path differs from that in Poland. They need to be provided with vocational guidance, and the teaching, evaluation, and examination methods must be adapted to their needs.

Recommendations

4.1. To adapt examination procedures to students' needs (e.g. examination in Ukrainian)

4.2. To design a separate training path for teachers at technical secondary schools and vocational schools

4.3. To create interest in professions that are in great demand on the labour market; to establish preparatory classes in schools teaching these professions

4.4. To strengthen and co-finance vocational guidance for Ukrainian youth

V. Support for Children and Youth with Special Needs

Ukrainian children with special needs, including ones with disabilities and suffering from post-traumatic stress, require a diagnosis followed by educational and therapeutic activities. Many of them have never been diagnosed, and Polish psychologists or educators are the first to recognize a prob-

lem and refer the child to a preliminary examination. Polish specialists need the support of persons speaking Ukrainian (or Russian) and working tools in these languages.

Recommendations

- 5.1. To employ Ukrainian-speaking specialists in counselling facilities, schools and kindergartens, working in tandem with a Polish educator or psychologist; they will be paid from the state budget
- 5.2. To introduce a fast-track recognition/verification of Ukrainian medical/psychological certificates
- 5.3. To train teachers, educators, and school psychologists in the diagnosis and understanding of child's behaviour during adaptation period
- 5.4. To ensure full funding from admission to school and not from the moment of obtaining a certificate
- 5.5. To acquire licences for diagnostic tools for foreign-language children

VI. Taking Advantage of Summer Holidays to Prepare for the New School Year

Ukrainian children participating in distance learning are deprived of the natural adaptation and integration environment, namely school. Also, school students who have already joined classes at schools should not lose touch with the Polish language and their peers. The summer season should be used for integration, educational, and leisure activities bringing Ukrainian and Polish children together.

Recommendations

- 6.1. To organise summer play camps and other forms of activities for Ukrainian children, including those learning remotely, and Polish children: regulations and financial resources needed urgently
- 6.2. To hold adaptation, integration, and educational activities in an open formula (trips, picnics, sporting programme, etc.)
- 6.3. To train carers and volunteers in working methods in a multicultural environment and with children with migration experience

VII. Providing Teaching Staff and Increasing Their Competences

The teaching of hundreds of thousands of children from Ukraine requires teachers to invest extra effort and working hours, and usually extra staff needs to be hired. There is a shortage of teachers, especially in large cities where most refugees are staying. There is a lack of training and materials that help develop competence in multicultural, intercultural, and anti-discrimination education, and there is no psychological, social, and linguistic support.

Recommendations concerning teachers from Ukraine:

- 7.1. To establish a clear and simple hiring procedure
- 7.2. To simplify the rules of recognition of foreign degrees: recognition of qualifications as before 2006, exemption from recognition fees
- 7.3. To create a programme of preparatory training (learning Polish, subject-specific didactics, pedagogic work) and on-the-job support programmes

7.4. To consider the satisfactory level of knowledge of the Polish language that permits work with Polish learners and to provide funds for immersion language courses (e.g. three months)⁸

Recommendations concerning Polish Teachers

7.5. To create an offer of post-graduate programmes (at universities) and further education courses (social organisations and training centres): teaching Polish as a foreign language, methods of working in a multicultural school, working with a learner with migration experience, anti-discrimination, and psychological and social support

7.6. To prepare a list of recommended materials for learning Polish and teaching material sets for other subjects with linguistically simplified tasks and instructions

7.7. To extend the resources of the Integrated Educational Platform (run by the Centre for Education Development) with materials for refugee children, also based on input developed by social organisations and other institutions

7.8. To secure the financing of additional teaching hours from the central budget

VIII. Securing Funding for Extra Educational Tasks

The schooling of 200,000 children from Ukraine, and perhaps many more in the long run, must entail increased expenses. They are expended on extra teachers' work, psychologists, local self-government officials, and on the preparation of new learning space, transport, and holiday programmes. Aiding refugees is the role of the state. Transferring

the costs of children's education to the local administration, hoping for the enthusiasm of volunteers and funds raised by NGOs (including abroad) does not solve the problem. Teaching children from Ukraine is not only a gesture of solidarity but also an investment in the future.

Recommendations

8.1. To secure the reimbursement of the actual costs of education of each student from Ukraine from the central budget, this year and in the following years

8.2. To cover the full costs of pre-school education (including at home care points) from the state budget (Aid Fund or grants)

8.3. To launch a nationwide investment programme for local self-governments, Construction, Expansion and Upgrade of Educational Facilities (where there has been an increase in the number of school students)

8.4. To earmark funds in the state budget for extra-curricular, including during holidays, educational and adaptation activities for schoolchildren from Ukraine, including carried out by NGOs

8.5. To ensure transparency and harmonisation of the method of accounting for the resources from the Aid Fund allocated to the teaching of Ukrainian children

8.6. To finance extra training for instructors and headmasters of educational institutions preparing staff to work with Ukrainian children in a multicultural school

⁸ The team was not unanimous on this problem; there were opinions that this would make it difficult for Ukrainian teachers to join Polish school staff.

IX. Support for Education of Ukrainian Refugees at Universities

There is a need for shared arrangements and solutions concerning the admission of and support for undergraduates, PhD students, and researchers. The growing number of university students from Ukraine means additional costs: salaries of academic staff, social aid, and subsidies for persons with disabilities. Costs of activities already undertaken by universities should be reimbursed, and appropriate funds should be allocated from the state budget for the upcoming months and years. The above concerns both emergency relief and systemic solutions in the medium and long term.

Recommendations

9.1. To continue the effort of identifying needs and implement solutions by representative bodies, such as the Conference of Rectors of Academic Schools in Poland, the Union of Rectors of Universities of Ukraine, and the Ministry of Education and Science⁹

9.2. To fine-tune the statutory terms of recognition of Ukrainian degrees at Polish universities and to clarify the possibility of continuing education in Poland, taking into account the expectations of the Ukrainian side (concerns about taking over students)

9.3. To build partnerships between Polish and Ukrainian universities, including by launching exchange programmes, bilateral doctoral programmes, grants for joint research teams; to con-

sider the establishment of temporary branches of Ukrainian universities in Poland, if they register such a need

9.4. To provide funds for the development of infrastructure (e.g. rooms, equipment) for distance learning for refugees who wish to continue their courses at Ukrainian universities

9.5. To create mechanisms for integrating Ukrainian universities with the European Higher Education Area and the European Research Area and facilitating participation in university networks and the Erasmus+ programme

9.6. To allocate appropriate budgetary means for scholarships for refugees (possibly also for people who have lost their source of income as a result of the war), including for scientists from Ukraine¹⁰; to continue the Solidarity with Ukraine programme for the next academic year (NAWA)¹¹

9.7. To supplement the standards and curricula of pedagogical studies and teaching specialisations in other majors and faculties with material concerning work in a multicultural environment and work with a learner with migration experience and learning Polish

9.8. To increase funds for Polish language courses for students from Ukraine¹²

9.9. To provide targeted support for Ukrainian students and researchers with disabilities

9 Other representative bodies and institutions also participate in the works, including the Chief Council for Science and Higher Education, the National Science Centre, the National Centre for Research and Development, the National Agency for Academic Exchange, the Foundation for Polish Science.

10 Today, there are 3,000–6,000 scientists in Poland; around 300 have received scholarships.

11 <https://nawa.gov.pl/nawa/aktualnosci/na-pomoc-srodowisku-akademickiemu-ukrainy-rusza-program-solidarni-z-ukraina>.

12 For example, PLN 1,500 per person/month for three months.

SUBTABLE COMPOSITION

Artur Koziot	Mayor of the Town and Commune of Wieliczka
Katarzyna Urbańczyk-Maniowska	Public Finance Department, Wrocław Municipal Office
Piotr Frączak	Polish Robert Schuman Foundation
Andrzej Porawski	Director of the Office of the Union of Polish Cities
Katarzyna Gołębiowska	Head of Dąbrowa Commune
Marcin Urban	Treasurer of the City of Wrocław
Prof. Jerzy Korczak	Faculty of Law, Administration and Economics, Wrocław University
Łukasz Gorczyński	Social Dialogue Association, OFOP Team for Simple Law for NGOs
Daniel Witko	Helsinki Foundation for Human Rights
Leszek Bonna	Deputy Marshal of Pomerania
Agnieszka Zabłocka	Deputy Director of the Regional Centre for Social Policy
Kamil Sobolewski	Chief Economist, Employers of the Republic of Poland
Bartłomiej Potocki	Director of the Institute of Migrant Rights
Andrzej Nowakowski	Mayor of Płock

SUBTABLE **FINANCE, ALLOCATION OF TASKS, AND LEGISLATION**

- Let's count: financial needs and financial mechanisms in place to respond to the social integration and livelihood of refugees
- Allocation of tasks: central government – local self-government – NGOs
- Law in crisis: the legal aspects of NGO operation in emergency situations
- Necessary changes to the law

Coordinator: Artur Koziol
Mayor of the Town
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Clerk: Katarzyna Urbańczyk-Maniowska
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4.5. Subtable: Finance, Allocation of Tasks, and Legislation

The subtable addressed the questions of finance and the allocation of tasks related to systemic assistance in the effective implementation of refugee-focused policies. It obviously covered many substantive issues discussed by other subtables. This should not come as a surprise if we realise that the effectiveness of systemic assistance depends both on the precise division of tasks and the capacity to cover costs that such tasks involve. Often, proposals of comprehensive solutions in this regard would require experts to propose legislative changes cutting across many aspects of the operation of the state. For this reason, the recommendations of the subtable took the form of explicit guidelines on where and what changes should be implemented in the way public authorities work on the basis of and within the existing limits of the law.

I. Adequate Funding of Assistance for Refugees

In March 2022, the cities of the Union of Polish Metropolises¹³ and their neighbouring communes hosted almost 70% of all Ukrainian citizens who came to Poland after 24 February, plus those who had already lived there: over 2.2 million people in total. This meant a sharp rise in the population of the largest Polish cities, for example: the population of Rzeszów increased by 53% and that of Warsaw by 15%. As shown in the report of the Union of Polish Metropolises, from 1 February 1 to 1 April 2022, the largest number of Ukrainians came to Warsaw: 469,628, Katowice: 302,963, and Wrocław: 302,467. 230,000 Ukrainian citizens stayed in Kraków, nearly 224,000 in Gdańsk,

and over 152,000 in Rzeszów. Łódź received over 114,000 people, Poznań over 101,000, Lublin nearly 87,000, and Szczecin 84,500. Over 80,000 Ukrainian refugees headed for Bydgoszcz and 62,500 to Białystok.

The authors of the report stress that such a rapid increase of the number of inhabitants and users in Polish cities may lead to heightened social tensions generated by the situation on the labour market, the deepening of the housing crisis, or deterioration of the standard of certain services.

An unresolved question is the sources of funding necessary to support refugees and integrate them into the economy.

Recommendations

1.1. To increase the financing of aid to refugees through obtaining funds from the European Union urgently. To adopt a resolution of the Sejm (Polish parliament) obliging the Council of Ministers to take urgent action to obtain funds from the European Union earmarked for refugees residing in Poland

We consider this recommendation a priority one.

The state budget, Bank Gospodarstwa Krajowego (BGK), or the Polish Development Fund (PFR), just like the local self-governments, have limited possibilities of financing, which is a new situation given that during the period of the COVID-19 pandemic the National Bank of Poland (NBP) financed public expenditure in the amount of almost PLN 150 billion. This time, however, in view of double-digit in-

¹³ Urban Hospitality: Unprecedented Growth, Challenges and Opportunities. A Report on Ukrainian Refugees in the Largest Polish Cities, UMP Analysis and Research Centre.

flation, such assistance may be limited, and state expenditure on numerous support programmes, shields, and armaments will have to be financed on the bond market where bond yields already exceed 6%. The allocation of resources will be extremely difficult if they are limited, and the needs related to aiding refugees are compelling. EU funds may be made available, in particular those specifically related to supporting refugees. However, the size of these funds transferred to Poland so far has been much smaller than in other countries (per capita). First, Poland should immediately unlock the payment of its due European funds. Second, Poland should apply for additional funds released in connection with the outbreak of hostilities in Ukraine and the mass influx of over 2 million refugees. They should amount to a minimum of EUR 500 per person per month, which is almost EUR 10 billion by the end of 2022. Third, Poland should reckon with the consequences of the war when managing budgetary and EU funds, as well as allocating a significant portion of aid funds to investment by companies and employment incentives for refugees, and not only to social assistance. It is important to note that redistribution of these funds must be transparent.

II. Higher PIT Revenues for Local Self-governments and NGOs

The refugee crisis that local self-governments have been struggling with for two months is a major challenge for local public finance. To organise transport, meals, and accommodation for refugees, and also places in nurseries, kindergartens, and schools in the long term, are just some of the new tasks assumed by local self-governments after the outbreak of the war in Ukraine. In addition, and perhaps above all, high inflation and wage pressure, turmoil on

the energy price market, hikes in interest rates, and changes in the fiscal policy of the Polish government are affecting not only the national economy but also the financial situation of LGUs. All these disadvantageous external conditions and challenges add to the difficult financial situation of local self-governments, which, apart from having to shoulder the burden of the unfavourable tax reform from the years 2018–2019, are also struggling with the effects of the pandemic. In addition, the Polish Deal mechanisms implemented at the beginning of 2022 have already trimmed local budgets and are feared to significantly reduce the financial independence of LGU in the years to follow. While imposing completely new tasks on local self-government, such as aiding refugees, all central government effort should be channelled into supporting and increasing local governments' own revenues. Unfortunately, a reverse trend has been seen for several years. Local self-governments are delegated more and more tasks while their own financial resources are dwindling. In the coming years, the 2022 changes to the tax system will further deplete tax revenues that are of key importance for city budgets. In fact, the system, which, according to the Ministry of Finance, is designed to secure and benefit local government finance, does not cause PIT revenues transferred to LGU to balance the raging inflation and pay rise pressure. Lower income tax revenues already disturbed the city treasury of Wrocław and other local self-governments at the early phase of the Polish Deal reform, i.e. after January 2022. This is evidenced by financial execution data on the part of the state and local self-government budgets. Additionally, the central government is currently working on another amendment to the PIT law. Expectedly, the changes will translate into further potential losses of revenues by the local administration.

Given the circumstances in which local self-governments must work nowadays, LGUs will fail to raise sufficient income to finance the necessary current and other expenditure. NGOs are also facing problems with financing their intense activities. We must not ignore the fact that the third sector organisations are shouldering the enormous burden of helping refugees.

Recommendations

2.1. To increase the share of local self-governments in collected personal income tax, as LGU urgently need greater tax revenues, and so do NGOs. To raise the voluntary donation of personal income tax due annually to the benefit of NGOs to the level of 1.5% (now 1%); to enable 1% donation of CIT to third-sector organisations

2.2. With regard to communal revenues, to increase the amount of communal share in the revenues from PIT paid by taxpayers residing in the given commune from the current 39.34% to 59.01%

2.3. With regard to district revenues, to increase the amount of district share in the revenues from PIT paid by taxpayers residing in the given district from the current 10.25% to 15.375%

2.4. With regard to provincial revenues, to increase the amount of provincial share in the revenues from PIT paid by taxpayers residing in the province from the current 1.6% to 2.4%

We consider these priority recommendations.

Higher expenditure of local self-governments caused by inflation, the COVID-19 pandemic, and aid to refugees require a corresponding

increase in the LGUs' share in personal income tax. The funding capacity of LGUs and NGOs, the latter being largely financed from local budgets, is practically lost. Moneys disbursed (reimbursed) from the established Aid Fund do not cover all necessary expenses. Non-reimbursed expenses become LGU's cost. Local self-governments, as well as NGOs, require an appropriate level of own income to be able to continue the performance of their tasks. Until 2019, receipts from PIT had been the most stable source of income; however, since the tax reform, the share of this income has sharply decreased. Obviously, this means limited spending. The only reasonable solution is to return the level of rising PIT revenues from before the launch of the Polish Deal at leastwise. In addition, the introduction of the mechanism of donation of 1% corporate income tax (CIT) will allow for the strengthening of the third sector thanks to extra proceeds and engagement of the business sector in furthering the common good (corporate social responsibility)¹⁴.

III. Legislative Changes in the Domain of Competence Provisions of Laws on Local Self-governments and the Special Act (Act on Assistance to Citizens of Ukraine)

With regard to systemic support for immigrants at the regional level, the competence of provincial self-governments needs to be significantly strengthened. This applies both to structural regulations and substantive law, in particular in the field of the labour market, social welfare, and education, including intercultural one that would foster public awareness of foreigners. In addition, the provisions

¹⁴ For more, see: <https://prostengo/tezy/teza-037>.

of the Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (“Special Act”) call for adjustments.

Next, a revision of the provisions of laws on local self-governments should be considered, namely the Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, item 559) and the Act of 5 June 1998 on District Self-government (Journal of Laws No. of 2022, item 528). The competence of these local administrations need to be broadened to allow for tasks related to aid to immigrants, e.g. they would be obliged to develop immigrant integration policies as an integral part of development strategies implemented at the commune and province levels. In the case of districts, an immigrant integration scheme would be drawn up within the framework of development programmes adopted in line with the provisions on conducting development policies. Certain laws amended under the Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine require some fine-tuning in the area of assistance, including financial one, provided to local and regional communities from other countries. These laws are the Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022 No. item 559), the Act of 5 June 1998 on District Self-government (Journal of Laws of 2022, item 528), the Act of 5 June 1998 on Provincial Self-government (Journal of Laws of 2022, No. item 547).

Recommendations

3.1. To strengthen the powers of LGUs at all levels with regard to immigration policy (including aid strategies) along with securing effective financing

This is yet another priority recommendation. On 7 June 2019, at the Museum of Immigration in Gdynia, the Convention of Marshals of Provinces of the Republic of Poland adopted a unanimous position on the integration (immigration) policy of the state. More competence conferred to the regions would not only help tackle the current social and economic challenges of the refugee crisis, but it would also be complementary to what Polish regions do under the EU Cohesion Policy. During the last meeting of the Joint Commission of the Government and Territorial Government, the Mayor of Warsaw appealed to the Prime Minister to develop, in cooperation with international organisations, an immigrant integration strategy at the European level. Both Europe and Poland need a far-sighted, coordinated, multi-layered and effective integration policy. Its design and implementation must be carried out by the central administration working hand-in-hand with LGUs, social and economic partners, civil society organisations, academic circles, and immigrants themselves. Effective integration of immigrants is a major challenge. Territorial governments will play a key role in this long-term process. Therefore, it seems necessary to oblige individual LGUs to draw up immigrant integration policies/programmes (in the case of district). The following provisions: Article 10(3) of the Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, item 559), Article 7a of the Act of 5 June 1998 on District Self-government (Journal of Laws of 2022, item 528), Article 8a(2) of the Act of 5 June 1998

on Provincial Self-government (Journal of Laws of 2022, item 547) were amended by Articles 73, 78, 79 of the Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (Journal of Laws of 2022, items 583, 682, 683, 684, 830, 930). Under these amended provisions of laws on territorial government, relevant LGUs may provide assistance, including financial one, to local and regional communities from other countries under a resolution adopted by their respective law-making bodies. Speaking of the aim, these provisions are certainly needed, but they are too general and succinct and, for that reason, require refinement. They should be written at least as in Article 12(4) of the Special Act. A modification of the wording of the cited provisions should be considered by making them more specific and detailed. They should read that the basis for rendering aid should be a resolution of the law-making body of the relevant commune/district/provincial assembly. The resolution should define the criteria and rules for the selection of aided local communities by the LGU's executive body.

Another debatable provision can be found in Article 12(4) of the Special Act (Journal of Laws of 2022, items 583, 682, 683, 684, 830, 930). On the one hand, the wording of this item provides for a cer-

tain flexibility because the scope of assistance is determined in a resolution of the law-making body of an LGU, a union of LGUs, or a metropolitan union, and the forms and procedure for providing aid are specified by the competent executive body of that LGU or union. On the other hand, LGUs express doubts concerning the adoption of resolutions on aiding Ukrainian citizens. LGUs' main concern is that the adoption of such an act of local law will not necessarily cause the provincial governor to reimburse expenditure incurred for this purpose, especially if the scope of local assistance overlaps with the scope assigned by the legislator to the governor. This being the case, reimbursement of expenditure incurred for aiding Ukrainian citizens may be withheld. Consequently, the above-mentioned provisions should be fine-tuned in a way that will eliminate the risk of non-return of expended moneys. For example, the provision should refer to the scope of governor's powers set out in Article 12(1), or a list of eligible types of expenditures should be assembled in the case they do not fully coincide with the scope of assistance provided by governor (the original intention of the legislator is not known).

Proposals of detailed legislative solutions concerning immigrant aid

No.	Proposed amendment	Law proposed for change	Justification
1.	<p>In Article 7(1) in subparagraph 20, the dot shall be replaced with a semi-colon and the following subparagraph 21 shall be added:</p> <p>“21) support for immigrants residing on the territory of the commune and their integration with the self-governing community.”</p>	<p>Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, items 559, 583)</p>	<p>The competence of the communal self-government regarding systemic support for immigrants need to be strengthened locally, both at the level of structural provisions and substantive rule</p>
2.	<p>Article 10(3) shall read as follows:</p> <p>“3. Communes, inter-commune unions, and unions of local self-government units may provide assistance, including financial one, to local and regional communities from other countries. The basis for granting the assistance shall be a resolution of the law-making body of a commune, an inter-commune union, or of the competent statutory body of a union of local self-government units. The resolution shall define the criteria and rules for the selection by the executive body of the commune, the inter-commune union or the union of local government units of local communities to be rendered assistance.”</p>	<p>Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, items 559, 583)</p>	<p>The provisions of the Act on Communal Self-government as amended by the Special Act require clarification with respect to providing assistance, including financial one, to local and regional communities from other countries. They should read that the basis for granting this assistance should be a resolution of the law-making body of a commune, an inter-commune union or of the competent statutory body of a union of local self-government units. The resolution will define the criteria and rules for the selection of local communities that will be given assistance. The selection will be made by the executive body of the relevant commune, inter-commune union, or union of LGUs</p>
3.	<p>In Article 10e, paragraph 5 shall be added as follows:</p> <p>“5. In communes where immigrants reside or are settling with the intention of permanent residence, a mandatory strategy for the integration of immigrants shall be developed as part of the strategic goal regarding social development.”</p>	<p>Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, items 559, 583)</p>	<p>Revision of the provisions of the Act on Communal Self-government should be considered to extend its competence to cover tasks related to supporting immigrants through the obligatory drawing up of an immigrant integration strategy</p>

No.	Proposed amendment	Law proposed for change	Justification
4.	<p>In Article 10f, paragraph 5 shall read as follows:</p> <p>“5. The commune development strategy shall be updated if it is required by the social, economic, or spatial situation of the commune or when it is necessary to maintain its coherence with the provincial development strategy. The update shall be prepared in the event referred to in Article 10e(5). Paras 1–4 shall apply to the update of the commune development strategy.”</p>	<p>Act of 8 March 1990 on Communal Self-government (Journal of Laws of 2022, items 559, 583)</p>	<p>Provisions should be put in place that will oblige the commune administration to update the strategy if the social, economic, or spatial situation of the commune changes or when it is necessary to maintain the consistency of the strategy with a corresponding document at the provincial level</p>
5.	<p>In Article 4(1), after subparagraph 5, subparagraph 5a shall be added as follows:</p> <p>“5a) support for immigrants residing on the territory of the district and their integration with the self-governing community.”</p>	<p>Act of 5 June 1998 on District Self-government (Journal of Laws of 2022, items 528, 583)</p>	<p>The competence of the district self-government need to be strengthened in the area of systemic support for immigrants at the local level</p>
6.	<p>In Article 7a, paragraph 2 shall read as follows:</p> <p>“2. Districts, district unions and associations may provide assistance, including financial one, to local and regional communities from other countries. The basis for granting the assistance shall be a resolution of the law-making body of a district, a union of districts, or of the competent statutory body of an association of districts. The resolution shall define the criteria and rules for the selection by the executive body of the district, the union of districts or association of districts of local communities to be rendered assistance.”</p>	<p>Act of 5 June 1998 on District Self-government (Journal of Laws of 2022, items 528, 583)</p>	<p>The provisions of the Act on District Self-government as amended by the Special Act require clarification with respect to providing assistance, including financial one, to local and regional communities from other countries. The clarification should provide that the basis for granting the assistance will be a resolution of the law-making body of a district, a union of districts, or of the competent statutory body of an association of districts. The resolution should define the criteria and rules for the selection by the executive body of the district, the union of districts or association of districts of local communities to be rendered assistance</p>

No.	Proposed amendment	Law proposed for change	Justification
7.	<p>After Article 7a, Article 7b shall be added as follows:</p> <p>“7b. In districts where immigrants reside or are settling with the intention of permanent residence, a mandatory district immigrant integration programme shall be developed as part of the development programmes adopted as provided in the relevant regulations on development policies.”</p>	<p>Act of 5 June 1998 on District Self-government (Journal of Laws of 2022, items 528, 583)</p>	<p>A revision of the provisions of the Act on District Self-government should be considered to broaden its competence to cover tasks related to supporting immigrants by imposing an obligation to design a district immigrant integration programme</p>
8.	<p>In Article 8a, paragraph 2 shall read as follows:</p> <p>“3. Provinces may provide assistance, including financial one, to local and regional communities from other countries. The basis for rendering this assistance shall be a resolution of the provincial assembly that shall set out the criteria and rules for the selection of local communities to be rendered assistance by the provincial board.”</p>	<p>Act of 5 June 1998 on Provincial Self-government (Journal of Laws of 2022, items 547, 583)</p>	<p>The provisions of the Act on Provincial Self-government as amended by the Special Act require clarification with respect to providing assistance, including financial one, to local and regional communities from other countries. The clarification should provide that the basis for granting the assistance is a resolution of the provincial assembly. It will define the criteria and rules for the selection by the provincial board of local communities to be rendered assistance</p>

No.	Proposed amendment	Law proposed for change	Justification
9.	<p>In article 11, after paragraph 1ca, paragraph 1cb shall be added as follows:</p> <p>“1cb. In provinces where immigrants reside or are settling in with the intention of permanent residence, a mandatory provincial strategy for the integration of immigrants shall be developed as part of the strategic goal regarding social development.”</p> <p>paragraph 1e shall read as follows:</p> <p>“5. The province development strategy shall be updated if it is required by the social, economic, or spatial situation of the province or when it is necessary to maintain its coherence with the medium-term development strategy of the country or the national strategy of regional development. The update shall be prepared in the event referred to in para. 1cb. Paras 1-1c, Article 12 and Article 12s shall apply to the update.”</p>	Act of 5 June 1998 on Provincial Self-government (Journal of Laws of 2022, items 547, 583)	With regard to systemic support for immigrants at the regional level, the competence of provincial self-governments needs to be significantly strengthened. This applies both to structural regulations and substantive law, in particular in the field of the labour market, social welfare, and education, including intercultural one that would foster public awareness of foreigners. Provisions should also be put in place that will oblige the commune administration to update the strategy if the social, economic, or spatial situation of the commune changes or when it is necessary to maintain the consistency of the strategy with a corresponding document at the provincial level The strategy should be updated if it is required by the social, economic, or spatial situation of the province or when it is necessary to maintain its coherence with the medium-term development strategy of the country or the national strategy of regional development
10.	<p>In Article 14(1), after subparagraph 4a, subparagraph 4b shall be added as follows:</p> <p>“4b) support for immigrants residing on the territory of the province and their integration with the self-governing community.”</p>	Act of 5 June 1998 on Provincial Self-government (Journal of Laws of 2022, items 547, 583)	as above

No.	Proposed amendment	Law proposed for change	Justification
11.	<p>Article 12(4) shall read as follows:</p> <p>“4. A local self-government unit, a union of local self-government units or a metropolitan union, on its own initiative and within the resources held, may provide the assistance referred to in Article 12(1) to the Ukrainian nationals referred to in Article 1(1).”</p>	<p>Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (Journal of Laws of 2022, items 583, 682, 683, 684, 830, 930)</p>	<p>On the one hand, the wording of this item provides for a certain flexibility because the scope of assistance is determined in a resolution of the law-making body of an LGU, a union of LGUs, or a metropolitan union, and the forms and procedure for providing aid are specified by the competent executive body of that LGU or union. On the other hand, LGUs express doubts concerning the adoption of resolutions on aiding Ukrainian citizens. LGUs’ main concern is that the adoption of such an act of local law will not necessarily cause the provincial governor to reimburse expenditure incurred for this purpose, especially if the scope of local assistance overlaps with the scope assigned by the legislator to the governor. This being the case, reimbursement of expenditure incurred for aiding Ukrainian citizens may be withheld. Consequently, the above-mentioned provisions should be fine-tuned in a way that will eliminate the risk of non-return of expended moneys. For example, the provision should refer to the scope of governor’s powers set out in Article 12(1), or a list of eligible types of expenditures should be assembled in the case they do not fully coincide with the scope of assistance provided by governor (the original intention of the legislator is not known)</p>

IV. Legislative changes that will strengthen the position of refugees

It is necessary to make legislative changes with a view to adjusting national law to EU law, as well as improving the situation of people fleeing Ukraine in connection with hostilities. As a consequence, the rights of refugees should be extended, and non-contentious provisions on migration policy need to be harmonised.

