



**WILCO**

Welfare innovations  
at the local level  
in favour of cohesion

## MEASURES OF SOCIAL COHESION IN POLISH CITIES: WARSAW

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## 1. GENERAL INTRODUCTION

The detailed study of Warsaw, one of the two Polish cities analysed in the framework of the WILCO project (namely Warsaw and Płock) is preceded by an introduction on the general nature of the Polish public regulations concerning the labour market, child care, immigrants and housing. This information is related to the content of the report prepared within the framework of WP2, which we consider to be significant in the context of analyses of these two cities. The two city analyses are presented respectively in the present report (Warsaw) and in the other Polish report for WP4 (Płock - see WILCO Publication no. 28). In this introductory section, we discuss in detail the nationwide trends and public regulations on immigrants. These topics were not discussed separately within the framework of WP2; understanding of the specific characteristics of Poland requires presentation of the basic migration trends and institutional conditions.

### 1.1. Transformations in the labour market

#### *General trends in the labour market*

Poland is characterized by a lower rate of employment in comparison with the average values of labour market activity indicators in the European Union (the so-called "former EU 15" and 27 member states) within the last decade. At the same time, the unemployment rate in Poland was decreasing steadily (with a slight increase in the last two years), and it has now reached the European average. Lowering of the unemployment rate in Poland is a result of Poland's accession to the European Union, which has resulted in emergence of new workplaces in the Polish economy, as well as migration of the Poles, searching for jobs mostly in those member states, which have opened their labour markets. The recent increase in the unemployment rate in Poland is a result of the last financial crisis in the global economy.

The values of the indicators of labour market activity are differentiated in Poland mainly according to gender and age. In years 2003-2009, the rate of employment of women was significantly lower than among men, and this difference is permanent. Similarly, the unemployment rate among women is slightly higher than among men. The less significant difference in this case is associated with the fact that women are dominant among the inactive persons. The highest unemployment rate is typical for young people, aged 15-24. The unemployment rate in this group has been decreasing steadily in the recent years - in 2008, it amounted to 17.3%, in 2007 - 21.6%, in 2006 - 29.8%, and in 2005 - 37.7%. In year 2009, the unemployment rate among the youngest employees amounted to 20.5%, that is, more than the EU average (19.8%) (Ministry of Labour and Social Policy 2010). The lowest unemployment rate can be observed among the oldest, aged 55-64 (6.3% in year 2009), which is associated with low values of indicators of professional activity in this group. Low professional activity and quick withdrawal from the labour market of persons, who do not belong to the mobile age groups, is one of the basic problems of Polish economy (Ministry of Labour and Social Policy 2010).

#### *Legal framework*

Like other member states of the EU, Poland is subject to the European Strategy of Employment, which has been a part of the Lisbon strategy since year 2000. The legal basis for the labour market policy, implemented in Poland, is provided by the act of April 20th, 2004 on promotion of employment and the labour market institutions (Journal of Laws of 2010, no. 81, item 531, as amended). The detailed obligations of the state with regard to

the labour market policy have been specified in the National Action Plan for Employment for 2009-2011, which serves as a basis for regional action plans prepared by provincial authorities, as well as the National Reform Programme on behalf of implementation of the Lisbon Strategy for years 2009-2011. The primary objective of the Polish labour market policy in the context of these documents is to include the maximum number of Poles, who are able to work, in the labour market (Ministry of Labour and Social Policy 2009). Great emphasis is put on increasing of professional activity of various social groups, e.g. through supporting and developing the continuous education programmes, reconciliation between family life and career.

In the period of 2000-2010, one of the key changes with regard to labour market legal regulations was passing of the act on promotion of employment and labour market institutions preceding directly Poland's accession to the EU in 2004. Secondly, since year 2004, the availability of resources from the European Social Fund has made it possible to broaden the scope of services offered both by public institutions of the labour market and private entities and the third sector. For instance, in the last period of programming (2007-2013), supporting of activation of various social groups on the labour market is the key objective of implementation of the Human Capital Operational Programme.

### *Structure of the administration*

In the Polish context, the most significant actors implementing the labour market policy are the so-called public employment services of the local, provincial and central level. The system is based on the network of Provincial Labour Offices (WUP) and District Labour Offices (PUP) and it is decentralized. Most activities constituting direct services on behalf of persons registered as the unemployed are performed by the District Labour Offices (services and institutions of the labour market, that is, benefits, active support, labour clubs). The PUPs are also quite independent in determination of the detailed goals and tasks of the local labour market policy within their area.

Apart from the public employment services, the labour market policy is also implemented by about 300 state branches of the Voluntary Labour Corps, which specialize in supporting the youth, particularly threatened by social exclusion and the unemployed until 25 years of age ([www.mpips.gov.pl](http://www.mpips.gov.pl)). Other than that, the labour market falls within the scope of responsibility of institutions operating in the field of social assistance and integration. At the Provincial level, these are Regional Social Assistance Centres (ROPS), and at the local level - the District Family Assistance Centres (PCPR) and Social Assistance Centres (OPS). The system of labour market institutions in Poland encompasses non-public institutions as well, the so-called social dialogue institutions (employers' organizations, trade unions, NGOs), vocational training institutions, social cooperatives, training organizations, social integration centres (CIS) and social integration clubs (KIS). Private entities include job agencies, temporary job agencies, employment advisors (Consortium IBC GROUP Central Europe Holding S.A. 2010). Unfortunately, there is the lack of strategic cooperation and coordination of activities and flow of information between these institutions, also on the national scale, e.g. between PUP and OPS (*ibidem*).

Noteworthy is the role of NGOs. According to research conducted by Klon/Jawor Association, in year 2007, about 300,000 people benefitted from services of organizations assisting the unemployed or offering other labour market services in year 2007 (Baczko and Ogrocka 2008). NGOs implement the activities of this type mainly through contest-based projects within the framework of the Human Capital Operational Programme (ESF). More importantly, the services of the third sector are available to persons, who are not active on the labour market, but do not have the unemployed status. Moreover, the criteria of

granting support within the framework of NGO projects are usually less restrictive than in the case of the public employment services.

The role of individual employers in implementation of the labour market policy in Poland is based mainly on payment of premiums for the Labour Fund: since 1999, it has been 2.45% of the basic amount - the gross remuneration paid by employers and amounts constituting the basis for retirement and disability pension premiums. The funds from these premiums constitute the basic component of the Fund, which is also supplied by the EU funds and the state budget.

### *Social welfare*

The share of expenditures from the Labour Fund for programmes of active counteracting of unemployment has been growing, but a large part of the funds is designated for passive forms of counteracting unemployment, such as benefits and assistance for the unemployed. The right to the unemployment benefit is granted to the unemployed person for each calendar day after the lapse of 7 days from the day of registration in an appropriate district labour office, if there are no proposals of suitable employment for him/her, no referral to subsidized jobs, public works or additional jobs established; and if during the period of 18 months preceding the day of registration, for a total period of at least 365 days, this person had been employed (having a permanent or temporary contract, or being self-employed) and had earned remuneration at least equal to half of the minimum pay (OECD 2004). At the end of year 2009, 380,000 people were entitled to unemployment benefits, that is, 108,700 people more than in the previous year (increase by 40%).

Within the framework of financial assistance for the unemployed from the Labour Fund (the state budget), persons registered as unemployed may apply for benefits, scholarships, additional money and other means. The basic unemployment benefit at present amounts to 190.41 EUR for the first three months and 149.52 EUR in the subsequent months. Scholarships may be received by unemployed persons undergoing training (228.50 EUR), adults engaged in vocational training (228.50 EUR), practice (228.50 EUR), continuous education (190.41 EUR) or postgraduate studies (38.09 EUR). The unemployed persons, who start a job after they acquire the right to benefits, may apply for the so-called activation benefit in the amount of 95.21 EUR. On the other hand, an unemployed single parent, raising at least one child up to 7 years of age, is entitled to refund of the costs of taking care of the child or a dependent person in the amount of 95.21 EUR, if they get employment, other paid work, training, practice, or vocational training for adults.<sup>1</sup>

Within the framework of the Polish labour market policy, active forms of counteracting unemployment include: subsidized work (intervention works, public works, engaging in business operation and refunding of employment costs), as well as trainings, apprenticeships, vocational training at workplace for adults, training loans, scholarships for continued education, refunds for the costs of travel and accommodation, an activation benefit and the so-called socially useful works (work performed by the unemployed, who are not entitled to benefits, organized by the communes at the social assistance institutions, organizations or charity institutions or organizations aimed at supporting the local communities). In year 2009, beneficiaries of those activities were 697,370 people; most of them were granted apprenticeship programmes (255,604), training (166,148) and various types of subsidized work (202,329) (Ministry of Labour and Social Policy 2010).

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<sup>1</sup> Amounts in Polish zlotys were converted according to the exchange rate of Infor Euro in July 2011: 1 EUR = 3.9987 PLN.

## *Grey labour market*

According to studies prepared for the labour resort, as well as reports of various research institutes, even as many as 30-40% of the unemployed registered at the labour office earn money by performing work illegally. The State Labour Inspection discovered about five hundred cases of this kind last year. According to the research of the Polish Agency for Enterprise Development (PARP), as many as 10% of the unemployed admit having worked illegally during the last year. The labour resort estimates that their number is 3 to 4 times higher (Human Capital Assessment 2010). Most often, persons receiving benefits perform seasonal jobs in agriculture, construction, hospitality, catering, as well as small production plants. It is difficult to calculate how many benefit recipients get additional earnings on the grey labour market, and to determine the level of their income.

Among the unemployed, who engage in paid work, dominant are young people between 20 and 30 years of age. Some of them are graduates, who get registered at the labour office to get insurance. They perform illegal work below their qualification level. Another large group are persons aged 55 or more, usually with low qualifications. They constitute about 30% of all workers on the grey labour market (Ministry of Labour and Social Policy 2008).

Among the unemployed, who have admitted to work illegally, only 20% declared they worked illegally to avoid paying taxes, and 12% stated openly they did not sign a contract of employment to avoid losing the unemployment benefit and the free healthcare services. The illegal workers earn as much as those employed legally. This situation is profitable for employers, who are able to save on social insurance and taxes. For an unemployed person, entitled to benefits, it is also advantageous, as the state pays social insurance premium for them (Wesołowska 2011).

## **1.2. Demographic changes and family**

### *Socio-economic trends*

#### Reconciliation of work and care

As for reconciliation of childcare duties with professional career, in Poland, we are dealing mostly with the family support networks, as well as overburdening of women, who are mostly responsible for childcare. In year 2005, most of the employed inhabitants of cities, taking advantage of childcare for children aged up to 14, indicated their relatives and family members (69.2%), including their spouses and partners (36%), while public institutions in this context were mentioned only by 26.4% of respondents in this group. At the same time, childcare provided by a spouse was mentioned by as many as 50% of the men examined and only 17.8% women (Central Statistical Office 2006a). Among the respondents entitled to childcare leave, only 2.5% men and 49.9% women took advantage of this solution. Female respondents, who decided not to get a childcare leave, listed such reasons as: lack of childcare benefits or the benefits being too low (29.6%) or negative effects on their career/negative attitude of the employer (19.8%). The most significant difficulties, associated with the necessity to deal with family duties, are experienced by young women, persons with low qualifications (less freedom in organization of work time) and persons employed in professions requiring frequent interactions with co-workers and clients (Central Statistical Office 2006a).

#### Lone Parents

According to data from two National Censuses of 1998 and 2002, in this period, in Poland, there was an increase in the number of single parent families from 15.4% to 19.4% of all

families. In 2002, as many as 90% of single parent families consisted of mothers with children. Only in one out of ten cases, we dealt with single fathers. The proportion of single families grew mainly in cities (from 16.8% in 1998 to 21.1% in 2002). In the rural areas, this percentage changed from 13% (1998) to 16.8% four years later. Single motherhood was encountered mainly by women aged 25 to 49 (in total - 54%), and in the rural areas - women above fifty years of age (Social Sculpture Institute Joseph Beyus Foundation 2009).

Single mothers and single fathers, more often than other families with children (that is, married couples with children and partners with children) functioned in two- and multi-family households (almost 11% of single mother families lived in multi-family households, as well as more than 7% of single fathers; in the case of families with both parents, it was about 3% and in the case of partners - 3% as well).

One of the most significant problems, encountered by single parents in Poland in the recent years, was liquidation of the Alimony Fund in May 2004 - a state fund designated for securing of alimony granted to single parents, whose former spouses or partners turned out to be unable to pay or evaded payments. The effectiveness of activities of court bailiffs in terms of alimony payment enforcement turned out to be very low (Centre for Women's Rights 2005). As a result of social protests, particularly among the social movement of single mothers, which emerged in response, the Alimony Fund was reactivated in October 2008.

### *Public regulation*

#### Division of responsibilities

The Ministry of Economy, Labour and Social Policy (MoELSP) is a lead Ministry fully responsible for central co-ordination and integration of social cohesion policy. The role of MoELSP is also promotion of a better understanding of social exclusion, mainstreaming the promotion of inclusion in relevant policies (employment, education and training, health and housing) and also developing priority actions in favour of specific target groups.

The 1990s were the time of intensive changes in Poland and the period of setting up new structures and organization systems in many fields of public life. Political and economic transformation was accompanied by the new social policy. In 1990 the new Act on Social Welfare was created. The objectives and tasks of social welfare were defined, as well as the target groups of assistance. The possibility of the NGOs work was established, that enabled new initiatives to emerge and allowed to differ forms of the work, meeting the local needs and characteristics of the groups and individuals who required help.

Researches indicated on the results of the economic transformation that the negative social consequences considerably touched the youngest generation (results of poverty and unemployment). Until the year 1999, a foster care for orphans, children from families which were incapable of ensuring proper upbringing, families threatened by social pathology or socially maladjusted lay exclusively within the scope of responsibilities of the Ministry of Education. It was a centralized system of care, introduced in Poland after 1945 and functioning in almost unchanged form until the end of 1990s. This model of care focused mainly on providing care for children separated from their natural families. The dominating feature of this system was an institutional character of childcare. There was no connection between the childcare system and the assistance provided to their family.

Considering the increasing problems leading to disintegration of Polish families, it was necessary to create a uniform system providing comprehensive family assistance, gathering all institutions dealing with various aspects of family life within one system.

First changes were introduced in January 1999, as a result of the state administration reform. In the year 2000 a new chapter "Family and child care", which defined legal basis for creation of new child and family care system, was introduced to the Act of 29 November 1990 on Social Welfare (Chapter I added in the Official Journal of Laws 2000, No 19 Item 238) due to assumption by the social assistance system all tasks related to child and family care. Child's right to be brought up in their natural family is considered to be the priority in care provision. In cases where it is impossible to leave children in their natural families, a foster family care should be provided. A child may be placed in care and rearing institution (C&RI) only after all others possibilities are run down. The responsibilities of organizing foster family care and an institutional care are delegated to district (Powiat) Family Support Centres by the Act on Social Welfare. On the basis of the amended Act on Social Welfare, the Minister of Labour and Social Policy issued implementing regulations determining operation of foster families and C&RIs. The young one leaving foster family and C&RI can count on support, assistance and advice from their assistants for becoming self-dependent, from the employees of C&RI and from district (powiat) family support centres.

The Act on Social Welfare as well as regulations on child and family care issued by the minister of labour and social policy also introduced legal solutions facilitating extensive co-operation with non-governmental organizations (NGOs) with regard to childcare which included maintenance of non-public C&RIs by NGOs. Within the Polish third sector, non-governmental organizations involved in providing assistance to children and youth, which were developing since 1989, represent a numerous group providing extensive offer with regard to maintenance of C&RIs as well as training for care takers. Many of them introduced new solutions in care and rearing activities. The Ministry of Economy, Labour and Social Policy aims at securing position of NGOs as an integral element of the new child and family care system. Consequently, government policies are geared toward developing local community-based infrastructure to support families in the proper discharge of their responsibilities for children. This is done by setting up family counselling centres and community day-care centres for children, working in partnership with families.

The centre provides the child with round-the-clock permanent or temporary care and also secures the necessary livelihood, developmental - including emotional and social - needs of the child, and secures the child's benefiting from services to which he/she is entitled on the basis of separate regulations on health care services and education. There are following types of such centres: intervention centres, family centres, socialization centres, multi-functional centres, day-support centres - all operating in the immediate vicinity of a child, supporting family in its protective functions.

Social welfare homes and facilities are related to the institutions for which the founding bodies are local self-government entities, associations, social organizations, churches and religious associations, foundations, natural and legal persons. Inhabitants of social welfare homes and facilities are the persons requiring 24-hour emergency care due to their age, illness or disability who are not able to live independently in a daily life, for whom it is not possible to organize indispensable care service at place they are living in. These tasks the same for all communes, which are obliged to provide these benefits and services, although not always have enough resources to supply them.

Monetary and non-monetary assistance benefits are the tasks commissioned to communes, own tasks of communes, and tasks realized by district family assistance centres with



central administration tasks. Monetary assistance includes, among others, permanent, temporary and appropriated benefits. Non-monetary assistance involves care and specialized care as well as arranging funerals. Permanent benefit is paid in respect of complete inability to work because of age or disability. A person or a family is entitled to a temporary benefit because of long illness, disability, unemployment, perspective of remaining or becoming entitled to benefits from other systems of social security. Appropriated benefit is offered in order to fulfil a necessary livelihood need, covering part or whole of expenditures on health treatment, purchase of food, liquid and solid fuels, clothes, goods necessary for routine household maintenance, making small repairs in the dwelling, covering burial costs. It may be given to a person or a family that incurred losses in result of fortuitous event, or natural or ecological disaster.

Since 1 May 2004 family allowances have been designated to persons authorized on the basis of the Law on Family Allowances dated 28 November 2003 (uniform text: Journal of Laws of 2006 No. 139, item 992, with later amendments). Family allowances include: the family benefit, supplements to the family benefit (due to: giving birth to a child, taking care of child during child-care leave, single parenthood and losing rights to unemployment benefits entitlements due to the expiry of the statutory period for collection of such benefit, as well as single parenthood, education and rehabilitation of a disabled child, beginning of a school year, undertaking education outside the place of residence by a child, multi-children parenthood), one-off subsidy due to giving birth to a child (since 2006), nursing benefits as well as nursing allowance. Family allowances are financed from the state budget.

The alimony fund benefit, which since 1 October 2008, has been replaced with alimony advance, has been designated to person entitled pursuant on the basis on the Law on Assistance to Persons Entitled to Alimony dated 7 September 2007 (uniform text: Journal of Laws of 2009 No. 1, item 7, with later amendments). The person authorized to the alimony fund benefits, is a child (whose parent does not have to live alone) for whom alimony from the parent has been awarded, whenever enforcement thereof is deemed ineffective.

On July 1st, 2011, a new act on limiting administrative barriers for citizens and entrepreneurs was introduced. The act amends e.g. the act on social assistance. The new legal provisions make it easier to apply to the provincial governor to establish a social assistance home. A similar mechanism was applied to permits for establishment of care institutions. This is another incentive for citizens, who are active in various organizations, wishing to get involved in solving of significant problems in their local communities (Makowski 2011).

#### Social welfare for families - general information

Direct financial support for families in Poland, granted on the basis of the act of November 28th, 2003 on family benefits, is provided by local government institutions. Family benefits are granted on the basis of the income criterion - the average net monthly income per person in a family cannot exceed 126 EUR (in June 2011 1 EUR = 3.9987 PLN) or 146 EUR per person in a family with a disabled child. Family benefits include: the basic family benefits and additional amounts, childcare benefits and allowances and support associated with giving birth to a child, healthcare and social insurance premiums for persons entitled to childcare benefits. In about 80%, family benefits are financed by the state budget, and the remaining part - by the local governments (Ministry of Labour and Social Policy 2011). Payment of childcare benefits (during a childcare leave) are also made from the state budget. Direct management of these benefits is provided by regional and local level public institutions, mainly the Social Assistance Centres. In years 2006-2010, the overall amount

of childcare benefits increased, while the amount of additional payments has decreased (see Annex B, table 2.4). At the district level, there are the so-called District Family Assistance Centres - independent organizational units, which are subordinated directly to the district local government.

In the case of single mothers, basic social assistance in terms of finances consists of several clear subjective rights:

- A family benefit (on the basis of a valid court ruling, concerning separation or divorce, or the death certificate of the child's father) in the amount of 17 EUR per month for children up to 5 years of age, 23 EUR for children aged 5 to 18 and 24 EUR for children aged between 18 and 24;
- A single time childbirth benefit in the amount of 250 EUR;
- A childcare benefit, granted during the childcare leave (100 EUR per month for 2 years);
- An additional family benefit for single parents (42.51 EUR for a healthy child and 62 EUR for a disabled child) - granted when the father of the child/children is dead or unknown (no alimony paid), and the net monthly income per person in the family does not exceed 126 EUR or 146 EUR in a family with a disabled child; the benefit is paid for no more than two children.

Unemployed single mothers with children up to 7 years of age fall into the category of the unemployed in a particularly difficult situation on the labour market. A person like this, when starting a job, may apply for a refund of childcare expenses for the period of 3 months, if they get employed for at least 6 months, or for the period of 6 months, if they are employed for at least one year. The refund amount cannot exceed 67 EUR (half of the unemployment benefit). The benefit is also granted on the basis of income - the net monthly income per family member cannot exceed 88 EUR. Unemployed single mothers, who have obtained a practice, training or vocational training at work can also apply for the refund.

The Alimony Fund benefits are granted to single mothers, if the father is obliged to pay alimony, but there is no possibility of enforcing such payment. The Fund benefit is equal to the amount of alimony specified in the court ruling, however, it cannot exceed 125 EUR per month, and the net monthly income per person in the family cannot exceed 181 EUR. The benefit is paid for children up to 18 years of age, or up to 25 years of age, if they still attend a school (Act on the Alimony Fund of 2008).

In the case of non-financial support, single mothers are treated preferentially with regard to institutional childcare services - admittance to public nurseries, kindergartens and school day-rooms. Social assistance centres provide legal and psychological consulting free of charge, as well as community clubs, and children of single mothers can attend the activities without paying a fee. In the context of WP2 report, the insufficient number of kindergarten care institutions in Poland is a big problem in the light of the substantial demand for thee (see Annex B, table 2.1).

### 1.3. Immigration

#### *General trends in immigration*

The inflow of foreigners to our country, particularly those, who are registered, arriving for a long-term stay or settlement, has been rather insignificant. Poland is one of the member states of the European Union with the lowest percentage of residents with foreign citizenship. According to the Office for Repatriation and Foreigners, in year 2004, it

amounted only to 0.2% of the entire population. In the entire Europe, this percentage was lower only in Romania, while in other countries it was much higher (Fihel *et al.* 2008: 33).

