

Wrocław's intercultural policy (2027–2031)

Draft policy document

Wrocław Centre for Social Development

2026

The draft document prepared for the public consultation “What is Wrocław’s intercultural policy supposed to look like?“.

Document Information

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Table of contents

PART 1 SOCIO-DEMOGRAPHIC CONTEXT	3
1. From multiculturalism to interculturalism (1989–2024)	3
2. An overview of the demographic and social situation in Wrocław	6
PART 2 SUBSTANTIVE AND ORGANISATIONAL ASSUMPTIONS	11
1. POLICY BACKGROUND	11
2. BASIS OF DOCUMENT PROGRAMMING	12
3. STRUCTURE OF THE DOCUMENT	14
4. AREAS, OBJECTIVES, MEASURES – Current subject of PHASE I OF CONSULTATIONS	14
Legal grounds	26
Sources	27
Glossary of terms	28

PART 1 SOCIO-DEMOGRAPHIC CONTEXT

1. From multiculturalism to interculturalism (1989–2024)

1989–2013

Wrocław, located at an equal distance from three Central European capitals: Warsaw, Prague and Berlin, is a city with long-standing multicultural traditions. Such a position has placed it at a point of influence of various cultures: Polish, German and Czech, but also Jewish, which have shaped its identity for centuries. In the wake of World War II, as a result of an almost complete population exchange, Wrocław became a unilingual, Polish city, though it was still diverse because many newcomers and repatriates had arrived from eastern and central Poland.

Following the political transformation in 1989, local governments, including that of Wrocław, faced the challenge of managing the city's brand, as well as developing a symbolic idea intended to unite the local community. In the case of Wrocław, this idea became a reference to the city's multicultural past, i.e. the vision of the harmonious co-existence of many different and distinct cultures living right beside each other. The social and scholarly discourse addressed the issues of the benefits derived from creating a self-stereotype of a multicultural city (identified with positive values such as respect, openness, cultural richness), which was intended to serve the purposes of the city's promotion, and at the same time numerous measures were implemented to remind of, cultivate and develop the multicultural tradition.

The 1990s and the turn of the century were the period of emerging initiatives which supported the diverse cultural heritage of national, ethnic and religious communities inhabiting Wrocław. In 1995, the District of **Mutual Respect** was established in the area where Orthodox, Protestant, Catholic and Jewish synagogue churches are located. In 2004, the **Islamic Cultural and Educational Centre** initiated its operations in Karłowice. In 2009, on the initiative of Wrocław's local government, an agreement called **Kaleidoscope of Cultures** was established between representatives of national and ethnic minorities living here for decades. It is worth emphasising the profound contribution and role of organisations representing national and ethnic minorities in building community in Wrocław, both at present and in the coming years.

Since 2003, activities have been carried out **in the environment of Wrocław's Romani people**. The key role was played by non-governmental organisations as well as Romani teachers and assistants supporting the education of Romani students and the adaptation and integration of Romani people into Wrocław's community. In recent years, the Romanian Romani people support programme was successfully implemented, thanks to which the last family left the encampment in 2018. The tasks are continued based on the programme of training apartments, support of assistants or neighbourhood and city-wide integration of Romani people.

2014-2022

The years 2010-2019 witnessed a several-fold increase in the number of migrants in Poland and Wrocław. This was caused – at the national level – by the introduction of favourable legal solutions allowing third-country nationals to perform legal work in Poland and Ukrainian citizens to cross the borders of the Schengen area without a visa requirement. At the local level, this increase was

conditioned by the absorbent labour market of the Wrocław agglomeration which was attractive for migrants. In addition, events across the eastern border – Russia's illegal annexation of parts of the Donbas and Crimea in 2014 triggered increased migration from Ukraine. The political situation in Belarus also contributed to the arrival of migrants in Poland.

As a result of demographic changes, Wrocław began to become an intercultural city, i.e. one in which people of diverse origins settle, use public services, participate in the social life of the city and establish relationships with the residents at work, school or outside them. The situation where the recipients of urban services are people speaking a foreign language, coming from countries with a different culture or legal system, has also become a new challenge for the city authorities.

Responding to these needs, the first municipal information point for migrants (initially **Infolink**, bearing the name **WroMigrant** since 2020) was opened in 2013, where new residents could receive information support in official and everyday matters. In 2018, the **Wrocław Intercultural Dialogue Strategy for the years 2018–2022** was adopted by an ordinance of the Mayor of Wrocław, which was coordinated by a municipal unit – Wrocław Centre for Social Development (WCRS). The document, developed in a participatory model with the participation of social organisations, institutions, migrants and representatives of minorities, defines strategic areas: **education, integration, security and cooperation**. The strategy was implemented in cross-sectoral cooperation - departments of the city hall, municipal units, services and non-governmental organisations. It included many activities addressed to both migrants and the host community.

This was a period of exceptional cooperation and commitment among Wrocław's social organisations, which supported activities such as the adaptation and integration of migrants, including through the establishment of information and advisory points, activities in school settings, training to enhance intercultural competences for both residents and public services, and holding integration events and initiatives. A very important element of this cooperation was conflict prevention in both schools and local communities.

Children and young people, who moved to Wrocław with Polish parents returning from emigration or those who chose Poland as a new place to live, appeared in schools. On account of the language barrier or difficulties in adapting to the new school environment, both students and their supervisors needed support. In 2018, the **Preparatory Classes** programme was launched in Wrocław, under which foreign-language children learned Polish in everyday communication, terminology (e.g. in mathematics, science or history), became familiar with Polish culture and the city, and subsequently transitioned to regular classes after a year-long preparatory education.

In conjunction with social organisations, measures were undertaken to strengthen the role of **intercultural assistance** for foreign children and to prepare information packages for guardians and parents of children starting school in Poland.

In 2019, the **Plenipotentiary of the Mayor of Wrocław for Inhabitants of Ukrainian Origin was appointed**, and a year later, in an act of solidarity with the Belarusian people fighting for democracy, the **Plenipotentiary of the Mayor of Wrocław for Inhabitants of Belarusian Origin**. The plenipotentiaries were entrusted with tasks in the field of supporting minorities and citizens of Ukraine and Belarus who settled in Wrocław, in the process of their adaptation and social integration.

Domestic and foreign cooperation was developed (as part of, among others, cooperation between partner cities), which provides an opportunity to exchange practices and implement specific solutions in the field of migration and intercultural integration at the local level. Representatives of Wrocław participated in the work of **the team for Migration and Integration of the Union of Polish Metropolises**, in 2020 the city became a member of **the European Coalition of Cities Against Racism (ECCAR)**. At the same time, **an Adviser to the Mayor on Tolerance and Counteracting Xenophobia** was appointed, who represents the city in domestic and foreign forums, supports anti-discrimination local activities and takes a decisive stand in the event of xenophobic incidents. In 2021, at the invitation of the Council of Europe, Wrocław joined the **Intercultural Cities Programme (ICC)** – as the third Polish city, after Lublin and Kraków. This programme supports local authorities in creating and implementing intercultural and integrational policies. It is also a platform for the exchange of experiences of cities and member countries. In the same year, Wrocław became the first **Restorative City** in Poland (as a part of **Restorative Cities network**), which honoured numerous measures undertaken as part of the Wrocław Centre for Restorative Justice. One of the most important activities in this area is the cascading model of implementing social work carried out by persons sent to the Wrocław Integration Centre in connection with a penalty of restricted liberty sentenced for them. Pursuant to the mission of the Centre, acts of vandalism and hate speech are removed from the urban space. In the same year, the **Wrocław Council for Equal Treatment** was appointed, acting as an advisory and consultative body for indicating directions for measures conducive to developing the principle of equal treatment and counteracting all manifestations of discrimination in the local community.

2022-2024

Russia's full-scale aggression against Ukraine, which began on 24 February 2022, marked the beginning of a new chapter in Wrocław's history. Wrocław was one of the three Polish cities that hosted the largest number of refugees from Ukraine. Unfortunately, it is very difficult to determine the exact number of people who arrived in Wrocław in the first few months, either finding shelter or migrating further. According to the state as of May 2022 (source: Union of Polish Metropolises, 2022), the total number of Ukrainians in Wrocław was estimated at approximately 250,200 (including 57,500 children). It was a special time for Wrocław – thanks to the solidarity of its residents, the experience of non-governmental organisations, and long-term cross-sectoral cooperation, a strong refugee support network was built. Those measures were also supported financially and organisationally by international organisations. The participation of the migrant community, especially Ukrainians who arrived in Wrocław before 2022 and actively engaged in aid activities for their compatriots, was also of great significance.