Recommendations

4.1. To amend Article 1(2) of the Special Act by extending the personal scope of the act to the family members of Ukrainian citizens other than spouses. The proposed wording of Article 1(2): “Whenever the act refers to a citizen of Ukraine, it shall also mean the spouse of a Ukrainian national, who does not have Ukrainian citizenship, an ascendant or minor descendant, provided that he or she came to the territory of the Republic of Poland from the territory of Ukraine in connection with hostilities in the territory of the latter and not is a Polish national.”

4.2. To lay down provisions on the basis of which persons covered by the Special Act and benefiting from temporary protection under the Act of 13 June 2003 on granting protection to aliens within the territory of the Republic of Poland (“Act on Protection”) will be issued a residence card.

- Article 10a shall be added to the Special Act as follows: “The governor shall issue a residence card to Ukrainian nationals whose stay in the territory of the Republic of Poland is deemed legal under Article 2(1).”
- Article 110(2–4) shall be supplemented as follows (provisions deleted as a result of the amendment by the Act of 9 March 2022

shall be restored): “2. After arriving in the territory of the Republic of Poland, the Head of the Office shall grant an alien who is afforded temporary protection a temporary residence permit for a period of one year and shall issue them a residence card. 3. If the period of temporary protection has been extended, the Head of the Office shall grant, ex officio, another temporary residence permit for the period of extension of temporary protection, and shall issue them a residence card. No fees shall be charged for issuing a visa, a residence card and for granting a temporary residence permit.”

- Deletion of Article 110(5–8) of the Act on Protection.

4.3. To amend Article 11(2) of the Special Act with a view to extending residency period outside the territory of the Republic of Poland after which the rights enjoyed under the act are lost. Proposed wording: “Leaving by the person referred to in Article 2(1) of the territory of the Republic of Poland for a period of more than 90 days shall deprive them of the rights referred to in Article 2(1).”

4.4. To amend Article 11 of the Special Act by adding para. 3 on the obligation to report the intention of leaving Poland permanently. The proposed wording of Article 11(3): “The Ukrainian national referred to in Article 2(1) intending to permanently leave the territory of the Republic of Poland shall submit a declaration of intent to leave the territory of the Republic of Poland and the planned date of leaving to any executive body of a commune on the territory of the Republic of Poland. The submission shall deprive the citizen of Ukraine of the rights granted under Article 2(1) as from the date provided in the declaration.”

4.5. To amend Article 12 of the Special Act by adding para. 1a concerning the obligation to provide accommodation. The proposed wording of Article 12(1a): “The governor shall offer assistance to the Ukrainian national referred to in Article 1(1) by providing accommodation.”

4.6. To amend Article 13 of the Special Act by adding para. 2a that will result in identifying a commune that will be obliged to pay a benefit to persons providing accommodation/meals to immigrants. The proposed wording of Article 13(2a): “The cash benefit referred to in para. 1 shall be granted by the commune having jurisdiction over the place of residence of persons provided with accommodation.”

4.7. To amend Article 32 of the Special Act by adding para. 2 concerning the provision of free psychological assistance to people who require special support. The proposed wording of Article 32(2): “The person referred to in Article 2(1) shall be rendered free psychological assistance if they require special support, in particular if they are a minor without a guardian, is a victim of torture, rape, or other forms of physical, mental, or sexual violence.”

4.8. To amend the Special Act by adding Article 12b resulting in the performance by the EU Member States of the obligation of family reunification stipulated in Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof (“directive 2001/55/EC”) The proposed wording of Article 12b:

1) “If the spouse or minor of a Ukrainian national, whose residence is acknowledged as legal

pursuant to Article 2(1), is outside the territory of the Republic of Poland, the Governor shall take steps to reunite the family.

- 2) The Governor may take steps aimed at reuniting a Ukrainian national, whose residence is acknowledged as legal pursuant to Article 2(1), with close relatives, other than those referred to in para. 1. 1, who had shared the same household with the alien prior to his or her arrival in the territory of the Republic of Poland and had been wholly or partially provided for by that alien.
- 3) The persons referred to in paras 1 and 2 shall be issued visas and residence cards as set out in Article 110 of the Act on granting protection to aliens within the territory of the Republic of Poland.
- 4) Article 12c shall apply accordingly to the reunification of an alien enjoying temporary protection on the territory of the Republic of Poland with their family member enjoying temporary protection on the territory of another Member State of the European Union.”

4.9. To amend the Special Act by adding Article 12c concerning the possibility of transferring a person enjoying temporary protection to another Member State. The proposed wording of Article 12c:

- 1) “The Governor may apply to the competent authority of another European Union Member State requesting a transfer of the person referred to in Article 2(1) to the territory of another Member State of the European Union.
- 2) The transfer of the person referred to in para. 1 to another Member State of the European Union shall take place upon their prior consent.

- 3) The Governor shall inform the European Commission and the United Nations High Commissioner for Refugees about submitting the application referred to in para. 1.
- 4) The application referred to in para. 1 shall contain the following information:
 - 1) name and surname;
 - 2) nationality;
 - 3) date and place of birth;
 - 4) marital status;
 - 5) data on relationship.

The following shall be attached to the application referred to in para. 1:

- 1) a document confirming identity or a travel document;
- 2) documents supporting family relationships, in particular an abridged copy of a marriage certificate, birth certificate, documents confirming parentage by adoption;
- 3) other information necessary to establish identity or family relationships;
- 4) information about issued decisions on granting a residence permit, visas, or decisions on refusal of a visa, and documents on which these decisions were based;
- 5) information on submitted applications for issuing a residence permit or a visa, along with indicating the progress of the relevant issue procedure.
- 5) The Head of the Office shall issue a pass to a Ukrainian national who is to be transferred to another Member State of the European Union.
- 6) The minister in charge of internal affairs shall define, by way of a regulation, a model

of the pass referred to in para. 5, having regard to the provisions of Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof (OJ L 212, 07.08.2001).

- 7) As from day on which the Ukrainian national referred to in para. 1 leaves this territory, the issued residence card and the visa referred to in Article 110 shall be deemed invalid.”

It is necessary to make changes to the provision of the Special Act, the Act on granting protection to aliens within the territory of the Republic of Poland, and other laws strengthening the position of refugees.

We regard these recommendations as priority ones for the following reasons:

1. Given the experience of organisations providing aid to people who have fled the armed conflict in Ukraine so far, members of the immediate families of Ukrainian nationals who do not have Ukrainian nationality (apart from spouses, also parents, children, etc.) are also leaving the country. In such a situation, a reasonable approach is to maintain the unity of the family and to unify the residence status of the entire family staying in Poland together. It should be stressed that differentiating the legal status of close members of the same family is likely to create anxiety and issues among the aliens themselves, but this may also be troublesome for the state authorities (it may be necessary to initiate two different procedures for each spouse; they will have divergent status-

es, a different period of valid residence permit, and different rights). Recital (11) of Council Implementing Decision of 4 March 2022 introducing temporary protection (“Council Implementing Decision”) reads that “In addition, it is important to preserve the unity of families and to avoid diverging statuses among members of the same family.” The European Commission communication of 21 March 2022 containing operational guidelines for the implementation of the Council Implementing Decision (“EC Communication”) lists broad categories of persons who are considered family members.

2. Because persons falling within the scope of the Special act are also covered by temporary protection under the Council Implementing Decision (pursuant to Article 2(5–7) of the Special Act, they are also covered by the regulations of the Council Implementing Decision and may exercise the rights listed therein), the provisions of the Special Act should also be aligned with the provisions of directive 2001/55/EC. Article 8(1) of directive 2001/55/EC says that persons enjoying temporary protection should be issued residence permits for the entire duration of the protection. Based on Article 21 of the Convention Implementing the Schengen Agreement, such documents enable the holders to travel freely within the territory of the EU for 90 days within a period of 180 days. This right is also indicated in Recital (16) of the Council Implementing Decision and the EC Communication.

We also note that pursuant to Articles 2 and 3 of the Act of 15 June 2012 on the effects of employment of aliens residing in the territory of the Republic of Poland in violation of the law, employers are obliged to request an alien to produce a residence permit document confirming their legal stay on the territory of the Republic

of Poland and keep a copy of this document for the entire duration of that alien’s employment.

3. This proposal should be interpreted along with the previous recommendation on issuing residence permits to individuals who enjoy temporary protection and granting them the right to move freely within the territory of the EU for 90 days within a 180-day period. It should also be pointed out that some aliens covered by the act (holding a visa or entitled to travel visa-free) enjoy such a right, regardless of whether they can have temporary protection. With the existing solution, persons enjoying temporary protection who exercise the right to move freely within the territory of the EU will be deprived of another right (access to benefits provided under the Special Act), which is internally contradictory and results in an undue restriction of the possibility of exercising the right to travel within the EU effectively.

4. The proposed amendment is intended to resolve a situation in which Ukrainian nationals who enjoy rights under the Special Act decide to leave Poland (e.g. return to Ukraine). The currently applicable regulations do not allow for the option to resign from the benefits provided for in the act. The need to make adjustments to the relevant regulation is motivated by the fact that after leaving Poland, such persons will still be paid benefits under the act (including the so-called 500+ benefit), despite losing the title to receive them.

5. Article 13(1) of directive 2001/55/EC says that persons enjoying temporary protection should at least have access to suitable accommodation. Moreover, Article 112(1) and (4e) of the Act on Protection ensures that persons enjoying temporary protection have access to accommodation (under the Act on Protection and not under the Special Act). Thus, failure to secure such a right to aliens covered by the Special act is not justified

and is inconsistent with EU law and national law (according to the Special Act, persons covered by this act are deemed enjoying temporary protection).

6. The proposed amendment points to the commune competent to accept the application and to award the financial benefit referred to in the provision. In practice, a person entitled to receive the benefit may reside in one commune while the premises where the persons offered accommodation are staying is within the boundaries of another commune. This poses a problem with deciding which commune is the right one to process this matter.

7. As pointed out elsewhere, persons covered by the Special Act are regarded as enjoying temporary protection. Article 13(4) of directive 2001/55 says that the EU Member States provide necessary medical or other assistance to persons who have special needs, i.e. the ones named in the discussed proposal.

8. As already highlighted, persons covered by the Special Act should be treated in the same way as persons enjoying temporary protection, therefore Article 8(2) of directive 2001/55/EC applies which provides that the treatment granted by the Member States to persons enjoying temporary protection may not be less favourable than that set out in Articles 9 to 16. Pursuant to Article 15 of directive 2001/55/EC, Member States are obliged to reunite family members. This applies both to family members residing in the EU and those who have not yet reached any of the Member States. Neither the Special Act nor other provisions of national law meet these requirements in any way, therefore directive 2001/55/EC needs to be implemented urgently to allow that. It should be emphasised that if direc-

tive 2001/55/EC is not transposed by the national legislation, it may be applied directly. The proposed changes are based on the wording of Articles 117 and 117a of the Act on Protection and introduce parallel solutions.

9. Persons covered by the act are treated in the same way as persons enjoying temporary protection, therefore Article 8(2) of directive 2001/55/EC applies which provides that the treatment granted by the Member States to persons enjoying temporary protection may not be less favourable than that set out in Articles 9 to 16. Article 26 of directive 2001/55/EC provides for a mechanism of transferring persons enjoying temporary protection from one Member State to another. The Special Act fails to do so, yet such a mechanism is established under Articles 117a and 117b of the Act on Protection. Hence, there is a need to incorporate a similar provision in the Special Act in order to ensure alignment of national law with EU law and the internal consistency of the former.

V. Enhancing Cooperation among LGUs, NGOs, and the Central administration

Our legal system is not compatible with the specific nature of operations of NGOs and the principles of cooperation between the third sector and the public sector. Hence, easier access of civil society organisations to the performance of public tasks to a greater extent is required.

Recommendations

5.1. To embed in the Act of 24 April 2003 on Public Benefit Activity and Volunteering and in related legal acts solutions (i) facilitating access of civil society organisations to the performance of public tasks and (ii) effectively strengthening the potential of these organisations as institutions of social life providing services to local communities, whose face is changing dramatically as a result of the influx of refugees from Ukraine, by, but not only:

- adopting regulations that ensure the continuity and sustainability of performed tasks,
- adopting regulations enabling the development of social ownership (institutional subsidies at the level of territorial government; outsourcing of public tasks along with providing appropriate infrastructure, introducing settlements for actual results – flat-rate accounting),
- adopting regulations ensuring the actual de-institutionalization of social services (departure from institutional care towards care provided in the family environment and in the local community),
- adopting regulations strengthening the influence of dialogue bodies (including the Public Benefit Council).

Currently, the Act on Public Benefit Activity and Volunteering does not guarantee the continuity and sustainability of performed public tasks. Moreover, it fails to specify whether expenses incurred by NGOs performing public tasks before concluding co-financing agreements may be reimbursed from a subsidy linked to such tasks.

Public administration bodies which outsource such tasks make the relevant decision in this regard. This means anything but a lack of certainty among NGOs as to how to account for subsidies and hinders their effective performance of assigned public tasks.

It seems important to introduce institutional subsidies at the level of territorial government, similar to the model proposed under Priority 1a Programme for the Development of Civic Society Organisations, or to afford organisations an opportunity to establish internal funds for public benefit activities under the Act on Public Benefit Activity and Volunteering. They should be able to make contributions to such funds from each subsidy received under the said act.

Another challenge is that the act does not allow for the actual accounting for subsidies through results. This is still done based on financial documents only. This type of activity logic prevents organisations from developing social ownership as the completion of each task or action sets the organisation's budget back to zero.

Therefore, mechanisms resembling solutions adopted in public procurement should be introduced, i.e. what counts should be the final outcome or completed work.

Also, existing legislative solutions from other European countries may be followed (e.g. from Germany). In some countries, third-sector organisations enjoy much greater stability of operation. In practice, they are refused to continue to perform specific outsourced tasks only if they produce no results. In the Polish model, public funding is allocated through calls for proposals, and awarded contracts often span very short periods¹⁵.

¹⁵ For more, see: <https://prostengo/tezy/teza-077/>* <https://prostengo/tezy/teza-077>.

5.2. To strengthen the legal security of NGOs and members of their management bodies against liability for tax obligations and accounting for subsidies, as well as safeguarding their rights in contact with administrative bodies. To adjust the rules of audit of NGOs, which requires changes in:

- Act of 29 August 1997 Tax Ordinance,
- Act of 29 August 1997 Tax Ordinance (Articles 116 and 116a),
- Act of 27 August 2009 on Public Finance (Articles 60–64, 207, 252).

Currently, members of the management boards of third-sector organisations, who are not registered as self-employed (sole proprietors), cannot rely on any exonerating grounds as regards financial liability for liabilities of the organisation under public law (this applies to both tax and non-tax obligations, or subsidy returns), as such organisations do not have the capacity to declare insolvency.

The legal setting of the accounting for domestic subsidies (mainly under the Act on Public Benefit Activity and Volunteering) and EU funds does not respect the principles of cooperation, partnership, and equality of the parties.

The Act on Public Benefit Activity and Volunteering does not contain any provisions guaranteeing equality in submitting bids, deciding the results of calls, or the challenging by administrative bodies of how projects are implemented, including how their expenditures are settled. In this respect, inspiration for adjustments could come from, for example, the laws on implementing EU fund mechanisms. Response to the conclusions of the judgement of the Constitutional Tribunal

of 15 December 2020 should also be kept in mind (file ref. SK 12/20)¹⁶.

In the current legal setting (Act of 24 April 2003 on Public Benefit Activity and Volunteering), NGOs that do not conduct business activity are not covered by any regulations giving them guarantees protection their position, rights and interests in relation to control entities comparable, in terms of comprehensiveness and universality of application, to regulations that are binding on the authorities in relation to entrepreneurs under the laws governing entrepreneurs. We propose that legal guarantees be established, protecting NGOs against the administrative authority of public partners.

5.3 To introduce systemic changes facilitating the association of citizens (transition from informal movements to the creation of genuine organisations-institutions), securing sources of funding for civil society organisations, and ensuring tax security, which requires changes in:

- Act of 15 February 1992 on Corporate Income Tax,
- Act of 26 July 1991 on Personal Income Tax,
- Act of 15 February 1992 on Corporate Income Tax,
- Act of 7 April 1989 Law on Associations,
- Act of 20 August 1997 on the National Court Register,
- Act of 14 March 2014 on Public Collections

through:

- deregulation aimed at shedding the burden and the number of obligations imposed on organisations,

¹⁶ For more, see: <https://prostengo/tezy/teza-047>.

- enabling the registration of an organisation within 24 hours (e.g. by including associations subject to registration in the S24 system),
- introducing safe, higher, and transparent tax incentives for both organisations and donors and facilitating crowdfunding,
- developing safe and clear rules of taxation of civil society organisation,
- allowing the collection of specific gifts in kind for further resale,
- making an effective use of European funds with the participation of social partners.

Deregulation is necessary to take off the excess burden and the number of obligations imposed on organisations (e.g. Employee Capital Plans). The Act of 4 October 2018 on Employee Capital Plans is a major obstacle for many organisations in their daily operations. In fact, in Article 13 of the act, the legislator provided for excluding certain entities, e.g. micro-entrepreneurs, from this statutory obligation¹⁷.

It seems necessary to simplify and expedite the process of NGO registration. Pursuant to Article 20a(1) of the Act of 20 August 1997 on the National Court Register, the registry court has seven days to process an application for establishing an association. In fact, this procedure often takes weeks. Inconsistent case-law also causes some courts to challenge certain provisions contained in applications, which additionally slows down the process. The S24 solution is used, for example, by limited liability companies and simple joint stock companies¹⁸.

As a result of the recent tax reform (Polish Deal), tax incentives were created for taxpayers supporting sports and cultural activities, as well as higher education and science. However, the new law was designed in such a way that not all NGOs operating in these sectors can take advantage of these incentives. In addition, there are no inducements for people supporting charity or social welfare initiatives that would facilitate crowdfunding.

To extend and adjust the scope of exemption of NGO revenues from corporate income tax (CIT) has become particularly urgent. There is an unconstitutional inequality before the law of NGOs that do not have the status of a public benefit organisation in relation to entities that, under the Act of Corporate Income Tax, benefit from tax exemptions on all income allocated to statutory activities. These are political parties, trade unions, rural housewives' clubs, chambers of commerce, employers' organizations, and European political foundations¹⁹.

NGOs may sell received gifts in kind, yet there are no regulations regarding such donations received during public collections. It means that some resources are wasted: the possibility of selling things and collecting funds would improve the condition of NGOs.

Finally, today, it is justified to introduce a 0% VAT rate on donations to NGOs intended for refugees. At this difficult time, many NGOs are helping refugees. Their role is instrumental, so preferential and free support for their activities should be prioritised, too. This was actually acknowledged when drafting the Special Act. Unfortunately, NGOs were not included in the list of recipients

¹⁷ For more, see: <https://ofop.eu/petycja-na-rzecz-szybkiej-zmiany-ustawy-o-pracowniczych-planach-kapitalowych>.

¹⁸ For more, see: <https://prosteng.org/tezy/teza-001>.

¹⁹ For more, see: <https://prosteng.org/tezy/teza-040>.

of free supplies subject to 0% VAT rate contained the Regulation of the Minister of Finance of 3 March 2022 amending the Regulation on goods and services for which the tax rate on goods and services is reduced, and on the conditions for applying reduced rates²⁰.

We consider these recommendations very important. The current crisis situation exposed the incompatibility of the legal system with the special character of activities of NGOs and the principles of cooperation between the non-governmental and public sectors. At the same time, evidently, the vast majority of changes regarded as disadvantageous to territorial governments also more or less directly affect civil society organisations, and they are most often an intermediate level between LGUs and their residents, which should naturally build collaboration and partnership. A paradigm shift is required more than anything else: relations between territorial government and NGOs should not be rested on the principle of paternalism but on collaboration and partnership. Apart from the regulations themselves, the practice of their application is also relevant. Attention is also drawn to the need to strengthen the model of supporting NGOs with financial and material donations and personal engagement of citizens and not with public funds.

²⁰ For more, see: <https://ofop.eu/stawka-0-vat-darowizny-dla-ngo-na-rzecz-uchodzcow-apel-do-premiera>.

SUBTABLE COMPOSITION

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SUBTABLE **PUBLIC SAFETY AND CYBERSECURITY**

- Fears of a “stranger”
- Remedial actions: online war, communication war
- Information security
- Counteracting disinformation

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4.6. Subtable: Public Safety and Cybersecurity

Public safety is a concept that encapsulates a number of issues related to the sustained functioning of all citizens in a state. It covers all social, legal, and organisational relations aimed at limiting the risk of threat to the operation of the state organisation and pursuit of its interests, thus enabling its normal and free development. The formal guarantee of maintaining this state of affairs is legal rules, and the institutional one is competent public authorities.

In other words, this concept covers the broadly understood safety of all inhabitants of the state: the safety of every person, their life, health, property, exercise of personal rights, and all forms of collective life within the state organisation in which people coexist, that is, also the safety of all public institutions and public and private organisations, etc.

On the other hand, it embraces the system of security, i.e. the system of organisational measures and powers of certain specialised state institutions to use coercion.

Ensuring public safety is one of the basic tasks of public administration. This is especially relevant in the event of a sudden population growth. When it happens, central administration and territorial government must be prepared to ensure public safety in the new conditions. This particularly concerns public gathering sites, as well as locations where aid and assistance are being provided.

A threat to public safety may arise from force majeure events, local actions of individuals, but it also may be a consequence of disinformation or hate speech on the Internet. Such events can be

dynamic, cumulative, or dispersed. There are also permanent threats to the security of individuals related to organised crime and acts of terrorism. At the same time, certain events may require the employment of emergency management mechanisms, both in terms of prevention and response.

The subtable worked on recommendations to build (or strengthen) mechanisms aimed at strengthening the coordination of state services and public administration in the thematic area discussed by the participants, including based on best practice.

I. Coordination and Cooperation of Services at the Level of Territorial Government

Tasks of territorial government in the domain of public order and crisis management may involve the requirement to protect the population, infrastructure, or the natural environment. This is especially relevant in the event of a sudden population growth. When it happens, central administration and territorial government must be prepared to ensure public safety. This particularly concerns public gathering sites, as well as locations where aid and assistance are being provided. At the same time, certain events may require the employment of emergency management mechanisms, both in terms of prevention and response. Provisions regulating various public tasks concerning the ensuring of safety are scattered across many domestic laws. They can be found in laws laying down the structural principles of operation of territorial government and in acts governing the work of individual public services.