Until year 1989, the inflow of immigrants to Poland was rather small, which was due to the strict policy of issue of entry visas and very limited possibilities of applying for asylum in the People's Republic of Poland (Gmaj 2011: 45). Migration was mainly due to family reunion and education reasons at that time (Grzymała-Kazłowska 2007). Political and economic changes taking place in Poland since 1989 had some impact on migration trends as well. According to data of the Border Guard Services of years 1990-1995, the number of those crossing the Polish border increased almost three times - with most newcomers arriving from Germany, the Czech Republic, Slovakia, Ukraine and Belarus. The high intensity of cross-border traffic is mainly due to the fact that many people cross the border many times (even several times a week) for trade purposes, taking advantage of differences in the prices between individual countries (the so-called "ants"). After the systemic transformation, high-class specialists from the West started to arrive in Poland as well (mainly from Germany, France, USA, Great Britain). Poland became a destination also for the Asians, mainly from Vietnam, and Africans (*ibid.*). At the beginning of the systemic transformation, Poland also started to admit refugees - at first, mainly from Africa, Armenia, Middle East, former Yugoslavia and Romania, then from Afghanistan and South-Eastern Asia, and after year 2000 - Chechnya (Grzymała-Kazłowska 2007: 44).

In the last 10 years, the external migration balance for permanent residence was negative at the national level. Poland still tends rather to send emigrants abroad than attract the potential long-term immigrants from the poorer regions of the world. It is fluctuating somewhere in between the type of a country, which sends and receives migrants, and a transit country (Gmaj 2011: 46).

Table 1 - Balance of external migration for permanent stay, years 2000-2010

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Poland	-22,200	-18,558	-19,342	-13,765	-9,382	-12,878	-36,134	-20,485	-14,865	-1,196	-2,114
Mazowieckie province	270	294	265	457	832	565	-823	-112	326	817	690

Source: Central Statistical Office, Local Data Bank.

### *Population of immigrants*

No data is available in Poland, which would allow for determination of the actual scale of the immigrant population. Administrative statistics, based on decisions associated with legalization of stay, underestimate the phenomenon; on the other hand, foreigners with unregulated status are practically uncountable. Most often, they are staying at apartments or other facilities (summer cottages, garages, technical buildings etc.) without registration (Central Statistical Office 2008a). According to the Office for Repatriation and Foreigners, on September 1st, 2004, there were 84,700 immigrants in Poland; out of these, almost 32,000 (38%) were staying in the country on the basis of a permission for settlement, and 48,700 (62%) - on the basis of a permission for temporary residence. As for the number of foreigners, staying in Poland permanently (having the permission to settle), the National Census of year 2002 provided a similar result: less than 41,000 people (Fihel *et al.* 2008: 35). According to the Office for Foreigners, at the end of year 2010, the number of foreigners having valid residence cards in Poland was 97,080 (Gmaj 2011: 31-32). In years 2001-2010, the number of persons having valid residence cards in Poland grew systematically. As for immigrants, staying in Poland illegally, in year 2005, the number of persons staying in Poland for more than one year was estimated to be about 50,000, and the number of people staying in Poland for less than one year - about 100,000 (Grzymała-Kazłowska 2007: 45). On the other hand, the Central Statistical Office estimates that at

the end of year 2006, about 200,000 immigrants had been staying in Poland for more than 3 months. In the late 90s, the Vietnamese community was estimated by the Ministry of the Interior and Administration to amount to about 50,000 people, while the leaders of Vietnamese staying in Poland spoke of less than 20,000 (Halik and Nowicka 2002: 23-24). In year 2007, the total number of Vietnamese citizens and persons with Vietnamese origin, staying in Poland legally, was about 13,000 (Gmaj 2011: 165).

The most numerous category of immigrants and naturalized citizens are immigrants from the former USSR, who also have ethnic background in Poland thanks to the so-called historic minorities (Gmaj 2011: 47). At the same time, the two most characteristic groups of immigrants in Poland are the Ukrainians and Vietnamese.

**Table 2 - Share of persons having valid permanent residence cards according to citizenship, years 2007-2010**

2007	2008	2009	2010
Ukraine - 28%	Ukraine - 29%	Ukraine - 29%	Ukraine - 30%
Russia - 13%	Russia - 13%	Russia - 14%	Russia - 13%
Belarus - 8%	Belarus - 9%	Belarus - 9%	Belarus - 9%
Vietnam - 8%	Vietnam - 9%	Vietnam - 9%	Vietnam - 9%
Armenia - 4%	Armenia - 4%	Armenia - 4%	Armenia - 4%
Other - 39% <sup>a</sup>	Other - 36% <sup>b</sup>	Other - 35% <sup>c</sup>	Other - 35% <sup>d</sup>

Source: Office for Foreigners, [www.udsc.gov.pl](http://www.udsc.gov.pl).

a In year 2007, the "Other" category was dominated by citizens of Bulgaria, China, India, Germany, USA and Turkey.

b In year 2008, those were the citizens of China, India, South Korea, USA and Turkey.

c In year 2009: citizens of China, India, Kazakhstan, South Korea, USA and Turkey.

d In year 2010, the "Other" category was dominated by citizens of such countries as China, India, Kazakhstan, South Korea, USA and Turkey. The permanent residence card has also been issued to many citizens of Nigeria, Moldova, Japan and Mongolia.

Statistics of the Office for Foreigners, concerning issue of permits for settlement in Poland according to citizenship of applicants, can be treated as a limited estimate of the trends associated with permanent residence in Poland by foreign citizens. The data indicates a rather stable and growing interest in permanent settlement in Poland among citizens of such countries as Ukraine and Belarus. As for the citizens of Armenia, the number of permits for settlement issued in years 2003 - 2010 has remained quite stable, and in the case of the citizens of Russia and Vietnam, it has been decreasing. Despite these differences, the countries of origin listed, that is, Armenia, Belarus, Ukraine, Russia and Vietnam are definitely dominant in the overall number of citizens applying for permission to settle in Poland and receiving such permissions.

**Table 3 - Number of citizens granted permission to settle in Poland according to citizenship, years 2003-2010**

Citizenship	2003	2004	2005	2006	2007	2008	2009	2010
Armenia	118	235	111	-	91	116	88	117
Belarus	121	389	578	-	567	640	638	623
Russia	169	446	353	-	224	255	146	148
Ukraine	448	1658	1518	-	1609	1685	1280	1553
Vietnam	202	368	172	-	125	162	121	102
<b>Total</b>	<b>1058</b>	<b>3096</b>	<b>2732</b>	<b>-</b>	<b>2616</b>	<b>2858</b>	<b>2273</b>	<b>2543</b>

Source: Office for Foreigners, annual summary.

According to the Office of Foreigners, in years 2002-2008, permission for settlement was issued in total to 20,298 persons, including 8,432 citizens of Ukraine, 2,911 citizens of Belarus, 1,806 citizens of Russia, 1,316 citizens of Armenia and 819 citizens of Vietnam. In years 2002-2008, the total of 187,239 permissions for temporary stay were issued, including to 54,315 citizens of Ukraine, 15,137 citizens of Belarus, 11,416 citizens of Russia, 10,038 citizens of Armenia and 12,503 citizens of Vietnam (Gmaj 2011: 47).

In year 2010, 6,534 persons applied for refugee status in Poland - most often, these were citizens of Russia, Georgia, Armenia and Belarus. Refugee status was granted in total to 83 persons, most of them being citizens of Russia (42), Belarus (19), Iraq (5), Afghanistan (4) and Iran (2) (Office for Foreigners). According to A. Grzymała-Kazłowska, it is possible to talk about three emerging immigrant communities in Poland: Ukrainian, Vietnamese and Armenian (Grzymała-Kazłowska 2007: 44).

In the light of the data of the Office for Repatriation and Foreigners of 2004, slightly more than a half of all immigrants living in Poland were men (53%). The most masculinized groups of immigrants at the time came from Asia, e.g. from Vietnam (as many as 67% immigrants from this country are men). A high percentage of men from this country was balanced-off to some extent by the inflow of women from the main region of inflow of immigrants to Poland - the former USSR countries. Women were dominant among the immigrants from Ukraine (67%) and other former Soviet republics. The population of foreigners living in Poland consisted mostly (75%) of persons at the peak of their professional activity, aged 20 to 55. The percentage of very young people and the elderly was rather low. 7% of all foreigners were below 18 or above 70 years of age (Fihel *et al.* 2008: 39).

The presence of immigrants is visible in some regions of the country - mostly the agglomeration of Warsaw and its surrounding area and in other large cities (Łódź, Kraków, Poznań, Gdańsk, Wrocław, Szczecin and other urban centres undergoing urbanization or developing). Immigrants are usually scattered among the Polish majority, interacting with the Poles in everyday life (Gmaj 2011: 46-49).

#### *Immigrants on the labour market*

According to the current estimates, the share of foreigners in the human resources in Poland is very low, amounting to about 0.07-0.55% with regard to registered employment and up to 3.5% in terms of unregistered employment (Gmaj 2011: 176). The Polish employers have little knowledge on legal provisions and on employment of citizens of other countries without a work permission (Gmaj 2011: 176-177). A large part of work activity of immigrants is illegal - combining of legal stay with illegal work is encountered quite often.

Until mid-90s, migrants from the former USSR engaged mainly in market trade. Due to legal and economic changes in the late nineties, most migrants from the east started to come to Poland to search for jobs requiring no qualifications (farming, cleaning, construction works requiring no special skills, taking care of the elderly). Migrants from Vietnam from the beginning engaged in small-scale entrepreneurship in two sectors - catering (fast food bars) and trade (textiles). Migrants from Western Europe, on the other hand, came to Poland to work for large corporations (often as top managers) and specialists, including foreign language teachers (Grzymała-Kazłowska 2007: 44).

According to analyses of the Centre for Migration Research of Warsaw University of year 2005 on the Vietnamese and Ukrainians in Poland, the former are employed mainly within

the framework of their ethnic group or among relatives. They work in sectors associated with lower social prestige, allowing them at the same time to reach relatively high earnings, that is, wholesale and retail sale, hospitality and catering (Gmaj 2011: 142). The Ukrainians, on the other hand, are more often hired in the sector of education and healthcare, enjoying a higher level of social prestige and associated with lower earnings. Ukrainians, who work illegally, are dominant in such sectors as construction, home cleaning and care services, catering and hospitality (*ibidem*). As for immigrants from Ukraine, we can speak of reproduction of models of professional activity of the Polish employees; on the other hand, the Vietnamese create a unique model of economic migration due to their spatial and trade-related concentration. In their case, we are dealing with strong cooperation in the group, economic separation and creation of characteristic ethnic niches (Fihel *et al.* 2008: 53-54).

Regulations of the Minister of Labour and Social Policy (issued in 2006-2010) opening the Polish labour market for seasonal workers, were a response to the demand of employers for workers due to the outflow of the Poles to the EU countries, which opened their markets. At present, the system encompasses the citizens of Ukraine, Belarus, Russia, Georgia and Moldova. In year 2010, the total of 180,073 declarations were registered - more than a half of these, that is, 91,881, were filed in Mazowieckie province. Most of them concerned the citizens of Ukraine - 169,490. Registration of the unemployed of foreign origin takes place at the district level and it is implemented by District Labour Offices.<sup>2</sup>

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<sup>2</sup> In Poland, it is possible to register as unemployed for foreigners intending to perform or performing work within the territory of the Republic of Poland, who: are citizens of member states of the EU, citizens of member states of the EEA other than EU member states, citizens of states, which are not signatories of the agreement on EEA, who are able to take advantage of free movement of persons on the basis of agreements concluded by these states with the European Community and its member states, those, who have been granted refugee status in the Republic of Poland, a permission for residence, a permission for stay as long-term residents of the European Communities, a permission for temporary residence, a permission for tolerated stay, right to temporary protection, complementary protection, or family members of a Polish citizen (Gmaj 2011: 140).

Table 4 - The number and structure of declarations registered by the district labour offices in year 2007 and 2010

	Belarus		Russia		Ukraine		Moldova	Georgia	Total	
	2007	2010	2007	2010	2007	2010	2010	2010	2007	2010
<b>Number of declarations</b>	<b>1,347</b>	<b>3,623</b>	<b>190</b>	<b>595</b>	<b>20,260</b>	<b>169,490</b>	<b>5,912</b>	<b>453</b>	<b>21,797</b>	<b>180,073</b>
Including declarations for persons, who have obtained a visa or permission for residence	146	382	30	102	1,110	16,855	348	30	1,286	17,717
Number of women	260	1,126	61	276	7,968	77,889	2,873	146	8,289	82,310
Persons below 26 years of age	407	705	50	156	3,186	36,644	2,202	77	3,643	39,784
Persons aged 26-40	594	1,827	81	266	9,758	76,364	2,505	207	10,433	81,169
Persons aged 41-65	343	1,072	55	174	6,991	56,037	1,204	170	7,389	58,657
Persons aged 65 and older	1	18	0	2	74	393	0	1	75	414
Agriculture and related	79	833	16	188	6,336	107,742	727	113	6,431	109,603
Construction and related	629	447	26	74	4,974	17,575	1,884	69	5,629	20,049
Household services	21	170	3	22	1,218	6,245	179	3	1,242	6,619
Trade	55	307	20	62	671	2,111	105	0	746	2,585
Industry	202	217	33	60	2,705	5,430	474	68	2,940	6,249
Transport	142	877	18	30	594	2,599	110	45	754	3,661
Catering	26	79	5	16	420	2,065	435	17	451	2,612
Hospitality	24	180	4	9	186	1,272	18	0	214	1,479
Temporary job agency	17	92	3	27	972	9,912	914	54	992	10,999
Other	153	454	60	200	2,016	14,200	1,057	84	2,229	15,995

Source: Ministry of Labour and Social Policy, [www.mpips.gov.pl](http://www.mpips.gov.pl).

The issue of economic activity of immigrants in Poland should be perceived from the perspective of taking advantage of the potential of the immigrant communities examined, particularly in the context of the labour market shortages in Poland. These shortages are associated with emigration of the Poles to the EU markets, which provide more favourable labour conditions, and the growing demand for labour force in those sectors of Polish economy, which are characterized by low attractiveness. The insufficient number of workers in Poland may become even more visible in the future not only in association with growing demands of employees, but also due to demographic problems associated with ageing of the society (Grzymała-Kazłowska 2008: 263). Immigrants from Ukraine often get engaged in jobs, which are not attractive for the citizens of Poland, characterized by lack of stability of employment, low earnings and prestige, such as hired work in construction, agriculture, household works. Similarly, teachers from Ukraine are most often hired as teachers at public schools in the poorer, eastern regions of Poland, where it is difficult to find foreign language teachers (Fihel *et al.* 2008). Ukrainians, particularly those, who do not have a regulated status, are in this context perceived mostly as relatively flexible labour force, allowing to fill the "gaps" on the Polish labour market. On the other hand, the Vietnamese, working mainly in family business firms in trade and catering, increase the dynamics of entrepreneurship. They serve as role models, agents in international trade, and they provide employment for the Poles, particularly for rendering of services on behalf of Polish clients and representation of their companies in contacts with Polish institutions (Grzymała-Kazłowska 2008: 262). Immigrants from Western Europe or USA most often work in Poland as specialists or employees of Polish branches of international corporations.

#### *Regulations concerning immigrants*

Experts and specialists are convinced that Poland lacks a clearly defined migration policy. Legal regulations consist mainly of restrictive and administrative state action, while integration programs are scarce and designated only for some categories of immigrants (Grzymała-Kazłowska 2007: 46-49). A change of this strategy towards broadening of the scope of state assistance for foreigners from third countries has been visible since year 2000. In years 1997 - 2003, three acts on foreigners were passed and a number of institutions were established to implement the state policy towards foreigners (e.g. the State Border Guard, Office for Repatriation and Foreigners, the Council for Refugees). These changes were due to the requirements associated with membership in the EU. In year 2003, most changes in the Polish legislation were introduced. Diversification of status of foreigners - separate legal acts for foreign citizens of the EU and foreigners from third countries - resulted in introduction of new criteria for legalization of stay in the Republic of Poland. Resources of the European Fund for Integration of Citizens of Third Countries allowed for intensification of activities aimed at integration. Due to lack of a clear integration policy, the Fund replaced the state activity in this regard (Gmaj 2011).

On December 21<sup>st</sup>, 2007, Poland signed the Schengen Agreement, which was associated with the necessity of introducing changes in the visa regime for citizens of Belarus, Ukraine and Russia. The costs of obtaining a visa increased substantially, leading to a decrease in the number of foreigners applying for visas and entering the territory of Poland. The number of foreigners undergoing border check-in to enter Poland dropped from about 25.5 million in 2007 to about 13.5 million in 2008. As the visa regime grew more restrictive, many persons, who used to travel across the border, decided to stay in Poland illegally, faring the difficulties associated with re-entering the territory of the Republic of Poland. Moreover, due to insufficient knowledge of legal procedures



and provisions associated with legitimization of their stay, many foreigners stayed in Poland illegally, often being unaware of this fact (Foundation for Development Beyond Borders). One of the activities of the Polish state, aimed at counteracting illegal immigration, as well as limiting the number of immigrants with unregulated status, is the so-called abolition. On August 26<sup>th</sup>, 2011, the President signed the act on legalization of stay of some foreigners within the territory of the Republic of Poland and on amendment of the act of granting protection to foreigners within the territory of the Republic of Poland and the act on foreigners. The abolition act is aimed at legalization of stay of the largest possible number of foreigners, who have been staying in Poland illegally. Legalization of stay will take place in form of issue of a permit for residence for the period of 2 years. During such stay, a foreigner will be able to get employment without permission - on the basis of a contract of employment.

Refugees and repatriated persons are subject to state support. According to data of the Office for Foreigners, as of August 6<sup>th</sup>, 2008, social assistance was granted to 6,900 persons applying for refugee status, including 3,400 children. In practice, support most often consisted of placing a foreigner in an accommodation centre for foreigners, providing a place to live, meals, healthcare, Polish language lessons and assistance of a social worker. At the end of year 2007, in 21 centres, there were 6,300 people. Most often, assistance of this kind was granted to newcomers from the Chechen Republic of the Russian Federation (Central Statistical Office 2008a: 4). After leaving such centre, persons, who have been granted refugee status, obtain support within the framework of individual integration programs, implemented by District Family Assistance Centres. The integration programs, which last no more than 12 months, include free Polish lessons and money benefits<sup>3</sup> - a monthly benefit to cover the basic costs of maintenance in the amount of: up to 287 EUR per single person, 201 EUR per person in a family of two, 172 EUR per person in a family of three, 143 EUR per person consisting of at least four members during the first six months of the program. During the second half of the individual integration program, the rates are only slightly lower (Ministry of Labour and Social Policy). Foreigners, who have been granted a permanent residence card, have access to public services in the same way as the citizens of Poland; they do not receive any specific kind of assistance.

A significant issue in the context of everyday lives of immigrants in Poland is the knowledge of Polish. Free Polish lessons, financed from the public funds, is available only to those granted international legal protection and repatriated persons; other immigrants must pay for Polish lessons according to market rules. As for education, children, who are not citizens of Poland, may take advantage of education and care at public kindergartens, elementary and grammar schools like the citizens of Poland (Act on the system of education of September 7<sup>th</sup>, 1991). The status of their parents or guardians is of no significance here, including those, who do not have their status regulated. Since January 1<sup>st</sup>, 2010, the children have also been able to get support of a cultural assistant. Foreigners, who have obtained a permit for temporary stay or settlement, may associate in the same way as the citizens of Poland; others may become members of associations, which provide for such possibility in their internal regulations (Gmaj 2011).

The most significant financial benefits that may be applied for by foreigners having the permanent residence card, complementary protection or refugee status, are permanent, temporary and special purpose benefits (e.g. for purchase of food, medications, for a funeral). These benefits are granted mainly on the basis of income,

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<sup>3</sup> Amounts in Polish zlotys were converted according to the exchange rate of Infor Euro in July 2011: 1 EUR = 3.9987 PLN.

that is, monthly income not exceeding 119 EUR in the case of a single person and 88 EUR in the case of a family; as well as assessment of their life situation (inability to work, chronic disease, disability etc.) (Ostaszewska 2009: 73-76). Benefits are not centralized - they are provided by local social assistance centre at the place of residence (Ostaszewska 2009).

Direct assistance for foreigners, mainly in terms of legal and psychological consulting, social integration, protection of rights, support with regard to basic needs, is provided mainly by NGOs (such as the Legal Intervention Association, Polish Humanitarian Action, "Ocalenie" Foundation, Polish Migration Forum) or charity organizations, also those belonging to the Catholic church (Caritas Poland, Red Cross) or organizations established by migrants themselves.

#### 1.4. Trends in the housing field

##### *Socio-economic trends*

##### Housing in Poland - general trends

The state of housing in Poland is characterized by low level of satisfaction of housing needs of the citizens and the outdated functional, design and urban standards in comparison with solutions applied in Europe. This situation constitutes a barrier for development of the country, leading to many negative phenomena - chaos, lack of spatial order, lack of investors in the community housing sector, degradation of the environment and excessive use of energy, as well as emigration among young people. The number of residential units per 1,000 inhabitants and the flat area per person indexes are among the lowest in Europe, and the quality standards of the housing base are very low; at the same time, the renovation gap is growing. The level of expenditures for housing in the GDP is the lowest in Europe, and the level of satisfaction of special housing needs of the disabled, the elderly, residents of orphanages and other education and childcare institutions (the so-called protected flats) is very low.

As for the last ten years, the economic growth, decreasing inflation and the growing investment expenditures have resulted in big changes of the real estate market. Year 2004 is considered to have marked a new stage, associated mainly with the fact that Poland joined the EU. This year marked the commencement of substantial increase in the real estate prices and the further dynamic development of the entire real estate market. In years 2000-2006, there was a substantial increase in the number of residential buildings accompanied with a sudden increase in prices on the primary housing market in years 2004-2006. Finally, late 2007 and in the early 2008 was marked by stagnation on the Polish housing market. A typical trait of the housing market in the recent years was a significant surplus of demand over supply. In the second half of year 2008, this tendency was slowed down, and the situation did not change throughout the first half of year 2008 ([www.bankier.pl](http://www.bankier.pl)).

The most significant factors that influenced the slowing down of the dynamic growth of the Polish housing market was the surplus of supply and limiting of demand associated with more strict criteria applied by the banks in terms of granting of housing credits. Due to increasing prices, the society was no longer able to afford expensive apartments, which forced the developers to lower the prices or to wait for the crisis to end and sell the apartments over the long-term perspective. At the same time, the number of council flats has been decreasing due to their buyout by those tenants, who have the sufficient financial means. Some of the council flats were

renovated and returned to the secondary market; and their sale was often associated with violation of the applicable legal provisions and social norms.