In May 2022, a Local Government Round Table was held in Wrocław in order to formulate recommendations for necessary legal, systemic and cross-sectoral measures in connection with the arrival of over 3 million refugees from Ukraine in Poland. Over 120 experts, representatives of local governments, social organisations, academia and business spent two days working on a "white paper" of good practices and solutions for key areas, including integration, labour market, education, housing, security and support for Ukraine. The document was submitted to the representatives of the national authorities.

In 2023, the **Plenipotentiary of the Mayor of Wrocław for Equal Treatment** was appointed, whose task is to implement and coordinate measures promoting social diversity policy, including the policy

of equality and protection against discrimination. In 2024, an internal **Group for Equality Policy** was established, and a Social Diversity Department was created within the structures of the Wrocław City Hall to support activities for social inclusion involving various social groups.

2. An overview of the demographic and social situation in Wrocław

First of all, it should be noted that both central and local government institutions encounter difficulties in designing comprehensive intercultural policies due to a lack of integrated datasets. This applies in particular to the number of persons (foreigners) staying in the country and within individual cities. The datasets used by various institutions, e.g. the number of residence permits issued, the number of persons covered by social insurance, the number of work permits, and registration data, are marred by selectivity, fragmentation, and inconsistency. An additional challenge lies in obtaining data that is only available in central registers, and it is simply not possible to indicate the territorial scope at the local level for individual cities.

Local data

Editor's note: The data presented below was prepared based on sources available in the years 2022–24. The data will be updated as far as possible following the policy publication calendar.

According to the data of the Wrocław City Town (source: Faculty of Earth Sciences and Environmental Management of the University of Wrocław, 2023), as at 31 December 2022, Wrocław **had a population of 893,506**, making it the third largest urban centre in Poland (in reference to the paragraph above, data of Statistics Poland (GUS) indicate a population of 674,132 in 2023). The city's large population has risen significantly owing to migration: internal migration, with people arriving from other parts of Poland, but above all external migration, with people coming from other countries for economic, humanitarian, educational and other reasons.

Given the difficulties described above, it is impossible to accurately determine the number of migrants living in Wrocław or to ascertain the nationality and ethnicity of the city's residents. Based on the fragmentary institutional data, we can find out, among other things, from which countries the people registered for residence in Wrocław come from, how many foreign pupils and university students attend Wrocław's schools, or how many people have declared a national or ethnic identity other than Polish. These datasets provide a certain insight into the national and cultural diversity of Wrocław, and supplemented by additional information from other sources, allow for the identification and assessment of general trends and the scale of migration phenomena and related challenges at the local level.

Below we present a concise breakdown of the population inhabiting Lower Silesia and Wrocław, including (where possible) specific data on the social groups we have distinguished and an overview of the challenges and/or needs that have been identified for the purposes of conducting intercultural dialogue measures in the Municipality of Wrocław.

Lower Silesia

According to the data of the Office for Foreigners (UDSC, migracje.gov.pl portal), which takes into account the number of valid residence permits (including temporary residence, permanent residence, permanent residence of a European Union citizen and others), in 2024, 94,856 foreigners

were residing in the Lower Silesian Voivodeship (as of 30 October 2024). The majority of documents were those submitted for temporary residence (76,716; which constitute 81% of all documents), with considerably fewer for permanent residence (9,971; 10%) or registered stays of an EU citizen (6,901; 7%). This means that in 2024, Lower Silesia was the fourth voivodeship in Poland (after Masovian, Greater Poland and Lesser Poland Voivodeships) with the largest number of people holding a valid residence status. This is a significant (almost fourfold) increase compared to 2017, and at the same time, a decrease compared to 2023, when Lower Silesia ranked second. At the same time, between January and October 2024 (22.01. - 30.10.2024), there was a decrease in the number of foreigners currently residing in Poland on the basis of a temporary residence permit (10,098 applications) and an increase in the number of persons residing in Poland on the basis of a permanent residence permit (+797 applications).

The largest group of foreigners with valid residence permits are people from Ukraine (58,369; 61.53%), Belarus (10,842; 11.43%), Georgia (2,407; 2.54%), and India (2,069; 2.18%). At the same time, from January to October 2024 (22.01. - 30.10.2024) the total number of applications submitted by persons from Ukraine decreased by 12,506 (from 70,875 to 58,369), while in the case of persons from Belarus, it increased by 2,109 (from 8,733 to 10,842).

Special attention should be paid to the registration data concerning Ukrainian citizens and their family members who were granted foreigner status on the basis of a Special Act on Assistance to Ukrainian Citizens in connection with the armed conflict on the territory of that state granting a legal stay on the basis of a PESEL with the "UKR" status. According to this register a total of 115,213 people from Ukraine stayed in Lower Silesia, of whom 60% were women (69,401) and 40% were men (45,812). Source: Open data, <https://dane.gov.pl/>, data as at 8.10.2024.

Wrocław

The present-day Wrocław is undoubtedly a culturally and socially diverse city. In recent years, due to the events in Belarus and Ukraine, our city has become home to numerous citizens from these countries, who constitute the two largest migrant groups in Wrocław.

According to the registration data of the Wrocław City Hall (data as at 29 February 2024), most migrants come from Ukraine – 13,402 people (which accounts for nearly 56% of migrants registered in Wrocław) and Belarus – 5,091 people (21%). The following represented groups contain citizens of Russia, India, Italy, Germany, and Turkey (approx. 2% each). As mentioned, the registration data does not provide a complete picture reflecting the actual number of foreigners living in Wrocław, since the registration requirement is sometimes not fulfilled by residents staying both temporarily and permanently. However, the data provides clues with regard to trends, such as the increasing proportion of the Belarusian community among all registered foreigners in Wrocław: from 5% in 2017 to 21% in 2024.

In recent years, the number of children and youth with migration experience receiving education in Wrocław's schools has steadily increased. **According to data from the Department of Education of the Wrocław City Hall**, the number of foreign students increased almost tenfold in the past seven years: from 1,263 in 2017 to 12,380 in the 2023/2024 school year. The largest groups are students from Ukraine (10,199 students, representing 82% of all migrant children) and Belarus (1,708 students, 14%), with the remaining 4% coming from other countries. There are 1,733 migrant children in nursery schools (1,408 from Ukraine, 209 from Belarus, and 116 from other countries),

8,247 in primary schools (6,735 from Ukraine, 1,157 from Belarus, and 355 from other countries), and 2,400 in secondary schools (2,056 from Ukraine, 342 from Belarus, and 2 from other countries). Source: Department of Education of the Wrocław City Hall (data as at September 2023).

The dynamics of the number of foreign-language students translates into the demand for preparatory classes in primary and secondary schools: in 2019, 11 preparatory classes were established, in the 2022/2023 school year, the number rose to 62 (the year following Russia's aggression in Ukraine); and in the 2023/2024 school year, it decreased to 29 (due to reduced interest in this form of education). In September 2024, compulsory schooling was introduced for all children and youth from Ukraine, resulting in the inclusion of new groups of students who had previously been outside the Polish school system.

The steadily growing number of **foreign students** at Wrocław's universities may serve as evidence of the city's increasing appeal amongst foreign students. In total, in 2023, 9,090 foreign students were studying in Wrocław, with the largest groups coming from Ukraine (4,778), Belarus (986), Turkey (355), and Germany (329). This makes Wrocław the **second most popular academic centre** for foreign students in Poland, following Warsaw. Compared to the 2015/2016 academic year, this represents nearly a twofold increase (from 4,661 attending schools at that time). Source: Agencja Rozwoju Aglomeracji Wrocławskiej S.A. (Wrocław Agglomeration Development Agency), data as at December 2023.