This diagnosis points to those provisions that define the relationship between LGUs and other public administration bodies in a systemic way (including between individual services, inspections, etc.). In particular, Article 7(14) of the Act of 8 March 1990 on Communal Self-government provides that commune's own task is to ensure public order and safety of citizens, as well as fire and flood protection, including the provision of equipment and maintenance of the communal flood control inventory.

Recommendations

1.1. Territorial governments should seek to integrate the activities of services and inspections, first with regard to IT compatibility and next (if necessary and possible) by creating coordination centres. It is justified by the need to be able to provide comprehensive and efficient assistance

Proper coordination and exchange of information between state services, inspections, and public administration bodies is paramount to safety assurance. This makes a fast response in crisis situations possible. At the same time, it is already possible, within the existing legal framework, to design solutions that permit the organisation of joint work of and shared crisis management by all services at the city, district, or commune level. LGUs should, to the extent possible and within the existing financial means, establish coordination centres, and the central administration should endorse such initiatives. In order to facilitate this process, it is advisable to follow best practice that can already be found across public institutions of administrative nature.

As regards order assurance, the possibility to create communal/city guard service protecting public order must not be ignored. It is provided under the Act of 29 August 1997 on Communal Guards.

Article 4(1)(15) of the Act of 5 June 1998 on District Self-government is also noteworthy. It says that district's tasks include the ensuring of public order and safety of residents and, under Article 4(1)(16), take care of flood control, including through the provision of equipment and maintenance of a district flood control inventory prevention warehouse, fire prevention and the prevention of other extraordinary threats to human life and health, and the natural environment.

As regards systemic regulations, in accordance with the law on district administration (Article 38a), a safety and order committee may be established to take over the tasks of the district head concerning supervision over district services, inspections and guards, as well as the tasks relating to public order and safety of residents as specified in the relevant laws.

There are legal provisions already in place, allowing the development of an efficient model of cooperation in ensuring public safety (including public order) and taking quick steps in crisis management situations.

II. Early Communication of Risk to Public Safety

In order to ensure public safety, public services responsible for this segment of public administration activities should be aware of potential threats. This is the domain of the Police force but also of the Internal Security Agency (ABW) or other special services. In the event of a high risk of events threatening public order, especially if involving nationality issues, local authorities should be able to receive warnings from qualified services in order to get prepared well.

Recommendations

2.1. To enable territorial government to cooperate with services responsible for prosecuting crimes (the Police, ABW) in the exchange of intelligence on circumstances that may pose a threat of occurrence of undesirable events, such as demonstrations or attacks on Ukrainian nationals. Such an exchange already takes place in large cities, but it should also happen in other places inhabited by Ukrainian nationals

Currently, the scope of information exchange between the local government administration and services responsible for monitoring crime or terrorist activities is governed by the provisions of, among other things, the Act of 10 June 2016 on Anti-terrorist Activities (Journal of Laws of 2019, item 796, as amended). They mainly focus on sharing information with this type of service. Regulations governing the activities of the Police, Internal Security Agency, as well as the Act on Anti-terrorist Activities and the Act of 14 December 2018 on the Protection of Personal Data Processed in Connection with the Prevention and Combating of Crime (Journal of Laws 2019, item 125), should be reviewed in order to unequivocally

define the legal basis for the efficient exchange of information between these services and local services and local authorities in cases justified by public safety.

III. Use of the Existing Mechanisms of Public Space Monitoring

In the event of a shift in the population structure within the boundaries of territorial governments, various types of conflicts may arise, most often short-term and with the use of violence, the cause of which may be differing outlooks. These conflicts may also be triggered by acts of hooliganism. Regardless of the causes and occurrence of such conflicts, the most important role of public administration is to identify and resolve them quickly.

Recommendations

3.1. To use technical solutions, including city and transport surveillance, to identify situations that may threaten order, in this case negative phenomena occurring in public places

The entire local administration, together with other public entities (services, inspections, etc.), should jointly develop mechanisms of effective use of video surveillance in order to identify and avert conflicts in public space. Next to investment in infrastructure, of key importance is to design appropriate information flow and response procedures by relevant services. No less important is the education of citizens about how video surveillance works and how to behave in the event of this type of conflict, and who and how can be notified so that the possible intervention of services would take place without undue delay. This applies in particular to public

gathering sites, public transport vehicles, or aid or assistance facilities. In this aspect, the effective use of city surveillance systems in combination with state services that are in a position to respond to such events quickly and adequately increase the chances of a fast resolution of a conflict, protecting the health and life of its participants, as well as defusing tensions that may exacerbate the conflict and lead to other and more dangerous situations.

IV. The Screening of Foreign Entities Accepting Refugees

Ukrainian nationals residing in Poland are not obliged to stay only in our country. Some

of them are being taken care of in support facilities. The care-providers are the personnel of central and local government administrations. Non-governmental organisations play no less important role in this system. Also, foreign entities approach NGOs and declare their readiness to help and transfer Ukrainian citizens to their countries.

Recommendations

4.1. To enable NGOs to screen foreign organisations that wish to host Ukrainian citizens. Appropriate regulations should be introduced that would empower LGUs (but not only) in this respect

The table below contains proposal of such regulations

Proposed amendment	Law proposed for change	Justification
<p>In the Special Act, Article 12b shall be added after Article 12a as follows:</p> <p>“1. The Governor may request the Coordinator of Special Services or the minister in charge of foreign affairs to order its subordinate service to verify a foreign entity declaring its willingness to host and provide assistance to Ukrainian nationals, as referred to in Article 1(1), in a country indicated by that entity.</p> <p>2. A local self-government unit and non-governmental organisations to which a foreign entity has declared its willingness to host and provide assistance to Ukrainian nationals in a country indicated by that entity may apply to the Governor to make the request referred to in para. 1.</p> <p>3. The purpose of the verification shall be to confirm the credibility of the foreign entity in terms of its capacity to ensure safety, protection of life or health, and freedom of the Ukrainian nationals.</p>	<p>Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (Journal of Laws of 2022, item 583, as amended)</p>	<p>Foreign entities ready to host Ukrainian refugees also approach civil society organisations. It is therefore necessary to support NGOs in identifying and screening such entities. Unlike state services, NGOs have limited means to do so, e.g. by referring to Polish diplomatic missions in other countries or intelligence agencies or by resorting to selected mechanisms of administrative assistance available within the European Union</p> <p>Given the provisions of Article 12(2) of the Special Act, the governor should coordinate such activities.</p>

Proposed amendment	Law proposed for change	Justification
<p>4. The Coordinator of Special Services or the minister in charge of foreign affairs shall provide the relevant information to the Governor after their subordinate services have completed the verification of the foreign entity. In the case referred to in para. 2, the Governor shall provide the relevant information to the local self-government unit or non-governmental organisations concerned.”</p>		

Due to the fact that this type of possibility is made available to NGOs, it should also be made available to LGUs, even though certain mechanisms of this kind have already been developed in some territorial governments and services.

V. Expanding Knowledge about the Techniques of Cyber Attacks

One of the basic methods of developing resistance to cyber threats is to collect information about new types of attacks. The current situation necessitates greater exchange of information on potential vectors and methods of attack, including those that have never been reported within the European Economic Area before.

The current armed conflict in Ukraine caused by the Russian attack and the commitment of Poland, including Polish territorial governments, to supporting Ukraine constitute greater threats to cybersecurity than ever before. The currently applicable Charlie-CRP alert level confirms that. At the same time, the fact that a large group of Ukrainian nationals is residing in Po-

land at the moment increases the risk of attacks in cyberspace carried out from foreign countries and criminal groups targeting LGUs and citizens of Ukraine.

Recommendations

5.1. To enhance public-private cooperation between the central government, territorial government, and entrepreneurs in the area of identification of threats in cyberspace, in particular those that have not occurred in Poland before

One of the basic methods of building resistance to cyber attacks is to gather information about potential vectors and methods of attack. As the providers of a large part of public services, territorial governments are particularly

vulnerable to cyber attacks. The war in Ukraine and the presence of Ukrainian nationals in Poland mean that, on the one hand, Polish local self-governments may be come under attacks from foreign countries, and, on the other, attacks on Ukrainian citizens may take place. Given these new circumstances, quick exchange of information between local self-governments, local administration, and other well-informed entities appears as extremely important. As part of developing an information network, the central administration, e.g. national and industry CSIRTs, and companies providing IT services in Ukraine and Russia should joint forces. The latter have knowledge about the vectors and methods of attacks and can support territorial governments and the state in this area.

VI. Intensive Exchange between Poland and Ukraine in the Area of Cyberspace Security

In view of the current situation, state-to-state cooperation between Ukraine and Poland should be established and fostered. This cooperation must be multi-layered. Due to cyber threats, it should address the protection of Polish cyberspace, also the civilian one. Because of the warfare in Ukraine, the Ukrainian cyberspace security services have gathered extensive experience and knowledge about the methods of attacks conducted by Russia, Belarus or hacker groups siding with them. This knowledge may prove very useful in the case of attempted attacks carried out from those countries or using signature mechanisms and methods linked to those countries. The cooperation between the states should also permit quick exchange of this type of information through dedicated channels.

Recommendations

6.1. To establish institutional cooperation between Poland and Ukraine regarding the threat of attacks in cyberspace. Knowledge collected in this domain should also be available to local self-government services

It is important that upon detecting targeted attacks aimed at Polish public institutions and territorial governments or Ukrainian nationals such information be immediately transferred to entities in Poland (including local ones) responsible for ensuring cybersecurity. The legal basis for this is already there in the Act of 5 July 2018 on the National Cybersecurity System (Journal of Laws of 2020, item 1369, as amended) and in the Act of 10 June 2016 on Anti-terrorist Activities (Journal of Laws of 2019, item 796, as amended).

VII. Non-governmental Organisations Should Become an Element of the Public Safety and Cybersecurity System

Today, NGOs are performing many tasks concerning protection and assistance to the Ukrainian citizens residing in Poland. Their role in rendering specific services is crucial and essentially complementary to public activities.

A modern state cannot work without a strong civil society, which materialises in the operation of NGOs. The Polish legislator has been developing mechanisms of inclusion of the third sector in the performance of public services. As example of this is the Act of 24 April 2003 on Public Benefit Activity and Volunteering (Journal of Laws of 2020, item 1057, as amended), acts governing the operation of foundations and associations, as well as a number of sectoral laws that take

them into account in the implementation of public policies and services.

In the current situation, the power of NGOs has been demonstrated conclusively. They are helping Ukrainian citizens and are supporting state and local government entities through this difficult period. It should leave no doubt that the role of NGOs in the future will also be pivotal. Therefore, they should be included in the relevant mechanisms of the national public safety and cybersecurity system.

Recommendations

7.1. To include NGOs performing public tasks in the public protection of cyberspace

NGOs may report cybersecurity incidents to NASK's CSIRT, however they are not part of the national cybersecurity system. NGOs pursuing public tasks should become an element of the public safety and protection of cyberspace as beneficiaries of this system. In the event of detecting threats to public safety or cybersecurity, they should be notified individually and as quickly as possible.

Due to the diversity of NGOs, the design of this type of system will not be simple, but given the knowledge of the central government administration (e.g. NGOs are the beneficiaries of 1% donations off personal income tax), as well as the potential of entities associating NGOs and local self-governments which grant NGOs subsidies provided for in the Act on Non-governmental Organisations, it is possible to develop effective mechanisms.

VIII. A Holistic Approach to Cybersecurity in Territorial Government

Cybersecurity requires a comprehensive approach. It does not only cover the security of ICT systems but also appropriate organisational measures and competence. The protection of cyberspace at the local self-government level is no less important.

Territorial government consists of many entities. It embraces organisational and auxiliary units. Some of these units enjoy a separate legal personality. Under generally applicable law, Shared Services Centres (SSC) are established to render ICT services for territorial governments and their organisational units, as well as safeguarding cyberspace. The establishment of an SSC is not obligatory, and each local administration may decide whether to have it or not. Therefore, some local self-governments do not operate such centres for organisational or financial reasons. In some local administrations, such services are delegated to IT departments; in some others, the ICT domain is dispersed and entrusted to individual organisational units.

Recommendations

8.1. To ensure the comprehensive safeguarding of cyberspace, including in organisational units, in those territorial governments that do not run shared IT centres and IT competence centres (dedicated IT departments serving organisational units, dedicated SSCs)

Regardless of the internal organization structure of ICT services in local administrations, it is advisable to create solutions that develop resistance in cyberspace across the entire LGU. In particular, smaller units are exposed to a greater range of attacks, and therefore, should be

safeguarded under a shared (although even informal) system of cyberspace protection. This approach allows the development of a holistic security model and reduces the risk of attacks, and when an attack happens, it mitigates its effects. For this purpose, the competence and potential of more experienced organisational units may be relied upon, or a system of joint procurement under public procurement law can be implemented.

IX. A Shared Platform of Organisations Combating Disinformation and Hate Speech

Disinformation and hate speech have a debilitating effect on societies. Combating these negative phenomena requires response at all levels of administration because they affect ordinary residents (including Ukrainian nationals residing in Poland), LGUs, and the state. Disinformation and the spread of hate speech on the Internet are not new. There are institutions in Poland whose role is to counteract disinformation. Obviously, these institutions have a different legal status and modus operandi. They are often social and scientific organisations. It is worth noting that they have effective methods of operation and knowledge already in place. For example, in connection with the mounting problem of disinformation, the Scientific and Academic Computer Network (NASK), which is a state-run research institute, has launched the #EnableVerification (#WłqczWeryfikację) campaign. Experienced campaign experts verify rumours spread on the Internet and identify potential cases of disinformation activities. In its social media channels, NASK reports denied instances of disinformation. It should also be noted that already before the attack of the Russian Federation on Ukraine, independent fact checking organisations were

established, including, for example, demagog.pl, which battled circulating fake news.

Due to the ongoing armed conflict in Ukraine, numerous disinformation campaigns are being staged next to attempts to foment unrest by spreading hate speech. They may affect the relations between and within groups of Polish and Ukrainian nationals.

Recommendations

9.1. To extend cooperation with NGOs committed to identifying disinformation and hate speech and to formalise it within the framework of a system studying these phenomena; to open up new cooperation channels and broaden communication platforms

Today, there are public institutions operating nationwide that combat disinformation and hate speech. Civil society organisation, the mass-media, and the Internet industry players also undertake similar initiatives. The goal of these initiatives is to identify and sever disinformation chains rapidly. These institutions do collaborate with one another. However, effort should be invested in setting up a platform for the exchange of information on disinformation and hate speech incidents as part of this collaboration. The platform would host collaboration channels and disinformation or hate speech reporting mechanisms that could also be used by other entities, i.e. NGOs, local self-governments. An information campaign about the creation of such a platform and about the available collaboration channels should also be waged. This is already happening, but these activities need to be strengthened. The idea does not require changes to the law and can be carried out under concluded agreements.

X. Cooperation between Territorial Government and Organisations Battling Disinformation and Hate Speech

Aware of the way in which disinformation is designed and hate speech is spread, the existing counter-mechanisms should be adjusted adequately. The more actors are involved in the process, the more effectively disinformation may be neutralized and hate speech combated. The spread of hate speech and disinformation is also monitored by LGUs. However, the monitoring of this type of incidents is not the core LGUs' activity but takes place during the monitoring of traditional mass-media and social media by the press services and communication departments of LGUs. They do so to enable effective communication between the local administration and residents.

Another channel of identification of this type of phenomena is the area of interface between local administration personnel and citizens, i.e. offices, public establishments (hospitals, nurseries, kindergartens, schools, and social assistance or cultural institutions).

The role of the mass-media, in particular regional and local, must not be overlooked. They often expose negative outcomes of disinformation or hate speech.

The impact of disinformation and hate speech on local communities, especially in the current situation, may badly affect the lives of Polish citizens and Ukrainian nationals currently residing in Poland. In extreme cases, it may spark national conflicts, including isolated instances of the use of physical violence, or it may lead to exclusion, e.g. in the school or work environment.

Although the discussed phenomena are not regulated by local law and are not among the direct

tasks of LGUs, in the current situation, LGUs have become the scene of such activities, since Polish communes and districts are temporary homes to Ukrainian nationals, and LGUs are involved in aiding them.

All in all, the diagnosis shows that there are mechanisms and methodologies already in place for identifying and recognizing hate speech, also capable of detecting it early enough. There are also legal sanctions that partially help counteract it, but their effectiveness and enforcement powers are limited. At the same time, there is the absence of mechanisms to counter the above-mentioned phenomena in a systemic way; likewise, there is no coordination among the entities specialising in or capable of identifying them (local mass-media, LGUs).

The result of the diagnosis reaffirms the need to search for systemic solutions to counteract disinformation and hate speech, in particular given the current social situation in Poland and the international situation. Their victims may be LGU residents, including, of course, Ukrainian nationals.

Recommendations

10.1. To set up a network of cooperation and quick information exchange with territorial governments, building on the experience of entities identifying disinformation incidents online

Disinformation campaigns require an active and quick response. Using the experience of entities specialising in identifying disinformation activities online, a cooperation network should be created. This cooperation should involve the setting up of a contact database, for example, for the Joint Commission of the Government and Territorial Government, in order to agree on

a joint communication policy. This effort should be supported by the press services of territorial governments and their LGUs, i.e. spokespersons and communication departments. On the one hand, these individuals can quickly relay messages counteracting disinformation, on the other, the press services have tools for monitoring the press and social media. In this way, they can also share information with entities specialising in identifying disinformation. These initiatives can be implemented without the need to create new laws; as “soft” actions, they can be carried out on the basis of agreements. It is advisable to offer extra training to the press services in the field of disinformation and hate speech while promoting the idea of building mechanisms and methods of combating the same.

XI. The Monitoring of Instances of Disinformation and Hate Speech Spread on the Polish-, Ukrainian-, and Russian-language Internet

Polish organisations which monitor disinformation activities and hate speech are currently focused mainly on watching the Polish-language web resources. At the same time, disinformation campaigns may be targeted at Ukrainian nationals staying in Poland through Ukrainian or Russian information channels within their reach. Such campaigns may be aimed at setting the Ukrainians against one another, spreading hatred or a fake image of Polish-Ukrainian relations, as well as exaggerating or distorting the image of isolated incidents. They are especially dangerous when Ukrainian or Russian are the only languages spoken by a citizen of Ukraine residing in Poland. Should this be the case, verification of this content is seriously impeded.

Recommendations

11.1. To begin the monitoring of communication channels published in the Cyrillic alphabet, by entities specialising in identifying cases of disinformation and hate speech

A comprehensive approach to combating disinformation and hate speech requires the monitoring of communication outlets publishing in the Cyrillic alphabet. It probably requires more competence on the side of fact checking entities but should be considered justified from the viewpoint of the ultimate goal. Disinformation and hate speech, no matter how they are spread, have the same adverse consequences. In response to this type of disinformation or hate speech, neutralisation measures should be taken, also in Ukrainian and Russian, using communication channels in these languages.

XII. Expanding the Knowledge of Ukrainian Citizens about e-Services Provided in Poland and about Cyber Hygiene

The experience of territorial governments gathered during the process of assigning PESEL numbers to Ukrainian nationals residing in Poland shows that it is necessary to increase their digital competence. This conclusion comes from the fact that the Polish model of providing public e-services and private e-services differs from that currently in use in Ukraine. At the same time, these e-services are provided by various entities (at the central and local administrative level). The Polish model of rendering e-services combines the utilisation of private and public tools, e.g. electronic banking, to handle administrative affairs. This means that Ukrainian citizens need to acquire the ability to navigate across Polish cyberspace.

Besides, the insufficient level of command of the Polish language by Ukrainian citizens can be exploited by persons who design phishing and text message campaigns, etc., targeted at Ukrainian citizens.

It is also expected that in the near future Ukrainian citizens who start using the Polish banking ecosystem will increasingly shift to electronic banking and, consequently, will be able to use electronic ID tools available via electronic banking in online access to public services (currently, it is not known how many applications have been submitted, requesting access to electronic banking).

Recommendations

12.1. To stage an information campaign about e-services in Ukrainian and Russian. Knowledge of how to provide these services should be shared with the territorial government of all levels

As a rule, pursuant to Article 12(2) of the Special Act, it is the governor who coordinates the activities of public authorities, NGOs, and entrepreneurs with regard to providing assistance to Ukrainian nationals. However, local self-governments are the nearest and know their residents best, including those who are the citizens of Ukraine. Currently, territorial governments mainly work in the area of offering care and education, and assign PESEL numbers. In the future, Ukrainian citizens will handle a large part of their daily affairs through local public services or central services. Therefore, we believe that territorial governments should take (together with the central government) steps to increase the Ukrainians' knowledge of cyber hygiene. In our opinion, due to their horizontal nature, such

steps should be followed jointly by the local self-government, central government, the private sector, as well as third sector entities.

Extra sources of funding should be identified (or the current activities should be intensified based on current resources) in order to provide additional educational opportunities to Ukrainian citizens. These funds should allow for the performance of tasks at the central level (mass-media, etc.), but also at the local level, e.g. local press, social activity sites, and gathering sites for residents.

Ideas of introduction of additional public e-services by the central government administration should be communicated to and consulted with the local administration in order to arrange for adequate support for the citizens of Ukraine.

12.2. To educate Ukrainian nationals in personal data protection and to raise awareness related to the PESEL number

In 2018 Poland implemented a system of legal protection of personal data, based on the EU's General Data Protection Regulation. The system has a very broad application. It covers public and commercial activities, as well as the operations of public administration. Yet, this is not the only data protection system in place. Some exceptions to the general system can be found in ecclesiastical law where separate data protection codes are in place. In addition, a separate regulation on the protection of personal data applies in criminal proceedings before judicial authorities.

Of course, Ukraine, as a member of the Council of Europe, is a party to the Convention for the Protection of Individuals with regard to Automatic Processing of Personal Data (Convention 108) done at Strasbourg on 28 January 1981. The

convention sets out the rules of processing personal data, which, in principle, are aligned with the relevant EU laws. Therefore, Ukrainian nationals should have a similar idea of data protection based on the Ukrainian legislation. However, the Polish system of collecting and protecting personal data and the use of the PESEL number is very complicated.

12.3. To educate in the area of data protection (including awareness-raising concerning rights and obligations). Awareness should be raised of the PESEL number system: how to use it and what risks should be avoided

Indeed, data processors are required to inform Ukrainian nationals about the terms and rules for the processing of their personal data when it is collected from them. However, this information cannot replace general educational work. This work should be a mixture of national information campaigns, with the participation of the Office for Personal Data Protection and competent ministries, and local educational initiatives. The communication campaigns should be designed in Polish, Ukrainian, and Russian.

The listed recommendations and justifications thereto are the result of subtable discussions, and they cannot be regarded as the official position of the Cybersecurity Department of the Chancellery of the Prime Minister.

SUBTABLE COMPOSITION

Elżbieta Polak	Marshal of Lubuskie, Member of the Board of the Union of Provinces of the Republic of Poland
Roman Szełemej	Mayor of Wałbrzych
Paweł Skrzywanek	Coordinator of projects in healthcare
Szymon Chojnowski	Deputy Major of Świdnica
Paweł Wróblewski	President of the Lower Silesian Medical Chamber
Anna Maria Szymkowiak	President of the Acceptance Foundation
Marcin Szewczak	Volunteer Fire-fighting Service, Search and Rescue Group Wałbrzych
Prof. Dawid Murawa	Head of General and Oncological Surgery, Collegium Medicum in Zielona Góra
Julia Bogusławska	Coordinator of the Ukrainian Woman in Poland project
Adam Komar	President of the I Can Help Foundation
Renata Szredzińska	Member of the Board of the Empower Children Foundation
Andrzej Mańkowski	Director of the Municipal Social Welfare Centre in Wrocław
Maria Libura	Jagiellonian Club
Leszek Sarnowski	Head of Sztum District

SUBTABLE **HEALTHCARE AND SOCIAL WELFARE**

- Healthcare system: primary healthcare and medical specialists in the face of refugee influx: villages, small towns and large cities
- Financial and staffing needs of the social welfare and healthcare system
- Refugees as workforce: how to use it in healthcare and social welfare working for refugees
- Necessary changes to the organisation of healthcare and social welfare

Coordinators:
Elżbieta Polak
Marshal of Lubuskie

Roman Szełemej
Mayor of Wałbrzych

Clerk: Paweł Skrzywanek
Coordinator of projects in healthcare

4.7. Subtable: Healthcare and Social Welfare

SOCIAL WELFARE SEGMENT

I. Empowerment and Professionalisation of Social Welfare Personnel

Recommendations

1.1. To prepare personnel, including social workers, and to create positions of Ukrainian-speaking assistants

To offer different types of assistance requires verbal and written communication. The personnel of welfare institutions does not generally speak Ukrainian. Therefore, for example, in order to accept a properly completed application for financial assistance from a Ukrainian client, it is necessary to have a proper command of the Ukrainian language. Requesting psychological assistance is a similar case. Without the proper knowledge of Ukrainian, it is impossible to assess someone's situation and communicate them instructions or recommendations effectively.

A welfare facility employee should also have the ability to read in Ukrainian, as in many cases, it is necessary to verify documentation submitted by a Ukrainian national. Another significant problem is certain restrictions imposed by the law, in particular the formal requirements to be met, for example, by social workers, and the fact that, since Polish is the official language in Poland, office personnel are prohibited from accepting documents in a foreign language, e.g. when collecting evidence for a specific administrative procedure.

It should also be noted that even before the outbreak of the war in Ukraine and the beginning

of the refugee crisis individual offices were struggling with recruiting specialists. Staff shortages had an adverse impact on the regular daily operation of institutions. In the face of the current situation, understaffing may pose a real risk of a collapse of the welfare system.