### Housing shortage in Poland

As it has been indicated by National Census data, in the case of Poland, we may speak of dynamics in the increase of the number of inhabitants being much higher in comparison with other European countries - in years 1950-2002, the population of Poland increased by 52.9% (Gorczyca 1993; Central Statistical Office 2003b). In this period, the number of inhabitants of Polish cities increased two and a half times, while the number of inhabitants of the rural areas decreased by 2.6%. At the same time, the number of flats per 1,000 inhabitants of Poland increased from 234 to 328, and the average number of household members decreased from 4.09 to 3.25. The number of persons per room has also decreased significantly, from 1.7 to 0.88. Raising of the comfort of living in Poland, however, is insufficient - it is still impossible to say that the number of residential units is equal to the number of households, and thus it is visible that the underdevelopment of housing in Poland has still not been eliminated. Moreover, since between the national censuses of 1988 and 2002 the number of inhabitants of Poland increased by 351,000, the statistical deficit of apartments increased by as much as 454,000. This is caused, among other things, by the fact that in the discussed period, the retired part of the population of Poland increased by more than 1 million, and the generation of the postwar baby boom has reached the age of marriage and establishment of households. The present situation is also due to the limitation of housing area per person, which was typical for socialism. Such housing policy was supposed to solve the problems associated with the insufficient number of residential units; at the same time, however, it resulted in a dramatic increase in overcrowding of all types of flats (rented, privately owned, as well as community flats). Maintenance of a low level of rents by the state in private tenement houses prevented their owners from renovation activity.

Apart from quantitative changes, qualitative transformation of housing is also significant. A significant milestone in decreasing of the qualitative underdevelopment of housing in Poland were years 1970-1988, when, as a result of dynamic development of multi-family cooperative, corporate and community housing - in total, 3,950,000 residential units were delivered, mostly equipped with power and water supply, sewage, toilets, bathrooms and central heating.

The next stage of housing changes started in 1990 along with systemic transformation. Introduction of market prices, including loans and rents, resulted in a dramatic increase of all costs of construction, renovation and use of apartments. Freezing of the income levels of most flat users and investors resulted in a dramatic cut in expenditures for maintenance and construction of new facilities.

The most significant negative effects of changes in the housing management system in the transformation period include a decrease in the number of flats delivered (from 150,100 in 1990 to 62,100 in 1996) and the increasing shortage of flats due to the fast increase in the number of households. One of the consequences of housing problems is the high rate of flats, which have not been renovated for so long that renovation is no longer profitable - it is higher than in any other country of Europe. The problem is all the more serious due to the fact that in 2006, the housing construction tax relief was withdrawn, and in year 2007 - the renovation tax relief - these had contributed slightly to the increase in the number of renovated and delivered flats. The share of public funds in improvement of housing conditions is also decreasing - the state budget expenditures for housing purposes decreased from 3,959 million in 2001 to 1,013

million zlotys in 2007 (Piechociński 2009). At the same time, the number of houses constructed before the first world war, which are in a technical condition that no longer allows for their safe use, has been increasing due to lack of renovation funds. The number of unoccupied flats has increased from 168,000 to 760,000 (including 410,000 in the cities) and it is still growing. The highest level of shortage of flats can be observed in Mazowieckie and Śląskie provinces. A significant shortage (almost 1.6 million in 2002) can even increase in the near future due to lack of renovations of the existing resources, which will soon cease to be useful, "dropping out" of the market (this pertains, in particular, to old houses, built prior to year 1918). An additional barrier in development of housing may be lack of valid spatial development plans.

A significant negative effect of the quantitative underdevelopment of housing in Poland is lack of separate flats for many families due to the fact that there are about 3 million households, in which members use the corridors, kitchens, bathrooms and toilets together with members of other households. Difficulties encountered on the labour market are particularly painful for young people, establishing their own families, who are often unable to afford a flat. This, among other factors, was the cause for emigration of thousands of young Poles, having no resources to get a flat and start a family in Poland, to other states of the European Union, particularly Great Britain, France and Ireland (Frąckowiak 2010).

The most significant effects of the housing policy and management in this period include the increased use of modern construction materials, which improve the quality of newly constructed buildings, as well as changes in the structure of construction with regard to type of investors and developments. Private investors and developers are now of growing significance, the number of individual houses and low-rise buildings has been increasing, and the standard of quality has improved. The ongoing privatization of the housing market has changed the flat redistribution rules - despite waiting in queues, which was the usual way in the People's Republic of Poland, to get the allocation, at present, it is enough to have the sufficient credit capacity. At the same time, however, the prices of high quality apartments in large cities are high and thus access to these has become very limited. Summing up, the shortage of apartments, which has been observed in Poland for many years, has been strengthened by the dramatic change in the rules of financing of construction, introduced in 1990, which limited significantly the share of the state in housing investments, subjecting them to the rules of free market economy.

### Quality of housing

Comparing the results of the two last national censuses, it is necessary to underline the positive changes in the quality of housing resources. The level of improvement (both with regard to the number of inhabitants and availability of installations) was so significant that the percentage of flats characterized by sub-standard conditions has decreased greatly since 1988 (Central Statistical Office 2003b).

Worth noting in the context of assessment of housing resources is their age and size, which have a significant impact on the quality of flats. At the time of the national census of 2002, out of almost 11.8 million flats inhabited, more than 76% were those constructed in the postwar period - most of these (27%) in buildings constructed in the period of 1945-1970. Slightly more than 23% of housing resources in 2002 consisted of flats in buildings constructed before year 1945, including 1.2 million built before year 1918 (Housing construction in Poland in years 2000-2005).

The average apartment size in 2002 was 68.6 m<sup>2</sup>, which was higher by slightly more than 16% in comparison with year 1988. The highest increase in this regard was recorded in Mazowieckie and Świętokrzyskie provinces (since 1988, the apartment size grew by 22% in each of these, while the average increase per province amounted to 15.6%).

Another, equally significant factor characterizing the housing resources, is the data on overcrowding, expressed in form of usable flat area occupied per person and the number of persons in a single flat. Since 1988, the value of the former indicator increased by 4 m<sup>2</sup> on the national scale, which indicates an improvement. This is also confirmed by the fact that in 2002 (in comparison with 1988), the average number of persons living in a single apartment decreased by 6.1%.

On the basis of data on technical condition, age and number of inhabitants, it is possible to determine the number of flats, which meet the requirements of a specified standard. In year 2002, this criterion was satisfied by more than 84% of the housing resources available, while in 1988, their number had amounted to 67%. Thus, the housing condition of more than ¼ of the population improved (in comparison with year 1988). Since 1988, the number of sub-standard apartments decreased by 47.7%. The population living in poor housing conditions also decreased almost by one half (48%). This does not change the fact, however, that still, almost 6.5 million people in Poland live in apartments, which do not meet the basic standard. Taking into account the technical and sanitary installations, as well as the number of persons per room, it turns out that about 22% of the population live in apartments, in which there are 2 or more persons living in 1 room, including 6% of those, in which there are 3 or more persons per room (3.8 million people) (ASM Report 2006). The situation in this regard was much less favorable in the rural areas - 3,979,000 people, or 27.4% of the population suffering from substandard conditions (in the cities - 2,502,000 or 10.8%) (Central Statistical Office 2003b). In most cases, poor housing conditions are encountered by the poorest population - ¼ of substandard flats are community residential units (Olech 2010).

### Social housing

No detailed statistics on the number of community flats are available. The number of municipal housing units owned by communes is about 9% in the entire Poland. Community flats constitute a category of municipal flats (owned by communes); thus, they constitute a part of the municipal resources. According to the estimates of the Ministry of Labour and Social Policy, the number of community flats is at the level of 6-7% of the municipal resources. Other data of the Ministry indicate a more reliable number of community flats, which is about 32,300 (2.5% of the municipal housing resources) (Office for Housing and Urban Development 2003).

One of the problems on the housing market are rent arrears. At the end of year 2005, the share of tenants with overdue payments (in relation to the total population of tenants) in individual resources amounted to (Central Statistical Office 2006c):

- commune flats 39.5% with arrears of about 545 mln PLN (137 mln EUR),
- cooperative flats 30.9% with arrears of about 858 mln PLN (215 mln EUR),
- State Treasury flats 35,2% with arrears of about 39 mln PLN (9.8 mln EUR),
- corporate flats 28.8% with arrears of about 70 mln PLN (17,5 mln EUR),
- flats owned by natural persons 12.5% with arrears of about 229 mln PLN (57 mln EUR),
- flats of other entities 25.1% with arrears of about 15 mln PLN (3.8 mln EUR).

Out of 20,000 eviction cases subjected to courts, about 51% pertained to tenants of commune flats, 30% - flats of housing cooperatives, 9% - corporations, 7% - natural persons in condominiums, 1.3% - the State Treasury, and 1.6% - other entities. In more than 91% (with regard to all types of ownership), these proceedings were launched as a result of a failure to pay rent and charges. In 2005, eviction from 4,000 flats was executed - in most cases, these were flats belonging to commune resources (about 47%), and 42% were flats owned by housing cooperatives ([www.dachnadglowa.org](http://www.dachnadglowa.org)).

### *Public regulation*

#### Division of responsibilities

Establishment of conditions, which are necessary to satisfy the housing needs of the local community is included in the scope of own tasks of the commune (art. 4 item 1 of the Act on protection of tenant rights), which means that council flats are dealt with exclusively by local self-governments. Each commune establishes the rules and records them in a resolution; thus communes may have completely different criteria of assignation of flats.

Polish Constitution states that the public authorities are obliged to engage in a policy, which contributes to satisfaction of housing needs of the citizens, in particular, counteracting homelessness, supporting development of welfare housing and activities of citizens, aimed at acquiring their own flat. The act of March 8th, 1990 on local authorities states that satisfaction of collective needs of the community is included in the scope of the internal tasks of the commune. The local authorities are also responsible for: a) supporting of construction, Social Housing Societies and cooperation with these; b) maintenance, modernization and renovation of its housing resources; c) supporting of individual housing development; d) welfare housing, supporting groups suffering from social privation, counteracting homelessness; e) implementation of a welfare housing policy, providing of land, infrastructure and development of public utilities; f) local housing policy, protection of small enterprises and craftsmanship. Responsibility for housing and the construction sector has thus been decentralized and dedicated mainly to local authorities.

For many years, the basic forms of housing support were based on taxation instruments. A developed system of income tax reductions and exemptions was the most significant form of state assistance for housing needs, aimed mainly at supporting proprietary housing and investment projects associated with improvement of the technical condition of housing resources.

Accordingly with the regulation of the European Parliament, funds for construction and renovation of flats, as assistance for marginalized communities, may also be provided from the European Regional Development Fund (ERDF). Thanks to the new legal provisions, the ERDF funds for modernization of flats in urban areas can be used not only for renovation, but also for construction of new flats in urban and rural areas. According to the assumptions made, up to 3% of the value of operational programmes of the ERDF is to be designated to satisfy the housing needs of the disadvantaged. Housing communities may apply for additional financing for projects, using the means from the ERDF. In years 2007-2013, within the framework of the ERDF and 16 Regional Operational Programmes, the total amount of 15.9 billion EUR is to be provided.

So far, the housing policy has been accompanied by such processes as: privatization of flats belonging originally to the municipal authorities, the resources of companies and housing cooperatives, increasing domination of the market-based sources of capital

necessary for financing of new investment projects, dynamic changes in the legislation associated with housing (the spatial development system, regulating of construction processes, real estate management, the system of land and mortgage registers etc.). Another substantial component of these processes was decentralization of the housing policy and shifting of the main responsibility for this policy to the local authorities. Improvement of housing conditions of the population is to be attained by combining the multilateral state assistance, the immediate activity of local authorities, various social organisations and institutions and the citizens themselves. It has been recognized that only through cooperation of all these groups, the issue of housing in Poland may be solved.

The social and spatial distribution of the population in larger cities is "mosaic-like". The main causes for territorial segregation of inhabitants are: their position in the social structure, willingness to stay together and differentiation of prices on the real estate market. Flats in the better areas are thus more expensive, and those in the worse areas are cheaper, which results in concentration of the poorer population in specific districts. The social and spatial segregation is also influenced by housing and office real estate market interactions and historical conditions.

There is an increasing number of enclosed housing settlements, occupied by persons with a similar lifestyle, which is usually associated with social prestige of inhabitants, as well as their sense of security. Opinions concerning individual districts, which are often based on stereotypes, often determine who decides to move where. Good districts are safe, full of green areas, with well developed networks of services and a pleasant architectural design. Bad districts are unsafe, noisy, lacking green areas, with a weak network of services and transportation. Districts differ with regard to the demographic characteristics of their inhabitants, and thus they may be divided into "old" and "young"; at the same time, the former are characterized by outflow, and the latter - by inflow of inhabitants.

An example of a bad housing policy of the state is liquidation (by the act of April 2nd, 2009) of the National Housing Fund without an alternative system of financing of the community flats with moderate rent levels, a failure to provide the adequate financing to support the communes in construction of community flats, shelters, etc., inadequate financing for thermal insulation and renovation, lack of an act on rehabilitation and of the necessary amendment of legal provisions on protection of tenants. Expenditures of the state budget for housing have been reduced to a minimum. The methods of financing housing, which are now being implemented, in form of subsidies for credits, are not reaching people with low income. Lack of budget funds for modernization of housing resources can be partially remedied thanks to the resources from the European Regional Development Fund for tasks associated with housing, in particular, with environment-friendly investments based on renovation and modernization in the housing sector.

### Social welfare in housing

One of the forms of direct state assistance for persons finding it difficult to maintain an apartment are housing benefits. Persons, who have the legal title to a flat, or are occupying a flat without a legal title while waiting for a community flat, may apply for a housing benefit. The basis for granting of such benefit is the income criterion - the average gross monthly income cannot exceed 175% of the lowest retirement pension in a single - person household and 125% of the lowest retirement pension in a household with 2 or more members. The area of the flat is also of significance: up to 35 m<sup>2</sup> for 1

person, up to 40 m<sup>2</sup> for 2 persons, up to 45 m<sup>2</sup> for 3 persons, up to 55 m<sup>2</sup> for 4 persons, up to 65 m<sup>2</sup> for 5 persons and up to 70 m<sup>2</sup> for 6 persons (Burzyńska 2008).

Housing benefits are not part of the social assistance system, but they are a part of welfare system on the local level. The housing benefit is a form of assistance for persons, who are unable to cover the costs of maintenance and it is aimed at prevention of homelessness. In 2004, a state subsidy for housing benefits was liquidated. Since then, all costs of payment of these benefits have been covered by the communes. In year 2006, about 8.5 million housing benefits were paid for the total amount of 1.2 billion PLN (0.3 billion EUR). Most of these were paid to tenants of cooperative flats (37.2% of the total number) and commune flats (36.8%), while the least was paid on behalf of social housing societies (1.3%).

Another method of supporting persons with low income are Social Housing Societies (TBS) established on the basis of the act of some forms of supporting housing construction of October 26th, 1995 (Journal of Laws of 1995 no. 133, item 654 as amended), which is aimed at construction of apartments for rent with moderate rent charges, financed by the National Housing Fund. TBS may act in form of limited liability companies or cooperatives of legal persons. It is possible to become an owner of a TBS apartment, if the household income of such potential owner is not greater than 130% of the average gross monthly remuneration in a given province, increased by 20% in case of a single-person household and 80% in case of a two-person household - and by the further 40% for each additional household member. Another form is participation, or financial contribution in construction of an apartment, which allows for designation of tenants in TBS flats, which have been subject to such contribution. The cost of participation in construction of a flat acquired from a person cannot exceed 30% of the construction cost. The rent amount is determined by the society; however, it cannot exceed 4% of the flat value annually ([www.tbs24.pl](http://www.tbs24.pl)).

The situation of the homeless was taken into account most broadly in the Act on social assistance of November 29th, 1990 (Journal of Laws no. 13, item 60), as well as the Act of July 2nd, 1994 on rental of housing premises and housing benefits (Journal of Laws no. 105, item 509). In June 2000, the Ministry of Labour and Social Policy prepared the programme "Homelessness", taking into account prevention, protection and activation. It was recommended that providing of assistance for the homeless, which is the internal task of the commune, is implemented in cooperation with non-governmental organisations, which have at their disposal the extensive social infrastructure (qualified personnel, volunteers), reliable methods of social work with the homeless and which are much more mobile than the state institutions.

## 2. WARSAW

Warsaw is the capital and largest city of Poland. It's situated in central Poland, in Mazowieckie province on the bank of the Vistula river. It's the biggest city in Poland, with population approx. 1.7 million (2010), and the Warsaw metropolitan area at approximately 2.6 million inhabitants. The area of the city covers 517 km<sup>2</sup>, while the city's agglomeration covers 6,100 km<sup>2</sup>. Warsaw is the 9th largest city in the European Union by population. The population density is 3,300 people per km<sup>2</sup>. Warsaw is one of the largest subregions of Poland with regard to potential and economic development.

Historically, Warsaw has been a destination for internal and foreign immigration, especially from Central and Eastern Europe. Demographically it was the most diverse city in Poland, with a significant numbers of foreign-born inhabitants. In addition to the Polish majority, there was a significant Jewish minority in Warsaw (around 34% in



1897). World War II changed all of this, and to this day there is much less ethnic diversity than in the previous 300 years of the city's history. Most of the modern day population growth is based on internal migration and urbanisation (Wikipedia).

Warsaw was mostly destroyed during the second world war, and then rebuilt in the postwar period. After the fall of the Warsaw Uprising, between October 1944 and January 1945, German destruction troops destroyed about 30% of the prewar buildings in the capital city. Hundreds of invaluable monuments, as well as cultural, sacral and economic facilities were destroyed. Demolition and burning of Warsaw was accompanied by large scale plundering of the remaining private and public property of the city. In combination with losses during the uprising and destruction of the city during the siege of 1939 and liquidation of the Warsaw ghetto, this resulted in destruction of 84% of developments on the left bank of Vistula river. The estimated level of destruction of the entire city, including the district of Praga, was 65% (Getter 2004).

In 1939, ca. 1,300,000 person lived in Warsaw, but in 1945 - due to mass killings and deportations to concentration camps - only 420,000. During the first years after the war, the population growth was ca. 6%, so shortly the city started to suffer from the lack of flats and of areas for new houses. The first remedial measure was the Warsaw area enlargement (1951) - but the city authorities were still forced to introduce registration limitations: only the spouses and children of permanent residents as well as some exceptional persons (like good and famous specialists) were allowed to get registration (Wikipedia).

The Capital City of Warsaw currently constitutes one commune, treated also as a township, with 18 districts/boroughs, each one with its own administrative body. Each of the districts includes several neighbourhoods which have no legal or administrative status. Each of the 18 separate city districts has its own council. Their duties are focused on aiding the President and the City Council, as well as supervising various municipal companies, city-owned property and schools. The head of each of the District Councils is named the Mayor and is elected by the local council from the candidates proposed by the President of Warsaw (Central Statistical Office 2011a).

As for the city budget, city income in 2009 totaled around 10.1 billion PLN (2.5 billion EUR), and the expenditures - 11.3 billion PLN (2.8 billion EUR). The difference consists of the budget deficit of 1.2 billion PLN (0.3 billion EUR). The debt of the capital city in 2010 amounted to 50.9% which is about 5.9 billion PLN (1.5 billion EUR). The commune budget revenues are among the highest per capita in Poland (4th place in 2008 - 6,005 PLN = 1,500 EUR) (Cities in numbers 2007-2008). Most of the city revenues comes from personal income tax and taxes paid by companies with their abode in Warsaw (45.5%), from loans and bonds (22.8%) and local taxes paid by the inhabitants (15.8%). Most funds from the city budget are designated for transport and communication (25.7% of all expenditures), education and upbringing (19.8%) and housing management (10.5%). 1 billion PLN (0.25 billion EUR) of the city's revenues is designated for poorer communes (the so-called solidarity tax) (Budget of the Capital City of Warsaw 2009).

As a result of positive socioeconomic trends in current activity and low rates of and debt management, the rating of the capital city of Warsaw, determined by Moody's Investors Service rating agency, has maintain the level of A2 in the last three years (2008-2010) with a stable perspective (Wikipedia; Central Statistical Office 2009a).

## 2.1. Transformations in the labour market

### *Socio-economic trends*

#### Main trends in the local economy

As for the local labour market, Warsaw can be described as a city of trade of services, with insignificant role of industry and even lesser played by agriculture. The city is distinguished in this regard from the remaining part of the province, in which industry and agriculture represent substantial shares in the labour market structure. In the last decade, there has been a slight tendency of growth in the sector of services, accompanied by some decrease of the share of industry. As a metropolitan city, Warsaw has been developing and implementing investment projects, which generate workplaces in specific professions, usually requiring high qualifications. Warsaw has been the Polish centre of business - it is the abode of headquarters of large companies of the financial, insurance or telecommunication sector.

In the last ten years, the labour market of Warsaw has been growing in terms of the number of companies registered. As for the number of business entities, in year 2000, there were 253,000 entities representing the national economy (48% of all entities in the province). Until year 2009, their number increased to 328,300 of registered entities of national economy in Warsaw which made 50,8% of the number of the registered entities in Mazowieckie province. The biggest concentration was noticed in Mokotów district (45,405 entities, 13.8% of Warsaw as a whole), and the lowest - in Rembertów (3,561 entities, 1.1% of Warsaw as a whole) (Central Statistical Office 2009c).

In the period between 2009 and 2010, an increase by 3.35% was observed - in year 2010, there were 340,000 entities of national economy registered in REGON, constituting 53% of all business entities of Mazowieckie province. Like in the previous years, the private sector was dominant (98.7%). At the same time, the number of entities recorded in the National Official Register of Economy Units REGON in Warsaw per 1,000 population reached 192 entities, comparing to the highest rate in Śródmieście (354 entities) and the lowest in Białoleka (136) (Central Statistical Office 2009c).

The number of employees in Warsaw also grew - between 2000 and 2009 the number of employed persons in Warsaw raised from 762,000 (71% of Mazowieckie province), to 806,500 employed persons in entities with more than 9 employees. It should be noted, however, that the increase was not stable over the short - term perspective - in years 2003 and 2009, a decrease was recorded, which was associated with worsening of the economic situation in Poland and on the global level as well.

Considering districts, the highest share of employed persons in Warsaw achieved Śródmieście district (215,500 persons) 26.7%, the lowest - Wesoła district (2,899 persons) 0.4%. Employed persons per 1,000 population in these districts reached 1,708 persons and 127 persons respectively (Central Statistical Office 2009c).

Analysing the general trends for the labour market in Warsaw in the last 10 years, it is possible to notice a general positive trend in years 2002-2008 and its reversal in the last two years, when the number of employed persons decreased slightly, as well as the average remuneration level, and the unemployment rate increased. These changes

should be associated mainly with the global economic crisis; it is also difficult to determine whether they will be short- or long-term changes.