The growing activity of migrants in the labour market is, in turn, evidenced, among other things, by data from **the County Labour Office in Wrocław**. In 2023, employers registered 21,274 statements of entrusting work to foreigners. This number, however, is significantly lower than in previous years (75,212 in 2020, 79,079 in 2021, and 40,810 in 2022). This increase resulted from the introduction of facilitating measures under the special Act on Assistance to Citizens of Ukraine in Connection with the Armed Conflict, which allowed employers to legalise the work of Ukrainian citizens by submitting a work entrustment notification. In 2023, employers submitted 60,760 such notifications, which, combined with statements of entrusting work to foreigners, bring the total to **82,034**, almost 3,000 more than the record-breaking year of 2021.

In addition, 579 certificates were issued confirming the entry of applications in the seasonal work register, as well as 1,860 notifications from starosta (county governor) regarding 26,826 job vacancies, outlining the possibility of meeting the employer's staffing needs based on the registers of the unemployed and jobseekers (or the negative result of recruitment organised for an employer intending to employ a foreigner).

Finally, it is worth noting that Wrocław and Lower Silesia are also culturally and socially diverse, thanks in part to **representatives of national and ethnic minorities**. According to the latest data from the 2021 National Census, over half a million people **across the country** declared a **national or ethnic identification** other than Polish, while more than 900,000 people declared that they **belonged** to another nation or ethnic community. In Lower Silesia, approximately 48,000 residents declared a non-Polish ethnic identity, the majority of whom were people declaring Ukrainian ethnicity (nearly 10,000 respondents), followed by German (about 9,000), Lemko (5,500), and Silesian ethnicity (4,000).

The needs of the migrant community, based on research within the Ukrainian and Belarusian communities

New residents contribute to changing the social, economic, and cultural landscape of Wrocław, with the Ukrainian and Belarusian communities playing a particularly important role in these changes due to their numbers. Understanding the needs and expectations of the migrant community towards city authorities is crucial for shaping the new intercultural policy (and for the entities tasked with its implementation).

An analysis of the needs expressed by migrants from Ukraine and Belarus indicates that they seek equal treatment and respect as members of the community. They seek acceptance within the community and desire to be treated with openness and understanding for their cultural diversity. They are also ready to make significant contributions to the city and local community. They want to care for their immediate surroundings and become involved in local initiatives and events. They also have opinions on improving the quality of life in the city, specifically advocating for corrective actions in degraded areas, an increased supply of rental apartments, and greater access to green spaces. This is an important indication that city offerings, such as those related to social participation, should also be accessible to new residents of Wrocław.

Both Ukrainians and Belarusians notice various positive aspects of living in Wrocław. In their view, Wrocław is a city that is safe for migrants, offering good public transport, bicycle paths, green spaces, and featuring friendly and open residents, as well as a large diaspora from their countries of origin. In general, one can work, live safely, and take advantage of the diverse opportunities provided by the city.

However, there are some challenges. Language can be a barrier. Although almost one in three respondents (about 31.9%) knows Polish and can use it fluently, nearly half of them understand the language but are not able to speak it fluently. Importantly, the majority want to learn, or is already learning, the Polish language. This indicates the need to support the development of offers for teaching Polish as a foreign language at various levels.

There are many similarities between the needs of migrants from Ukraine and Belarus; however, differences also exist. Among **migrants from Belarus**, there are more individuals whose decision to migrate was primarily motivated by economic reasons. This, together with the length of residence in Wrocław, fosters the development of relationships with the city, the formulation of specific expectations, and the undertaking of specific measures benefiting the community. In their perception of the city and in defining their own role in it, they are more progressive than conservative. They pay more attention to social participation: they want the aforementioned increase in the participation of residents in making decisions about what takes place in the city (councils/advisory bodies, consultations), building a good quality of life (renewal of degraded areas within the city, prevention of adverse climatic changes, development of public transport, digital transformation, development of green spaces in the city) and equal treatment: they would like to be treated as residents, not as migrants or refugees.

Among **the migrants from Ukraine**, there were many more people forced to leave their country. For them, Wrocław is primarily a shelter from war and an open city, creating a chance for work and education. For the municipal authorities, this is a sign that adaptation needs are important for them, as well as those related to ensuring a sense of physical, social and economic security. Great

importance is attached to taking up employment, personal and professional development, as well as to strengthening language skills through participation in courses (especially at the beginner level). People from Ukraine who came to Wrocław because of the war were also more often interested in participating in cultural events addressed only to the Ukrainian community, which testifies to the need of ensuring appropriate conditions for their organisation.

The needs of people from Ukraine who came to Wrocław voluntarily are different. They also seek an offer of Polish language courses, but more flexibly organized in terms of time (after working hours). They point to the need for a policy furthering the integration of refugees and migrants and the organisation of events integrating Poles and Ukrainians. As for people from Belarus, **social participation** is of importance, and they would like to see more effective enforcement of pro-ecological attitudes by the municipal authorities. This group, too, wants to be treated as residents (not as migrants or refugees). The research was carried out in 2023.

PART 2 SUBSTANTIVE AND ORGANISATIONAL ASSUMPTIONS

Wrocław's intercultural policy will determine the directions of the city's intercultural goals **in the years 2027–2031**. The operational document will be an **action plan (for a given year)**, constituting a set of specific short-term measures that will be taken in order to gradually achieve strategic objectives in individual areas. The action plan will determine institutional and cross-sectoral involvement in the implementation of individual measures, indicate the leading entity responsible for the implementation of the task and the implementers of measures among municipal departments and institutions as well as key partners, determine target groups, implementation period, financial resources, as well as define the results and methods of evaluating key measures.

The action plan for a given year and the results achieved will be presented as part of the **work of the cross-sectoral group**, in which representatives of the scientific community (including representatives of the created research and analytical team for migration at the University of Wrocław), representatives of non-governmental organisations (including the Wrocław Branch Group for Migration and Culturally Diverse Society), representatives of the migrant community and national and ethnic minorities. The cross-sectoral team will have an advisory role in the monitoring and planning of priority measures. The detailed form and scope of cooperation will be determined as part of the group's work.

As part of the implementation of individual areas, area **working groups** may be organised, and other **advisory bodies** (e.g. sectoral industry groups, councils and teams) may be included. The key element is the participation of representatives of the target groups at the stage of planning, implementation and evaluation of the policy.

In addition, the action plan and its periodic results will be presented at open meetings as part of the "Wspólnie o międzykulturowości" ("Together on interculturalism") series of networking meetings and published on the website: www.wielokultury.wroclaw.pl in the form of an action plan for the next year and annual reports.

The coordination of tasks in the course of implementing and monitoring the policy, including annual action plans, is entrusted to Wrocław Centre **for Social Development**. Departments, offices, and organisational units of the Wrocław City Hall will be involved in carrying out individual activities and the **Social Affairs Department will supervise proper implementation**.

1. POLICY BACKGROUND

Changes in the demographic and social structure that took place in Wrocław after 1989, as well as geopolitical changes in recent years, especially the full-scale aggression of Russia in Ukraine and the political situation in Belarus resulting in a significant increase in the number of people from Ukraine and Belarus in the population of Wrocław, have brought a fundamental change in thinking about migration and migrants as new residents of Wrocław and the **role of the host community**.

The current **idea of a multicultural city**, assuming a harmonious existence of many different and separate cultures, currently requires further development, while paying special attention to **what is happening "between" members of different cultures** - to cultural relations and interactions that

foster the coexistence and communication of the community, which consists of new residents and a culturally diverse host community.

Today, we want to develop our agenda in accordance with the concept of an **intercultural city, in which the inhabitants of Wrocław create bonds and a community based on mutual respect, regardless of their provenance, cultural or religious distinctiveness**. We have built this vision (and wish to continue doing so) based on dialogue, the importance of which was emphasised by us in the first strategic document, i.e. **the Wrocław Strategy for Intercultural Dialogue 2018–2022**.

The key element of the upcoming measures will be a **multilateral and multi-stage integration process, which takes into account** the readiness, capabilities and limitations of both the host environment and the city's new residents.

The overriding goal is to **build social cohesion in the culturally diverse community of Wrocław**, in which the residents live and work together in a harmonious and supportive way, striving to achieve common goals and benefits. Social cohesion is a key element of the stability and development of society, because it promotes a sense of community, prevents conflicts and supports long-term social wellbeing.

In the pursuit of social cohesion, it is important to take into account specific areas and goals related to the quality of life. At the foundation of these measures lies, among other things, **knowledge**, which is the starting point for **designing adaptation and integration processes, accounting for intercultural communication, involvement of the authorities and residents of Wrocław, equal opportunities in access to public services or social participation**, which entails the active participation of citizens in social activity and public life – both that of the host community and people with migration experience.