On 2 May 2022 only and in Wrocław alone, the Municipal Social Welfare Centre (MOPS) awarded 19,895 one-time pecuniary benefits in the amount of PLN 300 to Ukrainian nationals. On 9 May 2022, 67 Ukrainians sought psychological assistance provided under the Act on Social Welfare.

1.2. To hire translators/interpreters, extra social workers, office personnel, and other specialists needed to provide specific types of assistance as soon as possible

The idea of the recommendation is to streamline the process of providing effective assistance to Ukrainian citizens. By matching human resources with actual needs, clients would receive valuable help at the right time.

II. Children's Safety

Humanitarian crises and the chaos that they bring increase the risk of harm inflicted by third parties, but also harm (often unintended) done by adults from the same family who are forced to take extreme stress. Unfortunately, among the thousands of people who rushed to help Ukrainians seeking shelter from the war in our country, there were also people who wanted to take advantage of the dire situation of the refugees. Poland lacks a systemic and integrated offer of assistance to children who fell vic-

tims to crime. Children and their non-harming guardians must seek support in various institutions, each time having to talk about experienced traumas. In other EU member states, not only in Western countries but also in the former Eastern Bloc, a model of integrated assistance “under one roof” (the so-called Child Advocacy Centre or Barnahus) is being promoted. In such a specialised centre, the child is prepared for an interview, the interview is held, a therapeutic, psychiatric, and medical aid is provided, as well as learning assistance, if needed. The child’s parents, provided they are not the offenders, also receive legal, psychological, and social assistance. On the initiative of the Empowering Children Foundation, a pilot network has been established of five child support facilities across Poland (in Warsaw, Gdańsk, Starogard Gdański, Białystok, and Głogów). It is entirely financed by NGOs and from territorial government funds. In this context, a significant challenge is the absence of regulations that would ensure the same standards of child protection in all institutions where children reside.

Recommendations

2.1. To introduce regulations requiring all institutions and organisations that come into contact with children or in which children are accommodated to introduce minimum standards of child protection, including:

- the vetting of all personnel, associates, and volunteers for safety reasons (declaration of clean criminal record, checking with the register of sexual offenders),
- preparation and implementation of internal rules for safe relations between staff and children,

- preparation and implementation of intervention procedures in the event of suspected child abuse (by an employee, at home, by third parties, including minors) and implementation of prevention and psychological assistance programmes (e.g. at schools, reception points, community centres, local activity centres, psychological and educational counselling facilities, non-governmental organisations) that should increase the chance of halting the progress of mental issues and strengthening mental resilience while developing institutions that provide comprehensive and interdisciplinary help to children experiencing harm.

The proposed solution is intended to protect children against their unlawful abuse or harm, as well as ensuring appropriate child support and developing institutions that provide varied assistance in one place.

III. Partnership in Crisis: Data Collection and Cooperation with Universities and Civil Society Organisations

An important and widely discussed issue is NGOs’ problems (including foreign ones) with participation in the work of various institutions and accessing data, as well as failure to copy proven humanitarian crisis handling solutions developed in other countries.

At present, it is not known what data is collected, and NGOs’ access to this data is impeded, especially if they are foreign NGOs. In addition, there are many best practices in other countries, which faced similar humanitarian crises in the past, that we do learn from on a systemic basis.

Recommendations

3.1. To collect and share with all interested parties the current data on the needs of people with refugee experience; to include NGOs in the work of crisis teams and social dialogue bodies; to cooperate with academic centres and international organisations (e.g. UNICEF, UNHCR); to introduce proven solutions into the domestic system; to revise existing laws to enable the above

The recommended solution should facilitate NGOs to provide effective assistance to Ukrainian nationals, as well as streamlining the current procedures, as a result of which people who need help will be able to receive it faster. Taking extra load off public institutions thanks to the engagement of various NGOs and their empowerment to aid more effectively may be considered an added value.

IV. Language and Cultural Training: Adaptation and Integration in Place of Assimilation

If the refugee crisis continues for a long time, the integration process is likely to evolve into an assimilation process, as a result of which Ukrainian citizens may fear losing their cultural identity and, consequently, may develop attitudes of reluctance to cooperate with Polish aid institutions.

As Tadeusz Paleczny rightly pointed out²¹, as a process of bonding and integrating various

separate communities into one society, reconciling the systems of values and norms between involved cultural groups and their members, creating a new ideological, political and subjective unity, assimilation leads to various, also undesirable, outcomes. Some of them are the marginalisation, alienation, and exclusion of some immigrants and “pushing” them, for various reasons, out of the assimilation space and the limits of social integration. These phenomena can be partially attributed to the attitudes and ideology of immigrant communities and to cultural, including religious, and personality features. In part, they are the result of the host society’s aversion, as well as communication, economic, and social barriers. Immigration goes hand-in-hand with discrimination, bias, inequalities, and difficulties to adapt to new requirements.

Recommendations

4.1. To introduce and promote language and cultural training for Ukrainian nationals that will not interfere with their system of values and norms by supplanting them with Polish values and norms

The recommended solution is intended to give Ukrainian nationals a sense of security in terms of maintaining their own cultural identity, thus minimizing the risk of attitudes of reluctance to cooperate with Polish institutions, which, in the long term, might result in their exclusion by Polish society from the integration system.

21 T. Paleczny (2019), Międzykulturowe typy tożsamości – pomiędzy integracją a asymilacją, in: Psychospołeczne aspekty relacji międzykulturowych, Vol. 3 No.1 (5)(2019), Institute of Intercultural Studies, Jagiellonian University in Kraków, pp. 15–16.

V. Securing Funds for the Performance of Tasks Related to Assistance to Ukrainian Nationals, Including Expenditure Needed to Manage such Tasks

A number of tasks provided for in the Special Act require extra expenditures allocated not only to financial benefits to immigrants but also to the management of these tasks (e.g. personnel remuneration).

The necessity to provide considerable assistance to the large number of Ukrainian citizens drives up the expenditure of individual institutions, e.g. personnel remuneration, purchase of computer equipment and office supplies, or costs of infrastructure maintenance. Without recruiting additional staff, including specialised workforce, there is a growing risk of inadequate performance of tasks for Ukrainian citizens but also for other clients of individual institutions. Pursuant to Article 113 of the Special Act, the state budget may grant subsidies to LGUs for the financing or co-financing of tasks related to assistance to Ukrainian citizens in connection with the armed conflict in Ukraine. In the case of co-financing own standard and investment tasks, the subsidy may exceed 80% of the task performance costs. Yet, the above provision does not guarantee the financing of all social assistance benefits for Ukrainian citizens from the state budget. Consequently, assistance provided by social welfare institutions might be classified as a commune's own task, i.e. not eligible for external funding.

Recommendations

5.1. To secure appropriate funds for the performance of tasks related to aiding Ukrainian nationals and remuneration for personnel of aid institutions; to fine-tune the applicable provisions of the Special Act with regard to financing tasks performed by territorial governments from the state budget

The recommended solution is intended to secure institutions that perform the tasks of assisting Ukrainian citizens against inefficiency. Rewriting the rules for financing individual tasks from the state budget will make territorial governments operate more effectively. It is also advisable to enable territorial governments to pay adequate remuneration to personnel responsible for managing tasks related to assistance to Ukrainian nationals. It is not workable to ensure access to professional public services without substantial investment. Until now, assistance to Ukrainian citizens have been provided by social welfare centres relying on their own human resources (e.g. regular employees were delegated to process applications for the PLN 300 one-time benefit for refugees, which has an undesirable effect on the performance of standard tasks).

The recommendations listed above are aimed at streamlining the system of assistance to Ukrainian nationals. The authors focused, but not only, on such aspects as ensuring the safety of Ukrainian citizens, in particular children, introducing clear rules for financing aid and expenses used up for the performance of individual tasks, as well as increasing the powers of NGOs in the domain of providing assistance to Ukrainian citizens and cooperation with public institutions. Moreover, attention was drawn to the necessity to adjust domestic law to allow for the possibility

of employing Ukrainian citizens as social workers and “loosening” the regime of working only with documents submitted in Polish.

The proposed legal adjustments suggested by the proposals require a detailed analysis of the binding legal acts as well as a multidisciplinary and multi-centre effort and consultations aimed to develop new and detailed rules for the performance of medical professions. Gradual implementation of the changes is possible to enable refugees from Ukraine to take up employment as soon as possible.

HEALTH AND EPIDEMIC THREATS

VI. The Financing of Medical Services

The opinion of the general public on the quality of healthcare services in Poland has been deteriorating for several years. Over the last three years, life expectancy in Poland has decreased for the first time since the 1989 political transformation, which is without precedent. The COVID-19 pandemic has even exacerbated these problems. The social response to the deteriorating condition of the public healthcare service is the growing participation of the private sector in providing medical care financed directly by patients. The influx of refugees is only aggravating these phenomena and will soon overwhelm the healthcare system at all levels.

In the healthcare system in Poland, medical services are financed from the state budget, mainly from the financial resources held by the National Health Fund (NFZ).

At present, the distribution of funds to individual healthcare facilities is controlled by an algorithm. The algorithm determines what funds should be

allocated to the individual administrative provinces, and next to individual healthcare establishments providing services contracted by the National Health Fund. The algorithm for allocating funds to the provinces is not publicly known. It is periodically adjusted, but the changes are not communicated in the public domain. Changes to the amount of funds available in the provinces are not monitored transparently, either. The distribution of refugees (three million until the end of April 2022) across the individual Polish provinces is not even, and the differences are significant. The refugee population consists mainly of women and children (approx. 95%), and seniors account for a significant share among adult immigrants. The demand for healthcare services in these groups is above average, and the refugees often suffer from acute and chronic diseases developed because of stress related to hostilities and the need to abandon their homes. Such a situation leads to a disproportionate increase in the demand for medical assistance, which represents an extra burden for the National Health Fund at the provincial level.

Recommendations

6.1. To increase the financing of medical services by the National Health Fund in Poland. To increase the financing of medical services by the National Health Fund in proportion to the number of Ukrainian refugees in each Polish administrative province

The recommendation is rested on the significant and increased demand for healthcare services and the need to finance them at the level of each healthcare establishment. We request access to statistics and medical data, previously held by the National Health Fund, because based on this hard data, we will be able to take good

and informed decisions regarding health protection (evidence-based medicine). Refugees visiting a doctor's surgery actually require a thorough health check due to no or limited medical record (due to the lack of access to such records). Moreover, due to changes to the population structure, there is a need to update health need maps (allowing for the level of services in individual regions). There is also a need to modify the law on crisis management in terms of providing medical aid in crisis situations (transfer of the decision-making capacity to the level of territorial government).

VII. Access to Medical Professions

Poland has been suffering from the insufficient number of doctors and nurses for years, and the crisis in the healthcare system has even deepened after the pandemic and the inflow of about three million refugees from Ukraine. Understaffing is the key challenge faced by the Polish healthcare system. The problem applies to doctors, nurses, and auxiliary staff. Meanwhile, a large group of the refugees are medical professionals (doctors, dental practitioners, nurses, midwives, paramedics) who are willing to enter our healthcare system.

Recommendations

7.1. To amend the law on limited licence to practise the medical profession to open up the possibility of verifying candidate's knowledge and skills under the supervision of the so-called medical mentor. It is necessary to create a career path for medical professionals from Ukraine: from a doctor's/nurse's assistant, through a limited licence to practise the profession, to full recognition of the degree

and award of specialist status. It is also important to rewrite the formal requirements concerning the legalisation of medical diplomas (there is a discrepancy because the licence to practice the profession is issued for five years, and the duration of refugees' legal residence in Poland is 18 months)

The medical community draws attention to the unequal level of knowledge and skills of Polish and Ukrainian graduates of medical universities. The problem is the assessment of future health professionals in terms of obtained competences, which may also differ for systemic reasons. The legal complexities related to the onboarding and training of new, foreign personnel, let alone their supervision, are also worth noting. Because the quality and safety of medical services is a top priority, it is necessary to fill the gap between Polish and Ukrainian doctors resulting from dissimilar university curricula. The process of supplementing knowledge and acquiring further qualifications by Ukrainian medics should be managed by institutions that have guarded the quality of the medical profession for years (professional self-government, medical universities, and medical departments). An a priori recognition of medical qualifications is out of question due to profound differences in medicine training programmes. Therefore, a proper approach to the problem of recognition of qualifications is paramount, and so is the safety of medical services. There is also an urgent need to create specialised language courses for medical professions (with special emphasis on proper methodology, teaching methods and techniques).

VIII. Prevention of Infectious Diseases in the Population

At the moment, we notice that the Ukrainian refugees are very cautious about vaccination, especially of children. Due to the influx of approx. three million refugees (until the end of April 2022), there is an increase in the population risk of infectious diseases. Given that, urgent measures should be taken to encourage the citizens of Ukraine staying in Poland to get immunised for preventive reasons. Educators who speak Ukrainian should be recruited and equipped with tools that will convince the refugees to receive vaccines. Unfortunately, the refugees trust neither vaccines nor the system. They are generally terrified, and vaccination is the last of their concerns.

Recommendations

8.1. To include refugee children in the education programme on compulsory vaccination in Poland

8.2. To pursue an effective communication policy in the area of access to healthcare services and compulsory vaccination; to reach target groups with the message and accelerate compulsory immunisation of children

The Ukrainian child immunisation programme is largely aligned with the Polish approach. The Polish state has provided Ukrainian citizens with access to free vaccination on a par with Polish citizens, but the refugees' enthusiasm for this medical procedure is far from satisfactory. The existing statutory exemption does not help the situation. Pursuant to Article 17(1a) of the Act on Preventing and Combating Infections and Infectious Diseases in Humans, "Individuals staying in the territory of the Republic of Poland for a period of less than three months shall be released from the obli-

gation to undergo compulsory preventive immunisation, with the exception of post-exposure vaccination." Meanwhile, the WHO guidelines issued in connection with the conflict in Ukraine and the mass migration of refugees stress that vaccination, in accordance with the current immunisation programme, should be initiated as soon as possible, including of refugees who stay in a country for more than a week (the ECDC recommends a period longer than 14 days). Quick inclusion of Ukrainian children in the vaccination programme is also relevant for the safety of Polish children who are sharing classrooms with their Ukrainian peers admitted to Polish education establishments.

In the context of the COVID-19 pandemic and the state of epidemic threat, it is also necessary to improve vaccination figures regarding this disease.

The epidemiological situation and the vaccination rate in Ukraine differ significantly from those in Poland (this is also true about the compulsory schedule of immunisation and vaccinations against COVID-19). Therefore, it seems reasonable to tie the admission of Ukrainian children to the education system in Poland with the child immunisation system in place in our country (compulsory child immunisation programme). If a Ukrainian child wishes to access the Polish education system institutions, then, following the example of many local self-governments, they should first get vaccinated in accordance with the compulsory vaccination schedule before being admitted. A prerequisite to making this recommendation work is to launch an educational campaign intended for refugee children and, above all, for their parents.

Actions promoting preventive immunisation should be intensified, and vaccinations should

be offered when making contact with the administration, taking up employment, or accessing healthcare services. Access to pre-school and school institutions should be contingent upon the vaccination of children and adolescents. Compulsory vaccination should be made effective no later than within two weeks after arrival in Poland (now, this obligation applies to individuals staying in Poland longer than three months).

On the other hand, there is a need to frame and pursue an effective communication policy and promotion of access to healthcare services (a knowledge base of treatment options and methods), as well as on compulsory vaccinations, including against COVID-19. How to reach the target groups and persuade them to follow the vaccination schedule still remains a challenge. Unfortunately, Ukrainian mothers very often transfer their negative opinions and experiences from home to Polish physicians and their methods; they do not trust the Polish healthcare system and the benefits that it can offer.

IX. Support for the Third Sector

Poland does not have an integration strategy for migrants at the national level; the public policy targeting this group is dispersed among various institutions and regulated by different laws. The absence of systemic solutions and adequate regulations addressing migrants' needs translates into the growing role of civil society organisations: religious associations, migrant networks, and NGOs. And although the role of NGOs should be complementary to what the authorities do for developing public policies on immigrants, in practice, and this is evident in the current

migration crisis, third sector organisations play a key role in aiding and integrating the inflowing refugees. We are convinced that the participation of NGOs (the third sector), including patient organisations, in providing assistance during the refugee crisis will allow the use of the resources, competence and expertise of the third sector in rendering medical assistance to refugees in crisis situations.

Recommendations

9.1. To regulate the use of the resources, competence and expertise of the third sector (non-governmental organisations), including patient organisations, in the provision of medical aid to refugees exposed to crisis situations in the relevant laws on crisis management

In the current crisis, the role of patient organisations has gained in importance. They significantly assist state institutions in ensuring proper coordination of care for specific patient groups (oncological patients, rare diseases, etc.). From the first day of the war, these organisations have taken upon themselves the following tasks: translation of medical records, contact with patients in Ukraine, transport, search for a destination facility for patients from Ukraine, psychological support, care for patients' families and patients in Poland, contact with healthcare facilities in Poland and abroad. These organisations have significantly aided, and in many situations replaced, healthcare institutions, thus contributing to the efficient relocation and assistance to people who required relief and specialist medical care.

There is a need for legislative changes with a view to empowering NGOs specialising in medical assistance in a health crisis along

with the possibility of legally admitting the participation of verified and certified international organisations. It is necessary to relax the terms of providing healthcare services and extend the licence to practise for medical professionals in crisis situations, especially in humanitarian crises. Right at the beginning of the war, these organisations started to deliver medical care at reception points, information points, and temporary accommodation centres. The medical equipment and materials used in such points came from public collections and donations. The costs of working time, medical equipment and materials used by these organisations are not reimbursed. There are no legislative solutions providing for the reimbursement of costs of labour, consumed medical materials and used equipment, and there are no laws regulating the manner and scope of medical assistance provided (who can do it and on what terms, what is the scope of responsibility, rights and obligations).

Proposed Legislative Action and Solutions Regarding Social Welfare and Healthcare

To be effective, the above-listed recommendations in the area of support, social welfare, health protection and epidemic threats should have a valid legal basis. Below, we propose amendments to applicable law that, in our opinion, are requisite and urgent in order to help the citizens of Ukraine effectively.

No.	Proposed amendment	Law proposed for change	Justification
1.	To fine-tune the terms of financing tasks related to the aid rendered to Ukrainian nationals from the state budget by preparing an enumerative list of such tasks	Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine	Pursuant to Article 113 of the Special Act, the state budget may grant subsidies to LGUs for the financing or co-financing of tasks related to assistance to Ukrainian citizens in connection with the armed conflict in Ukraine. In the case of co-financing own standard and investment tasks, the subsidy may exceed 80% of the task performance costs. This provision does not guarantee the financing of all social assistance benefits for Ukrainian citizens from the state budget. Consequently, assistance provided by social welfare institutions might be classified as a commune's own task, i.e. not eligible for external funding

No.	Proposed amendment	Law proposed for change	Justification
2.	To allow administration personnel to rely on documents drawn up in the Ukrainian language without the need to swear-translate them. It may be sufficient for such a document to be translated by a person who has a proper command of Ukrainian and Polish and is employed in the institution	Act of 7 October 1999 on the Polish Language	Pursuant to Article 4 of the Act on the Polish Language, Polish is the official language of bodies of LGUs and their subordinate institutions insofar as they perform public tasks, as well as bodies, institutions, and offices subordinate to these bodies. The above regulation prevents admission of a document drawn up in a language other than Polish for evidence-taking purposes. Such a document must be first translated into Polish by a sworn translator. This provision should be amended in such a way that in matters related to assistance to Ukrainian nationals it should be possible for administration personnel to use translations done by persons who have a satisfactory command of Ukrainian, without having to translate the document in a format delivered by professional sworn translators

No.	Proposed amendment	Law proposed for change	Justification
3.	To allow the possibility of employment as social workers of Ukrainian citizens who do not satisfy all the requirements set out in Article 116 of the Act on Social Welfare	Act of 12 March 2004 on Social Welfare	Article 116 of the Act of 12 March 2004 on Social Welfare defines a set of qualifications required of persons employed as social workers. It is justified to admit the option of employment in such a position also of a citizen of Ukraine who has obtained corresponding qualifications in his or her country as defined by the relevant law of that country. This is to enable the recruitment of Ukrainian-speaking administration personnel who could support the Polish staff and provide effective assistance to their fellow citizens. In addition, this will broaden the range of available jobs for Ukrainian citizens
4.	<p>To introduce a legal provision on the profession of a medical assistant along with defining the scope of their competence and responsibility.</p> <p>To introduce the concept of limited licence to practise the medical profession and set out its terms</p> <p>To establish a planned competence confirmation examination to replace the procedure of recognition of foreign university degrees</p>	Relevant laws regulating the professions of doctor and dentist, nurse and midwife, physiotherapist, paramedic, pharmacist	Creation of a system of gradual confirmation/recognition of medical qualifications for medics from Ukraine

No.	Proposed amendment	Law proposed for change	Justification
5.	To legalise new forms of practising of medical professions	Act on Medical Activity	It is necessary to legalise new forms of licences in the health-care services system
6.	<p>To amend the provision of Article 17(1a): to shorten the period of exemption from compulsory vaccination requirements from three months to 14 days after arrival in Poland</p> <p>To introduce legal provisions on increasing expenditure on healthcare in connection with the refugee crisis</p> <p>To increase the allocation of funds to individual provincial National Health Fund branches, depending on the number of hosted refugees</p>	<p>Act on Preventing and Combating Infections and Infectious Diseases in Humans</p> <p>Act of 27 August 2004 on the Public Funding of Healthcare (Journal of Laws of 2004, No. 210, item 2135)</p> <p>Act of 27 August 2004 on the Public Funding of Healthcare (Journal of Laws of 2004, No. 210, item 2135)</p>	<p>It is necessary to step up the enforcement of compulsory vaccinations in order to protect children in the pre-school and school system</p> <p>The underfunding of medical services is a permanent issue, and it has even worsened with the influx of approx. three million refugees to Poland (up to the end of April 2022)</p> <p>More people accessing healthcare facilities maintained by the public health service requires higher expenditure, especially in those regions where the demand for such services has grown due to the relocation of refugees</p>

No.	Proposed amendment	Law proposed for change	Justification
7.	To amend regulations governing the licence to practise the medical profession (a career path under the supervision of a mentor)	<p>Act of 5 December 1996 on the Professions of Doctor and Dentist (Journal of Laws of 2021, item 790) and other laws regulating medical professions</p> <p>Act of 12 March 2022 on Assistance to Citizens of Ukraine in Connection with the Armed Conflict on the Territory of Ukraine (Journal of Laws of 2022, item 583)</p>	Due to the different level of competence of Ukrainian graduates of medical faculties compared with their Polish peers, we propose changes to the Polish legislation governing the limited licence to practise the medical profession; candidates' knowledge and skills should be officially verified under the supervision of a medical mentor. A new career path for medical professional from Ukraine should be designed. No less important is to rewrite the formal requirements concerning the legalisation of medical diplomas (the right to practise the profession versus the residence permit)

No.	Proposed amendment	Law proposed for change	Justification
8.	To make the immunisation of refugee children compulsory in accordance with the child immunisation programme in force in Poland	<p>Communication of the Chief Sanitary Inspector of 28 October 2021 on the Child Immunisation Programme for 2022</p> <p>Guidelines on immunisation of children from Ukraine in connection with the armed conflict in that country. Communication of 10 March 2022</p> <p>Communication on the immunisation of children who crossed the border of the Republic of Poland with Ukraine in connection with the armed conflict in the territory of Ukraine. Communication of 08 March 2022</p> <p>Communication of the Minister of Health on the vaccination of refugees against COVID-19. Vaccinations against COVID-19 for people from Ukraine</p>	<p>According to the communication of the Minister of Health, services related to the immunisation of children residing in Poland in connection with the armed conflict in Ukraine as part of the vaccination schedule (Child Immunisation Programme for 2022), the obligation to vaccinate becomes effective after three months of residence on the territory of Poland. Before the expiration of this period, vaccination is voluntary. The legal obligation becomes effective after three months, and then the monitoring of vaccination avoidance can be implemented. However, it is a sensitive question to require people, who are, in a way, "homeless," to suffer the consequence of avoidance. Meanwhile, according to the State Sanitary Inspectorate, COVID-19 is currently a major problem in refugee clusters. Cases of smallpox, pertussis, and rotavirus are also detected among the newcomers</p>

No.	Proposed amendment	Law proposed for change	Justification
9.	To adjust the relevant laws on the rights and obligations of NGOs concerning the provision of medical assistance and services to refugees (rights, compensation for working time, used equipment and materials)	<p>Act of 26 April 2007 on Crisis Management (Journal of Laws of 2007, item 261)</p> <p>Act of 15 April 2011 on Medicinal Activity (Journal of Laws of 2022, item 633)</p> <p>Act of 5 December 1996 on the Professions of Doctor and Dentist (Journal of Laws of 2021, item 790)</p> <p>Act of 24 April 2003 on Public Benefit Activity and Volunteering (Journal of Laws of 2020, item 1057)</p>	<p>The crisis has confirmed the role and importance of non-governmental organisations. No doubt, they have been playing a key role in handling the refugee problem. Changes to the financing of NGOs and to the model of cooperation with civil society organisations in general are necessary. The proposed changes are exceptionally interdisciplinary and require a multi-layered and multi-directional legal analysis. In Poland the operation of civil society organisations falls within the remit of a number of institutions, including the Ministry of Internal Affairs and Administration, the Office for Foreigners, the Border Guard, departments of citizens' and foreigners' affairs in provincial administration. The Ministry of Family, Labour and Social Policy is responsible for the integration of third-country nationals into the labour market, and the education of children and international students is the domain of the Ministry of Education and Science. Refugee-related affairs are local</p>

No.	Proposed amendment	Law proposed for change	Justification
			governments' own tasks, and activities at the local level are not systemic and only depend on the good will of local government staff and their voluntary cooperation with other entities, especially NGOs

SUBTABLE COMPOSITION

Prof. Paweł Kowal	Polish Academy of Sciences
Monika Chabior	Deputy Mayor of Gdańsk
Karol Przywara	Representative of the Mayor of Wrocław for International Cooperation
Robert Drogoś	President of the TRATWA Centre for Catastrophes and Natural Disasters
Maria Shmel'ova	CultureLab Foundation
Grzegorz Gruca	Polish Humanitarian Action
Laurynas Vaičiūnas	Jan Nowak Jeziorański College of Eastern Europe
Artem Zozulia	Ukraine Foundation
Kazimierz Pabisiak	St Hedwig Foundation
Olaf Osica	Warsaw Municipal Office
Jakub Mazur	Deputy Mayor of Wrocław
Kamil Wyszowski	UN Global Compact Network Poland
Mirostaw Skórka	Association of Ukrainians in Poland
Roman Ciepiela	Mayor of Tarnów

SUBTABLE **SUPPORT FOR UKRAINE, NETWORKING, AND EUROPEAN COOPERATION**

- Humanitarian aid and reconstruction; the role of Polish cities and twin cities
- What is needed today and tomorrow
- Potential and opportunities for national and international cooperation

Coordinator: Prof. Paweł Kowal
Polish Academy of Sciences

Clerk: Karol Przywara
Representative of the Mayor of Wrocław
for International Cooperation

4.8. Subtable: Support for Ukraine, Networking, and European Cooperation

I. European Networking and Reconstruction of Ukraine

The idea of “European networking” covers the process of inviting Ukrainian partners to take part in the decision-making processes concerning both ad hoc humanitarian aid and the future processes of the European integration and reconstruction of Ukraine. On the one hand, the topics addressed at the subtable are linked to Ukraine’s requests of subjective treatment of its citizens, but on the other, are related to the problems that we are facing in connection with the conflict in Ukraine. Aid (in-kind, humanitarian, financial, political) must be extended at the international level and with the use of existing cooperation mechanisms.