A significant component of analysis of the economic situation of Warsaw is the GDP level. Since 1999, the real GDP has been increasing systematically (from PLN 84 billion - 21 billion EUR - at the annual average growth rate of 5%). In year 2007, GDP amounted to PLN 160 billion (40 billion EUR), which constituted almost 6% of GDP in the entire province. The most dramatic increase was observed in years 2004-2005, when the average annual GDP increase rate amounted to 9%. The capital city status is an important factor determining the dynamic socio-economic development of Warsaw city. In 2008, the value of gross domestic product for Warsaw amounted to 169 mld PLN (43 mld EUR). Share of Warsaw in generation of gross domestic product was 13.2% of the national GDP and 61.6% of the Mazowieckie province. At the same time, the highest level of gross domestic product per capita was recorded in Warsaw (98,854 PLN, 2,471 EUR) exceeding the national average by 195.4%, and Mazowieckie average by 87.3% (Central Statistical Office 2008c; Central Statistical Office 2010a).

The high GDP share in Warsaw is accompanied by substantial investment expenditures. Their increase every year (PLN 16 billion - 4 billion EUR - in 2008), as well as the fact that 66% of all expenditures of the province are located in the capital city, indicates the great potential of Warsaw. In 2002, as much as 72% of all investment expenditures in the province were designated for Warsaw. Although the subsequent years brought some insignificant decrease in the share, even over the long-term perspective, it can be expected that it will amount to more than 60%. The largest part of the expenditures have been dedicated to the market service sector.

#### Structure of the labour market

The data shows that at the end of year 2010, almost 1 million people were legally employed in the capital city. It should be kept in mind, however, that the statistics do not encompass all of the employed - many people fail to register their activity, working on the grey market. Among the legally employed, the largest share of almost 22% works in trade, and 16% in industry. Dominant trades in Warsaw according to employment structure are: services associated with real estate management, business activity, repairs, trade and production. In the last decade, the share of those employed in services in Warsaw has been growing, mainly at the expense of industry and construction.

The labour market structure varies slightly in the case of women and men. The largest percentage of women is engaged in real estate management, business activity and repairs - this shows that they are mainly employed by those market sectors, which are characterized by higher earnings level in comparison with non-market sectors. The data shows that almost 1 million people worked at the capital city legally at the end of year 2010.

In the period of 1999-2002, the number of employed women was about 390,000, out of which 49% worked in the public sector. A breakthrough year 2003, in which the number of employed women was the lowest in the analyzed decade. The subsequent periods brought an increase in the number of women employed. The percentage of women working in industry has been decreasing (33%), while, since 1995, a relatively stable increase in employment of women in the service sector has been noticeable. Analyzing the sector of market and non-market services, we can see that the share of market services is much higher (constituting about 63%). The sector of non-market services employs about 26% women. At present, the number of women employed by the private

sector is higher in comparison with the public sector, which, considering the higher level of earnings in the private sector, may be treated as an indication of improvement of the situation of women on the labour market. Thanks to the growing level of employment of women and concentration of females in the better-paid sectors, Warsaw can be referred to as a city, which provides women with opportunities of development in more profitable trades. The tendency of increase in employment of women in the private sector and the non-market services sectors makes Warsaw a relatively attractive place of employment for women in the context of the entire country. However, women are still earning less than men on the same positions, and they need more time to find a job (CBOS 2010).

### Unemployment

Warsaw has the lowest unemployment rate in Poland. In years 2000-2008, this rate had been dropping successively. From 3.2% in 2000, it decreased to 1.9% in year 2008, but in years 2002, 2004 it amounted to more than 6%. In 2009 the number of registered unemployed persons in Warsaw reached 31,300 persons, which makes the lowest unemployment rate in the country (2.8%). The highest unemployment is noticed in Praga-Południe district (12.8%), the lowest in Wilanów district (0.6%). Due to the economic crisis further raise of the unemployment rate was noted in Warsaw in 2010 (3.4%). At the end of January 2011, the number of unemployed in Warsaw was about 40,000 inhabitants, which represents the unemployment rate of 3.5% in the professionally active group. At present, the negative trend is reversing slowly (The unemployed and the unemployment rate according to province, subregion and district, Central Statistical Office 2011b).

In year 2010, in all district of Warsaw, the number of the unemployed increased. The highest increase was recorded in the district of Mokotów - by 1001 persons and in Wola - by 981 persons, and the lowest - in the district of Wilanów - by 60 persons; it should be noted that this district was also characterized by the lowest number of persons registered at the Labour Office of the Capital City of Warsaw.

In 2009, the share of women among the registered unemployed was 48%. In the period of 2004-2008, a tendency of decrease was observed among the unemployed women, regardless of the period of unemployment. In year 2008, the share of women unemployed for more than 1 year decreased by almost 54 percentage points in comparison with 2004. At the same time, the number of women unemployed for 1 to 2 years decreased as well. Earlier, the unemployment rate among women was on the average higher by 15%; at present, most of the unemployed (52%) are men. Women tend to get jobs increasingly often, they establish their own businesses, they are eager to learn.

Among the registered unemployed, the most numerous is the age group of 24-34 (30% of all unemployed). In year 2010, the number of the registered unemployed belonging to this group increased by 1870, which was the highest increase among all age groups. At the same time, it should be noted that young people often do not get registered as unemployed - instead, they keep searching for a job on their own. The second most numerous group are persons aged 45-54 (24%) - an increase by 1,393 in comparison with 2009 was recorded. The number of the unemployed aged 35-44 also grew substantially. The same can be said about the groups of persons aged 55-59 and 60-64, registered at the Labour Office. In 2010, in comparison with 2009, the number of registered unemployed below 24 years of age also increased - in year 2010, it amounted to 8.9% of all unemployed.

According to data for year 2010, the most numerous groups among the unemployed registered at the Labour Office of the Capital City of Warsaw, the most numerous are groups of persons with postsecondary and secondary vocational education (25%), gymnasium education (ISCED 2A) and below (24%) and university education (24%). The least numerous is the group with secondary general education (11%).

In Mazowieckie province, the number of unemployed in all age groups has also become visibly higher. The highest increase was recorded among those aged 24-34 (by 3,628). This was the most numerous group of the unemployed (29%), while the second largest group consisted of persons aged 45-54 (21%). The smallest was the group of those aged 60-64 - 5,711, that is, 2% of all persons registered as unemployed. The unemployment rate by age group in the last quarter of 2010 was lowest for 55+ (4.2%)(large part of the people already retired), a bit higher for 35-44 (5.3%), 45-54 (5.8%), and 25-34 (8.2%). Highest unemployment rate was registered among the youngest group 15-24 (18.8%).

The largest group among the unemployed in Warsaw are persons registered for 12-24 months - 30% (in Mazowieckie province, persons registered at the Office for 1-3 months and for 12-24 months - 20%), while the smallest group consists of those, who have been registered for more than 24 months - 7% of all of the registered unemployed. In Mazowieckie province, the smallest is the group of those, who have been unemployed for one month or less - 10%.

Among the unemployed women, registered at the Labour Office of the Capital City of Warsaw, the most numerous group - constituting 30% - was that of women aged 25-34 years (in Mazowsze 28%) and women aged 45-54, who constitute 26% of all those registered (in Mazowsze 22%). The most numerous group among the unemployed women in Warsaw are women with grammar school education or below (25%). The subsequent most numerous groups consist of women with postsecondary and secondary vocational education - 24%, university education - 23%, general secondary education - 15%, vocational education - 13%.

The number of the long-term unemployed at the end of December 2010 was 17,600 - 45.6% of all unemployed. It should be added that one year earlier, this group constituted 26.6% of all unemployed.

On December 31<sup>st</sup>, 2010, the right to benefit was applicable to 6 429 unemployed persons (16.6% of all registered unemployed), including 3,372 women. In year 2010, the number of the unemployed entitled to benefits dropped by 15% in comparison with 2009 due to higher demand for employees.

As for age groups, in the last decade, the share of persons below 25 years of age among all unemployed dropped (from 20% to 8.9%) - a similar tendency can be observed in the entire Mazowieckie province and the country. At the same time, the share of the group aged 25-34 increased (from 19.5% to 30.2%). The same tendency could be observed at all three territorial levels of analysis; however, in Warsaw, this trend was particularly well visible.

Nevertheless, in general, Warsaw is characterized by improving situation of the unemployed, mainly due to a decrease in the share of the long-term unemployment. Analyzing the structure of unemployment according to gender and age, it can be stated that persons aged 25-34 with the shortest work experience are in the most difficult situation. Despite the decreasing share of unemployed women, estimates show that women find it more difficult to get a job (CBOS 2010).

## Grey labour market

According to the studies prepared for the labour resort, as well as reports of various research institutes, as many as 30-40% of the registered unemployed perform additional jobs to get some money in addition to the unemployment benefit. The State Labour Inspection discovered about five hundred cases of this kind last year. According to the research of the Polish Agency for Enterprise Development, as many as 10% of the unemployed admit having worked illegally during the last year. The labour resort estimates that their number is 3 to 4 times higher (Polish Agency for Development of Entrepreneurship 2010).

Most often, persons receiving benefits perform seasonal jobs in agriculture, construction, hospitality, catering, as well as small production plants. It is difficult to calculate how many benefit recipients get additional earnings on the grey labour market, and to determine the level of their income.

Among the unemployed, who engage in paid work, dominant are young people between 20 and 30 years of age. Some of them are graduates, who get registered at the labour office to get insurance. They perform illegal work below their qualification level. Another large group are persons aged 55 or more, usually with low qualifications. They constitute about 30% of all workers on the grey labour market (Kryńska *et al.* 2008).

Among the unemployed, who have admitted to work illegally, only 20% declared they worked illegally to avoid paying taxes, and 12% stated openly they did not sign a contract of employment to avoid losing the unemployment benefit and the free healthcare services. The illegal workers earn as much as those employed legally. This situation is profitable for employers, who are able to save on social insurance and taxes. For an unemployed person, entitled to benefits, it is also advantageous, as the state pays social insurance premium for them (Szara strefa kwitnie... 2011).

In the research project commissioned by NBP, the entrepreneurs assess that in Warsaw, the average percentage of illegal workers is 31%. The respondents declare that they are mostly employed in the construction sector (28.1%), small trade and household care services (15.4% each) and in services (14.4%). Illegal employment is most popular among the micro- (50%) and small enterprises (38.9%). According to respondents, the percentage of registered unemployed, who work illegally in Warsaw is 48.7%, a in Mazowsze - 42.7% (NBP 2006).

## Impact of the financial crisis

See "Main trends in the local economy".

## Wages

In the last decade (2000-2010), gross remuneration in Warsaw increased from 3,000 PLN (750 EUR) to 4,800 PLN (1,200 EUR). In year 2009, the average monthly remuneration in the enterprises sector was equal to 4,650 PLN (1,162 EUR), and at the end of December 2010 - gross 4,800 PLN (1,200 EUR) (Central Statistical Office 2009b). In the capital city, the best earnings are recorded at private companies - on the average, 5,000 PLN (1,250 EUR) - in 2010, the average earnings in the private sector were 21.6% higher than in the public sector. Earnings above the average level were attained by specialists (lawyers and architects - more than 7,000 PLN = 1,750 EUR) and

construction employers. The lowest - 2,600 PLN (650 EUR) - were the earnings of administration employees.

Analyzing the average gross monthly remuneration in Warsaw, it can be stated that it is 11% higher than in the entire province. In year 2002, it amounted to 3,238 PLN (810 EUR) to increase to the level of 4,504 PLN (1,126 EUR) in 2008. It is estimated that the rate of increase of the earnings level in the coming years will be equal to about 5%.

Considering all variables that exert impact on shaping of economic trends, it should be noted that Warsaw is a very attractive workplace for all social groups. The positive image of the capital city as the potential workplace is also shown by the positive migration balance. This correlation is mostly typical for urban areas, indicating the strong advantage of inflow of population over the outflow.

Considering the level of earnings for employees, it can be concluded that Warsaw is the best place in the province to get a well-paid job. The rich offer of the labour market and the high level of earnings motivates people to search for jobs in the area, resulting in a high migration balance. The subregion of Warsaw is characterized by a much better market condition than the remaining subregions of the province. Higher average wages, substantial expenditures for development of the existing entities and establishment of new ones provide an opportunity for access to state-of-the-art technologies, and thus professional development of individuals. Better market opportunities exert impact on all social groups; however, it seems particularly attractive for women, whose share in migration is about 56%. As a result, in years 2003-2007 more than 11,000 women got registered as permanent residents in Warsaw, and almost two times left were removed from the residence registers.

#### Situation of young people on the labour market (see also "Unemployment")

Research conducted by SMG/KRC shows that among the unemployed in Warsaw, age is a significant determining factor for unemployment - mostly persons aged 45 or older pointed to their age as the reason for being unable to find a job. Young people (up to 34 years of age) show more courage in engaging in behaviours associated with professional activity - they tend to change jobs more often, if they are not satisfied with the conditions or if another position seems more attractive. Among the youngest respondents (up to 24 years of age), the percentage of those, who have never worked, is very high - this group suffers from lack of experience, which is a significant barrier reducing their attractiveness in the eyes of the potential employers.

Warsaw faces the problem of insufficient use of the potential of young people, who entered the labour market in years 2002-2006 and 1995-1997. This is mainly caused by the fact that they start their employment in the period of a bad economic condition, thus facing a greater risk of unemployment at all stages of their career and having less opportunities for professional promotion and good earnings. Problems of this kind are encountered in Warsaw by about 50,000-60,000 people, who are the aim of the city's professional activation programmes (such as "The Start of the Young") (Social Strategy of Warsaw 2008).

High diversity of the labour market, typical for a big city - where large companies generate the supply of well-paid jobs (managerial staff, consultants etc.) on one hand and the poorly paid jobs in the sector of services (e.g. shop management) on the other hand, is often reflected by employment below the worker's qualification level, particularly in the case of young people from outside Warsaw, who graduate from university here and stay at the capital, expecting to develop their professional career.

Also, one of the main problem faced by the young people is a lack of compatibility between educational system and job market requirements. It is a general problem of the Polish educational system which does not place emphasis on skills that are useful on the job market, i.e. project management, financial planning or planning the path of self-development. As a result, young people when finishing high school or university are not ready to make real decisions on labour market or to evaluate realistically their skills. It is a very important issue if we take into account that a part of youth does not continue their education at higher level or some of them start their job career during studies. Many young people start their studies or enter the job market right after the matriculation, what often involves taking loans and additional expenses. In the face of the lack of financial management skills among the youth, it may cause numerous problems. Because of these reasons, the necessity of providing them with skills that could help them to take part in the consumer market, arises.

#### Problems of young people in Warsaw

Young people, due to lower maintenance costs, often live in districts, which are further away from the central part of Warsaw, which results in an unfavourable demographic structure of the city space and strengthening of socio-demographic diversity of the settlements and districts of Warsaw. The worsening demographic relations in Warsaw, the division into areas inhabited by young and elderly people, is often associated with shortages in terms of social and childcare infrastructure in districts dominated by young people (Social Strategy of Warsaw 2008).

Another problem is that the young inhabitants of poorer districts of Warsaw (e.g. Praga Północ) are often passive and don't even try to change their life. Their passive attitude toward life is often inherited from their parents and grandparents registered unemployed for years and benefited from social security most of their adult life).

Another problem is low level of civic engagement and therefore little influence of young people on their local environment. Young people don't participate in local community, some even become aggressive offenders who refuse to get any support. Also, a huge gap between financial situation of youngsters from poor and rich Warsaw districts frustrates young people, who spend time in rich shopping centres, observing differences between their streets and the centre of modern Warsaw (YEPP Programme).

#### *Public regulation*

##### Division of responsibilities

See General introduction.

##### Changes in governance

See General introduction.

##### Welfare programs

The employment services of Warsaw, coordinated by the Labour Office of the Capital City of Warsaw, implement a number of standard activities (similar to those in other parts of the country), as well as special initiatives to improve the situation on the local labour market.



The standard activities include job agency, vocational consulting, trainings for the unemployed, cooperation with employers, organization of trainings, practices and intervention works, subsidies for workplaces or funds for initiation of business activity.

At the end of year 2009, at the Labour Office of the Capital City of Warsaw, the Professional Activation Centre (PAC) was established. PAC is the organizational unit of the office, which supports people in returning on the labour market through the services of job agencies, councillors and specialists for professional career development. PAC employees (job agents, professional councillors, professional career development specialists) render the labour market services using the available tools, which allows them to make proposals and cooperate with the clients.

In year 2010, the Labour Office of the Capital City of Warsaw implemented new software for registration and management of job-seekers. The job agency services use the database containing crucial information on the unemployed, the employers and the job offers published. Job agency is conducted in form of individual, direct contacts between the job agent and the clients of the Office (e.g. job-seekers, the unemployed and employers), as well as in form of information exchange and labour trade fairs. Contacts with employers are maintained. Employer cards are kept in electronic format. Acceptance of job offers and their publication takes place using the information boards, multimedia kiosks, the Web page of the Office and publications in the "Oferta" periodical, as well as on such Web portals as Monster.pl, infoPraca.

Since 2009, the program "Job from the Internet" has been implemented, based on the idea of using the IT network for job agency purposes. Thanks to the network of "multimedia kiosks" and computers with access to the Internet, the unemployed and job-seekers can easily access a large number of job offers, portals offering jobs and current labour market information.

The Labour Office of the Capital City of Warsaw, together with the Office for the Housing Policy of the Municipal Office of Warsaw, implements the programme "Premises for the Resourceful", addressed to the unemployed, who are planning to launch their own business activity, using the premises owned by the city of Warsaw. Rent rates can be lowered for the period of no more than 18 months, and they are established through negotiations. In 2010, 16 certificates were issued to the unemployed participating in the programme.

In year 2010, the Labour Office obtained 1,542,900 PLN for implementation of tasks associated with professional activation of the unemployed. These funds allowed for participation of 136 persons in vocational trainings, organized individually, and thus adapted to the demands of employers on the local labour market.

Another labour market instruments used within the framework of the programme were funds for launching of business activity, which allowed 55 persons to start their own business.

Another programme implemented was "Look. You can afford this!", addressed to the unemployed below 30 years of age. The main objective was to provide 250 participants of the programme with the appropriate competences, qualifications and experience in the work environment, allowing them to get and maintain jobs. Involvement of the labour market services and instruments allowed for creation of individual professional activation paths, using the Individual Action Plan (IAP), as well as increasing of involvement of participants in the process of searching for a job, increasing their sense

of independence and self-confidence and providing them with social competences, valued on the local labour market. The programme allowed 240 persons to get professional experience thanks to professional practice, and the young people got familiar with the duties associated with performance of work duties, the work environment and division of roles in a team.

Job consulting was conducted on everyday basis, as well as professional information for the unemployed and for job-seekers; there were employees on duty at the vocational information rooms. Group information meetings were organized, dedicated to the labour market services and instruments. Professional councillors initiated, organized and conducted group consulting for the unemployed and for job-seekers. There were cycles of classes according to the "Inspiration Course" programme, which is aimed at getting the participants motivated to take care of their future more actively and to maintain contacts with the labour market. A workshop "CV on Video" was also conducted, which resulted in preparation by each of the participant of their own portrait in multimedia format, constituting a modern form of communication of the candidate with the potential employers.

Job councillors continued to support young people in the decision-making process associated with education and career. Lectures and consultations on preliminary career development were conducted during the meetings "Youth and Career" in the district of Praga, during the "Warsaw Salon of Secondary School Graduates" and on the invitation of the Principal of the General Education Secondary School of Casimir the Great. Within the framework of the "Entrepreneurship Week" at the Complex of Clothing, Hairdressing and Cosmetic Schools, information meetings were conducted with students of the highest grades, presenting the activities of the Office to support professional activation and entrepreneurship. A job councillor and a job agent participated in a meeting with students of the Institute of Social Policy of Warsaw University, dedicated to the tasks of the Public Employment Services and practical aspects of work and professional requirements with regard to job agency and consulting.

Within the framework of cooperation with the Penal Institution of Warsaw - Białołęka, information meetings were conducted for those convicts, who will end serving their term shortly to prepare them to return to the labour market.

Moreover, a vocational councillor supported the works of the Commission for Repatriation and Settlement of the capital city of Warsaw, which helps Polish expats returning to Poland. Vocational councillors participated in consultations, organized by the Office at companies conducting group dismissals of employees during the conferences "Work - Life Programmes as the factor of competitiveness of companies and shaping of the social work environment", "Warsaw inhabitants from Vietnam and from beyond the Eastern Border", "Tigers of Career", "Partnership to support social economy: local social cooperatives".

In the period 18-24.10.2010, vocational councillors participated actively in the 2<sup>nd</sup> National Career Week. The objective of this action was to inspire and promote the nationwide and local initiatives for supporting conscious planning and selection of education, profession and place of career. Within the framework of the activities conducted, the following activities were carried out: individual consulting, preparation of job application documents, preparation for a job interview, competence and vocational preference tests and the "Inspiration Course" (Provincial Labour Office 2010, 2011).

## Changes of public expenditures

Since January 1st, 2010, the unemployment benefit in Warsaw increased. At present, it amounts to gross PLN 717 per month (180 EUR), which is 142 PLN (35 EUR) more than in 2009. The rules of granting and payment of unemployment benefits are based on the act of April 20th, 2004 on promotion of employment and institutions of the labour market. However, the increased benefit has been granted only to those, who registered at the labour offices after January 1st, 2010. Those registered earlier are only entitled to the lower benefit amount.

In Warsaw, the full benefit amount is granted for the first three months of unemployment. This means that since January 2010, those of the unemployed, who had worked for 5 to 20 years, will receive 717 PLN for three months (those, who had worked for less than five years, they will get 80 percent of this amount, and those, who worked for more than 20 years - 120 percent). After that, the benefit is reduced; after January 1st, 2010, it will amount to 563 PLN (141 EUR).

At present, in the area of operation of the Labour Office of the Capital City of Warsaw, the benefit payment period is 6 months, while the unemployed aged 50 or more, who had worked for 20 years or more, are entitled to receive the benefit for the period of 12 months.

### *Annex A. Transformations in the labour market: indicators*

Table 1.1 - Employment in Warsaw 2000-2009

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Employed in thousand	762.4	761.1	740.6	698.7	726.4	746.1	759.4	789.9	829.5	806.5
Employed per 1,000 inhabitants	456	455	439	414	429	439	446	463	485	470

Source: Statistical Yearbook of Warsaw 2006, 2007, 2008, 2009, 2010.