We believe that intercultural interaction and dialogue will **bring Wrocław's residents closer to building a community supporting and responsible for each other, respecting, understanding and accepting diversity**.

Striving for social cohesion of the Wrocław community, building social trust and counteracting negative social phenomena is the main direction and reason for the creation of this document. We are convinced that the community understood in this way will be able to **strengthen the sense of security among all residents of Wrocław**.

2. BASIS OF DOCUMENT PROGRAMMING

Our process of designing a new policy is founded on:

- **our local experience to date**, which was implemented in partnership as part of the Wrocław Intercultural Dialogue Strategy 2018–2022 (hereinafter: WSDM 2018–2022);
- **participatory evaluation of WSDM 2018–2022** with the participation of representatives of non-governmental organisations, migrant communities, Wrocław City Hall, public services, various institutions and the academic and scientific research community. The outcome of that process was the mapping of both solutions that were implemented successfully and those that failed the test or simply became outdated, and which should be replaced by new targeted programmes.

- **conclusions from cross-sectoral local and national cooperation** drawn from networking meetings, research, consultations and implemented projects aimed at diagnosing and responding to the current needs of the community,
- **lessons in humility, solidarity and cooperation in crises** (e.g. the Covid-19 pandemic and the full-scale Russian aggression against Ukraine).

Yet another pillar of the new document is the experience and good practices of other cities domestically and abroad, in particular those relating to the **Council of Europe's Intercultural Cities Programme** (hereinafter: ICC Programme), which Wrocław joined in 2021 and which served as **an inspiration for the new programme guidelines**. The ICC Programme, which brings together over 160 cities worldwide, **supports local authorities in creating and implementing integration policy and** offers the opportunity to draw on the knowledge and experience of cities in the network.

Intercultural integration, according to the ICC, is understood as a **model of policy aimed at the whole of society that presupposes a multilateral effort by all members of a given community** in the process of building social cohesion. Interculturalism stems from the understanding that **communities develop through contact with others, not in isolation or by living alongside one another**. It aims to strengthen intercultural interactions, which are an instrument for building trust and reinforcing the social fabric. Genuine social inclusion of new residents is based on the conviction of inalienable dignity, equal access to resources and opportunities for all residents regardless of origin, gender or religion.

Wrocław's intercultural policy constitutes a direct instrument for implementing objective 3.2.4 of the Wrocław 2050 Development Strategy (*3.2.4. Health, mutual aid, trust, 4. Supporting diversity and inclusiveness*), including support through the envisaged social, educational and occupational inclusion of the migrant community in city life. The policy directions remain fully consistent with the vision of Wrocław as an inclusive city, in which systemic support for diversity, combating discrimination and strengthening intercultural competences are the foundation of mutual support and the integration of local communities.

The social change experienced by the people of Wrocław in recent years (in the context of a several-fold increase in the number of residents with migration experience) has made us unwilling to think in terms of “us - them” (“their” needs, “their” culture, “their” language), but rather in terms of **neighbours, co-users and co-creators of the city** with whom we share places of residence, work and recreation. This change is reflected in an increasing linguistic sensitivity. The language used in public debate is becoming more inclusive, avoiding terms such as “foreign” or “alien”, emphasising similarities and describing people with migration experience **as new residents**. It is such inclusive language that we wish to emphasise in the new document.

We believe that a community perspective should also have a direct impact on the design of municipal services and policies. Hence, we emphasise the need to implement the **concept of an intercultural city**, which involves **an inclusive approach (mainstreaming of services)**, i.e. striving to ensure that city residents have equal access to public services and equal opportunities to participate in economic, social, cultural and political life. This concept is linked to an intersectional approach, which treats each person equally, holistically and multi-dimensionally - with considerations for age, gender, social class, disability, cultural background, sexual orientation and other forms of identity.

3. STRUCTURE OF THE DOCUMENT

The new document aims to integrate measures carried out by municipal departments and units according to their competences and the tasks entrusted to them, indicating new directions of action and areas of multidimensional cross-sectoral cooperation (including cooperation with non-governmental organisations). In the course of drafting the document, **11 main thematic areas**, strategic objectives and planned measures were identified, which are intended to lead to the achievement of the specified goals.

The measures will be directed at different social groups, taking into account their specific needs in the process of integration. Tasks will be carried out through cooperation between departments, offices and municipal units, non-governmental organisations, local partners, universities, public services and other entities. Concrete initiatives, projects and outputs will be developed as part of the measures and will be included in the annual action plans mentioned above. The progress and outcomes of these measures will be monitored and evaluated.

In the course of further operationalisation of the policy, the following will be specified in each area: action leaders, i.e. institutions acting on behalf of the Wrocław City Hall, implementers and key partners, i.e. entities engaged in implementing designated measures. The final decision regarding the involvement of the leaders and task implementers will be indicated in the adopted programme document.

4. AREAS, OBJECTIVES, MEASURES – Current subject of PHASE I OF CONSULTATIONS

- I. Knowledge and evaluation
- II. Intercultural communication, engagement and cooperation
- III. Adaptation and social participation of newcomers
- IV. Accessibility of public services
- V. Education for children and youth
- VI. Labour market and business
- VII. Local communities
- VIII. Culture
- IX. Prevention and resolution of conflicts
- X. Counteracting discrimination and hate speech, along with support for victims
- XI. Building crisis resilience

I. KNOWLEDGE AND EVALUATION

Knowledge is a fundamental area that constitutes the starting point for any measures and activities aimed at adaptation and integration. Unfortunately, it is also an area that poses a challenge at the national policy level, as integrated systems for collecting and monitoring migration data at the level of systemic solutions are lacking. Under this programme, we will undertake actions aimed at increasing access to data based on existing datasets generated by various institutions and municipal institutional resources.

Monitoring and evaluation are also very important elements. It is particularly important to verify the extent to which the designated objectives and measures are being implemented, both within this

document and in annual operational plans. Monitoring and evaluation activities can indicate whether there is a need to reformulate or expand measures in the face of dynamically changing conditions and needs (including crisis-, migration- and climate-related ones). Knowledge should also be shared, made accessible and popularised, explaining to residents what migration is, what challenges it entails and why it is important for the development of the city.

Objective: monitoring migration processes in Wrocław, diagnosing the needs and challenges conditioning adaptation and integration processes, and supporting the monitoring and evaluation of this policy.

Planned measures:

- 1) **cooperation with the Wrocław academic community** with a view to establishing and running a research and analytical team focused on migration (including the creation of tools, acquisition, analysis and sharing of migration data, and the monitoring and evaluation of the measures carried out under this policy).
- 2) **cooperation with Wrocław-based, national and international centres, organisations and entities for the exchange of knowledge and experience and for project cooperation** (including the analysis of migration trends and the geopolitical situation, the implementation of national and European policies, and the programmes and projects being carried out);
- 3) **cooperation with non-governmental organisations, representatives of migrant and minority groups and entities active in local communities** to diagnose and monitor the needs of persons with migratory experience as well as of the host community;
- 4) **cooperation with the academic community, non-governmental organisations** and other partners for the implementation of innovative projects in the field of intercultural integration;
- 5) **monitoring and evaluation of the measures carried out under this policy** (based on devised and developed tools as well as methods of data collection, monitoring and evaluation, including annual action plans);
- 6) **dissemination and popularisation of knowledge in the field of migration and intercultural integration** (through, among others, periodic publication of reports with statistical data on municipal websites, organisation of meetings presenting data and research results and preparation of other information materials).

Implementers: Wrocław Centre for Social Development, Office for Cooperation with Higher Education Institutions, Social Affairs Department, among others.

Leaders: Wrocław Centre for Social Development, Migration Group at the University of Wrocław.

Partners (proposal): i.e. civil society organisations (including Local Activity Centres), academic and research community, institutions.

II. INTERCULTURAL COMMUNICATION, ENGAGEMENT AND COOPERATION

The foundation of this policy and the condition for effective measures in the field of intercultural integration is a clear message from the city authorities regarding involvement and attachment to the principles of intercultural integration, i.e. diversity, equality and interaction. It is also important to ensure commitment on the part of municipal authorities and willingness to cooperate at local, regional, national and international levels, including initiating and implementing the principle of interculturalism within specific policies.