The war in Ukraine have also taken the European integration process to the next level for the Associated Trio states by creating for Ukraine, G, and Moldova the conditions for “fast-track” membership. Each of these states has officially applied for EU membership, which enables them to obtain the status of a candidate country.

Recommendations

1.1. To invite Ukrainian representatives (but also Moldovan and Georgian) to join the European Committee of the Regions

As part of the European networking process, representatives of Ukrainian cities and regions should be invited to join the work of the European Committee of the Regions (CoR) as permanent observers; the number of observers should be the same as for full EU members. Since

of all the Associated Trio states have a similar legal status (association agreement, free trade agreement, visa-free travel regime) in relations with the European Union, the aforesaid invitation should naturally be extended to representatives of the regions of Georgia and Moldova.

The initiative belongs to the Polish representatives at CoR. The CoR would be the first of the EU institutions where Ukraine, Georgia, and Moldova would sit as permanent observers. This step would also have a practical effect because the representatives of territorial government from the Eastern Partnership countries, which formally apply for EU membership, would gain the opportunity to learn more about European institutions responsible for cooperation between local self-governments, especially regions.

1.2. To establish a pre-accession European fund called, Reconstruction – Stabilisation – Development, for Ukraine (and possibly also for Moldova and Georgia later one)

Lessons learned from Poland’s process of European integration show that a special pre-accession fund for Ukraine would make a difference in terms of support for the country. The main purpose of the fund would be to enable the participation of entities from the European Union in the mainstream process of Ukraine’s recovery from the war damage. The funds could also be sourced from outside the budgetary framework of the European Union, e.g. from the UN aid agencies or U.S. institutions. Opening the fund to Ukrainian entities would also mark a step towards building the competence of potential beneficiaries (government institutions, territori-

al governments, NGOs, business support institutions, enterprises, scientific community) in the area of absorption of European funds.

The fund priorities highlighted by Poland should be: the development of the institutional potential of Ukrainian entities and development of activists' and politicians' competencies in the implementation of European policies at the local and regional level. Ukraine's reconstruction should be linked to the ongoing decentralisation process in the country. After the institutional reform has been completed, it is important to strengthen Ukrainian territorial governments by broadening their financial autonomy. During the reconstruction process, special emphasis should be laid on energy transformation aligned with the European Green Deal, as well as on changes to the agricultural system of Ukraine.

For the most effective use of the development potential of this process, two paths of access to the funds should be made available: one would enable the creation of partnerships with entities from the European Union, and the other would be opened up directly to Ukrainian entities. The first, partnership path would support the forging of partnerships with European entities having experience in implementing EU projects. This could facilitate the procedure of allocation of funds. The other, direct path would require the sharing of know-how on how to apply for and implement EU funds with Ukrainian organisations. For this purpose, Poland should begin to share its own experience to prepare Ukrainian organisations to applying and absorbing European funds.

Due to the similar legal status of the other two countries applying for EU membership, Moldova and Georgia, also their organisations should be afforded the opportunity of applying for funds under the proposed mechanism. Perhaps, the technical

division of the fund into third pillars (I – Reconstruction, II – Development, III – Stabilization) would help distinguish Ukraine among the three.

1.3. To establish partnerships of Polish and European cities for the reconstruction of Ukrainian cities

Experience in cooperation with Ukrainian partner cities, efficiency in raising European funds and the many-year participation in international structures and networks make Polish territorial governments competent partners in the project of reconstruction of Ukrainian cities and lands damaged in Russia's armed assault. Polish cities and regions may lead European mini-networks established to rebuild specific cities.

The existing cooperation agreements should be supplemented with an additional standardised and targeted document, Partnership Agreement for Reconstruction, which may also provide for the participation of other European cities, with priority given to those that have not had partners in this part of Europe yet. The special role of Polish territorial governments would make it easier to link the process of Ukraine's reconstruction with the successful decentralisation reform and the process of accession to the EU. Goals and objectives named in the new partnership agreements should be financed by the European Commission (on an ad hoc basis by shifting funds under the Recovery Fund, and ultimately under the partnership path of the Reconstruction – Stabilisation – Development fund), as well as with the support of national funds. Partnership Agreements for Reconstruction would be a special formula of a cooperation agreement that would add to the conventional partnerships between LGUs; with this end in view, the process of approval of these instruments by the Ministry of Foreign Affairs should be facilitated.

The agreements should also provide for cooperation involving Polish local self-governments and their agencies (cultural institutions, municipal companies) in the process of restoring the infrastructure of Ukrainian cities. This would build on the traditions of Polish town planners, architects, and historical monument conservators in similar projects in the past and would also set the stage for contracts awarded to Polish construction companies potentially involved in the Ukrainian reconstruction programme in the future.

II. Networking of Territorial Government Corporations

Another important aspect of rendering assistance to Ukraine is the coordination of activities between Polish and Ukrainian local self-governments that goes beyond the framework of bilateral cooperation of partner cities and regions. Today, extending aid to Ukraine requires a massive effort of many entities, and it will continue to be so in the future. It is necessary to streamline the flow of information between institutions and organisations from all sectors involved in providing aid.

Recommendations

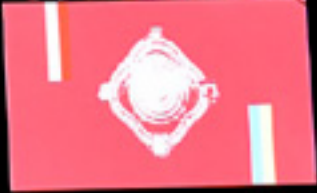
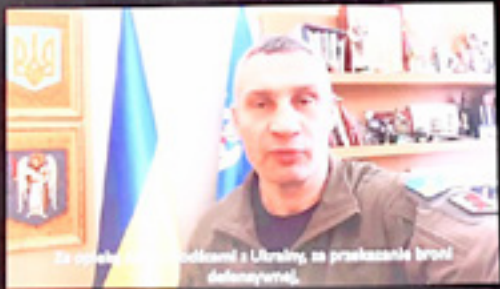
2.1. To establish a commission for the support of Ukraine within individual territorial government corporations

In order to better the process of providing aid-in-kind to Ukraine, Polish-Ukrainian Joint Commissions should be appointed within the Union of Polish Cities, the Union of Polish Metropolises, the Union of Provinces of the Republic of Poland, the Union of Polish Districts, and the Union of Rural Communes of the Republic of Poland. A significant problem reported by NGOs is the lack of coordination of aid

provided to Ukraine. These activities can be enhanced by information collection and exchange with different parts of the country (not only between partner cities bound by bilateral relations). The established Joint Commissions will also work on the diagnosis of legal and financial barriers that hinder assistance to displaced persons residing in Poland and in Ukraine.

Proposed Legal Changes

We propose an amendment to the Act on Communal Self-government extending the interpretation of commune's tasks (Article 7(1)) concerning cooperation with local and regional communities of other countries. It would also be advisable to enable communes to perform their tasks abroad in the event of humanitarian crises, natural disasters, or other extraordinary situations. This change would enable the transfer of financial resources or assets held by the commune abroad for the purpose of performance of commune's tasks. An alternative solution would be to outsource this kind of assistance to umbrella NGOs (unions or federations of organisations) which could perform the tasks in question on behalf of the commune.



5.

Territorial Government Round Table Talks: Recommendations and Discussion

Introduction

Territorial government officials, delegates of the central government, non-governmental organisations, the academia, and business gathered at a 52-seater round table under the dome of the historic Centennial Hall. The host of the Territorial Government Round Table was the city of Wrocław. When opening the event, Mayor of Wrocław Jacek Sutryk explained the idea behind the organisation of the meeting:

Jacek Sutryk:

“This Round Table does not distinguish or privilege anyone; it does not make anyone stand out or above the others. This is where the equal meet. Without prejudices and in good faith and without the intention of attacking anyone, they want to express their opinion to work out the best possible recommendations that are going to serve the entire community.”

The mayor defined the key objective of the Round Table meeting as follows:

Jacek Sutryk:

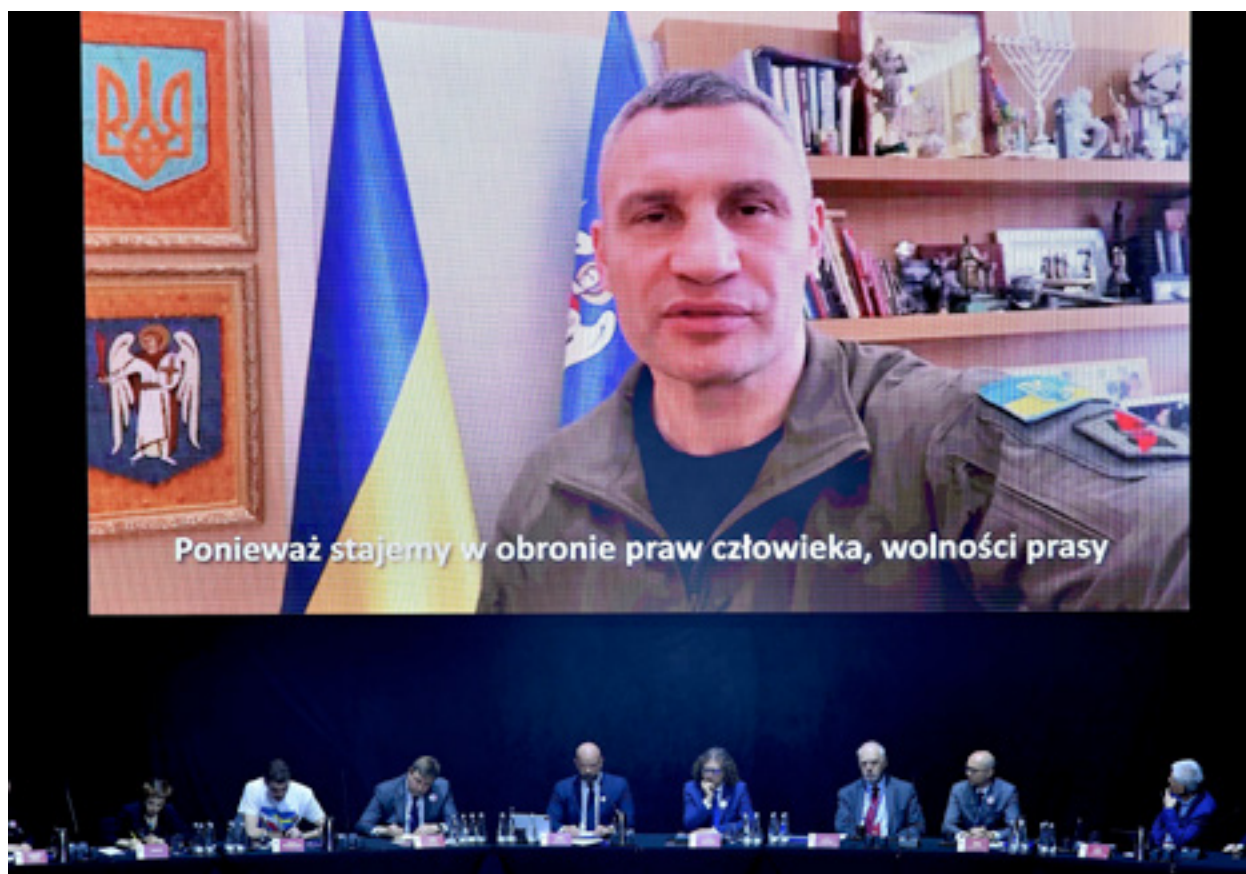
“During the meeting, drawing from experience already gained during the first 60 days of our work for refugees, we would like to point out clearly what we have managed to do, what has failed, and what must be changed in the face of this untold misery, three million new inhabitants of our cities, towns, and villages that need our assistance for, I expect, longer than a month, or who knows, or maybe longer than a year. Let me be frank with you, one of the key addressees of changes proposed for the new migration policy is the central authorities and its agencies. To be effective, the new migration policy must contain elements of a new deal in the public sphere, or a new agreement between the central government, territorial government, and social partners.”

Vitali Klitschko for Wrocław

Mayor of Kyiv Vitali Klitschko prepared a special video message for the Round Table delegates¹:

Vitali Klitschko:

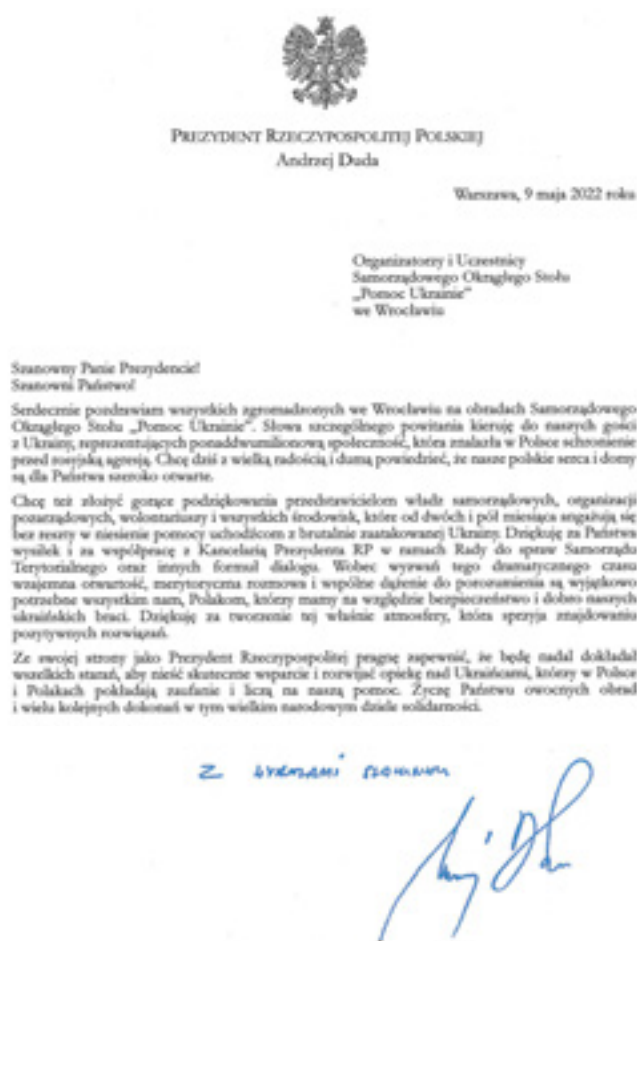
“I extend my sincere greetings to all of you, the participants of the Territorial Government Round Table. And thank you, too. Thank you for your help. Thank you for taking care of refugees from Ukraine, for supplying defensive weapons that we need to defend our homeland. To defend our families, children, our future. I want to send my regards and express my respect to each of you. My special greetings go to Mayor of Wrocław Jacek Sutryk. For everything that you and Wrocław are doing to support our homeland.”



¹ See: <https://youtu.be/azO0fZsuyaQ>.

Representatives of State Authorities

Letter from the President of the Republic of Poland, Andrzej Duda, to the delegates of the Round Table was read out by Piotr Ćwik, Deputy Head of the Chancellery of the President of the Republic of Poland². The full text of the letter is attached below.



President of the Republic of Poland
Andrzej Duda

Warsaw, 9 May 2022

Organisers and Delegates to the Support for Ukraine
Territorial Government Round Table
in Wrocław

Dear Mr Mayor!

Ladies and Gentlemen!

I wish like to extend my warmest greetings to all the delegates to the Support for Ukraine Territorial Government Round Table event in Wrocław. A special word of welcome goes to our guests from Ukraine, who speak on behalf of a community of over two million Ukrainian nationals who have found shelter in Poland, fleeing from the Russian aggression. Proud and pleased, I can say today that our Polish hearts and homes are wide open for you.

I would also like to give my heartfelt thanks to the representatives of local authorities, NGOs, volunteers, and all groups who, for the past two and a half months, have devoted themselves entirely to helping refugees from violently assaulted Ukraine. Thank you for your effort and cooperation with the Office of the President of the Republic of Poland within the Local Self-Government Affairs Council and through other forms of dialogue. Facing the challenges of this troubled time, mutual openness, substantive conversation, and a joint pursuit of understanding are what we, Poles, need in the first place when we take care of the safety and well-being of our Ukrainian brothers. Thank you for creating this atmosphere, so conducive to finding positive solutions.

As President of the Republic of Poland, I would like to assure you that I will continue to do my utmost to provide effective support and assistance for the Ukrainians who put their trust in Poland and Poles and rely on our help. I wish you successful talks and many further achievements in this great national work of solidarity.

Respectfully yours,

Andrzej Duda

² The letter is available at: <https://www.prezydent.pl/aktualnosci/wypowiedzi-prezydenta-rp/listy/list-do-uczestnikow-samorzadowego-okraglego-stolu-pomoc-ukrainie,53410>.

Having read the letter from the President of the Republic of Poland, Piotr Ćwik said:

Piotr Ćwik:

“This is the beginning of the journey that we all must undertake. This is your extra effort, just like it was with the pandemic, which you managed so successfully. This meeting is a good place to work towards necessary solutions.”

The Governor of Dolnośląskie, Jarosław Obremski, drew attention to the specific structure of the wave of refugees, made up mainly of mothers with children. He also named the most important challenges related to the labour market, education and childcare, and the improvements in living conditions.

Local Self-government Officials about their Activities

Mayor of Rzeszów Konrad Fijotek reported on the activities of territorial governments from the first days of the war in Ukraine. He devoted the core of his presentation to highlighting the role of cities in the current crisis and the nature of their contribution.

The chair of the Round Table sessions was Mayor of Sopot Jacek Karnowski, also president of the YES! For Poland Local Government Movement, which was the mastermind of the event.

Jacek Karnowski:

“Solidarity, round table, trust: these are the three most important words in Wrocław today. We, local government officials...have taken matters into our own hands and held this Round Table event to talk. Because we know that mutual trust is what we need to aid refugees today. We know that we cannot waste this opportunity. The recommendations that we are formulating here will be published as a white paper. It will be shared with the President of the Republic of Poland, the Prime Minister, the Speakers of the Sejm and Senate, and the Joint Committee of the Government and Territorial Government. It will also be a signpost for us all to learn how to continue to work in solidarity.”

Opinions from Social Partners

Edwin Bendyk, President of the Stefan Batory Foundation, drew attention to the key role of non-governmental organisations in responding to the refugee crisis: “The crisis has confirmed the role and importance of non-governmental organisations.” The same speaker also pointed to the need for changes in the financing of NGOs and in the model of cooperation with civil society organisations. In his speech, he emphasised the universal role of NGOs in resolving tensions and crises. He expressed the most essential points of his message as follows:

Edwin Bendyk:

“When looking at the Ukrainian tragedy, we cannot forget about the drama that is still continuing on the Polish-Belarusian border. And we do not forget that civil society organisation along with volunteers are still there, providing humanitarian and legal aid, often exposed to unjustified harassment from state institutions. There are also extensive challenges that are not as urgent as this crisis, but still, they require sustained attention. Defence of women’s rights, defence of the rule of law, work for the integration of people with disabilities, assistance for seniors, inclusive action for children from disadvantaged communities, psychological assistance for children and youth suffering from the consequences of isolation during the pandemic, environmental and climate action. This is just a handful of examples from the agenda of civil society organisations and their people.

What motivates us to act? Everyone can answer differently, and the sum of all answers would probably create a mosaic as multi-coloured as multi-coloured and complex the civil society in Poland is. Today, this society is made up of not only Poles but of all the people dwelling in Poland, including those who have only recently come to our country from Ukraine, Belarus, Chechnya, Ethiopia, Iraq, and Afghanistan. We saw how Ukrainian organisations came to the aid of Belarusians fleeing the repressions of 2020; today, Belarusian organisations are helping Ukrainians.

Despite this diversity, most of us share the conviction that human dignity is an integral and universal value; its embodiment is human rights which say that no one is illegal, and every person has the right to be helped and treated humanely. We are more than sure that this moral imperative stemming from the acknowledgment of the supreme value of human dignity is shared by the majority of people. For the participants of organised civil society, however, it is not only a stimulus for mobilisation in crisis, but a calling for constant and sustained action.”

This section of the White Paper covers the main themes and effects of the discussion held at the Round Table in the working segment of the meeting. The session was chaired by Mayor of Sopot Jacek Karnowski and divided into two thematic segments (blocks). During each segment, each subtable coordinator shared the key recommendations worked out by their team. Next, after each block, the floor was opened for participants who were able to share their views and give feedback. The meeting closed with a round-up session.

Below are the main themes, statements, and extracts from discussions held at the Territorial Government Round Table.



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5.1. Recommendations in Thematic Segments (Block I): Opinions

5.1.1. Labour Market, Economy, and Social Economy

- To design a programme of financial support of job creation in the business sector
- To create a refugee competence database and to monitor employment needs in specific sectors on a continuous basis
- To harmonise the rules of access to the labour market and starting a business (for Ukrainian citizens who came to Poland before and after 24/02/2022)
- To implement a programme of mass and immersion Polish language courses for Ukrainian citizens who want to take up employment
- To create and promote the development of social cooperatives
- To launch an information campaign promoting cooperation in lieu of competition on the labour market

Coordinator: Janina Ewa Orzełowska
Member of the Board of Mazowieckie

Clerk: Magdalena Okulowska
President of the Wrocław Agglomeration
Development Agency



Recommendations

Speaker: **Janina Ewa Orzełowska**, Member of the Board of Mazowieckie

- **To design a programme of financial support of job creation in the business sector**

Janina Ewa Orzełowska:

“Speaking of the labour market and the economy, we must not overlook entrepreneurs for whom we propose support programmes aimed to encourage the creation of new jobs. You might say that such programmes are already there. Yes, they are. District labour offices have such schemes in place, but today, we are facing a refugee crisis, and we have many more people willing to take up work. We also have companies that count every penny because they were seriously weakened by the pandemic.”

- **To create a refugee competence database and to monitor employment needs in specific sectors on a continuous basis**

Janina Ewa Orzełowska:

“Well, we have a database that facilitates job searches. We do not know, however, how many refugees there are looking for work, where they are staying at the moment, and what qualifications they have. We would like this portal to be implemented at the level of commune administration. This is where Ukrainians will most often go to have a PESEL assigned or seek social aid. There is where they might fill in a questionnaire on skills and qualifications. And this data should be shared with districts and provinces. Besides, using this platform, we would be able to propose relocation to a place where they can find employment.”

- **To harmonise the rules of access to the labour market and starting a business (for Ukrainian citizens who came to Poland before and after 24 February 2022)**

Janina Ewa Orzełowska:

“We propose the harmonisation of access to the labour market and of the procedure of setting up a business for all Ukrainians. I mean both those who came to Poland before and after 24 February 2022. If we sort it out, Ukrainians will be more likely to start their own business and employ their own fellow citizens.”

- **To implement a programme of mass and immersion Polish language courses for Ukrainian citizens who want to take up employment**

Janina Ewa Orzełowska:

“I do not need to remind you what a huge obstacle to finding a job is the lack of command of the Polish language. We propose language learning that will help acquire linguistic competence, including classes with a language instructor. We would also like this access to language tutoring to be free for Ukrainians. For this purpose, we propose that NGOs be invited to conduct such courses and be reimbursed for it.”

- **To create and promote the development of social cooperatives**

Janina Ewa Orzełowska:

“There are not enough social cooperatives in our region but also elsewhere in Poland. Social cooperatives would solve really big problems in many places. They could be created either by Ukrainians or for Ukrainians. But this needs profound changes to the legislation; also, NGOs should be involved.”

- **To launch an information campaign promoting cooperation and not competition**

Janina Ewa Orzełowska:

“This campaign should put emphasis on collaboration and not competition. It should show how much we value cooperation and helping the needy. Today, we would like to keep up the spirits and stage an information campaign that will reach everyone: Poles and Ukrainians. This is sure that both sides will benefit from this cooperation.”