**Table 1.2 - Share of the employed in individual sectors of economy in %, years 2005-2009**

Level of unit	2005	2006	2007	2008	2009
<b>NUTS-1 (Poland)</b>					
Agriculture, forestry, hunting and fishing	21.5	21.0	20.4	19.9	20.0
Industry and construction	29.4	29.8	30.2	29.9	28.6
Trade; repair of motor vehicles; transport and warehouse management; hospitality and catering; information and communication	17.1	17.3	17.8	18.7	18.8
Financial and insurance activity; real estate management;	3.9	4.0	4.0	4.0	3.9
Other services	28.2	27.9	27.7	27.5	28.7
<b>NUTS-2 (Mazowieckie)</b>					
Agriculture, forestry, hunting and fishing	19.8	19.5	18.8	18.0	18.2
Industry and construction	20.7	21.3	21.3	20.3	19.6
Trade; repair of motor vehicles; transport and warehouse management; hospitality and catering; information and communication	22.5	22.4	23.1	24.6	24.3
Financial and insurance activity; real estate management;	6.6	6.7	7.2	7.2	6.9
Other services	30.5	30.2	29.7	29.9	31.0
<b>NUTS-3 (Warsaw)</b>					
Agriculture, forestry, hunting and fishing	0.5	0.6	0.6	0.6	0.4
Industry and construction	16.6	17.1	16.7	14.9	14.9
Trade; repair of motor vehicles; transport and warehouse management; hospitality and catering; information and communication	32.6	32.2	32.9	33.9	32.9
Financial and insurance activity; real estate management;	11.1	11.4	12.3	12.4	12.1
Other services	39.1	38.7	37.5	38.2	39.7

Source: Central Statistical Office, Local Data Bank (own calculations).

**Table 1.3 - Gross domestic product (GDP) per capita at current market prices (in EUR), years 2000-2008**

Level of unit	2000	2001	2002	2003	2004	2005	2006	2007	2008
NUTS-1 (Poland)	4,900	5,600	5,500	5,000	5,300	6,400	7,100	8,200	9,500
NUTS-2 (Mazowieckie)	7,300	8,700	8,500	7,800	8,100	10,100	11,400	13,100	15,000
NUTS-3 (Warsaw)	13,800	15,900	16,100	14,900	15,200	19,100	21,600	24,900	28,200

Source: Eurostat, last update: 11.07.2011, extracted on 30.08.2011.

**Table 1.4 - Registered unemployment rate in years 2004-2010 (in %)**

Level of unit	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	19.0	17.6	14.8	11.2	9.5	12.1	12.3
NUTS-2 (Mazowieckie)	14.7	13.8	11.8	9.0	7.3	9.0	9.4
NUTS-3 (Warsaw)	6.2	5.6	4.6	2.9	1.9	2.8	3.4

Source: Central Statistical Office, Local Data Bank.

Table 1.5 - Share of women among the unemployed in %, years 2000-2010

Level of unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	55.2	52.7	51.2	51.5	52.3	53.6	56.5	58.2	56.6	51.1	51.9
NUTS-2 (Mazowieckie)	53.1	-	-	-	49.4	50.0	52.0	53.4	52.6	48.1	48.3
NUTS-3 (Warsaw)	53.7	50.3	49.5	51.2	50.6	51.6	52.8	53.3	52.9	47.7	53.7

Source: Central Statistical Office, Local Data Bank.

Table 1.6 - Share of women among the unemployed with university education in %, years 2004-2010

Level of unit	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	64.9	66.2	67.4	67.6	66.6	64.6	66.9
NUTS-2 (Mazowieckie)	63.6	64.2	65.9	66.0	65.2	63.8	65.5
NUTS-3 (Warsaw)	59.6	59.6	60.7	58.3	58.8	58.5	60.2

Source: Central Statistical Office, Local Data Bank.

Table 1.7 - Share of women among the long-term unemployed in %, years 2004-2010

Level of unit	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	57.6	59.0	62.0	64.9	64.0	60.0	56.7
NUTS-2 (Mazowieckie)	53.6	53.9	55.8	58.8	59.3	55.5	51.3
NUTS-3 (Warsaw)	52.4	53.2	54.2	55.2	55.3	51.2	46.0

Source: Central Statistical Office, Local Data Bank.

Table 1.8 - Share of persons in a given age group among all unemployed in %, years 2000 and 2010

Level of unit	24 and younger		25-34		35-44		45-54		55 and older	
	2000	2010	2000	2010	2000	2010	2000	2010	2000	2010
NUTS-1 (Poland)	30.5	21.9	26.4	29.2	24.3	18.4	17.1	20.3	1.8	10.2
NUTS-2 (Mazowieckie)	28.6	19.9	25.9	29.2	23.8	18.6	18.9	20.6	2.8	11.7
NUTS-3 (Warsaw)	20.0	8.9	19.5	30.2	23.8	19.1	30.5	23.6	6.2	18.1

Source: Central Statistical Office, Local Data Bank.

Table 1.9 - Average gross monthly remuneration in EUR\*, years 2002-2009

Unit	2002	2003	2004	2005	2006	2007	2008	2009
NUTS-1 (Poland)	560.07	578.85	602.62	626.94	659.42	716.74	789.88	829.11
NUTS-2 (Mazowieckie)	723.69	751.59	774.24	807.02	845.56	918.01	1009.39	1045.25
NUTS-3 (Warsaw)	809.81	842.45	866.58	903.65	947.79	1025.27	1126.58	1151.19

Source: Central Statistical Office, Local Data Bank. \*Data in PLN converted according to exchange rate of Infor Euro in July 2011: 1 EUR = 3.9987 PLN.

**Table 1.10 - Share of persons aged 25-29 in the population in %, years 2000-2010**

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	7.2	7.5	7.7	7.9	8.0	8.1	8.2	8.3	8.5	8.6	8.6
NUTS-2 (Mazowieckie)											
NUTS-3 (Warsaw)	7.8	8.4	8.8	9.2	9.3	9.4	9.3	9.2	8.9	8.5	8.1

Source: Central Statistical Office, Local Data Bank.

**Table 1.11 - Share of persons at pre-productive age (<18) in the population in %, years 2000-2010**

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	24.4	23.5	22.7	21.9	21.2	20.6	20.1	19.6	19.3	19.0	18.6*
NUTS-2 (Mazowieckie)	22.8	22.1	21.4	20.7	20.1	19.7	19.3	19.1	18.8	18.7	18.6
NUTS-3 (Warsaw)	16.9	16.2	15.7	15.2	14.8	14.7	14.6	14.6	14.7	14.8	15.0

Source: Central Statistical Office, Local Data Bank. Basic information on demographic changes in Poland in years 2000-2010, Central Statistical Office 2011. Basic information on demographic changes in Poland until 2007, Central Statistical Office 2008.

**Table 1.12 - Share of persons at productive age in the population in %, years 2000-2010**

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	60.8	61.5	62.2	62.9	63.5	64.0	64.2	64.4	64.5	64.5	64.5*
NUTS-2 (Mazowieckie)	60.7	61.4	62.0	62.7	63.1	63.5	63.7	63.8	63.8	63.7	63.6
NUTS-3 (Warsaw)	63.9	64.4	64.9	65.3	65.5	65.6	65.4	65.2	64.8	64.4	63.9

Source: Central Statistical Office, Local Data Bank. Basic information on demographic changes in Poland in years 2000-2010, Central Statistical Office 2011. Basic information on demographic changes in Poland until 2007, Central Statistical Office 2008.

Table 1.13 - Share of persons at post-productive age in the population in %, years 2000-2010 (women 60+, men 65+)

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	14.8	15.0	15.1	15.2	15.3	15.4	15.7	16.0	16.2	16.5	16.9
NUTS-2 (Mazowieckie)	16.4	16.5	16.6	16.6	16.7	16.8	17.0	17.2	17.4	17.6	17.8
NUTS-3 (Warsaw)	19.2	19.4	19.5	19.5	19.7	19.8	20.0	20.2	20.6	20.8	21.1

Source: Central Statistical Office, Local Data Bank. Basic information on demographic changes in Poland in years 2000-2010, Central Statistical Office 2011. Basic information on demographic changes in Poland until 2007, Central Statistical Office 2008.

Table 1.14 - Structure and dynamics of employment in Warsaw, by section 2010-2011

Polish Classification of Activity	Number of employed in February 2011 in thousand	Structure of employment in February 2011 in thousand	Dynamics compared to January 2011, %	Dynamics compared to February 2010, %
Transport and warehouse management	230.9	24.3	-0.6	-2.8
Trade; repair of motor vehicles	212.8	22.4	+0.3	-0.6
Industry	152.0	16.0	-0.1	+1.1
Information and communication	93.1	9.8	+0.6	-4.2
Administration and support	86.5	9.1	+1.3	+16.1
Professional, scientific and technical activity	56.1	5.9	+0.8	+9.7
Construction	52.3	5.5	-0.2	+6.4
Hospitality and catering	28.5	3.0	-0.4	-0.3
Real estate management	19.0	2.0	+6.9	+21.6
Culture, entertainment, recreation	15.2	1.6	-0.2	-1.7
Other services	3.8	0.4	+0.6	+9.6
Total	950.2	100.0	-	-

Source: Statistics for Warsaw, Statistical Office in Warsaw, 2011 nr 2.

Table 1.15 - Registered unemployed persons by districts of Warsaw in 2011

District	Grand total	Females	Without benefit rights	Without benefit rights females
Bemowo	2,463	1,236	2,012	986
Białołęka	1,783	956	1,261	686
Bielany	3,726	1,673	3,151	1,381
Mokotów	4,906	2,367	4,196	1,982
Ochota	1,793	812	1,539	680
Praga Południe	4,919	2,322	4,001	1,857
Praga Północ	2,788	1,269	2,303	1,035
Rembertów	531	248	422	189
Śródmieście	3,212	1,468	2,789	1,251
Targówek	3,319	1,501	2,614	1,145
Ursus	1,182	553	946	438
Ursynów	2,525	1,276	2,051	1,015
Wawer	1,561	733	1,277	577
Wesoła	426	202	342	154
Wilanów	273	133	227	109
Włochy	949	456	801	368
Wola	4,301	2,013	3,659	1,681
Żoliborz	1,076	504	925	429
<b>Warsaw</b>	<b>41,733</b>	<b>19,722</b>	<b>34,516</b>	<b>15,963</b>

Source: Statistics for Warsaw, Statistical Office in Warsaw, 2011 nr 2.

Table 1.16. Population of Warsaw according to gender and age

	2003	2004	2005	2006	2007
Population of Warsaw (in thous)					
Total	1,689.6	1,692.9	1,697.6	1,702.1	1,703.2
Female	909.2	911.3	915.3	918.7	919.5
Male	780.4	781.6	782.3	783.4	783.7
Population of Warsaw (in %)					
Total	100.0	100.0	100.0	100.0	100.0
Female	53.8	53.9	53.9	53.9	53.9
Male	46.2	46.1	46.1	46.1	46.1
Population of Warsaw (in thous)					
Total	1,689.6	1,692.9	1,697.6	1,702.1	1,703.2
Pre-productive age	256.2	250.8	248.8	248.2	-
Productive age	1,103.3	1,109.3	1,113.5	1,113.6	-
Post-productive age	330.1	332.7	335.3	340.3	-
Population of Warsaw (in %)					
Total					
Pre-productive age	15.2	14.9	14.6	14.6	-
Productive age	65.3	65.5	65.6	65.4	-
Post-productive age	19.5	19.6	19.8	20.0	-

Source: Statistical Yearbook of Warsaw 2006, 2007.



## 2.2. Demographic changes and family

### *Socio-economic trends*

#### Changes in the demographic structure

As for its demographic characteristics, Warsaw, as the capital city of Poland, is a special place in the country. Although since the last decade of the 20<sup>th</sup> century we have been recording a decrease in the birth rate (a small increase was recorded as late as in year 2000), the overall population number has not decreased. In 1980, the capital city was inhabited by 1,596,100 people, in 2000 - by 1,672,400, and in 2007 - 1,700,500. Researchers estimate that the population living in Warsaw is much greater, as people come to the city, searching for jobs, and they do not become permanent residents. Moreover, the number of foreigners living in Warsaw has been increasing lately as well.

As a result of demographic changes, the number of children at kindergarten age (3-5 years) has increased, while the number of those older than primary school pupils has been low; the number of the elderly has increased as well. In addition, migration between districts can be observed. In Mokotów, Żoliborz and Wola, the population is decreasing (as a result of the inhabitants moving outside the city, leaving apartments of low quality standard), while in the suburbs: Białołęka, Ursus, Wawer, Wesola, Ursynów or Wilanów, the population is growing. Warsaw and its surrounding area are an attractive region to settle - the migration factors will be increasingly important in determination of the demand for education services in the capital city.

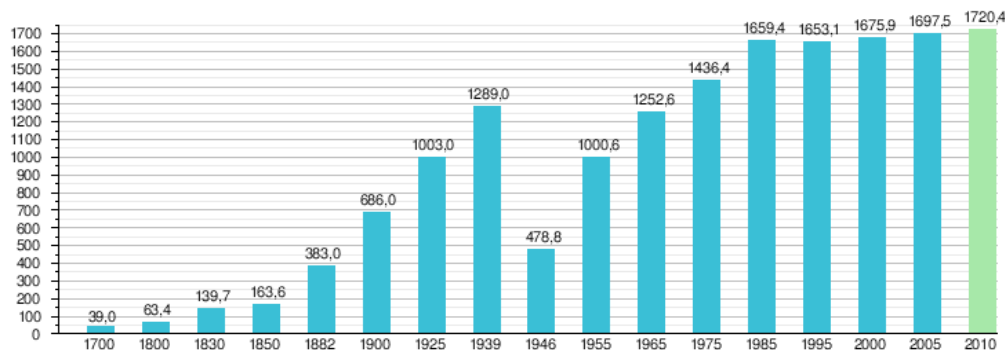
The number of children at kindergarten age is growing constantly. The subsequent years will be those of a baby boom - it is estimated that in year 2013, there will be 40,000 children at kindergarten age. In Warsaw, kindergarten education at private and public kindergartens and kindergarten departments at elementary school is provided for about 90%, which is a very high rate in Poland (the national average is 37%, which is the lowest indicator of popularization of kindergarten education in the EU member states).

The present population structure of Warsaw is greatly influenced by the fact that during the second world war, the city suffered substantial losses of the population - from 1,289,000 inhabitants in 1939, the population decreased to 479,000 in 1946. In the early 50s of the 20<sup>th</sup> century, the annual population increase was about 5-7%, and residential registration restrictions were introduced in Warsaw, which reduced the pace of migration, which in 1976 amounted to 22,000 people. These limitations influenced the development of the suburbs of Warsaw - people coming from all over Poland, who failed to meet the statutory requirements, settled there. Elimination of these restrictions resulted in renewed uncontrolled inflow of the population into the city (Encyklopedia PWN, Wikipedia).

At present, Warsaw is the largest Polish city with regard to the population (1,720,400 registered inhabitants as of December 31<sup>st</sup>, 2010) and area (517 km<sup>2</sup>). It is also one of the most densely populated cities in Poland (6th place in 2008), and the population of Warsaw constitutes about 4.5% inhabitants of the entire country. The population density has been growing systematically to amount in 2009 to 3,315 people per 1 km<sup>2</sup> (Central Statistical Office 2010b).

The population of Warsaw is growing systematically, which is influenced to a small extent by the birth rate (in 2008 amounting to 0.4%), and much more by the positive migration balance of 2.1%. Warsaw is one of the most feminized cities in Poland (11th place in 2008) (Central Statistical Office 2008d), women constitute 54% of the city inhabitants. Statistics specialists explain this by high death rates among the elderly men. At the end of year 2009, for every 100 men, there were 118 women, and among those aged 65 and older - 171 women.

Graph 1 - Number of inhabitants in Warsaw in years 1700-2010, in thousand



Source: 1939-1979 Statistical yearbooks, Central Statistical Office; 1980-1994 Demographic yearbooks, Central Statistical Office; 1995-2006 Local Data Bank Central Statistical Office.

The difficulty associated with estimating the actual number of inhabitants is due to the fact that a large part of the population is not registered as residents - the estimated number of inhabitants, staying in the city overnight, is about 1.91-1.96 million people. Moreover, about 500,000 people come to Warsaw every day to work, mostly from Łódź (about 150,000) and Radom (about 50,000). Taking this into account, we get the estimated number of 2.41-2.46 million people staying within the boundaries of the city each day (Bijak and Kicingier 2007).

In years 2000-2009, we could observe year-to-year increase in the number of persons in the pre-productive and in the post-productive age groups. It was accompanied by a decrease in the number of people in the productive age group, which has been particularly well visible since 2007.

In years 2000-2009, the number of people at post-productive age (60 for women, 65 for men) has been growing. On the other hand, the decrease in the number of persons at productive age has been most visible since 2006. In year 2009, there were 1.1 million people in this age group (50% of them women) (CBOS 2010). In general, the number of the elderly in Warsaw is growing, and the number of children is decreasing. Thanks to inflow of the population to the city results in balancing of the population ageing trends (Antoszczak 2010).

The number of young people up to 17 years of age (pre-productive age) in the late 2009 amounted to 253,900, constituting 14.8% of the population of Warsaw. In seven years (in comparison with year 2002), the population of this group decreased by 10,400, that is, by 3.9%. In comparison with the average share in the number of children and youth in the overall population of the province (18.7%) or in Poland (18.9%), their percentage in Warsaw is relatively low.

The number of persons at post-productive age at the end of year 2009 was equal to 357,000, which constituted an increase since 2002 by 28,600, that is, by 8.7%. The percentage of this population was equal to 20.8%, that is, an increase in comparison with year 2002 by 1.4 percentage points. The share of the elderly in the population of Warsaw is thus higher in comparison with the entire population of the country, in which it represents 16.5%. The age group of 80-84 has increased by more than a half, while the number of young people aged 10-25 has been decreasing. In comparison with year 2000, there is a noticeable trend of ageing of the population, which is more visible among the inhabitants of the metropolitan area and Warsaw in comparison with Mazowieckie province. The share of persons at post-productive age has increased from 20.0% to 20.8% in Warsaw and from 17.8% to 18.5% in the metropolitan area. This phenomenon was less visible in the entire Mazowieckie province, which recorded an increase from 17.0% to 17.6%.

The process of ageing varies, depending on the district of Warsaw. Districts characterized by high population density are at the same time subject to intense ageing. They are dominated by developed and industrialized areas, in which relatively little space is available for new developments, thus resulting in less intense inflow of the population to these districts, exerting a negative impact on their age structure. On the other hand, districts dominated by younger population are found in the suburbs, which are open to housing construction, with a low share of developed and urbanized land (Antoszczak 2010).

In the last decade, the population of Warsaw increased by 2.5%, while only in half of all districts the population increase was noticeable. The increase is the highest in Białołęka (by 49%), Wilanów (by 38%), Wesola (27%), and the decrease is most visible in Śródmieście (by 9%) and Wola (by 7%). The highest share of persons at pre-productive age can be found in the districts located in the suburb. Such districts as Białołęka and Wesola are characterized by a low share of persons at post-productive age. On the other hand, in the districts close to the city downtown, the situation is reversed - for instance, in the population structure of Śródmieście, persons at post-productive age constitute 28% of the population. A slightly lower percentage of this age group is recorded in Żoliborz, Mokotów, Ochota and Wola.

Dominance of young people in some districts is proven by the number of children aged 0-14 per 100 inhabitants aged 65 and older, which is also interpreted as the number of grandchildren per 100 grandmothers or grandfathers. In this regard, the districts of Warsaw are highly diversified as well. The highest rates have been recorded in Białołęka and Wesola, and the lowest - in Ochota, Żoliborz and Wola. In general, in comparison with other cities, however, the pace of ageing of Warsaw is lower due to constant inflow of inhabitants.

In year 2009, Warsaw and its metropolitan area were characterized by similar old age dependency ratios - 55.4 and 55.2, respectively - which was lower than in Mazowieckie province (56.9). The greatest changes were recorded in Warsaw and in the metropolitan area, where it increased by 2.4 in Warsaw and by 1.2 in the metropolitan area in relation to 2006.

#### Trends in marriages, divorces, births

In years 2000-2007 in Warsaw, a negative birth rate was recorded. In 2008, for the first time since mid-80s of the 20<sup>th</sup> century, the number of births exceeded the number of deaths - as a result, a positive birth rate was recorded (728 people, per 1,000 inhabitants 0.4). Unfortunately, it is still impossible to speak of simple replacement (in

year 2007, the fertility rate reached the value of about 1.17), which means that Warsaw is experiencing a permanently low fertility rate. In the metropolitan area and in Mazowieckie province, both in 2006 and in 2009, a positive birth rate was observed; however, in 2009, its value was higher - at the level of 1.5% in the metropolitan area and 1% in Mazowieckie province.

Since 2000, in the subsequent years, the crude birth rate (number of live births per 1,000 inhabitants of the capital city) has increased systematically (in 2000 - 7.0; in 2008 - 10.9). This was accompanied by the increasing number of marriages (in the examined period - from 4.8 to 5.8 per 1,000 people). The number of divorces also grew systematically (the divorce rate - per 1,000 inhabitants - increased from 1.9 in 2000 to 2.2 in 2007).

In comparison with the metropolitan area and Mazowieckie province, Warsaw was characterized by a lower marriage rate at the level of 5.75 per 1000 inhabitants. However, it was higher than in 2006 (5.34). In Mazowieckie province and in the metropolitan area, in comparison with year 2006, more marriages were concluded, too - the rate increased by 0.52 to 5.92 in the metropolitan area and by 0.62 to 6.40 in Mazowieckie province.

Since the early 90s of the 20th century, the age of marriage has been shifting. The newlyweds are "ageing" (this process is typical for developed countries of Western and Northern Europe). Research in Poland shows that this is accompanied by lowering of the age of partners (at present, much more often than in the 80s of the 20<sup>th</sup> century, young people start to live together). In Warsaw, in year 2007, the highest percentage rate among the newlyweds consisted of people aged 25-29 (44.03% among women and 41.26% among men).

Shifting of the age of marriage is accompanied by a change in the childbirth pattern. In Warsaw, like in the entire Poland, women give birth to their first child later than their mothers - first births (of the first child) are dominant. In comparison with other large cities, in the capital, the dynamics of increase in the birth rate is the highest in the age categories of 35-39 (in years 1985 - 2006, the fertility rate in this age category increased by more than 60%) and 30-34 (by more than 36% in the same period). Since the beginning of the 21st century, birth rates in age groups of 25-29 and 30-34 have been becoming equal. Fertility rates among women aged 35 or older are growing systematically. A positive change - from the perspective of the social policy - is the permanent reduction of fertility rates among teenagers. These have been decreasing among young girls (aged 19 or less), and it has reached the level of 7.4 prom.

First births in 2007 constituted 57.3% of all births, and second births - 33%. Further births constitute less than 10% of all births. The dominant family model is a family with few children. Most often, mothers are aged 25 to 39, and in the case of first births, the age category of 25-29 is dominant (about 44.39% first births), while for third and further births, the dominant age category is 30-34 years (42.8% third and further births). Births among the youngest mothers (below 19 years of age) constitute less than 2% of all births.

The tendencies described, that is, the increase in the number of marriages, births and divorces are consistent with the nationwide trends. Positive changes in the age structure of women, implementation of "deferred" marriage and procreation plans by representatives of the 2<sup>nd</sup> baby boom result in an increasing number of families established on the national scale.