Municipal authorities will undertake actions to strengthen intercultural competences among officials and public services, as well as leaders and local communities (including local government estate councils, cultural institutions, Local Activity Centres, youth clubs) and residents. The activities undertaken will be based on the principles of multilateral dialogue and exchange of experience.

Objective: Dissemination of the idea and value of intercultural community among residents, involvement of the city authorities and cross-sectoral cooperation for the implementation of intercultural policy.

Actions to be taken:

- 1) **conducting information and promotional activities** emphasising attachment to the principles of intercultural integration, i.e. diversity, equality and interaction;
- 2) **public and definitive expression of opposition by the representatives of the city authorities** and undertaking intervention measures in response to incidents exhibiting characteristics of xenophobia, discrimination and hate speech;
- 3) **disseminating the principles of intercultural integration**, covering the inclusion of people with migration experience as part of urban policies and programmes (intersectionality and inclusion);
- 4) **developing local, national and international cooperation** (through active participation and exchange of experience in cooperation networks and programmes, including intercultural and integration policies, promoting equality, counteracting racism and discrimination, and measures benefitting specific groups and communities);
- 5) **developing cooperation with representatives of migrant and refugee communities, national and ethnic minorities**, denominational and religious groups, other organisations, institutions and groups conducting activities for intercultural integration (including a branch group, dialogue/consultation meetings in a format ensuring open and equal access);
- 6) **building a network of leaders and ambassadors** promoting the values and principles of dialogue and interculturalism, including their promotion in local communities;
- 7) **developing platforms for dialogue and communication** (through, among others, the organisation of networking, monitoring and information meetings);
- 8) **counteracting disinformation** impacting negatively social cohesion (by increasing knowledge and competences and implementing new projects in the area of social communication, among others).

Implementers: Wrocław Centre for Social Development, City Branding Department (including Public Communications Division, Foreign Relations Office), Social Diversity Department, Culture and Sports Department, City Strategy Office, Office of the Mayor, Office for Cooperation with Higher Education Institutions, among others

Leader: Wrocław Centre for Social Development, Public Communications Division

Partners (proposal): civil society organisations (including Local Activity Centres), Local Government Estate Council, Municipal Public Library, and the Wrocław Agglomeration Development Agency, among others

III. ADAPTATION AND SOCIAL PARTICIPATION OF NEWCOMERS

People arriving in Wrocław include both voluntary migrants (e.g., migrant professionals, family members, students) and forced migrants - refugees from war zones and people subject to

persecution. The needs of these groups may be different, as well as their entitlements, so the measures undertaken must take into account the complexity of the situation, plans for stays, and at a later stage, the degree of readiness for integration.

At the beginning, it is difficult for all newcomers to find a good footing in a new place of residence, especially if they have no command of the Polish language (or it is poor). At the same time, the needs of newcomers converge with those of the general population: they make use of public services, education, health care, social assistance, and the labour market or education. Satisfying these needs is crucial, which is why it is very important to provide information and advisory support during the initial period of stay (including language barriers) and to optimise the availability of public services used by the residents of Wrocław. It should be emphasised that the support of language competences ought to be incorporated at the level of national integration strategies as well as operational programmes from external funds, in whose framework the City of Wrocław can develop initiatives in this area. An important challenge in the implementation of support and adaptation is posed by formal and legal gaps of the system that fail to address the needs of people in particularly vulnerable situations, which necessitates undertaking advocacy in this area.

After the adaptation period, a stage of gradual integration follows. For many people, it is important to build a sense of agency and decision-making in shaping the surrounding environment, which is provided by social participation. Activities that allow city residents to become an important part of the decision-making process are also an integral part of integrating them into the democratic value system.

Objective: supporting adaptation processes, counteracting social exclusion and involving new residents of Wrocław in the process of social participation.

Actions to be taken:

- 1) **information and advisory support** (including support through the operation of centres providing information and legal assistance in everyday and administrative matters, supporting activities related to networking, cooperation and communication, improving service quality, sharing experiences, as well as the creation and dissemination of an informational welcome package for new residents);
- 2) **enhancing knowledge and skills** regarding everyday matters, administrative procedures, and life within the local community (through, among others, the organisation of trainings, workshops, classes and meetings on specialised topics such as residence legalisation, education, labour market, social assistance - as well as the values and principles of social coexistence, the city's history, or safety);
- 3) **development of measures and cooperation to strengthen the language competences** of people with migration experience (through, among others, support in Polish language education for new residents, with particular emphasis on sensitive groups, including seniors, women, children and youth, people who do not speak English or any of the Slavic languages);
- 4) **development of activities and cooperation aimed at supporting children and- youth** in learning their mother tongue, culture and traditions of their country of origin;
- 5) **implementation of adaptation and integration support programmes** for people who have been granted entitlements under the legal acts (e.g. refugee status, subsidiary protection, or repatriate status);

- 6) **support for people at risk of social exclusion** within the social welfare system, in accordance with applicable entitlements (including the provision of social work, judicial decision, caregiving and other support services, such as monitoring the fulfilment of obligations by temporary guardians of minors, and activities promoting education on the prevention of domestic violence);
- 7) **carrying out activities aimed at social and professional activation**, including vulnerable groups as part of dedicated support programmes and systemic solutions, including the implementation of social employment;
- 8) **counteracting social exclusion by engaging in advocacy efforts** aimed at identifying and reporting formal and legal gaps in the system, allowing provision of support to people in particularly vulnerable situations, as well as fostering cross-sectoral collaboration to develop new solutions and implement support programmes;
- 9) **developing initiatives and partnerships to promote the inclusion of people** with migration experience in various forms of civic participation and social activity (including the development of a participation and engagement toolkit, incorporating the needs of a culturally diverse community into consultation and advisory processes, and supporting new residents in establishing and operating non-governmental organisations and volunteer groups);
- 10) developing platforms for **intercultural dialogue** (through, among others, the organisation of meetings and other forms of cooperation and communication with members of migrant communities, particularly in the areas of diagnosing needs, monitoring the implementation of solutions, and co-designing new initiatives).

Implementers: Social Affairs Department (including: Wrocław Centre for Social Development, Municipal Social Welfare Centre, Civic Participation Division), Education Department, Culture and Sports Department, Citizen Affairs Division, Civil Registry Office, County Labour Office, Wrocław Integration Centre, Office for Cooperation with Higher Education Institutions, and Economic Development Office, among others

Leaders: Wrocław Centre for Social Development, Municipal Social Welfare Centre

Partners (proposal): civil society organisations (such as Local Activity Centres), Youth Cultural Centres, and Municipal Public Library, among others.

IV. ACCESS TO PUBLIC SERVICES

Migrants in the area of public services have the same needs as other residents of Wrocław. They use public offices, the labour market, cultural offer, and social support services. At the same time, they often face various barriers: linguistic, cultural, technical, or formal. In response to the diverse needs of residents, the city authorities aim to gradually improve access to public services through so-called service mainstreaming. This approach involves integrating the specific needs of particular groups (such as migrants or people with disabilities) into general public services. It includes adapting procedures, training staff, reducing language barriers, and ensuring equal access, which contributes to more effective integration and overall well-being.

Strengthening cultural and linguistic diversity within public services, in line with competency needs, is also an important element of this approach. However, it should be noted that employing people with migration experience is subject to existing legal regulations and must comply with equal opportunity principles in recruitment processes.

Objective: ensuring equal access to public services, particularly in essential matters for residents.

Planned measures:

- 1) **mainstreaming of public services**, incorporating an intercultural perspective into customer service as well as sector-specific programmes and city policies;
- 2) **monitoring the types of cases most frequently handled by residents with migration experience** to identify and implement the most effective organisational and communication solutions;
- 3) **developing training programmes and informational tools**, including IT-related tools, in cooperation with representatives of the Wrocław City Hall and its organisational units, based on reported needs and ongoing analyses;
- 4) **strengthening the intercultural competences of public services** (with particular emphasis on communication and cultural differences, inclusive language, equality policies, and preventing bias and discrimination);
- 5) **implementing initiatives aimed at strengthening cultural and linguistic diversity** in the workplace of municipal institutions, in accordance with the principle of equality and applicable legal frameworks;
- 6) **undertaking measures to incorporate an intercultural perspective and ensure equal access** in the design of public services across various areas, including social housing, free legal counselling, social, recreational, sports, and cultural activities, support and assistance services, and health care, and the digitalisation of services.