5.1.2. Education and Science

- 800,000 refugee children, of which approx. 500,000 outside the Polish education system. Lack of comprehensive solutions, funding schemes, teaching staff, training, strategy
- Inclusion of Ukrainian children and youth in the Polish education system
- Support for individuals studying in the Ukrainian education system
- Organisation of care and education for young children
- Providing vocational guidance and education to Ukrainian youth
- Support for children and youth with special needs
- Organisation of play camps for education, adaptation, integration
- Providing teaching staff and increasing their competences
- Securing funding for extra educational tasks
- Developing terms for continuing university studies in Poland
- Synergy needed: territorial government – civil society organisations – universities – government – Ukrainian partners
- GOAL: a modern school, open to everyone and resistant to crises

Coordinator: Magdalena Czarzyńska-Jachim
Deputy Mayor of Sopot

Clerk: Alicja Pacewicz
Classy School Foundation, SOS for Education



Recommendations

Speaker: **Magdalena Czarzyńska-Jachim**, Deputy Mayor of Sopot

- **Inclusion of Ukrainian children and youth in the Polish education system**
- **Support for individuals studying in the Ukrainian education system**

Magdalena Czarzyńska-Jachim:

“This war is doing untold harm to children. Trauma affects not only children who remain in the areas of hostilities, but also those who have fled this war. They are suddenly forced to leave home, relatives, schoolmates. They cannot continue to pursue their passions. We have over 800,000 such children in Poland, and only 200,000 have entered the Polish education system and are benefiting from all the support that it brings.

The team of the Education and Science subtable emphasised the need to fine-tune the concept of preparatory classes and to urgently define the terms of classification, evaluation, and recruitment exams, taking into account different Polish language skills. At the same time, we respect the decision of the Ukrainian side that some of their children have remained in the Ukrainian system through distance learning, but this does not release us from the obligation to create a system enabling this learning and offering Polish language classes.

We recommend that a record be created of such school students and that LGUs also be able to access to this system. In addition, we must possess financial, legal, and organisational means to set up learning centres for them, as well as offering, in collaboration with NGOs, adaptation, language, art, and sports activities.”

- **Organisation of care and education for young children**

Magdalena Czarzyńska-Jachim:

„We recommend the creation of home pre-school facilities (kindergarten and nursery) financed from the central budget and run by our friends from Ukraine. We are also of the opinion that kindergartens should offer adaptation programmes, including with elements of multicultural education. Besides, we need assistants speaking Ukrainian to help the caregivers at these kindergartens.”

- **Providing vocational guidance and education to Ukrainian youth**

Magdalena Czarzyńska-Jachim:

“In vocational schools, exams could be held in Ukrainian. It is also necessary to subsidize and develop vocational guidance, so that the Ukrainian youth can learn which professions are in demand on the Polish market, and where they will be able to find employment quickly.”

- **Support for children and youth with special needs**

Magdalena Czarzyńska-Jachim:

“It is an urgent priority to develop a path of recognition or verification of medical certificates and support clinics in diagnostic procedures. Of course, I mean language-wise because you cannot diagnose a child if you only speak Polish.”

- **Organisation of play camps for education, adaptation, integration**

Magdalena Czarzyńska-Jachim:

“The summer holidays in Poland start in less than two months, and for Poland-based Ukrainian learners studying remotely at Ukrainian schools, they start in a month. This is the best moment to offer these children – studying in the Polish and Ukrainian systems at the same time – summer day camps with Polish classes included. And extra funding is needed for this.”

- **Providing teaching staff and competence development**

Magdalena Czarzyńska-Jachim:

“If we do not include the teaching staff from among the Ukrainian refugees, we will not be able to create an education system for these children. Therefore, we recommend simpler rules for degree recognition and verification of the level of linguistic competence. This is to enable tutors from Ukraine to teach Polish children, too. However, when it comes to Polish teachers, it is necessary to simplify and shorten mandatory courses to enable them to work and study at the same time.”

- **Securing funding for extra educational tasks**

Magdalena Czarzyńska-Jachim:

“We recommend the financing from the state budget of the actual costs of education of each learner, including refugee learners, not only this year, but also in the following years. We appeal for the full refinancing of the costs of pre-school education, including home pre-school facilities. In our opinion, a nationwide, state-funded investment programme should be created to enable the construction, expansion, or upgrade of educational establishments. At the same time, money from this programme must be expended based on transparent criteria, preferably, linked to the local demographic situation.”

- **Developing terms for continuing university studies in Poland**

Magdalena Czarzyńska-Jachim:

“We recommend the establishment of a working team made up of representatives of the authorities of Polish and Ukrainian universities and the ministries in charge of education. The point is to work out the terms of continued university education and financial support for students from Ukraine.

Our subtable participants also emphasised that the goal would remain beyond our reach if there were no synergy created between territorial government, civil society organisations, universities, the government, and the Ukrainian side. And this goal is to build a modern and open school for everyone, resistant to crises. A school that integrates and not assimilates.”

5.1.3. Housing

SHORT-TERM HORIZON

- To maintain an appropriate level of availability of collective accommodation
- To create a database on the housing situation
- To relocate refugees between cities and countries

MEDIUM-TERM HORIZON

- To use various types of uninhabited buildings
- To use non-communal housing resources
- To launch integrated modular construction investments

LONG-TERM HORIZON

- To make rental terms more flexible
- To adjust the financing of the housing policy

Coordinator: Tomasz Fijotek

Director of the Office of the Union
of Polish Metropolises

Clerk: Michał Ciesielski

National Spatial Development Committee, Polish
Academy of Sciences (administration, science)



Recommendations

Speaker: **Tomasz Fijolek**, Director of the Office of the Union of Polish Metropolises

SHORT-TERM HORIZON

- **To maintain an appropriate level of availability of collective accommodation**

Tomasz Fijolek:

“Those facilities that were used to shelter refugees should still be on stand-by and ready for re-use, and the trained aid personnel should know how to get the place ready for refugees within several hours.”

- **To create a database on the housing situation**

Tomasz Fijolek:

“An extremely important matter that seems to be surfacing at every subtable is data, data and data again. We need to know whom we are helping in order to help the right way. Let us face it, we do not know exactly where the refugees are placed, and we must investigate this in various ways. Also, with the use of public registers and other reports.”

- **To relocate refugees between cities and countries**

Tomasz Fijolek:

“Our largest cities are hosting the largest groups of our guests from Ukraine. And this needs to be addressed in agreement with smaller towns and other countries as well. So, our subtable also proposes an information campaign about smaller towns. But of course, we cannot force anyone to move.”

MEDIUM-TERM HORIZON (DURATION OF STAY: UP TO 18 MONTHS)

- To use various types of uninhabited buildings
- To use non-communal housing resources
- To launch integrated modular construction investments

Tomasz Fijolek:

“In the medium term, we have some uninhabited structures on our radar. They can be adapted and handed over to our guests from Ukraine. Integrated modular buildings also represent some potential. If they were reasonably integrated into the urban tissue, we would even be able to transfer them to Ukraine later on for the period of reconstruction of the country.”

LONG-TERM HORIZON (ASSUMPTION: PERMANENT RESIDENCE)

- Relaxing rental regulations
- To adjust the financing of the housing policy

Tomasz Fijolek:

“Please, pay attention to three things: the issue of housing allowances and their review, and focusing on such mechanisms that are already very popular, such as the BGK subsidy fund or the extended formula of social rental agencies. These are our recommendations.”

5.1.4. Healthcare and Social Welfare

- To increase the financing of medical services by the National Health Fund in proportion to the number of Ukrainian refugees in provinces
- To draw on the experience of NGOs and patient organisations gathered in the current crisis in the process of restructuring the crisis management system with a focus on the provision of medical assistance
- To expedite procedures related to the licensing of the practice of medical professions and recognition of degrees (introduction of assistants-trainees)
- To pursue an effective communication policy in the area of access to healthcare services and compulsory vaccination; to reach the target groups with the message
- To collect and share data through smart support with IT tools
- To design a system of basic and specialised Polish language courses for Ukrainians and training in multiculturalism, with particular emphasis on the Polish language

Coordinators: **Elżbieta Polak**
Marshal of Lubuskie

Roman Szefemej
Mayor of Wałbrzych

Clerk: **Paweł Skrzywanek**
Coordinator of projects in healthcare



At the outset, some data from the Border Guard was provided. According to this uniformed service, over 3.2 million people have already entered Poland from Ukraine. A significant share of these people are of different age and with different needs, including medical needs.

“We would expect statistical data on how many such people there are in each province, if, of course, this data is available. Also, we should know what funds should be allocated to healthcare in a given province in proportion to the number of hosted refugees. And mind you, we are definitely for equal access of refugees and Polish residents to the healthcare system,” said Roman Szełemej, Mayor of Wałbrzych.

Recommendations on Health

Speaker: **Roman Szełemej**, Mayor of Wałbrzych

- **Increasing the National Health Fund expenditure based on the proportion of the number of Ukrainian refugees in each province**

Roman Szełemej:

“To increase expenditure on healthcare in proportion to the number of refugees in specific areas.”

- **To draw on the experience of NGOs and patient organisations in the process of restructuring the crisis management system with a focus on the provision of medical assistance**

Roman Szełemej:

“It is important to reconsider and adjust the legal status (by amending the Act on Crisis Management) of NGOs, specifically with regard to emergency and extraordinary situations. They have been shouldering enormous effort and huge expenses and have depleted their material resources. That is why their capital resources must be restored.”

- **To simplify procedures related to the licensing of the doctor's profession, but also of other medical professions**

Roman Szetemej:

“It would be advisable to create an institution or position of doctor's assistant-trainee. This position would be properly structured and ensure continuity: first, doctors with a limited license to practise, then the full recognition of the degree, and finally partial recognition of specialist qualifications. Today, we have some impromptu solutions. Given that, the number of people applying to medical chambers even for a temporary licence to practise the profession is much smaller than the number of people who could obtain such a licence. This is obviously a serious problem. Moreover, the period of work with the limited licence to practise the profession should coincide with the duration of residence permit in Poland. Today, the residence permit is issued for 18 months and the temporary licence to practise the profession for five years.”

- **Children's health**

Roman Szetemej:

“We should launch the process of health education without further delay and inform, but not only, about the compulsory vaccination schedule. This should help prevent various epidemic threats.”

Recommendations on Social Policy

Speaker: **Elżbieta Polak**, Marshal of Lubuskie

- **To empower the staff of specialist welfare and medical assistance and raise salaries based on the model applicable in the government administration**

Elżbieta Polak:

“We propose that the procedures of entry in the profession be simplified. At the moment, only individuals qualified as social workers may be employed in these positions. And yet, among the refugees, we also have qualified staff, not only social workers but also pedagogues or people trained in social reintegration. Therefore, the job entry procedures should be simplified, and the remuneration system should also be adjusted in exactly the same way as it is in the government administration.

The subtable team also referred to the idea of creating the position of a medical assistant-trainee.

Elżbieta Polak: “The creation of the position of a Ukrainian-speaking assistant-trainee will not only facilitate communication with clients but will also give the Polish personnel a better insight into the overall situation. At the same time, it will give financial security to those whom we manage to recruit to work in this system.”

- **To introduce child protection standards, intervention procedures and rules of safe staff-child relations, psychological support and preventive healthcare**

Elżbieta Polak:

“The vetting of volunteer employees for past sexual offences should be a standard. Also, the rules of safe staff-child relations and intervention procedures should be in place. Besides, it is necessary to grow the network of child support centres offering comprehensive assistance. Currently, we have only five such centres in Poland. They are fully financed by NGOs and territorial governments.”

The subtable team also stressed the importance of the knowledge of the Polish language and of cooperation with universities and NGOs, both at home and abroad.

5.1.5. Opinions from the Floor

Below are selected statements of the delegates to the Territorial Government Round Table, following the hearing of recommendations from the first four subtables.

Yuriy Tokar, Consul General of Ukraine in Wrocław, began a round-up session for the first part of the Round Table meeting. He thanked for the organisation of the event and voiced his support to the proposed inter-ministerial initiatives.

Yuriy Tokar:

“Thank you for receiving our refugees from Ukraine and for making them feel at home. I am glad that we are talking and cooperating, although we cannot say now when this war is going to end. Thank you to all delegates, we will not forget that.”

Maciej Witucki, President of the Lewiatan Confederation, stressed that the most important thing was for the Ukrainians to win the war, return to their free country, and rebuild it. He also spoke about the need to create social and migration policies, to enable match-making between businesses; he also complained about delays in launching the system of information about the professional qualifications of Ukrainians residing in Poland.

Maciej Witucki:

“Self-help and cooperative assistance is extremely important.. There are job offers available, but let us be clear, women will not replace lorry drivers or builders. Most of them will also stay here as refugees; for that reason, we will need organised social aid and a new migration policy. In addition, Ukraine’s European aspirations should be endorsed, at least as a candidate to the EU.”

The Rector of the Silesian University of Technology, Prof. Eng. Arkadiusz Mężyk, DSc., started his speech by presenting refugee aid initiatives undertaken by the academic community. He also talked about collecting information on the number of people who wish to study and work in Poland and pointed to relatively strict regulations governing the university education process.

Prof. Eng. Arkadiusz Mężyk:

“We do not intend to take over students or academic staff. We do not want to undermine the education system in Ukraine, but we want to support it and make further education and operation of the system possible. Some Ukrainian universities expect us to support their reconstruction financially. Others are seeking ways to launch joint programmes and issue dual degrees to develop skills and competences of future Ukrainian engineers.”

Renata Kaznowska, Deputy Mayor of Warsaw, also joined the debate. She stressed the importance of adjusting, systematising, and introducing clear standards of assistance for Ukrainians, including financial one.

Renata Kaznowska:

“We should keep in mind that school walls do not teach, just as hospital walls do not heal. Their proper functioning is hinged on many factors. Therefore, the recommendations of our subtables are particularly relevant and content-rich. I do hope that they will be used effectively.”

On the other hand, Hanna Zdanowska, Mayor of Łódź, mentioned social welfare centres which receive refugees and the problems of children living in children’s homes.

Hanna Zdanowska:

“These children have been evacuated from Ukraine. We urgently need a law to sanction their stay here. Now, they are treated like ordinary refugees, so we are unable to offer them proper care. We can only do it through voluntary activities; if we want to secure education and psychological assistance for them, targeted regulations are needed.”

5.2. Recommendations in Thematic Segments (Block II): Opinions

5.2.1. Social Integration and Civic Activities

- To create a coherent and coordinated migration and integration policy rested on equal inclusion of partners empowered to use their shared potential in full, and to ensure financing for the above
- To create systemic, including financial, incentives for NGOs, LGUs, schools, and informal groups to undertake integration activities locally
- To provide access to legal advice, translators/interpreters, mediators, and foreigner's assistants. To include persons with migration and refugee experience in decision-making processes actively
- To co-design and implement a social and cultural offer tailored to the needs of the local community together with persons with migration or refugee experience
- To build a transparent and unbiased system of financing the extensive activities of NGOs

Coordinator: Karolina Dreszer-Smalec
President of the National Federation of NGOs

Clerk: Tomasz Wiśliński
Wrocław Technology Park



Karolina Dreszer-Smalec:

“Over the last two and a half months alone, over three million people have entered Poland from Ukraine. No one was prepared for that situation, but it required immediate response, and the response came immediately. The response came from individual citizens, also those associated in NGOs. Territorial governments began to mobilise their resources. After two months, it became clear that the quick and effective emergency response to the unforeseen circumstances was a bottom-up initiative. Local communities and NGOs played first fiddle, as well as demonstrating their strength and efficiency. However, the resources of NGOs and local self-governments are shrinking fast. One of the key challenges is to strengthen the third sector, including institutionally, because this strengthening will translate into a stronger state community, our community. In response to the tragedy of war in Ukraine, but also to future challenges, which are just behind the corner, like those caused by the global climate change ... We recommend the government to create a coherent and coordinated migration and integration policy for the people coming to Poland to save their lives, I mean from the areas of hostilities in Ukraine, but also from other areas, and are there at the Polish-Ukrainian border and the Polish-Belarusian border.”

Recommendations

Speaker: **Karolina Dreszer-Smalec**, President of the National Federation of NGOs

- **To create a coherent and coordinated migration and integration policy rested on equal inclusion of partners empowered to use their shared potential in full, and to ensure financing for the above**

Karolina Dreszer-Smalec:

“The migration and integration policy that we are talking about should foster the development of local communities and envisage equal involvement of all partners: the government, territorial governments, NGOs, including migrant groups, or other social partners, in creating conditions to unlock the full potential of all partners and to ensure financing.”

- **To create systemic, including financial, incentives for NGOs, LGUs, schools, and informal groups to undertake integration activities locally**

Karolina Dreszer-Smalec:

“We are also talking about implementing a system of removing barriers to the use of the potential and experience of refugees and migrants coming to Poland; they should be invited to take part in social activity because at our subtable we also discussed the question of resolving tensions and conflicts in potential situations that are likely to occur.”

- **To provide access to legal advice, translators/interpreters, mediators, and foreigner’s assistants**

Karolina Dreszer-Smalec:

“Also, a responsible communication policy regarding the presence of persons with migration and refugee experience in Poland. We must communicate well, and the Polish citizens should also understand the situation that we are in.”

- **To include persons with migration and refugee experience in decision-making processes actively**

Karolina Dreszer-Smalec:

“Nothing about us without us: this should not only be a slogan but a real stimulus for action. We should include the people coming from Ukraine in planning and building local strategies and designing solutions through participatory action, both at the local and central levels. There is also a need to support the processes of self-organisation of persons with migrant and refugee experience and use their potentials. This will build social cohesion and will enable the pooling of the potentials.”

- **To co-design and implement a social and cultural offer tailored to the needs of the local community together with persons with migration or refugee experience**

Karolina Dreszer-Smalec:

“We do not divide solutions; we do not direct them to a narrow group. We think about local communities as a body including our guests from Ukraine and many other people living in Poland, Polish women and men.”

- **To build a transparent and unbiased system of financing the extensive activities of NGOs**

Karolina Dreszer-Smalec:

“Using the potential of these organisations embedded in their knowledge and experience resources, listening to NGOs. The first experiences of these two and a half months has already shown us that building on the experience of NGOs minimizes the risk of making wrong decisions. Most often, it is NGOs and active citizens who are the first to reach places where they are needed, and they are most often the last to leave those places, long after the mass-media or the general public interest waned. They are still there all the time”

5.2.2. Finance, Allocation of Tasks, Legislation

- To increase the financing of aid to refugees through obtaining funds from the European Union urgently at a level corresponding to the huge number of refugees hosted in Poland
- To increase the share of PIT allocated to territorial governments; to increase the annual donation of due PIT from 1% to 2% for NGOs; to introduce the donation of 1% of due CIT for NGOs
- To strengthen the powers of LGUs with regard to immigration policy (including aid strategies) along with securing effective financing
- To make changes to the provision of the Special Act, the Act on granting protection to aliens within the territory of the Republic of Poland, and other laws strengthening the position of refugees

Coordinator: Artur Koziol
Mayor of the Town and Commune of Wieliczka

Clerk: Katarzyna Urbańczyk-Maniowska
Department of Public Finance, Wrocław Municipal Office



Artur Koziot:

“The chief economist of the Employers of the Republic of Poland [Kamil Sobolewski] is clear about it: a new programme must be set up that will incentivise and include the people coming from in the job market, so that they can simply make a living, and this is what they actually expect. The chief economist says openly: we need EUR 500 per person per month. This is a staggering amount of EUR 10 billion in total over a few years.”

Recommendations and Conclusions

Speaker: **Artur Koziot**, Mayor of the Town and Commune of Wieliczka

- **To increase the financing of aid to refugees through obtaining funds from the European Union urgently at a level corresponding to the huge number of refugees hosted in Poland**

Artur Koziot:

“We must say it clearly: this huge amount of money is needed in order not to allow our economy to come to a halt; this added value of our consensus and our hospitality must produce results. The professional activity of Ukrainians is also important from the viewpoint of their return. The European Union and we all need to understand this. This is our main conclusion.”

- **To increase the share of PIT allocated to territorial governments; to increase the annual donation of due PIT from 1% to 2% for NGOs; to introduce the donation of 1% of due CIT for NGOs**

Artur Koziot:

“Territorial governments have kept repeating this for many months: the share of PIT tax allocated to local administration should increase. I do not understand why cannot resolve it, why we keep sticking to this magic figure of 39% and do not move up. ... A higher share of PIT for local self-governments is a dire necessity. The NGOs participating in our subtable said even more: they also need a stronger financial backing. Today, they receive 1% off due PIT annually. The concrete proposal was to increase this donation to 2%, and entrepreneurs should also be able to donate 1% off their CIT to NGOs.”

- **To strengthen the powers of LGUs at all levels with regard to immigration policy (including aid strategies) along with securing effective financing**

Artur Koziol:

“We need to review all the relevant laws that mention out liability. In pursuing our goals, we do not want to do anything unlawful. No one should be able to protest that we have exceeded our powers. Our substage clearly showed that this conversation should continue. We need a few more weeks to fix some laws that have been enacted too hastily.”

- **To make changes to the provision of the Special Act, the Act on granting protection to aliens within the territory of the Republic of Poland, and other laws strengthening the position of refugees**

Artur Koziol:

“The new laws ignore one fact, namely that some refugee families have been divided involuntarily and are now in different countries, different places. There cannot be such differences between the EU member states; this needs to be adjusted quickly. If we are saying that refugees have their place of residence, we should at the same time be able to identify the authority that will be responsible for it. It is important in the long run.”

5.2.3. Security and Cybersecurity

- Public safety and public order require cooperation within the structures of territorial governments, but also between territorial governments and institutions, guards, and other competent authorities; coordination and cooperation
- The monitoring of instances of disinformation and hate speech spread on the Polish-, Ukrainian-, and Russian-language Internet
- Creation of a platform for the exchange of information between LGUs, NGOs, and government and public institutions in order to detect and prevent the spread of disinformation without undue delay
- An education campaign devoted to data protection (a list of rights and obligations) and awareness of how to use the PESEL number

Coordinator: Sylwester Szczepaniak

Coordinator for the Information Society and Smart City,
Office of the Union of Polish Metropolises

Clerk: Tymoteusz Przybylski

Director of IT Services Centre, Wrocław



Sylwester Szczepaniak:

“Speaking of safety, our conclusion is that unique and specialised competence centres should be established. Territorial government has tools to make it happen. We have already identified several aspects that require improvements in the binding law. But the current legal context allows the establishment of a shared information base accessible by all services to enable their quick and effective assistance, especially in places where there are larger clusters of people, but also, for example, in urban transport, where various unwanted incidents can possibly take place.”

Recommendations and Conclusions

Speaker: **Sylwester Szczepaniak**, Coordinator for the Information Society and Smart City, Office of the Union of Polish Metropolises

- **Public safety and public order require cooperation within the structures of territorial governments, but also between territorial governments and institutions, guards, and other competent authorities. Coordination and cooperation**

Sylwester Szczepaniak:

“Ultimately, if funds permit, we recommend creating coordination centres. We have some best practice gathered in this area. Wrocław and other cities have been running such centres for several months or even years, and we can learn from their experiences all the time.”

- **The monitoring of instances of disinformation and hate speech spread on the Polish-, Ukrainian-, and Russian-language Internet**

Sylwester Szczepaniak:

“This subject seems relevant not only because of the war in Ukraine, but because disinformation campaigns have one primary purpose: to change the attitude of Internet users, mould it, and sometimes cause unrest, which then translates into issues with physical security. ... Based on our subtable discussion, we found out that we mainly monitored the Polish-language Internet. We mean Polish citizens publishing their opinions. But we also need to keep an eye on the Ukrainian- and Russian-speaking Internet.”

- **Creation of a platform for the exchange of information between LGUs, NGOs, and government and public institutions in order to detect and prevent the spread of disinformation without undue delay**

Sylwester Szczepaniak:

“Monitoring is not enough. It is very important to break disinformation streams, so that they do not start to live their own lives. To make it possible, national institutions studying disinformation and hate speech must exchange information with territorial governments to develop communication standards jointly and fast. We have specific suggestions how to do it ... Territorial governments can receive information about disinformation activities in order to respond, but they can also disseminate information on the subject.”

- **An education campaign devoted to data protection (a list of rights and obligations) and awareness of how to use the PESEL number**

Sylwester Szczepaniak:

“For several years, we have been used to protecting personal data, and we are aware of our rights and obligations. Ukrainian citizens live in a different system. Now, they receive electronic IDs and PESEL, and we need to make them ready for how to deal with the Polish administration. They need to be made aware of the risk of phishing and text message tricks intended to steal data. Dissemination of knowledge and information on the subject may be done at the central level; at the local government level, it may coincide with the provision of specific assistance in places where Ukrainian citizens are residing. NGOs and the banking sector should also be involved.”

5.2.4. Support for Ukraine, Networking, and European Cooperation

EUROPEAN NETWORKING

- To invite Ukrainian representatives (but also Moldovan and Georgian) to join the European Committee of the Regions
- To create a pre-accession European Reconstruction – Stabilisation – Development Fund for Ukraine

RECONSTRUCTION OF UKRAINE

- Polish territorial governments to lead European mini-networks established to help the recovery of specific cities. To create partnerships of European cities for the reconstruction of Ukrainian cities using funds allocated under the Recovery Fund

SUPPORT FOR UKRAINE

- To establish a commission for the support of Ukraine within individual territorial government corporations. To coordinate cooperation in partnership with Ukrainian counterparts

Coordinator: Prof. Paweł Kowal
Polish Academy of Sciences

Clerk: Karol Przywara
Representative of the Mayor of Wrocław
for International Cooperation



Prof. Paweł Kowal:

“In our subtable, we focused on two central issues. One is the participation of Polish territorial governments in the reconstruction of Ukraine in response to the Ukrainian prime minister’s request to get ready for it. The other thing is Ukraine’s accession to the European Union. We are talking about it in response to the expectation continuously voiced by the Ukrainian minister of foreign affairs that this issue will be regarded as fundamental today. We do agree that this matter is the most crucial for the Polish *raison d’état*. We also discussed these two processes in the regional context.”