## Changes in the family structure

The dominant model of family establishment in Warsaw is based on late motherhood and families with few children, which is consistent with the modern tendencies, typical for developed European countries. In this context, most noteworthy is the problem of combining career development and parenthood on one hand, and teenage motherhood (prior to reaching 19 years of age) on the other hand. Teenage mothers and their children, due to the fact that they often fail to attain university education and usually come from the less affluent social class, are particularly threatened by social marginalization and thus they require special care.

Warsaw, as a large urban centre, differs from the rest of the country in terms of demographics. The process of ageing of the society is more visible here. This results in a higher level of feminization (significant dominance of women among the population aged 65 and older). A society of a large city is also characterized by a lower rate of marriages, while the natural demographic development is less dynamical in comparison with the metropolitan area and the province. Changes in the age structure of the society result in changes in the old age dependency ratios. The process of ageing of the society is accompanied by an increase in the number of persons at non-productive age per 100 persons at productive age.

## Reconciliation between working and caring

In Warsaw, like in other large cities of Poland, reconciliation of family duties with professional career is based on taking advantage of the social network (support of family and friends) and childcare institutions. Institutional support for the family for children aged 3 or less is provided by nurseries. In April 2009, there were 3,669 places at 40 nurseries in Warsaw, and about 3,500 children were waiting to get registered at a nursery. The insufficient number of places in relation to the number of children can be observed in all districts, and the highest demand has been recorded in: Białołęka, Mokotów, Śródmieście, Praga Południe, Ursynów, Wola, Bielany. The population forecasts show that in the coming years, the number of inhabitants and children in these districts will increase. However, the parents are not eager to send children to nurseries, deciding rather to get a childcare leave (women), to seek support of a family member (usually the grandmother) or to hire a private babysitter.

On the other hand, the percentage of children attending kindergartens is high in comparison with overall Poland - in the capital city, 90% children aged 3-6 attend kindergartens. About 19% children in this age group go to private kindergartens. In some districts, however, the number of places in public kindergartens is insufficient (Białołęka, Bemowo, Ursynów, Wilanów - new housing settlements without the necessary social infrastructure); it is difficult to travel with the children to distant kindergartens, which hinders family life and reduces the amount of free time.

The number of kindergartens in Warsaw has been growing constantly since year 2000 - in year 2009, there were as many as 771 of these. Among them, the most popular are kindergartens (512) and kindergarten classes at elementary schools (120). In year 2009, in total, 56,000 children attended kindergartens, and 8,400 children - kindergarten classes at elementary school.

The distribution of kindergartens in individual districts is not similar. Most are located in Mokotów (81) and Ursynów (70), while the least in Rembertów (11), = Żoliborz and Włochy (17). The highest number of children per kindergarten place has been recorded in Targówek (1.31), and the lowest - in Żoliborz (1.01). In all districts, the number of

children in kindergartens exceeds the number of places. The number of nurseries in the capital city is not satisfactory, either - in year 2009, there were only 44 of these in Warsaw, and Bemowo, Wawer, Włochy and Żoliborz had only one nursery each.

In Mazowieckie province, the number of kindergartens is the highest - 2,697, including 1,328 kindergarten classes at elementary schools, 1,286 kindergartens, 77 kindergarten points and 6 kindergarten education institutions. They were attended by almost 150,000 children, attended by 11,000 educators.

In the metropolitan area, the number of kindergartens grew from 779 to 894. Similar tendencies were observed in Warsaw (increase from 487 to 512) and in Mazowieckie province (from 1,129 to 1,286). In year 2009, the highest density of children in kindergartens was observed in Warsaw (93 children per kindergarten). In the entire metropolitan area, this number was 90, and in Mazowieckie province - 88 children. Since 2006, the number of children per kindergarten in Warsaw has increased by 4. For the sake of comparison, in the metropolitan area, a decrease by 1 was observed, and in Mazowieckie province - an increase by 5 children.

According to data for early 2011, the number of non-public kindergartens has been growing quickly, particularly at the new settlements of Białotłęka, Ursus or Wilanów. At present, their number is almost equal to the number of public kindergartens. In total, there are 242 such kindergartens in the capital city, attended by 13,300 children, which constitutes 26% of all children at kindergarten age in the city. For the sake of comparison, there are 333 kindergartens maintained by the self-government, attended by 42,000 children. Most non-public kindergartens are located in Białotłęka (39), Ursynów (36) and Wawer (21). Depending on the additional activities offered, the monthly charge ranges from 650 PLN (160 EUR) to 1200 PLN (300 EUR) per month (Kozubal 2011). Public kindergartens also require monthly payments (for meals, insurance, parents' council fee), which in Warsaw varies from 250 PLN (63 EUR) to 500 PLN (125 EUR).

### Lone mothers

According to data from two National Censuses of 1988 and 2002, in this period, in Poland, the number of single parent families increased from 15.4% to 19.4% among all families. In year 2002, as many as 90% single parent families consisted of single mothers with children. Only in one out of ten families there was a single father. The proportion of single parent families was growing mainly in cities (from 16.8% in 1998 to 21.1% in 2002). In the rural areas, this percentage changed from 13% (1998) to 16.8% four years later. Single motherhood was experienced mainly by women aged 25 to 49 (in total, 54%), and in the rural areas, mainly by women aged fifty or older (53%).

Most comprehensive demographic data is provided by the National Census of 2002. At the time, 465,547 households and 331,049 families were recorded in Warsaw (including 231,049 families with children up to 24 years of age). These were mostly single-family households (94%). Most families consisted of married couples with children. Married couples with children constituted 44.16% of all households. Partners with children constituted 1.22% of all households registered, single mothers - 22.57%, single fathers - 0.03%.

Families with many children (three and more) constituted 3% of all households and 6% of all families with dependent children up to 24 years of age. These percentages are four times lower in comparison with the national scale results (in 2002, families with many children constituted almost 17% of all families with dependent children up to 24

years of age and more than 12% of all households in the country). In Warsaw, families with many children usually consisted of the married couple (78% of all families of this type), single mothers (almost 18% of families with many children, without a father), partners (2.5%) and single fathers (1.4%).

Single mothers and single fathers more often than other types of families with children (married couples and partners with children) lived in two- or multi-family households (almost 11% of single mother families; in the case of single fathers - more than 7%, and in families with both parents - about 3%, partners - about 3%).

Noteworthy here are two types of families, in which the living conditions and dynamics associated with shaping and disintegration of family structures require further monitoring. The first is the category of partners (although their share in the structure of biological families is not high), consisting of relatively younger people (thus with lower education levels), raising on the average more children than other types of families (and the children are younger); secondly, single parent families, constituting almost  $\frac{1}{4}$  of all families with children, more often living in the same household with other families. Moreover, about 3% of all single fathers and 4% of all single mothers in Warsaw had many children.

Demographic analysis of births of mothers registered in Warsaw as permanent residents shows a trend of the increasing number of illegitimate children in the capital city; however, this trend does not differ significantly from the nationwide level. In years 2004-2007, 18.5% of live births in Warsaw occurred outside married couples (at the same time, in Praga Północ, almost one out of three children were illegitimate, and in Żoliborz - one in four). In year 2007, in Poland, 19.5% children were illegitimate; in all cities, this percentage amounted to 22.4%.

### *Public regulation*

#### Division of responsibilities

See General introduction.

#### Family welfare benefits and services

Analysis of official data for Warsaw shows that the number of families with children, which receive support, has been decreasing systematically (from 25,000 families in 2004 to 15,600 in 2008). Their share in the overall number of families taking advantage of social assistance was also decreasing - from 37% in 2004 to almost 29%. The number of single parent families was also decreasing, including single parent families with many children, receiving social assistance. The reasons for reduction in the number of families granted social assistance have nothing to do with reduced social demands, but with city budget politics.

In the period of 2004-2008, most families took advantage of social assistance due to serious or chronic diseases. The number of families in a difficult situation, resulting from the need to protect motherhood, has increased, as well as the number of families with many children, receiving assistance. The issue of helplessness with regard to care and household management (usually due to emotional or physical problems) is appearing less frequently in comparison with the beginning of the period examined; most often, assistance in this regard is granted to single parent families (worth noting here is the systematic increase in the number of families of this type - from more than 42% to 56.3%; families with many children in this period constituted about 10% of

assistance beneficiaries. At the same time, in years 2004-2008, the number of families provided with assistance of social workers decreased. Some families - beneficiaries of social assistance - were provided with specialist consulting (information, legal, psychological etc.). The specialist consulting service is offered less and less frequently: out of 1,000 families - beneficiaries of social assistance, in 2004, it amounted to 308, 2005 - 304, 2006 - 324, in 2007 - 244, in 2008 - 232.

Social assistance is granted on behalf of families in crisis situations; childcare is provided as well as empowerment of children growing up away from their biological family. In the capital city, the functions of the district and commune levels are favourably combined by operating within the same field. This allows for better coordination and higher efficiency of action.

The education policy of the capital city of Warsaw is based on the slogan "Warsaw - a city of education", which is an expression of the aim to reach a high level of education in various forms, addressed to the citizens. The self-government of Warsaw is dedicated to lifelong learning - from the youngest children to seniors, and learning of all, using various types of education at schools and educational institutions, training institutions, companies, as well as self-learning.

The document "Educational policy of the capital city of Warsaw in years 2008-2012" illustrates the objectives of the self-government of the capital city and the main directions of education activities and the modes of their implementation. Priorities for years 2008-2012 include: supporting of development of small children, including popularization of various forms of kindergarten education; counteracting any form of social exclusion; development of cooperation with social partners in education.

Achievement of these objectives depends largely on changes in the system of management and financing of education in the capital city. Distribution of funds is to be conducted on the basis of the mechanism of "money going after the students". At the same time, recognizing the decentralization of management and independence of individual districts and schools as the priorities for functioning of the cities, appropriate rules were introduced to allow for establishment of local coalitions on behalf of education.

A significant aspect of the present education policy is decentralization and deconcentration, encompassing various spheres of activity, education among them. The "Warsaw Act" of 2002 turned Warsaw into a single commune, and the former authorities of the city had aimed at consolidation and centralization of education of the capital until autumn 2006. At present, the objective is to decentralize and to attain greater autonomy of the districts, schools and educational institutions, which, however, are to operate in accordance with the general education standards, established for the entire city. A prerequisite for increasing of the scope of empowerment of the lower levels of educational management is greater scope of responsibility of districts and schools, as well as introduction of mechanisms and tools of monitoring, control and evaluation.

The mass character of education activities, however, does not mean that their quality is uniform in the capital city. The document "Educational policy of the capital city of Warsaw in years 2008-2012" underlines the differences between individual districts (where the extreme cases are Ursynów - Praga Północ) with regard to school achievements of students. This is largely a result (and, over the long term perspective - a cause) of accumulation of social problems in the districts. The poorest results of competence tests are achieved by students from schools in the districts characterized



by the highest percentages of persons taking advantage of social assistance (Praga, Targówek, Wola).

Thus, in Warsaw, we are dealing with location-specific marginalization. Another type of educational disadvantage is infrastructural marginalization. It means lack of educational institutions at the place of residence, which is due to social neglect of the newly developed settlements. This problem is encountered by students from Białołęka, Wawer, Wilanów, Ursynów, Ursus and Bemowo, where the forecasts indicate that the population will be growing in the coming years. In some of these districts, there are no day-rooms for children, either, as well as community centres or other institutions, which would offer attractive recreational activities (Białołęka, Włochy). These districts are inhabited by representatives of the so-called metropolitan class (with a stable and good professional standing, good education, relatively more affluent). Thus, the problem is not associated with lack of cultural and social capital in the family, but the poor infrastructure. This results in the necessity to enroll children at schools in other districts, problems encountered with childcare after school or in the kindergarten age period, a poor cultural offer in the place of residence, as well as lack of integration in the place of settlement.

#### Changes in the distribution of responsibilities

See General introduction.

#### Welfare benefits and services for lone mothers

Families threatened by social marginalization (single parent families, poor families, with ill, disabled, dependent family members) can be found in various districts of Warsaw - there is no visible concentration of these. At the same time, single parent families, constituting a large part of families in Warsaw, live together with other households more often. They receive social assistance less often; at the same time, increasingly often, they receive support due to helplessness associated with childcare and household management. It can be assumed that they experience deprivation of their needs associated with living conditions and everyday support. Families of this kind require assistance in form of social services, which would be available in the place of residence, associated with consulting, access to information or organization of free time, as well as temporary support in performance of family duties.

Families with many problems, on the other hand, usually inhabit those districts, in which high concentration of social problems are observed (Praga Północ, Południe, Ursus - the process of emergence of ghettos). The living conditions of these families have been examined and analyzed by sociologists quite thoroughly; however, their number cannot be grasped in official statistics (e.g. on social assistance). Deprivation of family needs is associated with location-related marginalization, understood not as a lack of infrastructure, but a low quality of services offered (in terms of education, recreation or healthcare (Resolution no. LXXXII/2398/2010 of the Council of the Capital City of Warsaw of May 13<sup>th</sup>, 2010 on acceptance of the "Family" Programme for years 2010-2020).

Annex B. Demographic changes and family: indicators

Table 2.1 - Childcare facilities in Warsaw, 2000-2009

Childcare facilities	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Nurseries	41	41	42	42	41	42	43	43	43	44
Places in nurseries	2,730	2,730	2,761	2,767	2,726	3,379	3,517	3,576	3,687	3,919
Children in nurseries per 1,000 children aged 0-3	70.4	-	-	-	-	75	76.3	72.3	71.3	71.8
Pre-school education establishments	526	528	554	576	616	625	642	652	663	711
Children attending pre-school education establishments per 1,000 children aged 3-6	771	-	-	-	-	863	912	925	935	943
Children attending pre-school education establishments per 1000 children aged 6	957	-	-	-	-	1005	998	-	-	-

Source: Statistical Yearbook of Warsaw 2010.

Table 2.2 - Population of Warsaw, 2000-2009

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Population in thous	1,672.4	1,671.7	1,688.2	1,689.6	1,692.9	1,697.6	1,702.1	1,706.6	1,709.8	1,714.4
Marriages	8,043	7,574	7,636	8,104	8,231	8,379	9,023	9,511	9,865	9,800
Marriages per 1000 inhab	4.9	4.6	4.6	4.8	4.9	5.0	5.3	5.6	5.8	5.7
Divorces	3,215	3,336	3,213	3,353	3,246	3,579	3,786	3,759	3,800	3,516
Divorces per 1000 inhab	1.9	2.0	1.9	2.0	1.9	2.1	2.2	2.2	2.2	2.1
Births	11,594	11,543	12,075	12,731	13,990	15,135	16,403	17,325	18,523	18,848
Births per 1000 inhab	7.0	7.0	7.2	7.6	8.3	9.0	9.7	10.2	10.9	11.1
Deaths	17,550	17,290	17,370	17,816	17,464	17,612	17,363	17,442	17,795	18,212
Deaths per 1000 inhab	10.6	10.4	10.4	10.6	10.4	10.5	10.3	10.3	10.5	10.7
Natural increase	-5,956	-5,747	-5,295	-5,085	-3,474	-2,477	-960	-117	728	636
Natural increase per 1000 inhab	-3.6	-3.5	-3.2	-3.0	-2.1	-1.5	-0.6	-0.1	0.4	0.4
Population aged 15-19	121.7	-	-	-	-	88.4	-	-	75.9	73.4
Population aged 20-24	149.7	-	-	-	-	131.1	-	-	105.5	97.8

Source: Statistical Yearbook of Warsaw 2006-2010.

**Table 2.3 - Number of pre-primary education establishments in 2009/10 school year by districts of Warsaw**

District	2003/04	2004/05	2005/06	2007/08	2008/09	2009/10
Bemowo	28	31	30	33	31	33
Białołęka	18	33	38	46	48	56
Bielany	41	44	47	49	53	53
Mokotów	88	89	91	84	82	81
Ochota	27	27	28	28	30	30
Praga Południe	52	57	61	62	61	63
Praga Północ	19	20	19	20	20	21
Rembertów	10	10	10	10	10	11
Śródmieście	53	53	53	54	55	63
Targówek	36	38	40	45	47	46
Ursus	14	18	19	34	24	27
Ursynów	46	54	53	56	61	70
Wawer	30	32	36	36	37	41
Wesoła	9	11	10	13	12	16
Wilanów	5	7	8	12	13	15
Włochy	16	17	17	17	15	17
Wola	46	49	50	49	49	51
Żoliborz	15	15	15	15	15	17
<b>Warsaw</b>	<b>563</b>	<b>605</b>	<b>625</b>	<b>652</b>	<b>663</b>	<b>711</b>

Source: Panorama of districts of Warsaw in 2003-2009.

**Table 2.4 - Family benefits and supplements to the family benefit in 2009 by district of Warsaw**

District	Number of paid alimony benefits	Number of paid family benefits	Number of paid supplements to the family benefit due to single parenthood
Bemowo	3,398	14,340	934
Białołęka	2,377	16,051	1,232
Bielany	6,593	29,726	2,312
Mokotów	8,435	35,955	3,178
Ochota	2,642	11,950	1,144
Praga Południe	8,381	37,056	4,031
Praga Północ	8,989	40,304	4,625
Rembertów	1,272	7,622	643
Śródmieście	5,258	19,854	1,998
Targówek	6,853	34,022	2,757
Ursus	1,973	9,648	712
Ursynów	3,056	13,534	998
Wawer	2,708	20,321	1,623
Wesoła	730	5,442	257
Wilanów	244	1,982	64
Włochy	2,446	11,181	987
Wola	9,130	31,759	2,873
Żoliborz	1,729	7,903	548
<b>Warsaw</b>	<b>76,214</b>	<b>348,650</b>	<b>30,916</b>

Source: Panorama of districts of Warsaw in 2009.

Table 2.5 - Number of registered permanent residents, years 2000-2010

Unit	2000	2002	2004	2006	2008	2010
NUTS-1 (Poland)	38,253,955	38,218,531	38,173,835	38,125,479	38,135,876	38,200,037
NUTS-3 (Warsaw)	1,658,371	1,673,231	1,677,826	1,688,676	1,699,980	1,710,130

Source: Central Statistical Office, Local Data Bank.

Table 2.6 - Total population / Number of registered permanent residents,  
in thousand, years 2000-2010

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	38,254	38,242	38,219	38,191	38,174	38,157	38,125	38,116	38,136	38,167	38,200
NUTS-2 (Mazowieckie)	5,099	5,106	5,112	5,118	5,128	5,139	5,155	5,171	5,188	5,207	5,226
NUTS-3 (Warsaw)	1,658	1,657	1,673	1,674	1,678	1,682	1,689	1,696	1,700	1,705	1,710

Source: Size and structure of population and vital statistics by territorial division in 2010, Central Statistical Office 2011.

Table 2.7 - Demographic dependency ratio (persons at non-productive age per 100  
persons at productive age), years 2002-2010

Unit	2002	2003	2004	2005	2006	2007	2008	2009	2010
Poland	60.7	58.9	57.5	56.3	55.7	55.3	55.1	55.0	55.2
Mazowieckie	61.2	59.6	58.4	57.5	57.0	56.8	56.8	56.9	57.2
Warsaw	54.1	53.1	52.6	52.5	52.8	53.4	54.4	55.4	56.6

Source: Central Statistical Office, Local Data Bank.

Table 2.8 - Demographic dependency ratio (persons at post-productive age per 100  
persons at productive age), years 2002-2010

Unit	2002	2003	2004	2005	2006	2007	2008	2009	2010
Poland	24.2	24.1	24.1	24.1	24.4	24.8	25.2	25.6	26.2
Mazowieckie	26.8	26.6	26.5	26.5	26.6	26.9	27.2	27.6	28.0
Warsaw	30.0	29.9	30.0	30.1	30.6	31.1	31.7	32.3	33.1

Source: Central Statistical Office, Local Data Bank.

Table 2.9 - Demographic dependency ratio (persons at post-productive age per 100  
persons at pre-productive age), years 2002-2010

Unit	2002	2003	2004	2005	2006	2007	2008	2009	2010
Poland	66.5	69.5	72.3	74.9	78.1	81.2	84.3	87.3	90.3
Mazowieckie	77.7	80.5	83.1	85.2	87.7	90.0	92.2	94.1	96.0
Warsaw	124.3	128.8	132.7	134.7	137.1	138.9	140.2	140.6	140.7

Source: Central Statistical Office, Local Data Bank.

Table 2.10 - Marriages, years 2000-2010

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	211,150	195,122	191,935	195,446	191,824	206,916	226,181	248,702	257,744	250,794	228,337
NUTS-2 (Mazowieckie)	27,862	26,194	26,141	26,865	26,571	27,727	29,819	32,645	33,975	33,328	30,488
NUTS-3 (Warsaw)	8,043	7,574	7,636	8,104	8,231	8,379	9,023	9,511	9,865	9,800	8,961

Source: Central Statistical Office, Local Data Bank.

Table 2.11 - Divorces, years 2000-2010

Unit	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
NUTS-1 (Poland)	42,770	45,308	45,414	48,632	56,332	67,578	71,912	66,586	65,475	65,345	61,300
NUTS-2 (Mazowieckie)	5,727	6,008	5,855	6,356	7,189	8,514	9,755	9,064	9,165	9,003	8,314
NUTS-3 (Warsaw)	3,215	3,336	3,213	3,353	3,246	3,579	3,786	3,759	3,800	3,516	3,391

Source: Central Statistical Office, Local Data Bank.

Table 2.12 - Share of illegitimate children among all live births, in %, years 2000-2009

Unit	2000	2005	2006	2007	2008	2009
NUTS-1 (Poland)	12.1	18.5	18.9	19.5	19.9	20.2
NUTS-2 (Mazowieckie - cities)	-	-	16.8	17.6	18.3	18.2
NUTS-3 (Warsaw)	-	-	18.5	19.1	20.2	19.8

Source: Demographic Yearbook 2010, Central Statistical Office Warsaw 2010.

Table 2.13 - Population by districts of Warsaw, NSP 2002

District	2002	in %
Bemowo	104,663	6%
Białołęka	57,765	3%
Bielany	138,356	8%
Mokotów	235,381	14%
Ochota	94,178	6%
Praga Południe	189,251	11%
Praga Północ	75,348	4%
Rembertów	21,601	1%
Śródmieście	138,299	8%
Targówek	124,316	7%
Ursus	42,547	3%
Ursynów	134,440	8%
Wawer	61,817	4%
Wesoła	17,531	1%
Wilanów	13,731	1%
Włochy	39,176	2%
Wola	148,869	9%
Żoliborz	51,932	3%
<b>Warsaw</b>	<b>1,689,201</b>	

Source: Panorama of districts of Warsaw in 2003.