Implementers: Social Diversity Department, Social Affairs Department (including Wrocław Centre for Social Development and Municipal Social Welfare Centre), Citizen Affairs Division, Organisation and Human Resources Division, Public Communications Division, Wrocław Agglomeration Development Agency, Real Estate and Operations Department, Receivables Management Division, Transport

Division, Organisation and Human Resources Division, Wrocław Centre for IT Services, among others

Leader: Social Diversity Department

Partners (proposal): Miejskie Przedsiębiorstwo Komunikacyjne Sp. z o.o. (limited company, Municipal Transport Company) in Wrocław, Roads and City Maintenance Authority in Wrocław, Wrocławskie Mieszkania Sp. z o.o. (limited company), and the Municipal Property Management Authority

V. EDUCATION OF CHILDREN AND YOUTH

Formal and non-formal (out-of-school) education has a significant impact on the quality of relationships between members of migrant communities and the host society, including education later in adult life. Creating conditions for inclusive education, ensuring equal educational opportunities, based on respect, openness to others, and the protection of children's rights, is essential. Education for children and youth, their caregivers and educational staff represents a strong potential for developing intercultural competences, strengthening integration processes, and countering prejudice, negative stereotypes, and discrimination. Supporting educators, leaders, and caregivers in their day-to-day work is also crucial.

Objective: creating a safe, inclusive, and diversity-supportive environment for children and youth by strengthening intercultural integration processes.

Actions to be taken:

- 1) **implementing solutions that support integration in intercultural school communities** (with particular emphasis on the role, professional standards, and competency development of intercultural assistants, as well as the preparation of materials, training sessions, and projects that support integration in intercultural classrooms and the wider school community);
- 2) **developing, monitoring, and evaluating projects** aimed at strengthening adaptation and integration processes in the school environment (including preparatory classes, intercultural assistants, intercultural and integration projects, competence-building workshops, and conflict-prevention activities);
- 3) **supporting the educational processes of children and youth whose first language is not Polish, as well as their parents and caregivers** (through information meetings, training sessions, and materials that increase awareness of starting education in the Polish school system, access to psychological and educational support, respect for children's rights, and initiatives that promote the inclusion and active engagement of parents and caregivers in their children's education and the school community);
- 4) **developing intercultural competences and supporting educational staff in schools and preschools** (including support through training aligned with the idea of respecting children's rights, strengthening intercultural competences, preventing conflict and peer violence, managing cultural diversity, providing psychosocial and specialist support, and facilitating the exchange of experience);
- 5) **developing intercultural educational projects for children and youth** aimed at countering stereotypes and prejudice while promoting children's rights and peer integration (through, among others, training sessions, workshops, and projects);
- 6) **expanding intercultural integration activities for children and youth within extracurricular programmes** (including those in local communities and with consideration for children and youth outside the formal education system);
- 7) **expanding psychological and educational support services for children and youth** (with particular attention to language barriers);
- 8) **strengthening cross-sectoral cooperation to support staff in conflict management and violence prevention** in environments involving children and youth (including access to specialised, intervention-based support).

Implementers: Wrocław Centre for Social Development, Education Department, Wrocław Teacher Training Centre, Civic Participation Division, Health and Social Affairs Division, Sports and Recreation Office, Office for Cooperation with Higher Education Institutions, among others.

Leader: Wrocław Centre for Social Development and Education Department

Partners (proposal): civil society organisations (such as Local Activity Centres), Youth Cultural Centres, and Municipal Public Library, among others

VI. LABOUR MARKET AND BUSINESS

The labour market plays a key role in the everyday lives of both migrants and the host community. New residents not only pursue their personal goals but also contribute to the city's economic development. They become part of the process of knowledge, experience, and skills exchange and, by establishing new businesses, stimulate innovation and promote new solutions. Access to the labour market and economic activity is determined by national legislation, therefore the activities of the city authorities will focus on information and advisory support, helping new

residents to find a good footing on the labour market and in business, as well as counteracting discrimination and violation of labour rights.

Objective: strengthening the availability of information in the field of the labour market, development of entrepreneurship and the promotion of equality in the work environment

Actions to be taken:

- 1) **increasing the knowledge and competences of employers** in the field of legal regulation of employing migrants (through, among others, the co-organisation of trainings, meetings and workshops);
- 2) **counteracting discrimination and violation of labour rights** (through, among others, cross-sectoral cooperation, organisation of training, meetings, workshops for employers on cultural differences, conflict prevention in the workplace, equality principles, as well as promoting and increasing access to information and counselling for employees with migration experience in the field of labour rights);
- 3) **increasing the knowledge and competences of migrants in the labour market** (through, among others, co-organisation of trainings, meetings, workshops, legal and professional counselling in the field of work legalisation, forms of employment, labour law, employer's obligations, starting a business, taxation and other related issues);
- 4) **development of activities aimed at creating an intercultural business environment** (which includes attracting and maintaining the presence of key foreign investors on the market, as well as information and consultation support);
- 5) **strengthening cooperation aimed at developing intercultural social responsibility and integration projects;**
- 6) **development of measures aimed at the professional activation of migrants** (through, among others, training, career counselling, support for groups at risk of exclusion);
- 7) **monitoring the intercultural labour market** (including the degree of migrants' unemployment, the number of businesses started by foreigners, available job offers, and employment in the sectors of the national economy).

Implementers: Economic Development Office, Wrocław Agglomeration Development Agency, County Labour Office in Wrocław, University of Wrocław, Office for Cooperation with Higher Education Institutions

Leader: Wrocław Agglomeration Development Agency, Wrocław Centre for Social Development

Partners (proposal): Lower Silesian Voivodeship Office, civil society organisations, among others

VII. LOCAL COMMUNITIES

Intercultural integration takes place primarily at the local level, in the locations of the residents' everyday interaction, i.e. in the immediate neighbourhood, parks, streets, pitches and playgrounds. It is important to include both new residents and long-term inhabitants in neighbourhood social networks, as well as to undertake activities aimed at building a local community. In this way, an open and diverse community is built, which can counteract the formation of excluded and closed social groups. It is very important to strengthen stakeholder networks and cross-sectoral partnerships, whose role is key to local integration (including Local Activity Centres, Local Government Estate

Councils, Local Social Work Teams, , cultural institutions, libraries, senior clubs, and other local institutions and organisations).

Objective: strengthening integration processes and social cohesion in local communities, including people with migration experience in the life of the local community.

Actions to be taken:

- 1) **promotion and support of local initiatives** aimed at fostering social interaction and intercultural integration with local communities (including intercultural meeting spaces, support and self-help groups, joint local initiatives, and peer integration of children and youth);
- 2) **strengthening the involvement of key local actors** in the implementation of this policy (with particular emphasis on, among others, Local Government Estate Councils, Municipal Public Library, cultural institutions, Local Social Work Teams, Local Activity Centres);
- 3) **promoting and incorporating an intercultural perspective into local activities** carried out by municipal units and institutions, as well as activities commissioned or delegated to social organisations and other entities;
- 4) **development of activities aimed at actively including new residents in the life of the local community** through, among others, the promotion of the forms of social activity and participation within local communities by local organisations, taking into account cultural and linguistic diversity (e.g. public consultations, Wrocław Participatory Budget, Microgrants, intercultural events);
- 5) **promoting local best practices, which include migrants**, as well as integration projects involving the host community;
- 6) **cross-sectoral cooperation for raising social and intercultural competences of residents**, dialogue and intercultural openness, counteracting stereotypes and prejudices;
- 7) **cross-sectoral cooperation in the field of monitoring intercultural social relations**, conflict situations and hate speech in local communities;
- 8) **development of measures and cross-sectoral cooperation for support in conflict situations**, with particular emphasis on conflicts with an intercultural background;
- 9) **development of measures and cooperation in information exchange** regarding the participation of migrant communities in the city's local spaces (neighbourhoods).