Recommendations and Conclusions

Speaker: **Prof. Paweł Kowal**, Polish Academy of Sciences

EUROPEAN NETWORKING

- **To invite Ukrainian representatives (but also Moldovan and Georgian) to join the European Committee of the Regions**

Prof. Paweł Kowal:

“We realise that three Eastern Partnership countries have the same legal status in their relations with the European Union: Ukraine, Georgia, and Moldova. They all have concluded association agreements, as well as establishing free-trade areas and a visa-free travel regime. We recommend that Polish territorial governments take the lead and do what it takes to ensure that Ukrainians, Georgians, and Moldovans are awarded the status of permanent observers in the Committee of the Regions until they join the European Union. And the number of observers should be as if they were EU member states. ... Although challenging, this can be done. This would be a very clear gesture that would help the Ukrainians fight. They need reassurance and a message that in the political dimension the matter is settled, and what remains to be done is negotiation.”

- **To create a pre-accession European Reconstruction – Stabilisation – Development Fund for Ukraine**

Prof. Paweł Kowal:

“We recommend the establishment of a reconstruction fund for these three countries as soon as possible, but starting with Ukraine. These resources would be expended on cooperation with Central European countries, and later also all EU countries, and would facilitate energy transformation, the Green Deal (Bauhaus in a broader context) and, in general, the absorption of European funds. This concrete solution would prepare the territorial government elites, especially the regional ones and not only municipalities, for the prospective accession.”

RECONSTRUCTION OF UKRAINE

- **Polish territorial governments to lead European mini-networks established to help the recovery of specific cities To create partnerships of European cities for the reconstruction of Ukrainian cities using funds allocated under the Recovery Fund**

Prof. Paweł Kowal:

“We propose that, based on strong ties between local administrations, especially municipalities, but not only, a formula be designed for the financing of special partnership agreements for reconstruction, partly relying on European funds, partly on domestic resources, and perhaps, to a limited extent, also on the local government’s own resources. Such partnership agreements for reconstruction would build on already forged partnerships. They would address several areas, would be concluded by Polish and Central European self-governments, which boast the richest tradition of relations with Ukraine, and would later open up to territorial governments from countries west of here. These agreements should have a specific scope and financing.”

SUPPORT FOR UKRAINE

- **To establish a commission for the support of Ukraine within individual territorial government corporations. To coordinate cooperation in partnership with Ukrainian counterparts**

Prof. Paweł Kowal:

“We need Polish territorial governments to be invited to participate in the process of reconstruction planning right now. We must not overlook this and realise in a year or two that it is too late. Some experts, and even government officials, say that this process has already started. Polish territorial governments, Polish business, especially family companies, should be involved already at the planning stage. According to our team, it is one of the most fundamental goals, I mean not to miss this chance and then complain that we were busy doing something else and others sized the opportunity. Especially when the Ukrainian president, prime minister and minister of foreign affairs are inviting us to join in.”

5.2.5. Opinions from the Floor

Below are statements of the participants of the Territorial Government Round Table made after hearing the recommendations from the next four subtables.

The round-up session opened with a speech by a guest from Ukraine, **Dmytro Bilocerkovec**, advisor to the mayor of Kiev. In his very emotional statement, he thanked Poles for their help, stressed the ties between the Polish and Ukrainian nations, and confirmed the imperative need to fight for freedom, justice, and independence, which is so strong in the two nations.

Dmytro Bilocerkovec:

“Many Ukrainians spent the last night in bomb shelters or under enemy fire. I would like everyone to keep this in mind while the war is still going on in our Ukrainian cities. I have Polish roots, and besides, I hold the Polish nation in great respect and want to express my gratitude to them. [Dmytro Bilocerkovec says a few sentences in Polish]. My grandmother, Olga Stasia Guzowska, lived in western Ukraine. She met my grandfather there. After the territory was seized by the Soviets, she was forced to move to Żytomierz and hide until the end of her life. Only because she was Polish. She was even getting uneasy when we talked about her Polish roots. She had a pathological aversion to the Soviet Union, which lasted until her last days, and even after the collapse of the USSR. My grandmother feared this repressive apparatus of the Soviet Union. She remembered the repression of the Soviet Union also against the Polish nation and our Ukrainian nation, because the blood of a Polish patriot was also in her veins.

I am a descendant of the Ukrainian nation and the Polish nation. It is a great symbol of how our nations can unite in the face of a common threat. Ukraine will fight for Poland in the same way as Poland is fighting for Ukraine today.

You can understand our pain because you certainly remember spots of blood on the streets of Polish cities during the Solidarity revolution. These spots of blood symbolise the pain of the Polish nation suffered for its right to be an independent, free state, and for its right to exist as a state. We are very grateful to you. We feel your support every day, every minute.

What Ukraine is experiencing today is an appalling tragedy. Maternity hospitals are being bombed in Irpien and in other cities, also in Mariupol. Our children are born to the world filled with the sound of alarms and shelling. This is the sounds of fear. We are living in exactly this reality today.

You are supporting us today in the fight to end this genocide of Putin, a new Hitler. He is killing of the ideology of freedom, justice, and solidarity. Ukraine will hold on because there is no other way. Please, do not give up, do not stop helping. I know that this war is not coming to an end and that we are all exhausted with it. It exhausts us and exhausts you, but please remember that hundreds of thousands of Ukrainians suffer even more every day, and many civilians in Ukraine die every day.

Our delegates can be with their own eyes how you are looking for solutions to relieve your cities from the enormous burden that they are shouldering, but we can also see how you are trying to help us and our cities in this struggle. We can see a professional approach to these matters. We are very grateful that our today's discussion is fully transparent and brings us hope that this war is going to end, and your support will be even more effective.

Today, you are discussing something very important: integration over assimilation. Believe me, we really want to take our women and children back to Ukraine, but unfortunately, it is not possible yet.

For our freedom and yours. Glory to Ukraine, glory to Poland!”

The next speaker was **Yevgenia Kuleba**, member of the Kiev City Council, who thanked for the organization of the Territorial Government Round Table, emphasised the role of local self-governments in the provision of aid, and pointed to the importance of partnership and cooperation between cities, not only during the war, but also during the future reconstruction of Ukraine after the war is over.

Yevgenia Kuleba:

“I think not enough words of thanks have been said today. Once again, I wish like to thank all of you present here and the entire Polish state on behalf of our mothers and our children who have found shelter in your country, but also jobs. I would also like to thank you on behalf of the Ukrainian soldiers who may live thanks to your support. I would like to thank on behalf of the Ukrainians who are provided with medical care, a warm place to stay, and food every day.

My separate thanks go to the organisers of this Round Table event. This is a very important initiative. I can hear really merit-rich conversations. While we are talking, people are dying in Ukraine, but your words, decisions, and actions will save lives.

On 24 February, when the war broke out, I started getting a lot of messages from my friends and colleagues. Now in Ukraine, they say that the message “How are you?” is really saying “I love you.” I also got tons of messages from abroad. Those sent by people whom I did not know were written in Polish by Poles who offered help, asked about different things... And today, together with those people, who do not belong to NGOs or local self-governments because they are just ordinary people, we support hospitals in Kyiv by supplying rare medications.

Polish cities have become our “sister” and “brother” cities. We would love to invite our friends to visit us in Kiev to see with their own eyes what the war looks like. I would like to invite delegates from territorial governments to our small towns, such as Bucha, Irpien, Gostomel, and then think together about how to rebuild these cities.

I would also like to encourage Polish cities to become partners or maybe patrons of Ukrainian cities. It can be a sectoral cooperation but also a more general one because as you know, unfortunately, many educational, musical and cultural institutions have been wiped out...

Our country and our people are doing a lot. But since there are many representatives of local administration here, I want to underline that I strongly believe in the power and power of local self-governments. Together, we can do a lot to rebuild our cities and win this war. It will be a victory for upholding our values, our freedom, and our European values.”

The Rev. Prof. Janusz Balicki, head of the Interinstitutional Department of Migration Research, Cardinal Stefan Wyszyński University in Warsaw, spoke about the role of the Roman Catholic Church in providing aid to refugees. The reverend emphasised the Christian dimension of aid, shared specific data on assistance provided by the Church; he also highlighted the Church's organisational capacity in terms of providing aid: a network of dioceses, parishes, religious orders. This means that the refugees can be reached directly and at the local level.

Rev. Prof. Janusz Balicki:

“On Thursday, [12 May] we have a meeting of the Episcopal Council for Migration. I will report there on what I have heard here.

Regarding what the Church is doing, I would like to draw your attention to a report drawn up by the Institute of Statistics of the Roman Catholic Church. It spans the period from 24 February to 31 March 2022. Let me just share some facts from the report summary about the volume of aid provided by parishes:

- financial aid of PLN 103 million was provided,
- PLN 106 million worth of in-kind gifts were distributed,
- 282,000 bed places were secured,
- 11 million meals were served,
- 125,000 children were provided with care,
- 94,000 elderly or disabled people received assistance,
- 125,000 people were provided with psychological or therapeutic assistance,
- 52,000 people were assisted in applying for a job,
- 752,000 people received legal aid,
- 543,000 people benefited from transport services.

There is also data on the contribution of female and male religious orders.

I also have fragmentary data from Caritas Polska, which, as you know, is a countrywide organisation but also operates through branches in individual dioceses. This document was prepared on 13 April 2022 and says:

- PLN 106 million was raised in collections,
- 282,000 bed places were secured,
- 11 million meals were served,
- parishes took care of 125,000 children and 94,000 seniors and people with disabilities.

Let me also refer to the Episcopal Council for Migration chaired by Bishop Zadarko. The bishop emphasises the commitment of volunteers to helping refugees from Ukraine and encourages parishes to continue this activity.

As regards the Church's assistance, this is primarily aid-in-kind and all kinds of services that can be organised in parishes. Another area is the organisational effort: looking for accommodation, taking care of refugees in need. I am not able to provide statistics. I work at Cardinal Stefan Wyszyński University in Warsaw, but I am from Gdańsk, from Gdańsk Diocese. I know that the diocese has opened up its single mothers' home to accommodate refugees in some of its multiple rooms. There are many other examples.

It seems to me that the Church's role is to remind about the spiritual aspect. I do not mean religion specifically. Simply speaking, the Church may influence the faithful, by referring to the Gospel and what it says about charity, to adopt the proper, normal, humane attitude towards people in need. Nobody knows how the situation develops, but the Church has a major role to play and many opportunities to act. I hope that the Episcopal Council for Migration will meet these obligations.

And to close, I would like to say one last thing. A group of five English parliamentarians have visited Poland recently. At home, they are members of a parliamentary group advocating the freedom of religion and belief. In other words, they stand up for freedom of religion and respect for people's beliefs in their own country and elsewhere. I helped them travel to a Church-run facility (it used to be a seminary in Bielany, in Dewajtis Street, and later a retreat home) where about a hundred people were staying, mainly families, women with children. I was there with them. It was an unforgettable experience for them and for me, too. Earlier, the Patriarch of Constantinople was there, about a month ago at a meeting. The English guests brought some small gifts for these kids, but they also wanted to establish cooperation. I also told them about our today's meeting, I even asked them to join me, but they were not able to come for practical reasons. They wrote a letter to you in English, it was their own initiative. I left it with the press office. It is worth establishing contact with these people. Since they are MPs, they can also help the refugees in Poland a lot.

If anyone would like to suggest what else the Church could do, or perhaps criticise something, please, go ahead.”

The next speaker was **Jan Olbrycht**, Member of the European Parliament.

The MEP raised the question of the financing of aid to refugees from the European Union funds and the need for transparency in obtaining and allocating these funds. He also drew attention to the huge role that territorial governments can play, also through the network of partner cities, in backing Ukraine's aspiration to obtain the status of an EU candidate country..

Jan Olbrycht:

“First of all, I came here from Cieszyn, not from Brussels. I emphasise that because in the European Parliament we represent specific views of the communities that we come from, people that we live with and work with; and it is important that we articulate a specific point of view on what is happening in Poland but at the European level. Therefore, with genuine interest, I am listening to various comments, such as: “the European institutions refuse to give.” Let me just say what it looks like, and there is much more serious problem beyond that.

This is more serious because, as someone said here today, things are about to change not only in Poland. Everything is going to change in the European Union. The European Union is generally approaching a tipping point. Putin is doing everything to break it. The key challenge for the European Union today is to weather this crisis. In fact, considerable uncertainty remains about the solidarity of the 27 member states.

This is really a very difficult matter. And it will not get sorted out by itself. The EU states have different approaches, so do their people and governments. I would like to join the appeal of both Lewiatan and Mr Paweł Kowal: today, the question of candidate status of Ukraine for the European Union is on the table; therefore, cities need to join the lobbying campaign for the cause. This has to be the initiative of mayors of big cities, especially in countries that are in the sceptical group. I mean, for example, the Netherlands or Austria. Please, use every opportunity to about it because today the enlargement of the European Union is not a purely economic goal. The enlargement of the European Union is a question of security. This is true about Ukraine, Moldova, and Georgia, but also of the Balkans.

Now, why is the European Union nearing a tipping point? Because certain problems still remain unsolved within the Union. For example, there is no decent immigration policy of the European Union, and the Union is trying to put it together based on lessons learned from the first immigration crisis and from this one. There is no single and reasonable asylum policy. We all know that, so it is really important what are we going to do about it.

I am addressing everyone in the working teams. If you are aware of all this, then forgive me. The key thing is relying on a document from 2001. It was prepared by the European Union in the aftermath of the war in former Yugoslavia. This document is in use for the first time right now. It covers immigration issues and temporary protection. This document has very specific points that also touch on the issues discussed in your working groups. So, let us take the rights enjoyed by every person who is under temporary protection. Please note, this is not a document of the European Commission. This one was approved by the entire Council, so also by the Polish government which signed it. Now, mind you, it took two days to process and approve this document in the European Union! It happened between 2 and 4 March 2022. It is completely unimaginable that something in the European Union was processed so quickly.

Let me share with you some of its points:

Every person who is under temporary protection is entitled to:

- a residence permit for the entire period of protection, which may take from one to three years, and information on protection,
- guaranteed access to asylum procedures,
- access to employment, subject to the rules applicable to specific professions and domestic labour market policies and general terms and conditions of employment,
- access to suitable accommodation,
- if needed, access to social welfare or means of subsistence,
- access to healthcare,
- access to the state education system for persons under 18,
- the possibility of family reunification in certain circumstances,
- access to banking services,
- the option of moving to any European Union member state before receiving a residence permit (in other words, you can relocate before getting a residence permit),

- free movement within EU countries other than the member state of current residence for 90 days during a period of 180 days after being issued a residence permit in the host EU country.

In my opinion, we should keep this document in mind because it was approved by the Polish government.

Another thing is finance. But I am not going to repeat certain things because today the EU is discussing education, health-care and so on: you are also talking about these here. Your conclusions drawn today can be very important to our discussion in the European Parliament. ...Nobody has the experience that we have today. So many immigrants over such a short time – it has never happened before. This is a unique experience, and everyone will look at how Poland is dealing with this as a state, territorial governments, NGOs. And we keep repeating in the European Parliament: “We are so heroic here, and you punish us,” which causes great confusion because one thing has nothing to do with the other...

I am the chief budget negotiator delegated by the European Parliament, I mean for the multiannual financial framework. On the other side of the table, there is always a representative of the specific presidency. So, what is the problem today? Let me speak the language of local government people. The “budget” language.

The budget of the European Union has specific sections (by the way, this budget is 1% of Gross National Income, in other words, 99% of the money stays in a member state). This budget also has, say, two drawers: one is for member state envelopes and the other for programmes proposed by Brussels. This budget is agreed by the member states and any modification, now listen to me carefully, requires a unanimous decision of all the EU countries.

As the negotiator, I would like to inform you today that the member states did not agree to amend the budget. The French said, “not yet,” the European Commission says “perhaps, but no earlier than in the second half of 2023.” What does it mean? So, let us have a look at the budget as it is now: what can we do with it without changing it? First, the cohesion policy. We do not need to change anything specific; we just check how much money is left in the cohesion policy. If it is not spent, it is gone. The money returns to the member states. It is therefore an absolutely historic moment that the member states have agreed to leave this unused money in the budget. This is an absolute novelty; it has never been the case before. According to the European Commission, all the money that has not been contracted or scheduled can still be used and transferred. So, everything can be moved wherever you want. And that is not all, there is no national contribution. In other words, this is 100% of European money, and it can be allocated to anything like clothes, food, and other things.

The question remains, and here I am addressing the Polish government, and we have discussed it many times in territorial governments, how much of this money has not been expended in Poland? As an MEP, I am trying to find out how much money from EU Cohesion Policy 2014–2020 still remains unspent. My fellow MEPs from the ruling party say: “There is no more money. All money has been spent.” But the European Commission says: “Not true.” As far as I know, the Polish government has recently informed that there is at least EUR 130 million left. I would like to know if this is all.

We need more transparency. This money must be urgently transferred for the needs of refugees, and not only refugees but also for public services, which are about to collapse in a moment if there is no European money. Transparency is the key, let alone mutual trust between territorial governments and the central government. Show us the money. For if it this money is not spent, it will go. It will simply be lost. Perhaps, there is EUR 100 million, 200 million, 300 million... I have unofficial information that there is some more.

If you hear that Poland does not benefit from the Recovery and Resilience Facility, it is not true. Poland does not benefit from the National Recovery Plan, which is frozen today, but it does use the facility through REACT-EU.

REACT-EU is an assistance tool to support the cohesion policy in exceptional cases. The European Commission has found that a large amount of REACT-EU money is not spent. In Poland (and the European Commission made it public), in the first year of operation of REACT-EU, only 29% of the total allocated amount of approx. EUR 1.2–1.3 billion was contracted. So, if 20% of the money was contracted, then over a billion is still there. Now, we have year two of REACT-EU, and my question for the government, but also for the state and for the territorial governments is: If there is still around EUR 1.2–1.3 billion left, then either this money should be spent where it was promised, or it should be simply transferred to public services that are related to refugees. When it comes to Poland, there is over a billion euro that has not been contracted. And this is yet another request to the government: Please, show us how much money is there. And discuss with territorial governments what it should be spent on. Recently, in Silesia, I have seen the province marshal inviting projects under REACT-EU once again. Don't we have a refugee crisis? In my opinion, this money needs to be moved elsewhere.

The member states have just started reprogramming their national recovery plans to make allowances for refugees because they need this money. We are speaking of tens of billions of euros. ... This is ready cash which is being spent on refugees now in many countries.

Now, let me address the territorial government side. Dear mayors, we are in the middle of programming of the partnership agreement. It is not complete. At the moment, the member states are reviewing their partnership agreements with a focus on public services related to refugees (not: for refugees), I mean such areas as healthcare, schools, kindergartens, etc. Poland's partnership agreement is not finished, either. There are many billions of euros there. In my opinion, this partnership agreement must be reviewed immediately in the face of the refugee crisis. We may need to re-programme it to some extent.

Why am I getting so emotional talking about this? This is where transparency is absolutely needed. So, what is the true story? Do we have money or not? Can we channel it effectively or not? Do we trust one another or not? Do we acknowledge that we are in a serious crisis and need to re-programme public services or not? I believe that it must be done. And I just want to promise that as soon as I find something out, I will get back to you and will share what I learn about the money related to Poland with the local self-government community. This is my task as an MEP from Cieszyn. But, in my view, it would be better if you heard it directly from the government.”

Kamil Wyszowski, Country Representative and Executive Director at United Nations Global Compact, explained the delegates the possibilities of the United Nations as far as aiding the refugees from Ukraine is possible. The UN, which has openly condemned Russia's aggression against Ukraine, has its own resources that can be earmarked for aid activities, but, as the speaker stressed, it is able, owing to cooperation with global foundations and the private sector, to raise funds to finance long-term aid as well.

Kamil Wyszowski:

“The UN Global Compact is a United Nations platform that works with the private sector, but also with governments and cities. It is especially useful in humanitarian crises when funds must be raised and deliver to the spot quickly. It can also mobilise and coordinate initiatives on the part of the private sector. It responded very quickly to the crisis and war in Ukraine, as we all saw.

...I want to give you an idea of what is going on within the UN system in general, and how unprecedented the scale of the diplomatic war is. I am using this phrase, say, parenthetically but with full responsibility.

Just to remind you: On 24 February, UN Secretary General Antonio Guterres referred to Russia's aggression against Ukraine as a violation of international law, and it was a very definite statement of the position of the United Nations. I keep emphasising that all the time, so that there is no doubt, because a moment later first fake news was disseminated, probably by the so-called Russian trolls, that the UN personnel were prohibited from using the word “war,” and some other untrue pieces of information. This is a downright lie.

It was immediately denied by the spokesman for the United Nations. Both the UN staff and all UN agencies, programmes and initiatives speak about this conflict openly: it is a violation of the United Nations Charter and of other regulations, including the Geneva conventions, etc.

What happened next, on 2 March, is no less important. The UN General Assembly adopted a resolution condemning Russia and demanding withdrawal of Russian troops. And again, an unprecedented situation: 141 countries voting for the withdrawal of troops and condemning Russia, including some interesting cases, such as Serbia and Moldova also voting for 35 countries abstained, including China and India, while only five were against. And here they are: Russia, Belarus, Syria, Eritrea, and North Korea. So this was Russia's company, in other words, complete international isolation. So why did 35 countries abstain? There are many African countries in this group, and some so-called forgotten conflicts in the background. It is also worth keeping in mind that for a large part of the world the war in Ukraine sparked by Russia is seen as a war of the white against the white, especially on the African continent.

On 29 April, Antonio Guterres met President Zelensky in person. It was symbolic because Kyiv was shelled on that day. This was the first time in history that the presence of the UN Secretary General in a specific place for peace talks had not been respected. Before that, he was in Moscow and two days earlier in Ankara to attempt to negotiate a truce under the UN regime.

There is another important thing to point out: the reform of the Security Council initiated by Poland and the U.S. Government. From 26 April on, every veto cast in the Security Council must be subject to debate at the General Assembly.

Now, let me move on to what Mr Kowal requested me to say. As for funds, they are collected under several “earmarks.” First of all, this is official development assistance, i.e. development aid collected within the European Union. Poland contributes to this development assistance, but it also has its own funds for development aid, at the disposal of the Polish Ministry of Foreign Affairs. So, this one is a very important “earmark.” All countries in the world, especially donor countries, and there are 47 of them, can dispose of this money. Finally, we have the money of the United Nations, of course it is not ours but entrusted to us, that is, we keep it in trust funds. There are also resources supplied by the private sector. This is where the United Nations Global Compact, my employer, comes in. We have not only encouraged donors to contribute, but we are also collecting funds for, and this is important, long-term assistance. So, this money will be kept on long-term trust funds and will be ready for use in one, two, or three years and even later, so this should also be kept in mind.

Finally, let me mention other donors, such as Sida or USAID, philanthropists, such as the Bill and Melinda Gates Foundation, the Rothschild Foundation or Rockefeller Foundation, and finally large organisations, including American ones: the HOPE Foundation or the World Central Kitchen. They are powerful entities with budgets reaching a billion dollars.

If we consider this money available in the UN system, we need to realise that every year, under the United Nations procurement system, we have a revolving fund of USD 20 billion. If we add thematic trusts to this, and there will be several available to Ukraine (they have already been established, and a few more will come soon), we expect an extra amount of approximately USD 60 billion of funds. Another question is the capacity to take advantage of this money, including the so-called pledges, i.e. promises of multi-million donations from the private sector. Let me mention two companies: Ikea... USD 40 million, Amazon USD 5 million only on the first day of the war, and I can go on with this list.

We are currently drafting a report for the secretary general to be ready in September. It brings together all donations and also promises of donations from the private sector for the long-term funds. We will have to use these funds wisely; this is of key importance.

Referring to what Paweł Kowal said, if the subtable working team, which I had the pleasure to work with, proposed the concept of a stabilisation, reconstruction, and development fund, let us also make sure that this fund will be supplied from many sources. It really makes a lot of sense when the allocation of this money will need to be coordinated at a later stage. Ideally, this fund should be managed by or coordinated at the level of the European Commission along with other donors and the UN. In other words, a donor conference should be established around the idea of this fund to push things forward in an orderly and integrated manner.”

Maria Pamuła, representing UNHCR Poland, reported specific aid activities currently carried out by UNHCR and aimed to support the refugees financially during the first months in Poland.

Maria Pamuła:

“I am here on behalf of UNHCR, the UN Refugee Agency, which has operated in Poland since the 1990s. Currently, it undertakes many activities for the people fleeing to Poland from Ukraine. We are supporting not only the incoming refugees but also territorial governments and the central administration.

At the central level, we put forward the so-called Refugee Response Plan. This plan provides for a cross-sectoral cooperation of both international organisations, UN agencies, and non-governmental organisations.

At the local level, we try to support territorial governments. We are in touch with many of them, for example to set up cash enrolment points for refugees. I know that we are opening such a point in Wrocław next week. Now, we are able to launch such points relatively fast. We started in Warsaw and Kraków, but these points are going to grow in number very soon.

We also try to cooperate with NGOs and the academia.

When it comes to financial resources intended for local self-government, we are currently giving priority to aiding through the so-called cash assistance for people who are coming, so that they can become more independent. These funds are awaiting people who entered Poland after 24 February. They can register with us unconditionally. They can rely on this help for three months to facilitate the process of integration with Polish society, to rent a flat, or be able to enter the labour market.

I would like to thank you for all your proposals and recommendations. I am really impressed with this Round Table initiative and with how many groups, specialists, and experts the organisers have managed to attract. Thank you for the proposed solutions (many of them are already included in our action plan or in the plan of support for the local self-governing communities and the central government), especially concerning the lessons of Polish, access to the labour market, setting up a business, or recognition of foreign degrees.”