Table 2.14 - Population of Warsaw by economical age groups in 2002 and 2009

	2002	2002 in %	2009	2009 in %
Population				
Total	1,688.2	100.0	1,714.4	100.0
Pre-productive age	264.3	15.7	253.9	14.8
Productive age	1,095.5	64.9	1,103.5	64.4
Post-productive age	328.4	19.4	357.0	20.8

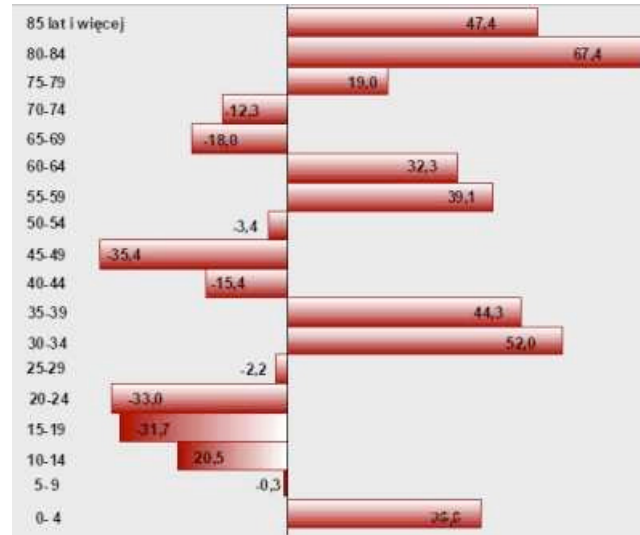
Source: Antoszczak A. (2010) *Zmiany w strukturze ludności Warszawy według wieku w latach 2002-2009. Proces starzenia się ludności stolicy*. Warsaw: Central Statistical Office.

Table 2.15 - Population of Warsaw by economical age groups in 2009 by districts

District	Pre-productive	Productive	Post-productive
Bemowo	14.8	70.0	15.2
Białołęka	22.0	70.7	7.3
Bielany	13.6	62.3	24.1
Mokotów	13.4	60.9	25.7
Ochota	12.5	62.2	25.3
Praga Południe	13.8	65.1	21.1
Praga Północ	16.0	66.5	17.5
Rembertów	16.7	67.3	16.0
Śródmieście	11.8	60.6	27.6
Targówek	15.1	63.0	21.9
Ursus	18.4	63.7	17.9
Ursynów	15.3	71.4	13.3
Wawer	18.5	62.6	16.7
Wesoła	21.2	65.6	13.3
Wilanów	18.4	64.1	17.5
Włochy	15.9	63.4	20.7
Wola	12.8	62.3	24.9
Żoliborz	13.6	59.3	27.1
<b>Warsaw</b>	<b>14.8</b>	<b>64.4</b>	<b>20.8</b>

Source: Antoszczak A. (2010) *Zmiany w strukturze ludności Warszawy według wieku w latach 2002-2009. Proces starzenia się ludności stolicy*, Warsaw: Central Statistical Office.

Graph 2 - Changes in the population according to age in 2002 and 2009 (%)



Source: Antoszczak A. (2010) Zmiany w strukturze ludności Warszawy według

### 2.3. Immigration

#### *Socio-economic trends*

#### Trends in migration, composition of migrants and minority groups

Warsaw, as the capital city and a metropolitan area, is a city, in which many foreigners stay, live, work and study. Warsaw and Mazowieckie province are the main areas of concentration of immigrants in Poland, assembling more than 30% of all foreigners, who have been issued a residence permit in our country. Their number has been growing every year, and after Poland's accession to the European Union, the dynamics of this phenomenon increased (Pierwsza Warszawska Agenda 21 2010).

History and modern life of Warsaw is associated with the presence of various national (such as Jews, Russians, Germans, the Romani people or the Vietnamese) and religious communities (apart from Catholics, there were the Jewish, Orthodox and protestant communities). The multicultural character is typical particularly for those districts, which are located on the right bank of Vistula river, constituting one of the determinants of their identity - a significant factor that shapes the city's historic and cultural landscape.

In the prewar period, apart from the Poles, Warsaw was inhabited by Jews, Germans and Russians. The percentage of population of other nationality was as high as 40%. The second world war was associated with enormous population losses - in total, between 1939 and 1944, as a result of Nazi occupation, 600,000-800,000 people were killed, including 350,000 Jews and about 170,000 those killed or murdered during the Warsaw Uprising.

After the second world war, the ethnic composition of Warsaw changed dramatically. The Jewish, Romani and Ukrainian communities virtually disappeared. Revival of these minorities in Warsaw was not facilitated by the policy of the communist government. In the postwar period, the issues of ethnicity were treated instrumentally - the policy assumed quick attaining of uniformity of Poland with regard to culture and nationality,

thus focusing mainly on assimilation and polonization. The authorities treated minorities instrumentally, while the minorities opposed this process in a passive manner or engaged in superficial assimilation.

Only the social and political transformation of year 1989 influenced the possibility of reevaluation of ethnic assessment and discovery or searching for the ethnic identity of individual minorities. The multicultural character of Warsaw is now very different from that of the prewar period - it has been strengthened by arrival of new ethnic groups - the Vietnamese, the Chinese, Africans - and inflow of people from beyond the eastern borders.

At present, there are 5,600 foreigners registered as permanent residents of the capital city (mostly the Vietnamese, Russians and Ukrainians). As for other forms of residence of foreigners in the city, we can speak of tens of thousands - it is estimated that there is about 150,000 foreigners living in Warsaw right now, constituting 9% of the entire population of the city.

The fact that Warsaw lacks the multi-ethnic and multicultural character of large cities in Western Europe is partially due to lesser attractiveness of Poland as the destination of economic migration; however, it is also largely due to the policy aimed at attaining ethnic uniformity of the country, implemented after the second world war. However, in the coming years, processes of globalization, European integration and growing mobility of the population will contribute to the increasing diversity of the capital of Poland.

Foreigners living in Warsaw include Russians, the Vietnamese, Africans, Hindus, the Chinese, Ukrainians, Americans and citizens of many member states of the European Union. Some come to Warsaw for a short time, for business purposes, others study at universities or search for a job.

Recently, some of them could be met around the area of Stadion Dziesięciolecia, on the bazaars of Warsaw and in market halls. They are teachers, academic lecturers, doctors, artists. Some find jobs in construction, gardening, various services. They are also the employees of many foreign companies, having their branches in Warsaw.

In years 2006-2007, at Warsaw schools and educational institutions, there were several thousand foreigners. It is difficult to determine the exact number of them, which is due to several reasons, such as: lack of accurate definition and status of some groups of persons, inaccurate statistical methods and tools used to record this phenomenon, difficulties associated with reaching reliable information.

There are several groups of foreigners and national minorities, attending the educational institutions in Warsaw: children of refugees, children of immigrants of various status (seasonal workers, persons granted the tolerated stay status, persons subject to temporary protection, illegal immigrants, others), children of employees migrating from EU countries, foreign studies, children of national minorities, particularly the Romani, children of repatriated persons, children of mixed married couples. The number of foreign children in schools of Warsaw can be estimated to be around 2,000, and the number of foreign university students is about 2,000 as well.

Refugees are a group, which is associated with a substantial educational challenge; at the same time, clear legal provisions allow for rather efficient monitoring of the situation of this group. In Poland, about 3,000 to 4,000 people apply for refugee status every year. Many of them treat Poland as a transit country on their way to western



Europe, many have unregulated legal status, almost none of them speaks Polish. In schools of Warsaw, there are 134 refugee children (in 4 elementary schools and 2 grammar schools). Among refugees, Chechen children are now dominant; due to substantial cultural and language differences (particularly when the children do not speak Russian) make effective education of these students very difficult.

There are tens of thousands of immigrants in Warsaw, and they are subject to constant fluctuations. The dominant group are economic immigrants from countries neighbouring Poland to the east and from Asia; many of them are staying in Poland illegally. Children of immigrants, particularly those, who have been staying in Warsaw for many years, usually go to school. According to the statistics, the most numerous groups of students are the Vietnamese (341), Ukrainians (263), Russians and Armenians. Students from these groups usually adapt quickly to Polish conditions, and they do not pose many educational problems, particularly in comparison with refugees. The demand for additional Polish language classes among these students, like in other groups, is high. In Warsaw, such classes are provided at 23 schools.

Foreign university students are an increasingly numerous and visible group of foreigners in the capital city. Their number is estimated to be about 2,500, which seems to be high in absolute numbers; however, they constitute less than 1% of all university students in the city. This rate is much lower than in Berlin, Prague or Budapest (Pierwsza Warszawska Agenda 21 2010).

According to data of the Municipal Office of Warsaw, in January 2007, there were 5,588 foreigners registered in Warsaw as permanent residents - most of them were Vietnamese, Russians and Ukrainians, while the group included also Swedes, Germans, Belarusians, Bulgarians, Americans, the Chinese, the French and Austrians (Immigrants in Warsaw... 2007).

According to the statistical data, provided above, the most numerous groups of foreigners in Warsaw are the Vietnamese, Russians and Ukrainians. In September 2004, citizens of Ukraine and Vietnam were the most numerous groups of inhabitants having the permission to settle in Mazowieckie province - 741 and 728 people, respectively; among these, 52% Ukrainians and 81% of the Vietnamese lived in Warsaw. These groups differ with regard to their genesis of inflow to Poland and adaptation strategies. The main cause of immigration of Ukrainians to Poland were family affairs and geographical proximity; in the case of the Vietnamese - the opportunity to improve their living conditions (Immigrants in Warsaw... 2007).

#### Territorial distribution of immigrants and ethnic minority groups

Analyzing the place of residence of Ukrainians in Warsaw on the basis of residence permits, some regularities can be indicated. They tend to live in the central part of the city and in Praga, along the main communication routes; on the other hand, they do not show a tendency to establish visible enclaves - they are scattered in the city space. Citizens of Ukraine live in the central districts of Śródmieście, Mokotów, Wola, Praga Północ and Praga Południe. Greater concentration of Ukrainian immigrants was observed among the main communication routes: Marszałkowska Street and Aleje Jerozolimskie, as well as in Ursynów, along the subway line.

On the other hand, the Vietnamese were the most visible group of foreigners in Poland, as well as in Warsaw, with regard to structural features and spatial distribution. The genesis of inflow of this group is somewhat different from that of Ukrainians. Unlike Ukrainians, the Vietnamese showed greater spatial concentration in

Warsaw. In 2004, about one half of all Vietnamese households were located in the three central districts of Warsaw, namely: Śródmieście, Ochota and Wola. The Vietnamese showed a tendency to concentrate within the same settlements, streets or in the same buildings.

Immigrants from the West (usually men aged 30 to 40) come mainly from the Netherlands, Germany, France and the United States, as well as other developed countries, such as South Korea. This is associated with inflow of direct foreign investment from these countries to Poland. Relatively frequent immigrations from the USA may be treated as a response to long-term emigration of the Poles to this country and the result of well-developed connections between the Polish and American society. In the case of this category of immigrants, Poland is a stage of development of their international career. International managerial staff constitutes a specific supranational culture of cosmopolitan managers, who do not integrate with the Polish society in any way; social adaptation in their case is limited to professional career (Korczyńska 2005). To them, the Polish labour market is a part of a supraregional space, in which highly qualified management staff moves (Warych-Juras and Gałka 2009).

The concentrations of immigrants in Warsaw are not as large as those in metropolitan cities of Western Europe, and even less comparable to the ethnic ghettos of North America. However, it is possible to indicate some areas in the city, in which the presence of e.g. the Vietnamese is visible. These are the areas of: the vicinity of the Palace of Culture and Science, Hala Banacha, "Za Żelazną Bramą" Settlement, "Wola" Department Store, "Na Kole" Bazaar and Plac Zawiszy.

According to data of 2004, 81% of Vietnamese immigrants, who have obtained a residence permit in Mazowieckie province, are living in Warsaw. Moreover, 55% of the Vietnamese live in the three central districts of the capital - Wola, Ochota and Mokotów. It is worth adding that the map of spatial distribution of immigrants, who have obtained residence permits, differs quite substantially from the one that depicts the places of residence and employment of illegal immigrants, which is illustrated e.g. by the "white spot" in the area of Stadion Dziesięciolecia.

The main problems, encountered by immigrants, are: legalization of stay, visits at the official institutions (long queues at the provincial office), lack of legal information, which forces immigrants to take advantage of assistance of the agents, who are often dishonest, violation of their right to privacy and protection of their image by journalists, who describe events, in which the immigrants participate.

The foreigners themselves, by establishing their own organizations and engaging in various initiatives, are attempting to overcome the problems associated with lack of solutions offered by state institutions, responsible for integration and adaptation in Poland. The main barrier hindering activation of immigrant groups is their legal status, which is often unregulated, and the pressing economic needs. Nevertheless, there are several active organizations established by immigrants in Poland, such as the Association of Refugees in Poland, the Association of Married Couples of the Poles and Foreigners. The oldest Vietnamese organization in Poland is the Vietnamese Social and Cultural Society established in 1986. In 1999, the Association of Vietnamese in Poland "Solidarity and Friendship" was established. In Warsaw, there is also the Association for Democracy and Pluralism in Vietnam. Associations of foreigners also issue their own periodicals (Grzymała-Kazłowska and Piekut 2007).

### Main immigration/emigration trends

The dynamics of changes that occurred in Poland since 1989 has also influenced migrations to Warsaw. This pertains mainly to mass inflow of small traders and illegal immigrants from Ukraine, Russia and Belarus.

On December 21<sup>st</sup>, 2007, Poland signed the Schengen Agreement, which was associated with the necessity of introducing changes in the visa regime for citizens of Belarus, Ukraine and Russia. The costs of obtaining a visa increased substantially, leading to a decrease in the number of foreigners applying for visas and entering the territory of Poland. As the visa regime grew more restrictive, many persons, who used to travel across the border, decided to stay in Poland illegally, faring the difficulties associated with re-entering the territory of the Republic of Poland.

In general, the data shows that the number of foreigners wanting to work in Mazowieckie province and in Warsaw has been growing. In 2010, the number of work permit applications was higher by 40% in comparison with the previous year. In year 2009, 15,000 of such applications were received, and in 2010, as many as 20,000. Applications for work permits are most often filed by Ukrainians, the Chinese, the Vietnamese, Belarusians, as well as foreigners from Nepal. One third of all permits in 2010 was issued to qualified workers: plasterers, glazers, steel fixers. One fifth are issued for those, who performed simple works, e.g. picking fruit (Pozwolenia na pracę... 2009).

Until year 2009, work permits had been issued by the Provincial Labour Office in Warsaw; since January 1st, 2010, they are issued by the Provincial Office of Mazowsze. Accordingly with the directive of the European Union, a residence permit for a limited period of time and the work permit is to be issued as a single document (Pozwolenia na pracę... 2009).

### Changes of proportion of migrants

Data shows that in January 1998, in Warsaw, there were about 5,000 foreigners having permanent residence cards. Since the beginning of 1993 until mid-1997 (according to the Institute of Market Economy Research), 55,500 work permits were issued, including about 14,000 of decisions to extend the permits issued previously. Applications were filed by persons representing 130 nations. Almost two thirds of all permits were issued for the former capital city province. It can thus be assumed that most foreigners found jobs in Warsaw, which is the largest labour market.

The Statistical Yearbook of Warsaw indicates that in academic year 1994-1995, there were 1,417 university students and 115 graduates from other countries in the capital city. This group is characterized by visible dominance of men (817 male students and 73 male graduates, 605 female students and 42 female graduates). The number of foreigners studying at universities and colleges of Warsaw has been growing constantly. In academic year 1990/1991, their number was equal to 1,106 (including only 33 women). According to surveys conducted, in the recent years, university students have been coming mainly from the East - there is a large number of Poles, who used to live in the former USSR. As for the country of origin, there are many students from Lithuania (Warsaw School of Economics, Warsaw University of Life Sciences), Ukraine, Belarus and Russia, as well as Vietnam (Warsaw University of Technology, Warsaw School of Economics, Warsaw University of Life Sciences). Apart from that, students come from Arabian and African countries (Libya, the Emirates,

Yemen, Ethiopia, Zaire), USA, Canada, Sweden (particularly the Warsaw University of Medicine and Warsaw School of Economics), Albania, Kazakhstan, Bulgaria, Hungary, Czech Republic, Moldova, Latin America (Wiśniewska and Budrewicz 2003).

#### Trends in concentration/segregation, tensions and conflicts

See "Territorial distribution of immigrants and ethnic minority groups".

#### The population target three

See "Trends in migration, composition of migrants and minority groups".

#### Professional activities and main problems of immigrants

In year 2010, registers of the labour offices of Mazowieckie province contained data of 823 foreigners (2.7% more than in 2009), including 440 women (53.5% of all unemployed in this category). Most foreigners were registered in Warsaw - 425 people or 51.6% of this population of the unemployed in the province. In year 2010, there were 1,274 registered unemployed foreigners (in 2009 - 1,392), and in the same period, work was commenced by 247 foreigners (in 2009 - 200).

In year 2010, 89,400 declarations of the intention to hire foreigners without the necessity to obtain a work permit were filed - 8% less than in 2009, including 95.2% for citizens of Ukraine, 2.6% for citizens of Moldova, 1.8% - of Belarus, 0.3% - of Russia and 0.1% - of Georgia.

Most declarations were filed for the period of 3 to 6 months (88.5% of all declarations registered), for employment in agriculture and related trades (70.8%), construction and related trades (8.7%), household services (5%), for women (47.8%), for persons aged 26-40 (45.6%), in Warsaw - 15,744 declarations (17.6% registered in Mazowieckie province) (Provincial Labour Office 2011).

#### *Public regulation*

#### Division of responsibilities

See General introduction.

#### Changes in welfare mix and governance patterns

Since 2007, the programme "Diverse Warsaw" has been implemented - it is focused on educational activities among the foreign children and youth (refugees, immigrants, children of migrating employees and other groups). The programme is implemented by the Bureau for Education of the Office of the Capital City of Warsaw. Its partners are the Bureau of Information of the Council of Europe, Warsaw University, Civic Education Centre, Vox Humana Association.

The programme activities included: a school debate "Diverse Warsaw", in which active participants were students from Vietnam, Chechnya, China, Somalia, Costa Rica, Ukraine; a scientific and teaching seminar "Diverse Warsaw. Education of foreigners in Warsaw"; a methodical conference "Islam - difficult questions, educational answers"; trainings for school principals and teachers "School preparation for education of foreigners", trainings of methodology councillors "Supporting of schools that educate foreigners".

## Annex C. Immigration: indicators

**Table 3.1 - International migration of population 2004-2010 by districts of Warsaw (registrations for permanent residence)**

District	Inflow from abroad 2004	Net internat. migration 2004	Inflow from abroad 2008	Net internat. migration 2008	Inflow from abroad 2009	Net internat. migration 2009	Inflow from abroad 2010	Net internat. migration 2010
Bemowo	27	+20	40	+12	32	+19	46	+24
Białoleka	35	+19	43	+18	39	+7	44	+18
Bielany	45	-25	59	+1	47	+2	49	+21
Mokotów	104	+104	112	+26	143	+57	122	+44
Ochota	25	-15	61	+31	58	+38	51	+35
Praga Południe	52	+51	88	+28	73	+56	66	+36
Praga Północ	27	-3	25	-2	21	+8	22	+15
Rembertów	1	+1	6	+6	2	+2	3	+3
Śródmieście	104	+97	99	+69	113	+90	101	+74
Targówek	6	-6	24	+6	18	-10	18	+4
Ursus	19	+15	12	+2	12	+10	13	+12
Ursynów	18	+18	43	+26	63	+55	58	+40
Wawer	43	+43	26	+24	36	+36	31	+27
Wesoła	7	+1	8	+5	5	+5	7	+7
Wilanów	7	+7	10	+8	21	+21	32	+29
Włochy	16	+11	21	+16	15	+9	16	+14
Wola	100	+100	62	+36	66	+52	49	+22
Żoliborz	29	+29	26	+19	29	+23	27	+23
<b>Warsaw</b>	<b>665</b>	<b>+467</b>	<b>765</b>	<b>+331</b>	<b>793</b>	<b>+480</b>	<b>755</b>	<b>+448</b>

Source: Panorama of districts of Warsaw, 2004, 2008 2009, 2010.

**Table 3.2 - Unemployed foreigners, years 2007-2009**

Unit	2007	2008	2009
Mazowieckie	407	577	801
Warsaw	224	308	362

Source: Rynek pracy województwa Mazowieckiego w 2010 roku, WUP 2011.

**Table 3.3 - Ukrainians in Warsaw and outskirts, 1.09.2004**

	Total	Men	Women
Warsaw & outskirts	2,863	859	2,004
% of Ukrainians in Poland	17.7	16.3	18.4

Source: Między jednością a wielością. Integracja odmiennych grup i kategorii imigrantów w Polsce, OBM UW 2008.

## 2.4. Trends in the housing field

### Socio-economic trends

#### Local housing market

In case of Warsaw, an increase in the general number of apartments as well as completed dwellings was observed since 2000, meaning that the demand for flats increased substantially in last ten years. In the period of ten years, the most significant trend, which could be observed, was the ever-growing percentage of flats for sale or rent. In year 2000, this percentage amounted only to 40%, in 2005 - as much as 73%, and in 2009 - 85%. At the same time the percentage of cooperative flats was

decreasing systematically. In year 2000, it amounted to 51%, and five years later - only to 14%, to drop to the level of 6% in year 2009 (Central Statistical Office 2010c).

### Social housing

As of 31.12.2008, 4,910 households were qualified for rent of flats from the housing resources of the capital city of Warsaw (excluding applications for flat replacement); out of these, 1,963 were waiting for flat rental for unlimited period of time, 2,947 - for a community flat. It should be noted that out of the overall number of community flat applications, most - 2153 - are associated with the necessity of provision of the flat by the City in association with a court ruling on eviction, accompanied by granting of a right to a community flat.

The period of waiting for a municipal flat, depending on the type of qualification for housing assistance (flat for unlimited period of time, community flat, replacement etc.) is from several months to several years. The waiting period is the longest in districts characterized by low housing resources.

In years 2003-2006, 769 municipal flats were delivered, in 2007 - 92 flats, in 2008 - 315 flats, in 2009 - 489 flats; in total, in the analyzed period - 1,665 flats. A substantial increase in the pace of municipal housing construction has been possible thanks to consistent activities undertaken on the basis of the housing strategy.

### Access to housing

As a result of privatization of the housing market, access to apartments is now conditioned by the financial situation and credit capabilities. Due to high prices of flats in Warsaw, not many people can afford purchase of a flat; thus, mainly the rental market is developing. Rental of a flat in Warsaw, however, is relatively expensive; thus, persons with low income are forced to attempt to get access to cheaper apartments, subject to state subsidies.