Implementers: Social Affairs Department (Civic Participation Division, Wrocław Social Development Centre, Municipal Social Welfare Centre, Health and Social Affairs Division), Culture and Sports Department, and Sports and Recreation Office

Leaders: Civic Participation Division, Wrocław Centre for Social Development

Partners (proposal): civil society organisations (including: Local Activity Centres), Local Government Estate Councils, Municipal Public Library, Youth Cultural Centres, cultural institutions, Local Social Work Teams, local partnerships, among others

VIII. CULTURE

Cultural life supports building an urban community. It creates a space where different opinions, perspectives, and visions can be expressed, where different voices can interact in a dialogue, and where culture becomes a place of shared symbols. But it also offers a chance to participate

individually, without having to interact with others. Such a role is played by cultural institutions, art galleries, museums, libraries, local activity centres, civil society organisations and many other ones. People with migration experience and representatives of national and ethnic minorities should be an equal part of the cultural life of the city, being allowed to participate and create cultural events, present the culture of their country of origin and share their opinion on urban topics. It is important to recognise and understand cultural needs in the implementation of these postulates, but also to implement solutions that will allow for meeting them. Wrocław has been implementing many cultural and educational projects for many years, promoting openness and cultural diversity (intercultural festivals and events), which are an important element in strengthening integration processes.

Objective: understanding the needs of people with migration experience and representatives of national and ethnic minorities, as well as increasing their access to and participation in the cultural offerings of Wrocław.

Actions to be taken:

- 1) **identifying and understanding the cultural needs** of migrants and representatives of national and ethnic minorities (by, among others, taking their expectations and experiences into account in diagnoses and analyses)
- 2) **increasing the availability of cultural offer**, including reducing communication barriers (through, among others, the development of linguistic accessibility of information and promotional materials; using simple and inclusive language in communication);
- 3) **undertaking actions to incorporate an intercultural perspective in the cultural offer** (by, among others, incorporating measures of intercultural character, including those supporting the tradition and cultural identity, increasing access to educational materials, books, and magazines in various languages);
- 4) **undertaking measures to increase the participation** of people with migration experience and representatives of national and ethnic minorities **in creating a cultural offer** (by, among others, organising and co-organising programmes, events and initiatives, promoting cultural diversity, employing people in cultural institutions as well as in cultural and social organisations);
- 5) **promoting intercultural diversity in the culture-forming environment** (through, among others, the organisation of social initiatives, debates, conferences and other meetings in public and social institutions, with particular emphasis on cultural units, municipal public libraries and civil society organisations).

Implementers: Cultural Division, Wrocław Centre for Social Development, public cultural institutions, including branches of the Municipal Public Library

Leader: Culture and Sports Department

Partners (proposal): civil society organisations (including Local Activity Centres and local partnerships)

IX. PREVENTION AND RESOLUTION OF CONFLICTS

Social diversity entails a diversity of opinions, views, socio-economic statuses or cultural origins. Conflicts and misunderstandings are a natural aspect of everyday life. It is important to create conditions for solving them. The city authorities strive to initiate and support mediation processes

and counteract social conflicts in various areas of city life: education, work, neighbourhood, public space and others.

Objective: Strengthening positive social relationships through the development of intercultural competences and social dialogue, as well as conflict resolution

- 1) **reinforcing measures in the field of education, communication and intercultural competences** of children, adolescents, adults, and seniors (including knowledge about stereotypes and prejudices and counteracting discrimination);
- 2) **cooperation and development of measures in the field of social and intercultural dialogue between residents** aimed at strengthening mutual relations (for example, meetings, debates, conferences);
- 3) **broadening the competences of pedagogical staff** (caregivers, leaders, public services working with children and youth) in, among others, understanding the differences between misunderstanding, dispute, conflict and violence, as well as possible tools and forms of taking action to solve problems;
- 4) **implementing measures oriented towards developing models of specialist, methodological, instrumental and interventional support in conflict situations** as part of cross-sectoral cooperation with social organisations specialising in this area, the Police, the City Guard, Wrocław Bar Association of Attorneys-at-Law, superintendents, psychological and pedagogical staff, and others.
- 5) **promoting mediation as an effective form of clarifying misunderstandings and resolving conflicts** (providing support in situations of misunderstandings and conflicts by ensuring professional mediation services, in particular in the school and local environment);
- 6) **developing measures with a view to managing conflicts among residents in cooperation with**, among others, Local Government Estate Councils, Local Activity Centres, Police and the City Guard (including monitoring, evaluation of processes and searching for new solutions);
- 7) **developing actions towards counteracting disinformation and online hate**, in particular among children and youth;
- 8) **promotion of the potential of cultural and social diversity in the local community life** (including the development of intercultural competences and counteracting disinformation, stereotypes, prejudice and hate in local media).

Implementers: Wrocław Centre for Social Development, Social Diversity Department, Education Department, Health and Social Affairs Division, the City Guard Office for Cooperation with Higher Education Institutions, among others

Leader: Wrocław Centre for Social Development

Partners (proposal): social organisations (including Local Activity Centres), among others

X. COUNTERACTING DISCRIMINATION AND HATE SPEECH, ALONG WITH SUPPORT FOR THE VICTIMS

While conflicts and misunderstandings require conversation and mediation, manifestations of discrimination and hate speech require decisive responses, effective actions of public servants and the justice system, as well as support for the victims. At the same time, it is crucial to develop and conduct social education programmes counteracting hate speech and discrimination, as well as to

develop activities supporting residents opposing these phenomena in urban space, to constantly improve the competences of public services, and to employ communication strategies in response to incidents displaying symptoms of xenophobia, discrimination, and hate speech.

Objective: improving the sense of security through the development of informative, educational actions and response tools, counteracting discrimination and hate speech.

Actions to be taken:

- 1) **implementing equality policies and increasing intercultural and anti-discrimination competences among public services** (in particular, employees of the Wrocław City Hall and organisational units, as well as law enforcement services);
- 2) **social education of residents aimed at increasing competences** in the field of respect for fundamental human rights and counteracting xenophobia and discrimination;
- 3) **increasing the knowledge and competences of new residents in the field of Polish law** and the general values and principles of social coexistence;
- 4) **strengthening the social attitude of opposition to hate speech, xenophobia, prejudice, discrimination and violence;**
- 5) **communicating the position and responding to** incidents displaying symptoms of xenophobia, discrimination, and hate speech;
- 6) **counteracting hate speech in public spaces** (through improving projects in the field of restorative justice, monitoring mass gatherings and events, and cross-sectoral cooperation with the aim of effective interventions);
- 7) **cross-sectoral cooperation to develop effective forms of** counteracting and responding to manifestations of discrimination and violence motivated by prejudice, with particular emphasis on the situation of women with migration experience (through, among others, monitoring hate speech and hate crime reports, advocacy, increasing access to information for migrants regarding reporting crimes motivated by prejudice and discrimination as well as available support);
- 8) **cooperation to support victims of hate crimes** (through, among others, information, counselling, legal, and psychological support)

Implementers: Social Affairs Department, Wrocław Centre for Social Development, Public Communications Division, Security and Crisis Management Division and the City Guard, among others

Leading partner: Social Diversity Department

Partners (proposal): social organisations, police, among others

XI. BUILDING SOCIAL RESILIENCE

Building social resilience is a process that consists in developing the ability of the community to survive and adapt in the face of crises and to quickly return to normal functioning after they terminate. The consequences of the Russian aggression in Ukraine have shown how important it is to strive for the improvement of cross-sectoral cooperation, the development of joint plans of action in critical situations, indicating the roles of individual entities and the formulation of guidelines for cooperation in the event of a potential crisis at the national, regional and local levels. This calls for preparing, agreeing and jointly developing cooperation strategies that will strengthen the sense of security and effective support for the residents and recipients of aid. It is equally important to develop crisis communication principles that will enable the entities involved to operate effectively.

Objective: Strengthening resources and cross-sectoral cooperation in crisis situations

Actions to be taken:

- 1) **creation of the databases of institutional and social resources** (particularly those covering language issues, psychological support, and intercultural competences);
- 2) **strengthening the development of cross-sectoral cooperation** with particular emphasis on the cooperation between units of the Wrocław City Hall and social organisations (through, among others, the creation of cross-sectoral working groups) and improving the potential of these resources;
- 3) **evaluating the measures taken in the face of a crisis**, with considerations for social partners, developing good practices based on the experiences gained;
- 4) **development of cooperation in the field of communication, assistance and support** in a crisis, including specialised local and regional government units, social organisations and other entities (through, among others, trainings, creation of cross-sectoral crisis teams, response paths in specific areas of support, development of rules and forms of cooperation);
- 5) **cooperation in the implementation of communication strategies** based on reliable and proven information as well as communication tools and channels, taking into account target groups and linguistic diversity;
- 6) **improving the competences of residents in the field of civil protection and civil defence** as part of cross-sectoral cooperation (including training for residents and social organisations).