Next, **Marek Nazarko**, Mayor of Michałowo, outlined the situation on the Polish–Belarusian border. Although the war in Ukraine has made the refugee crisis on this border recede from view to some extent, this crisis is still going on. The mayor of Michałowo invited the delegates to the Territorial Government Round Table to Michałowo. An event is planned to take place, bringing together representatives of the local self-government, NGOs, volunteers, and refugees to discuss the situation in the frontier zone.

Marek Nazarko:

“I came here from a beautiful commune right on the border with Belarus, the commune that decided to help people. And it seemed to be just that, but it turned out to be much more. And I am talking about the migration and refugee crisis on the Polish–Belarusian border.

The war in Ukraine has obviously marginalised this crisis to some extent. The first refugees from Ukraine arrived in my commune on 25 February, but I want to stress that my talk will be confined to the crisis on the Polish–Belarusian border, which has not ended yet. There are still people out there in our woods. There are still mothers with new-born babies in those woods; there are bare-foot children who just sit among the trees.

And the representative of the government, the Governor of Dołnośląskie, spoke about symbolism. So, let me ask the following question: What symbol do the activities on the Polish–Belarusian border represent? I can assure you that they will not represent humanity; they will not be a symbol of humanitarianism or of human rights.

Our commune, of course, helps, keeps records and issues appeals. What else can we do? And we do not beg for help, we manage somehow. NGOs and the residents are very involved. But we are asking for one thing: do not prosecute our people, my residents, for saving other people’s lives.

Why do those who are out there in the woods, those who need help, ask for green or brown sleeping bags or blankets? Why are my residents worried that the state services will knock on the door and make searches? Why are my residents prosecuted for helping, for saving people when their life or health is in danger? This is May now, but think about January, February, March...

A mother sleeping in a forest with a few-day-old child for a few days, or people stuck waist-deep in water, or in a swamp. When we manage to pull them out after seven hours, their clothes must be cut to take them off. This is happening in Poland. And then, in the middle of the night, and even the commander of the Border Guard does not deny that, those people are thrown over the fence back to the Belarusian side. In the middle of the forest, over a barbed wire.

And I can only make a request here, and these words have already been uttered here: no one is illegal. And since assistance and equal treatment of migrants or refugees means so much, then I ask: stop persecuting my people for helping them.

On 4 June, Michałowo is launching a large charity campaign; we are staging a large event. There will be discussion panels, a territorial government panel; civil society organisations and NGOs will speak. We will also hear testimonies from different people from the border, also those who suffered from push-backs several times.

You are all welcome to join us. Michałowo is no less hospitable than Wrocław.”



SAMORZĄDOWY OKRĄGŁY STÓŁ

SAMORZĄD – RZĄD – ORGANIZACJE POZARZĄDOWE – URSZĄDKA – BIZNES – NAUKA

9 maja | HALA STULECIA
2022 | WROCŁAW







Piotr Ćwik
Deputy Head of the Chancellery of the President
of the Republic of Poland



Konrad Fijołek
Mayor of Rzeszów

Edwin Bendyk
President of the Stefan Batory Foundation

Janina Ewa Orzełowska
Member of the Board of Mazowieckie





Magdalena Czarzyńska-Jachim
Deputy Mayor of Sopot

Roman Szełemej
Mayor of Wałbrzych



Tomasz Fijolek
Director of the Office of the Union of Polish Metropolises

Elżbieta Polak
Marshal of Lubuskie





Yuriy Tokar
Consul General of Ukraine in Wrocław



Maciej Witucki
President of the Lewiatan Confederation

Prof. Eng. Arkadiusz Mężyk
Rector of the Silesian University of Technology

Renata Kaznowska
Deputy Mayor of Warsaw





Hanna Zdanowska
Mayor of Łódź



Karolina Dreszer-Smalec
President of the National Federation of NGOs

Artur Koziol
Mayor of the Town and Commune of Wieliczka

Sylwester Szczepaniak
Coordinator for the Information Society and Smart City, Office of the Union of Polish Metropolises





Prof. Paweł Kowal
Polish Academy of Sciences

Yevgenia Kuleba
Member of Kyiv City Council



Dmytro Bilocerkev
Advisor to the Mayor of Kyiv

Rev. Prof. Janusz Balicki
Head of the Interinstitutional Department of Migration
Research, Cardinal Stefan Wyszyński University in Warsaw





Jan Olbrycht
Member of the European Parliament

Marek Nazarko
Mayor of Michałów



Kamil Wyszowski
Country Representative and Executive Director
at United Nations Global Compact

Jacek Karnowski
Mayor of Sopot





Jacek Sutryk
Mayor of Wrocław



Robert Drogoś
President of the TRATWA Centre for Catastrophes
and Natural Disasters

6.

SUMMARY OF THE TERRITORIAL GOVERNMENT ROUND TABLE TALKS



SAMORZĄDOWY OKRĄGŁY STÓŁ

SAMORZĄD – RZĄD – ORGANIZACJE POZARZĄDOWE – UKRAINA – BIZNES – NAUKA

9 maja | HALA STULECIA
2022 | WROCŁAW



Jacek Karnowski
Mayor of Sopot

“In all the subtable round-up speeches, there was one thing that was surfacing all the time: we need system solutions.

I used a very harsh tone at the beginning of this debate, maybe someone felt offended, but we have passed the first test as a nation. Now, there is another test ahead of us, but now it is no longer a question of pass or fail, but it is a question of whether we save someone’s life or things will go tragic (because it will not be a failure, it will be a tragedy). That is why we desperately need systemic solutions. But we did not want to meet here to clash, that is why we decided to sit together at this Round Table.

Once again, I would like to thank the host, Jacek Sutryk, thank the city of Wrocław, and thank everyone who was behind the organisation of this wonderful event.”

Jacek Sutryk
Mayor of Wrocław

“Given the relevance of all these matters that have been discussed here today, and looking at how many of us are sitting here at this Round Table, and how many are listening from the audience – thank you for that – I feel that it is not wrong that we have not managed to keep the time limits for the session.

Marek [speaking to the mayor of Michałowo], thank you for the testimony of Michałowo and your update on what is going on at the Polish-Belarusian border. Just because we no longer see these images on the mass-media and they no longer write and talks about it, and we are no longer discussing it, as you pointed out, it does not follow that nothing is going on there. This, it seems, is another reason and argument for working on systemic solutions and on a single and coherent migration policy, although, as Jan Olbrycht noted, it is still not settled at the European Union level.

Thank you for this discussion. When discussing or describing the condition of the relations between the state and territorial government, I reiterated the following: There is no strong state without strong territorial government; there is no strong territorial government without a strong state. In other words, we should be willing and able to work together to tackle challenges.

And what do we need today? We need good law and money. I mean both domestic and European money. Speaking like a sociologist, we are facing an extraordinary situation, a strong intervening variable that makes us re-invent Poland and our local communities: the large number of refugees. And while we should not reproach ourselves that we were not prepared at the early stage to host three million refugees, because this is, as Jan Olbrycht put it, a situation unseen in Europe since World War II, today, we should be able to draft systemic solutions that will prove effective in the further stages of assistance.

Again, two comments come to my mind. The first one is that we should have re-defined certain sectoral policies in a different way much earlier, in the spirit of agreement and cooperation. There are specific forums for cooperation, there are appropriate instruments, just to mention the Joint Committee of the Government and Territorial Government. But fine, let us leave it behind. Today, it is obviously necessary, as many of you confirmed earlier at the subtables, to take care of the resources and condition of both the NGO sector (extremely active during the COVID-19 pandemic and now in aiding the refugees) and the resources and condition of the Polish territorial government.

While, as I said, at the early stage of assistance, we can provide food, accommodation, and all other necessary help quickly, systemic action and solutions require much more difficult processes and, above all, cooperation. There is no other way but to do it together. More than that, it must be done based on idea that we have been cherishing since 1989, and Poland was built on it after 1989: the idea of a subsidiary state. As territorial government, we are ready for such joint building.

Thank you all once again for accepting our invitation to come to Wrocław. I want to thank you to university community, I would like to express my gratitude to the representatives of employers, trade unions, ecclesiastical organisations, and NGOs. Thank you all very much and, please, keep coming back to the open, European, and hospitable city of Wrocław.”

[...]



A full transcript (in Polish) of the sessions of the Territorial Government Round Table, including video materials and multimedia presentations, can be found in the event repository at:

<https://www.wroclaw.pl/dla-mieszkanca/samorzadowy-okragly-stol>

Annex – Subtable composition

SUBTABLE COMPOSITION

Karolina Dreszer-Smalec

Tomasz Wiśliński

Edwin Bendyk

Agnieszka Kosowicz

Agata Stafiej Bartosik

Małgorzata Sieńczyk

Dorota Zmarzłak

Arkadiusz Chęciński

Michał Guć

Dorota Feliks

Prof. Maciej Duszczyk

Prof. Maria Halamska

Olena Vorovchenko

Anna Szadkowska

Tomasz Pactwa

Elżbieta Kois-Żurek

Anna Bojanowska-Sosnowska

Paweł Marczewski

Joanna Kucharczyk-Jurgielewicz

SUBTABLE SOCIAL INTEGRATION AND CIVIC ACTIVITIES

President of the National Federation of NGOs (OFOP)

Wrocław Technology Park

President of the Stefan Batory Foundation

President of the Polish Migration Forum Foundation

President of the Ashoka: Innovators for the Public Foundation

Director of the Office of the Board of the St Brother Albert Aid Society

Head of Izabelin Commune

Mayor of Sosnowiec

Deputy Mayor of Gdynia

Director of the Wrocław Centre for Social Development

Centre for Migration Research, Warsaw University

Institute of Rural and Agricultural Development,
Polish Academy of Sciences

Member of the Board of the Ptach Foundation

Deputy Director for Equal Treatment and Public Consultation,
the Social Participation Office of Lublin Municipality

Director of the Welfare and Social Projects Office,
Warsaw Municipal Office

Director of the Department of Social Policy and Health,
Kraków Municipal Office

Future of Generations Foundation

Stefan Batory Foundation

Ashoka: Innovators for the Public Foundation

SUBTABLE COMPOSITION

**SUBTABLE: LABOUR MARKET, ECONOMY,
AND SOCIAL ECONOMY**

Janina Ewa Orzełowska	Member of the Board of Mazowieckie
Magdalena Okulowska	President of the Wrocław Agglomeration Development Agency
Damian Guzman	Deputy General Director, GREMI PERSONAL Sp. z o.o.
Maria Lewandowska-Mika	President of the Lower Silesian Federation of NGOs
Marta Siciarek	Representative of the Marshal of Pomorskie, employment online service for refugees
Jacek Jaśkowiak	Mayor of Poznań
Mirosław Lech	Head of Korycin Commune
Grzegorz Dzik	President of the Western Chamber of Commerce
Kazimierz Kimso	NSZZ Solidarność
Igor Lisin	Ukraine Foundation
Krzysztof Ingot	Founder of Personnel Service (employment agency)
Paulina Kapuścińska	Public Affairs Director, Pelion
Myroslava Keryk	President of the Board of the Our Choice Foundation
Sergiusz Kmiecik	Chairman of the Wrocław City Council
Vladyslav Zvorych	President of the Union of Poles of the City of Kyiv Foundation

SUBTABLE COMPOSITION

Tomasz Fijótek
Michał Ciesielski
Sebastian Lorenc
Jerzy Łuźniak
Hanna Gill-Piątek
Hubert Trammer
Kordian Kochanowicz
Andrzej Wojewódzki
Jarosław Chałtampowicz
Iwona Tokarska
Marcin Gołaszewski
Damian Raczkowski
Hanna Milewska-Wilk
Katarzyna Przybylska

HOUSING

Director of the Office of the Union of Polish Metropolises
Committee for the Spatial Development of the Country,
Polish Academy of Sciences
Deputy Mayor of Wrocław
Mayor of Jelenia Góra
Parliamentary Circle Poland 2050
New Bauhaus
Danish Refugee Council
Secretary of the City of Lublin
Councillor of the Wrocław City Council
Housing Management Sosnowiec
Councillor of the Łódź City Council
Councillor of the Łódź City Council
Institute for the Development of Cities and Regions
Habitat for Humanity Poland Foundation



SUBTABLE COMPOSITION**Magdalena Czarzyńska-Jachim****Alicja Pacewicz****Renata Kaznowska****Krzysztof Kasztura****Iwona Waszkiewicz****Grzegorz Kubalski****Milena Kowalska****Natalia Gebert****Ewa Halska****Jarosław Delewski****Prof. Arkadiusz Wójs****Prof. Tomasz Zatoński****Kinga Białek, PhD****Monika Miłowska****Oksana Matienko****Elżbieta Krawczyk****Sławomir Broniarz****Yuliia Markus****Anna Grygierek****Michał Nowosielski****EDUCATION AND SCIENCE**

Deputy Mayor of Sopot

Classy School Foundation, SOS for Education

Deputy Mayor of Warsaw

Deputy Mayor of Cieszyn

Deputy Mayor of Bydgoszcz

Deputy Director of the Office of the Union of Polish Districts

Vice-chair of the Wielkopolska – Direction Europe Association

President of the Management Board of the Open House Initiative Foundation

President of the National Association of Education Leaders

Director of the Department of Education,
Wrocław Municipal Office

Rector of the Wrocław University of Technology

Vice-rector of the Medical University in Wrocław,
Coordinator for Ukrainian Students at the College of Rectors
of Wrocław and Opole UniversitiesLecturer at the School of Education of the Polish-American
Freedom Foundation and Warsaw University

President of the CultureLab Foundation

Ukrainian language and culture teacher

Member of the Board of the Centre for Civic Education

President of the Polish Teachers' Union

Ukrainian Centre for Culture and Development

Mayor of Strumień, Co-chairwoman of the Education,
Culture and Sport task Force of the Joint Commission
of the Government and Territorial Government

Centre for Migration Research

SUBTABLE COMPOSITION

Artur Koziot
Katarzyna Urbańczyk-Maniowska
Piotr Frączak
Andrzej Porawski
Katarzyna Gołębiewska
Marcin Urban
Prof. Jerzy Korczak
Łukasz Gorczyński
Daniel Witko
Leszek Bonna
Agnieszka Zabłocka
Kamil Sobolewski
Bartłomiej Potocki
Andrzej Nowakowski

FINANCE, ALLOCATION OF TASKS, AND LEGISLATION

Mayor of the Town and Commune of Wieliczka
Public Finance Department, Wrocław Municipal Office
Polish Robert Schuman Foundation
Director of the Office of the Union of Polish Cities
Head of Dąbrowa Commune
Treasurer of the City of Wrocław
Faculty of Law, Administration and Economics,
Wrocław University
Social Dialogue Association, OFOP Team for Simple Law
for NGOs
Helsinki Foundation for Human Rights
Deputy Marshal of Pomerania
Deputy Director of the Regional Centre for Social Policy
Chief Economist, Employers of the Republic of Poland
Director of the Institute of Migrant Rights
Mayor of Płock

SUBTABLE COMPOSITION**Sylwester Szczepaniak**Coordinator for the Information Society and Smart City,
Office of the Union of Polish Metropolises**Tymoteusz Przybylski**

Director of the IT Services Centre, Wrocław

Przemysław Tuchliński

Deputy Mayor of Białystok

Jakub Michałowski

Hospitable Poland 2022+

Magdalena WojnoCoordinator of the Social Affairs Committee, Union of Polish
Metropolises**Emilian Bera**

Mayor of Jawor

Wojciech Adamski

Director of the Crisis Management Centre, Wrocław

Robert Król

Deputy Director, NASK

Elżbieta NowickaCybersecurity Department of the Chancellery of the Prime
Minister**Wojciech Sottys**Deputy Commander of the City Guard of Wrocław,
Prefect of the Provincial Council of Commanders of City
and Commune Guards**Marcin Wojdat**

Union of Polish Metropolises

Przemysław Witkowski

Institute of Social Security

SUBTABLE COMPOSITION

Elżbieta Polak

Roman Szetemej

Paweł Skrzywanek

Szymon Chojnowski

Paweł Wróblewski

Anna Maria Szymkowiak

Marcin Szewczak

Prof. Dawid Murawa

Julia Bogusławska

Adam Komar

Renata Szredzińska

Andrzej Mańkowski

Maria Libura

Leszek Sarnowski

HEALTHCARE AND SOCIAL WELFARE

Marshal of Lubuskie, Member of the Board of the Union of Provinces of the Republic of Poland

Mayor of Wałbrzych

Coordinator of projects in healthcare

Deputy Major of Świdnica

President of the Lower Silesian Medical Chamber

President of the Acceptance Foundation

Volunteer Fire-fighting Service, Search and Rescue Group Wałbrzych

Head of General and Oncological Surgery, Collegium Medicum in Zielona Góra

Coordinator of the Ukrainian Woman in Poland project

President of the I Can Help Foundation

Member of the Board of the Empower Children Foundation

Director of the Municipal Social Welfare Centre in Wrocław

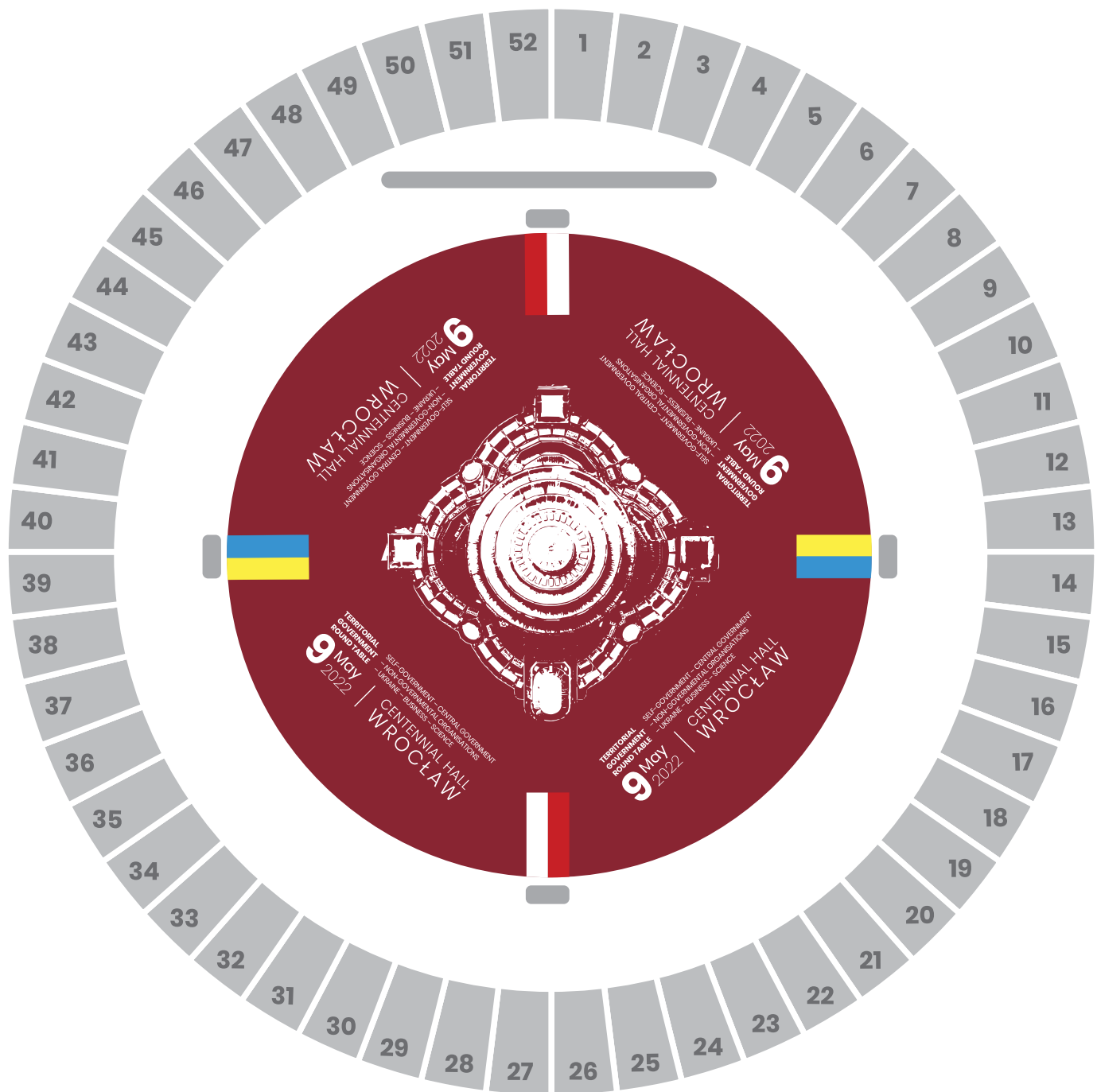
Jagiellonian Club

Head of Sztum District

SUBTABLE COMPOSITION

Prof. Paweł Kowal	Polish Academy of Sciences
Monika Chabior	Deputy Mayor of Gdańsk
Karol Przywara	Representative of the Mayor of Wrocław for International Cooperation
Robert Drogoś	President of the TRATWA Centre for Catastrophes and Natural Disasters
Maria Shmel'ova	CultureLab Foundation
Grzegorz Gruca	Polish Humanitarian Action
Laurynas Vaičiūnas	Jan Nowak Jeziorański College of Eastern Europe
Artem Zozulia	Ukraine Foundation
Kazimierz Pabisiak	St Hedwig Foundation
Olaf Osica	Warsaw Municipal Office
Jakub Mazur	Deputy Mayor of Wrocław
Kamil Wyszkowski	UN Global Compact Network Poland
Mirosław Skórka	Association of Ukrainians in Poland
Roman Ciepela	Mayor of Tarnów

SUPPORT FOR UKRAINE, NETWORKING, AND EUROPEAN COOPERATION



Annex – Composition of the Local Government Round Table

- | | | | |
|-----|--|-----|---|
| 1. | Jacek Sutryk
Mayor of Wrocław | 15. | Jerzy Łuźniak
Mayor of Jelenia Góra |
| 2. | Jacek Karnowski
Mayor of Sopot | 16. | Arkadiusz Chęciński
Mayor of Sosnowiec |
| 3. | Jan Olbrycht
Member of the European Parliament | 17. | Janina Ewa Orzetowska
Member of the Board of Mazowieckie |
| 4. | Janina Ochojska
President of the Polish Humanitarian Action | 18. | Anna Grygierek
Mayor of Strumień, Co-chairwoman of the Education, Culture and Sport task Force of the Joint Commission of the Government and Territorial Government |
| 5. | Edwin Bendyk
President of the Stefan Batory Foundation | 19. | Artur Koziol
Mayor of the Town and Commune of Wieliczka |
| 6. | Andrzej Porawski
Director of the Office of the Union of Polish Cities | 20. | Marek Nazarko
Mayor of Michałowo |
| 7. | Hanna Zdanowska
Mayor of Łódź | 21. | Robert Drogoś
President of the TRATWA Centre for Catastrophes and Natural Disasters |
| 8. | Dominik Gibowicz
World Central Kitchen | 22. | Karolina Dreszer-Smalec
President of the National Federation of NGOs (OFOP) |
| 9. | Tomasz Fijolek
Director of the Office of the Union of Polish Metropolises | 23. | Maciej Witucki
President of the Lewiatan Confederation |
| 10. | Sylwester Szczepaniak
Coordinator for the Information Society and Smart City, Office of the Union of Polish Metropolises | 24. | Prof. Eng. Arkadiusz Mężyk
Rector of the Silesian University of Technology |
| 11. | Arkadiusz Wiśniewski
Mayor of Opole | 25. | Jacek Jaśkowiak
Mayor of Poznań |
| 12. | Elżbieta Polak
Marshal of Lubuskie, Member of the Board of the Union of Provinces of the Republic of Poland | 26. | Rev. Dariusz Amrogowicz
Caritas of the Archdiocese of Wrocław |
| 13. | Jakub Banaszek
Mayor of Chełm | 27. | Marek Wójcik
Legal expert at Union of Polish Cities |
| 14. | Magdalena Czarzyńska-Jachim
Deputy Mayor of Sopot | | |

28. **Konrad Fijótek**
Mayor of Rzeszów
29. **Roman Szełemej**
Mayor of Wałbrzych
30. **Prof. Maciej Duszczyk**
Centre for Migration Research,
Warsaw University
31. **Prof. Jerzy Korczak**
Faculty of Law, Administration and
Economics, Wrocław University
32. - - - -
33. **Maria Pamuła**
Representative of UNHCR Poland
34. **Daniel Witko**
Helsinki Foundation for Human Rights
35. **Prof. Tomasz Zatoński**
Vice-rector of the Medical University
in Wrocław, Coordinator for Ukrainian
Students at the College of Rectors
of Wrocław and Opole Universities
36. **Rev. Prof. Janusz Balicki**
Head of the Interinstitutional
Department of Migration Research
37. **Myroslava Keryk**
President of the Board of the Our Choice
Foundation
38. **Dorota Zmarzlak**
Head of Izabelin Commune
39. **Jacek Wasik**
Head of Regional Representation
European Commission – Wrocław
40. **Kamil Wyszowski**
Country Representative and Executive
Director at United Nations
Global Compact
41. **Grzegorz Ziomek**
Director of the Department of Public
Administration at the Ministry
of the Interior and Administration
42. **Jarosław Obremski**
The Governor of Dolnośląskie
43. **Miroslaw Skórka**
Association of Ukrainians in Poland
44. **Aldona Machnowska-Góra**
Deputy Mayor of Warsaw
45. **Renata Kaznowska**
Deputy Mayor of Warsaw
46. **Prof. Paweł Kowal**
Polish Academy of Sciences
47. **Artem Zozulia**
Ukraine Foundation
48. **Grzegorz Dzik**
President of the Western Chamber
of Commerce
49. **Yevgenia Kuleba**
Member of the Kiev City Council
50. Translator
51. **Dmytro Bilocerkovec**
Advisor to the Mayor of Kyiv
52. **Yuriy Tokar**
Consul General of Ukraine in Wrocław

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