Implementers: Social Affairs Department (Civic Participation Division, Wrocław Centre for Social Development, Health and Social Affairs Division, Municipal Social Welfare Centre) and Social Diversity Department, among others

Leading leader: Social Affairs Department (Civic Participation Division, Wrocław Centre for Social Development, Health and Social Affairs Division)

Partners (proposal): social organisations (for example: Local Activity Centres), among others

Legal grounds

Wrocław's intercultural policy is a direct tool for achieving goal 3.2.4 of the Wrocław 2050 Strategy (3.2.4. Health, mutual assistance, trust, 4. Supporting diversity and inclusiveness), including through the intended social, educational, and professional inclusion of migrants in the city's life. The policy's directions remain fully consistent with the vision of Wrocław as an inclusive city, where systemic support for diversity, combating discrimination, and strengthening intercultural competences are the foundation for mutual support and integration of local communities.

- Constitution of the Republic of Poland of 2 April 1997.
- Act on municipal self-government of 8 March 1990.
- Act on public benefit activity and volunteering of 24 April 2003.
- Act on national and ethnic minorities and the regional language of 6 January 2005.
- Act on the Pole's Card of 7 September 2007.

- Act on repatriation of 9 November 2000.
- Act on granting protection to foreigners within the territory of the Republic of Poland of 13 June 2003.
- Act on social assistance of 12 March 2004.
- Act on supporting the family and the foster care system of 9 June 2011.
- Act on the labour market and employment services of 20 March 2025.
- Act on foreigners of 12 December 2013.
- Act of 14 December 2016, Education Law.
- Convention for the Protection of Human Rights and Fundamental Freedoms signed at Rome on 4 November 1950
- “Regain Control. Ensure Security.” A comprehensive and responsible migration strategy of Poland for the years 2025–2030, annex to Resolution No. 120 of the Council of Ministers of 15 October 2024.
- Resolution No. LXXV/1932/23 of the Wrocław City Council of 23 November 2023 on the “Policy of cooperation between the City of Wrocław and non-governmental organisations for the years 2023–2027”.
- Resolution No. XXIV/463/25 of the Wrocław City Council of 20 October 2025 on the adoption of the Wrocław Development Strategy “Wrocław 2050”.
- Order No. 2284/25 of the Mayor of Wrocław of 11 April 2025 on the adoption of the Equality Action Plan of the City of Wrocław for the years 2025–2027.
- Resolution No. XXVI/715/20 of the Wrocław City Council of 17 September 2020 on the accession of the City of Wrocław to the European Coalition of Cities against Racism.
- Resolution No. VIII/111/15 of the Wrocław City Council of 19 March 2015 on the accession of the Municipality of Wrocław to the International Cities of Refuge Network (ICORN).
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Glossary of terms

adaptation - social adaptation in an intercultural context is the process in which people with migration experience adjust to life in a new society and culture, which includes learning the prevailing norms, values, rules of communication, social roles and ways of functioning within the institutions of the host country, while coping with cultural differences.

discrimination - a situation in which persons are treated less favourably than others in a comparable situation solely because of their (actual or perceived) belonging to a particular group or category. Under the standards of the Council of Europe and the European Convention on Human Rights (Art. 14), the prohibition of discrimination covers a wide list of characteristics such as: sex, age, skin colour, language, religion, national or social origin, and membership in a national minority.

hate speech - according to the Council of Europe, hate speech comprises all forms of expression, including statements, inscriptions and gestures, that spread, incite, promote or justify racial or religious hatred, xenophobia, antisemitism or other forms of hatred based on intolerance and undermine fundamental values such as human dignity or democracy.

inclusive language - a way of communicating that consciously avoids excluding discriminated social groups. Inclusive language pays attention to the differences of gender, age, ethnic background and other characteristics that may affect how people are perceived and treated.

integration - a complex and dynamic process whose success requires the involvement of multiple parties, including, in the context of this document, migrants and the host society. For this reason, it is crucial to develop integration measures through broad consultations taking into account not only the role of the central government, but also of the local government and civil society.

interculturalism - a social model ensuring equality and cohesion in culturally diverse societies. It encourages interaction between people of different backgrounds, cultures and roots in order to build a community that embraces coexistence with respect for cultural diversity, human rights, democracy, equality and non-discrimination. It is based on the simultaneous application of the principles of equal rights and opportunities, diversity and positive interactions as a way of mobilising the contributions of all residents to the development of their society.

intersectional approach - entails treating every person equally, in a multifaceted and multidimensional way, taking account of age, gender, social class, level of ability, cultural background, sexual orientation and other forms of identity. Intersectionality and multiple

discrimination are inextricably linked and define one another, with multiple discrimination being a broader concept than intersectionality.

mainstreaming of services - the practice of considering the specific needs (e.g. of migrants, persons with disabilities) within general public services. It includes adapting procedures, training staff, reducing language barriers, and ensuring equal access, which contributes to more effective integration and overall well-being.

multiculturalism - a social model that assumes the harmonious coexistence of many different and distinct cultures. Proponents of multiculturalism distinguish groups according to ethnic origin, race or religion. In practice, this can excessively emphasise differences between groups and may sometimes create circumstances that lead to separation, marginalisation or segregation of different cultural groups.

social inclusion - the process of ensuring that persons or groups at risk of exclusion can fully participate in social, professional, educational and cultural life. It aims to ensure equal opportunities and access to resources. The process of social inclusion requires the engagement of the whole of society, including public institutions, social organisations, businesses and the very individuals being at risk of exclusion.

Humanitarian assistance terminology with reference to the local context

Act on Assistance - Act of 12 March 2022 on Assistance to Citizens of Ukraine in connection with armed conflict on the territory of that country, commonly referred to as the Special Act, is the key piece of legislation governing residence, work and social support for refugees from Ukraine in Poland. This act has been subject to multiple amendments.

Act on Foreigners - this legislative act sets out the rules and conditions for the entry of foreigners into the territory of the Republic of Poland, their transit through that territory, stay and departure from it, the procedure to be followed and the authorities competent in these matters.

asylum seeker - in states with individual procedures, a person applying for international protection (asylum) is one whose application has not yet been definitively processed by the state in which it was submitted.

migrant (person with migration experience) - a person who changes their place of residence by moving from one place in a country to another, or from one country to another. A migrant may change their place of residence for a variety of reasons, primarily political, economic or educational. In the case of persons seeking international protection and those granted refugee status, we deal with forced migration.

minority - a group within the population of a state that differs from the majority of its inhabitants by national, racial or religious affiliation. In Poland we distinguish national minorities, those being groups of Polish citizens who identify with a distinct nation and culture (Belarusians, Czechs, Lithuanians, Germans, Armenians, Russians, Slovaks, Ukrainians, Jews), and ethnic minorities (Karaims, Lemkos, Romani, Tatars), which are groups that do not have their own state but possess a distinct culture and traditions. The status of national or ethnic minority is conferred pursuant to an act of parliament, which defines the rights and obligations of these groups.

Polish migration policy - in particular, immigration policy is regulated by the Act of 4 April 2025 amending certain acts to eliminate irregularities in the visa system of the Republic of Poland, which entered into force on 1 June 2025. The act aims to restore control over migration and increase

security in line with Poland's needs and labour market, as well as to base migration policy on clear guidelines. The act forms part of the broader Polish migration strategy adopted by the government in October 2024. The full text of the national migration strategy "Odzyskać kontrolę. Zapewnić bezpieczeństwo" (Regain Control. Ensure Security) is available on the Government Information Centre (CIR) website (CIR announcement of 17 October 2024, source: <https://www.gov.pl/web/premier/komunikaty-cir>).

refugee - a person who has been forced to leave their country due to persecution, war or violence. A refugee has a well-founded fear of being persecuted for reasons of race, religion, nationality, political opinion or belonging to a particular social group.