Welfare accommodation includes ordinary council flats, welfare flats and protected flats. In the case of Warsaw, council flats are provided for the homeless, persons coping with difficult housing conditions, occupants of premises, which are not suitable for permanent residence and households, in which the average monthly income per member is not higher than the minimum income (Resolution of the Council of the Capital City of Warsaw of July 9th, 2009). Council flats may be rented only for an unlimited period of time (art. 20 clause 2 of the Act on protection of tenant rights). Council flats are characterized by reduced use value and they offer only the minimum standards - the lease agreement is concluded for a limited period of time with a person, who has been suffering from privation, due to which their monthly income is insufficient to rent premises in accordance with general principles. In the first place, council flats are provided for ejected persons and pregnant women, minors, the disabled, incapacitated persons and their guardians, bed-ridden persons, retirement and disability pension beneficiaries, who meet the criteria for receipt of social welfare and the unemployed.

The main barrier, hindering access to flats in Warsaw, are high real estate prices. The prices of apartments in Warsaw vary depending on the district - average flat prices on the primary market range from 1,875 to 2,375 EUR/m<sup>2</sup> (7,500 and 9,500 PLN/m<sup>2</sup>). The flat price is influenced by the standard, type and location, as well as characteristics of individual districts. The most expensive districts in Warsaw are Śródmieście and Żoliborz. The former - due to its central location, the latter - due to prestige and large

green areas. Apartments on the primary market reach prices exceeding 3,750 EUR/m<sup>2</sup>. The second place with regard to prices is occupied by Mokotów and Ochota - prestigious districts in the central part of Warsaw, dominated by old buildings and large green areas. Here, the prices range between 2,375 and 3,000 EUR/m<sup>2</sup> (9,500 and 12,000 PLN/m<sup>2</sup>). The cheapest apartments can be found in Białota, Targówek, Wesoła and Włochy - the most distant districts, which are the least accessible from the downtown.

The last decade brought substantial changes on the real estate market of Warsaw. On one hand, huge new settlements have been built in the suburbs, such as Tarchomin, Wilanów or Nowy Ursus. As for apartment prices, first, the good economic condition led to a dramatic increase in their level, and then, as the economic crisis came, the situation became difficult both for investors and purchasers, which resulted in a decrease of the prices in some districts (Dymkowski 2011).

At the beginning of year 2000 and in the subsequent years, a decline in prices could be observed, sales were maintained at a low level, despite the possibility of obtaining attractive loans (the loan installment level was similar to the rent amount level). Nevertheless, due to the uncertain situation on the labour market and the high unemployment rate, the number of mortgages was rather low. A statistical flat in Warsaw had the area of 63 m<sup>2</sup>, and its average price was 900 EUR/m<sup>2</sup>.

In the early 2005, the average flat prices in Warsaw started to grow to reach about 1,000 EUR/m<sup>2</sup>. The increase was the highest in Ursynów and Żoliborz, where the demand was high, and the supply - too low. A statistical flat in Warsaw had the area of 73 m<sup>2</sup> and its average price was 1,220 EUR/m<sup>2</sup>.

The next two years were a period of dynamic increase in the prices (3 - 12% per quarter). Due to excessive supply, prices or contract conditions could not be negotiated. The boom was ended by the same factor, which caused its emergence - a change in interest rates. Since the beginning of 2007, the Monetary Policy Council started to increase the interest rates, which was reflected by the interest applicable to mortgage installments (from 5,6% in January 2007 to 7% in January 2008). This led to a situation, in which a household of two persons, in which both members earned an average wage for Warsaw, designating one of these wages in full for loan repayment, were able to buy at the end of year 2007 a flat of the area of 49 m<sup>2</sup>, while in years 2003-2005 the same couple could afford 68 m<sup>2</sup>. Since mid-2007, a visible decline in demand for flats can be observed in Warsaw, which is accompanied by a decrease in the price to 2,165 EUR/m<sup>2</sup>.

In year 2010, the supply of apartments in Warsaw increased by 25% in comparison with 2009. The average price was 2065 EUR/m<sup>2</sup>, that is, 6% cheaper than in year 2009. The average apartment area in 2010 was 72 m<sup>2</sup>.

The expectations with regard to further development of the primary market of Warsaw are optimistic. Thanks to a relatively stable situation on the loan market, the present situation indicates a stable level with a slight tendency of increase.

There is an increasing number of enclosed housing settlements, occupied by persons with a similar lifestyle, which is usually associated with social prestige of inhabitants, as well as their sense of security. Opinions concerning individual districts, which are often based on stereotypes, often determine who decides to move where. Good districts are safe, full of green areas, with well developed networks of services and a pleasant architectural design. Bad districts are unsafe, noisy, lacking green areas, with

a weak network of services and transportation. Districts differ with regard to the demographic characteristics of their inhabitants, and thus they may be divided into "old" and "young"; at the same time, the former are characterized by outflow, and the latter - by inflow of inhabitants.

### Critical situations & spatial segregation

Warsaw is characterized by high level of diversity of living standards, depending on the age of the building, the flat area, density of the population and the status of ownership/rental. In central districts, the development is quite dense, and new settlements are located in the suburbs (e.g. Białołęka). The further away from downtown, the larger the flat area. From the perspective of the social policy, a significant phenomenon is the permanent segregation of the city population according to social and professional status. Persons with university and secondary education live mainly in Saska Kępa, Tarchomin, a part of Grochów. Persons with vocational and elementary education live in Ursynów, Bródno, Grochów Południowy and some parts of Mokotów (Śleszyński 2004).

On the basis of press information, it can be stated that there are some moderate forms of ethnic segregation, which can be observed in Warsaw. Usually, it concerns two ethnic groups of Vietnamese and Romani. Conglomerations of foreigners are emerging slowly in some regions of Warsaw, usually within specific house settlements, or in certain buildings. It can be observed that foreigners with a low social status live near the areas, in which they work, that is, large marketplaces of Warsaw. Nevertheless, the emergence of ethnic housing conglomerations in Warsaw is taking place much more slowly than spatial concentration of places of foreigner employment. A breakthrough point for the Vietnamese minority was closing of Stadion Dziesięciolecia [Stadium of the Decade], which made them move to a small city outside Warsaw, offering space for business.

Another ethnic minority, which can be viewed in the context of ethnic segregation are the Romani people. At present, Warsaw is inhabited by the Romani representing the Polish Romani group (in the district of Praga), the Kalderash and the Lovari (in Ursus). In the districts of Grochow and Ursus, there are integration day centres for Romani and Polish children. The housing settlement in the district of Praga (Kamionek) is inhabited strictly by the Romani. Information concerning the places of residence of the Romani is usually associated with cultural and social integration programmes for this minority. Unlike the Vietnamese, it is unknown to what extent the places of residence indicated by the Romani are a result of voluntary settlement and to what extent they result from the former actions of enforced settlement of members of this group by the authorities of the People's Republic of Poland (60s of the 20th century).

As in every big city, homelessness is also an important issue in Warsaw. The number of homeless living in the capital is estimated to be around 2,500-3,000. Every year city spends around 8 million PLN (2 million €) to support people living on the streets. During the winter of 2011/2012 there were 19 facilities in Warsaw, with over 1,500 beds for homeless people, run by non-governmental organizations and financed from the city budget. Also, there were 2 lodgings, 17 shelters and two special shelters for the homeless after hospital treatment. Every day, nine eateries gave away 3,000 meals. At high frost homeless people also benefit from two heated day-rooms. Several non-governmental organizations cooperating with the capital's town hall, run streetworkers programs to provide assistance to the homeless. The Municipal Police and social workers are engaged in informing about the addresses of homeless shelters and



monitoring places where homeless gather. Those, who refuse to go to the shelter receive hot soup, vouchers for food and warm clothing.

### Changes in the most critical urban areas

One of the problems associated with housing in Warsaw is eviction due to sale of apartments belonging to cooperatives to private owners. Private owners usually are not eager to make arrangements with tenants. The most frequent cause of eviction is the rent level, being too high, which the tenants are unable to pay, usually without informing the tenants in advance to accelerate the eviction process. Therefore, a Committee for Tenant Protection has been established - a social organization defending the interests of tenants in Warsaw. The main cause of establishment of the Committee was the resolution passed by the Council of the Capital City (Resolution no. XLI/1272/2008 on passing of the long-term programme for management of the housing resources of Warsaw for years 2008-2012), imposing a single-time rent increase for municipal flats in Warsaw in the amount of 200-300% of the former rate. The new rent is unaffordable for most tenants of municipal flats, and it has been applied to about 100,000 flats, which may exert a negative influence on the financial situation of about 340,000 of inhabitants of the capital city. In Warsaw, in year 2007, out of 96,587 municipal flats, there were 2,712 community flats (more than 2.5%). At the same time, there were about two thousand people with eviction decisions, granting them the right to a community flat (Olech 2010).

Another issue is quality of housing. Although Mazowieckie province has one of the highest percentage of substandard housing, nearly all Warsaw dwellings are fitted with water (99.4% in 2009), bathroom (96.7%) and central heating (94.2%). Still, as in every big city, in the poorest districts and enclaves (Praga, Wola) people live in a distinctly worse conditions. Also, the quality of social housing is deteriorating over the years and big investments are needed.

### *Public regulation*

#### Division of responsibilities

See General introduction.

#### Provision of services and benefits

Establishment of conditions, which are necessary to satisfy the housing needs of the local community is included in the scope of own tasks of the commune (art. 4 item 1 of the Act on protection of tenant rights), which means that council flats are dealt with exclusively by local self-governments. Each commune establishes the rules and records them in a resolution; thus communes may have completely different criteria of assignation of flats.

Welfare accommodation includes ordinary council flats, welfare flats and protected flats. In the case of Warsaw, council flats are provided for: a) the homeless; b) persons coping with difficult housing conditions; c) occupants of premises, which are not suitable for permanent residence for humans; d) households, in which the average monthly income per member is not higher than the minimum income (Resolution of the Council of the Capital City of Warsaw of July 9th, 2009). Council flats may be rented only for an unlimited period of time (art. 20 clause 2 of the Act on protection of tenant rights). Council flats are characterized by reduced use value and they offer only the minimum standards - the lease agreement is concluded for a limited period of

time with a person, who has been suffering from privation, due to which their monthly income is insufficient to rent premises in accordance with general principles. In the first place, council flats are provided for ejected persons and pregnant women, minors, the disabled, incapacitated persons and their guardians, bed-ridden persons, retirement and disability pension beneficiaries, who meet the criteria for receipt of social welfare and the unemployed. The act on protection of tenant rights has obliged the commune to provide the premises for persons, who have been ejected not only from council flats, but also from cooperative and employer-owned apartments. Apart from council flats, there are protected flats, which are provided to persons, who, due to their personal circumstances, disability, illness or old age require support in everyday life, but not full-time care.

For those who lack resources, housing benefits are paid by the local authorities. A single person must have gross income under 160% of the minimum retirement pension and families must have gross income equal to less than 110% of the minimum retirement pension per capita. All benefits are withdrawn if income exceeds these limits. Housing benefits are not part of the social assistance system, but they are a part of welfare system on the local level. The housing benefit is a form of assistance for persons, who are unable to cover the costs of maintenance and it is aimed at prevention of homelessness. In 2004, a state subsidy for housing benefits was liquidated. Since then, all costs of payment of these benefits have been covered by the communes. In year 2006, about 8.5 million housing benefits were paid for the total amount of PLN 1.2 billion. Most of these were paid to tenants of cooperative flats (37.2% of the total number) and commune flats (36.8%), while the least was paid on behalf of social housing societies (1.3%).

Another method of supporting persons with low income are Social Housing Societies (TBS) established on the basis of the act of some forms of supporting housing construction of October 26th, 1995 (Journal of Laws of 1995 no. 133, item 654 as amended), which is aimed at construction of apartments for rent with moderate rent charges, financed by the National Housing Fund. TBS may act in form of limited liability companies or cooperatives of legal persons. It is possible to become an owner of a TBS apartment, if the household income of such potential owner is not greater than 130% of the average gross monthly remuneration in a given province, increased by 20% in case of a single-person household and 80% in case of a two-person household - and by the further 40% for each additional household member. Another form is participation, or financial contribution in construction of an apartment, which allows for designation of tenants in TBS flats, which have been subject to such contribution. The cost of participation in construction of a flat acquired from a person cannot exceed 30% of the construction cost. The rent amount is determined by the society; however, it cannot exceed 4% of the flat value annually ([www.tbs24.pl](http://www.tbs24.pl)).

The situation of the homeless was taken into account most broadly in the act on social assistance of November 29th, 1990 (Journal of Laws no. 13, item 60), as well as the act of July 2nd, 1994 on rental of housing premises and housing benefits (Journal of Laws no. 105, item 509). In June 2000, the Ministry of Labour and Social Policy prepared the programme "Homelessness", taking into account prevention, protection and activation. It was recommended that providing of assistance for the homeless, which is the internal task of the commune, is implemented in cooperation with non-governmental organisations, which have at their disposal the extensive social infrastructure (qualified personnel, volunteers), reliable methods of social work with the homeless and which are much more mobile than the state institutions.

## Changes in welfare mix and governance patterns

A legal act, which specifies the rules of rental of flats included in the housing resources of Warsaw is resolution no. LVIII/1751/2009 of the Council of the Capital City of Warsaw of July 9th, 2009 on the rules of rental of premises included in the housing resources of Warsaw. The resolution specifies the rules of rental of flats by the commune for unlimited periods of time to persons, who are experiencing difficult housing and financial conditions. Flats from the housing resources may be rented to the homeless or persons suffering from housing difficulties, and difficulties are understood here as the area of no more than 6 m<sup>2</sup> per inhabitant, as well as living in facilities, which are unfit for permanent residence of people as specified in the building law, as well as the average monthly income per household member not exceeding the minimum wage level.

The resolution states that the above provisions do not apply to persons, who are entitled on the basis of the act to replacement flats, repatriated persons, who should be provided with accommodation by the city, as well as persons, who, due to their living conditions, are suffering from a particularly difficult health, family or social situation. Such situation includes disability, chronic disease, as well as documented family violence or other pathologies in the family. In some cases, the minimum income level is increased by 30% - this applies to disabled persons requiring constant care, persons, who live off only their retirement pension or other social benefits, and families with many children (resolution no. LVIII/1751/2009 of the Council of the Capital City of Warsaw of July 9th, 2009 on the rules of rental of premises included in the housing resources of Warsaw). There is also a separate category of "protected flats", granted by the commune to the entitled persons. Those, who are entitled to such flats, are specified in art. 53 clause 1 of the act of March 12<sup>th</sup>, 2004 on social assistance.

Warsaw's housing environment quality analysis shows that present spacial policy is ineffective. Many of the housing developments constructed in Warsaw are not furnished in a sufficient amount of public amenities. New developments are located on the former agriculture grounds, that has not been united and rationally parcelled out. The urban sprawl is imminent to Warsaw in consequence of enacted act, which has changed the status of farm land within city borders from agricultural to residential (Sylwestrzak 2009).

The Programme for Municipal Housing Construction for the Capital City of Warsaw for Years 2008-2012, approved on October 2nd, 2008, assumes construction in the city of about 2500 flats and securing of the necessary community flats through a change in the qualification of some of the existing community flats of low standard. Solution of this problem by construction of new community flats would not be rational, particularly in a situation, in which a large part of the inhabitants, who pay their rents regularly, live in low standard flats, waiting for improvement of their housing conditions. At present, community flats are obtained, among other things, as a result of acquisition or replacement of flats with other flats belonging to the housing resource of the city, including those located in newly constructed buildings. Thanks to such activity, community flats are dispersed among other flats. This allows for avoidance of excessive concentration of potential social problems, generated by poverty and lack of social adaptation. It also leads to reduction of the impact of negative life models and behaviours of adults on the attitudes of the young generation. New flats will allow for improvement of housing conditions of households,

which, despite their compliance with tenant obligations, have occupied low-standard flats until now.

*Annex D. Trends in the housing field: indicators*

Table 4.1 - Completed dwellings by forms of housing construction in Warsaw, In %, years 2000-2009

Form of housing	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009
Cooperative	51.2	47.3	35.7	21.7	24.8	13.4	18.1	9.5	9.8	6.3
Company-owned	1.6	0.0	0.5	0.7	0.5	-	-	-	-	-
Municipal	0.07	0.0	-	0.0	0.04	0.7	3.4	0.6	1.3	2.8
For sale or rent	40.0	43.5	51.8	63.7	59.1	73.2	67.0	79.3	80.7	85.1
Private	6.5	8.0	10.4	12.8	9.6	10	10.3	8.0	8.1	5.8
Public building society	0.6	1.1	1.6	1.0	6	2.7	1.2	2.6	-	-
<b>Completed dwellings in thousand</b>	<b>14.4</b>	<b>16.3</b>	<b>13.1</b>	<b>12.3</b>	<b>10.3</b>	<b>14.4</b>	<b>13.7</b>	<b>15.7</b>	<b>19.0</b>	<b>19.5</b>
<b>Inhabited dwellings in thousand</b>	<b>652.6</b>	<b>668.8</b>	<b>717.8</b>	<b>729.9</b>	<b>739.3</b>	<b>753.2</b>	<b>766.2</b>	<b>780.9</b>	<b>799.7</b>	<b>818.9</b>

Source: Statistical Yearbook of Warsaw 2010. Central Statistical Office.

Table 4.2 - Average apartment prices in Warsaw, years 2002-2010

	2002	2003	2004	2005	2006	2007	2008	2009	2010
Price PLN/m <sup>2</sup>	3,594	3,892	4,341	4,879	7,354	8,659	9,380	8,934	8,254
Price EUR/m <sup>2</sup>	899	973	1085	1220	1839	2165	2345	2234	2064

Source: Dymkowski M. (2011). To była ciekawa dekada na warszawskim rynku nowych mieszkań, 2011-01-18, prnews.pl.

**Table 4.3 - Average price of apartments offered according to district,  
years 2002, 2005, 2007, 2010**

District	2002	2005	2007	2010
Bemowo	3,500	4,257	8,131	7,357
Białołęka	2,870	3,655	6,348	6,282
Bielany	3,380	4,088	8,852	8,199
Mokotów	4,400	5,847	9,795	9,732
Ochota	4,100	5,156	9,986	9,536
Praga Południe	3,100	4,125	8,741	7,935
Praga Północ	3,100	4,886	7,977	7,224
Saska Kępa	4,610	3,054	12,066	-
Śródmieście	5,450	8,336	14,442	15,595
Targówek	2,771	3,750	7,228	7,352
Ursus	2,870	4,003	7,636	6,951
Ursynów	3,740	5,110	7,942	7,777
Wawer	3,500	3,386	6,676	6,833
Wesoła	-	3,114	7,091	6,330
Wilanów	5,400	5,362	9,504	8,156
Włochy	-	3,600	7,270	6,766
Wola	3,060	5,702	9,354	9,073
Żoliborz	5,400	5,877	10,755	8,132
<b>Warsaw</b>	<b>3,594</b>	<b>4,879</b>	<b>8,659</b>	<b>8,254</b>

Source: Dymkowski M. (2011). To była ciekawa dekada na warszawskim rynku nowych mieszkań, 2011-01-18, pnews.pl.

**Table 4.4 - Average area of apartments offered according to district,  
years 2002, 2005 and 2010**

District	2002	2005	2010
Bemowo	52.5	68.6	72.2
Białołęka	50	60	59
Bielany	53	67	67.5
Mokotów	80	88.6	73.6
Ochota	72	59.8	67.4
Praga Południe	58	58	68.9
Praga Północ	57.5	117	61
Saska Kępa	81	49.2	-
Śródmieście	123	75	96.2
Targówek	59	62	66.4
Ursus	57.5	59.7	61.5
Ursynów	59	71.4	86.6
Wawer	62	63.4	66.5
Wesoła	-	95.2	68.3
Wilanów	80.5	89.2	89.4
Włochy	-	-	62
Wola	61.5	69.3	65.1
Żoliborz	92	89.7	84.3
<b>Warsaw</b>	<b>63</b>	<b>73</b>	<b>72</b>

Source: Dymkowski M. (2011). To była ciekawa dekada na warszawskim rynku nowych mieszkań, 2011-01-18, pnews.pl.

**Table 4.5 - % of dwellings fitted with water/bathroom/heating in Warsaw, in%, years 2003-2009**

Dwellings	2003	2004	2005	2006	2007	2008	2009
% of dwellings fitted with water	99.3	99.3	99.3	99.4	99.4	99.4	99.4
% of dwellings fitted with bathroom	96.0	96.1	96.2	96.3	96.4	96.5	96.7
% of dwellings fitted with heating	93.5	93.5	93.5	93.6	93.8	94.0	94.2

Source: Statistical Yearbook of Warsaw 2004-2010. Baza Danych Lokalnych.

**Table 4.6. Arrears in payments, years 2000-2009**

	2000	2001	2003	2005	2007	2009
number of tenants in arrears in municipal stocks	36,509	40,385	32,068	26,760	26,865	44,782
in % of total dwellings stocks	30.5	35.1	29.8	-	-	-
of which 3 months and more	12.1	13.5	14.8	-	-	-

Source: Statistical Yearbook of Warsaw 2004-2010.

**Table 4.7 - Number of households waiting for a social housing 31.12.2008**

District	Number of households waiting for rental for unlimited period of time	Number of households waiting for rental of a community flat
Bemowo	54	83
Białoleka	74	33
Bielany	275	245
Mokotów	198	263
Ochota	81	161
Praga		
Południe	69	142
Praga Północ	197	412
Rembertów	26	17
Śródmieście	82	562
Targówek	108	205
Ursus	17	50
Ursynów	73	99
Wawer	230	121
Wesoła	16	28
Wilanów	3	9
Włochy	249	129
Wola	180	274
Żoliborz	31	114
<b>Warsaw</b>	<b>1,963</b>	<b>2,947</b>

Source: Resolution no. LXXXII/2398/2010 of the Council of the Capital City of Warsaw of May 13th, 2010 on acceptance of the "Family" Programme for years 2010-2020.

Table 4.8 - Number of dwellings by districts of Warsaw, years 2002-2009

District	2002	2003	2004	2005	2006	2007	2008	2009
Bemowo	37,330	38,169	38,859	40,529	42,332	43,668	46,757	49,054
Białołęka	24,236	27,625	29,046	30,979	32,801	35,161	37,580	40,543
Bielany	56,007	56,444	56,938	57,127	58,064	58,547	59,210	60,327
Mokotów	103,802	104,458	105,870	108,505	109,997	112,675	114,829	116,222
Ochota	42,778	43,320	43,377	43,448	43,876	44,023	44,372	44,797
Praga-Południe	81,096	81,628	82,291	83,338	84,150	84,630	86,056	86,756
Praga-Północ	31,530	31,476	31,956	31,940	31,855	31,979	32,543	32,547
Rembertów	7,346	7,610	8,135	8,169	8,235	8,707	8,811	8,886
Śródmieście	70,487	70,891	71,020	71,306	71,712	72,496	72,685	73,728
Targówek	47,123	47,778	47,921	48,698	49,069	49,682	50,827	51,985
Ursus	17,843	18,777	19,331	20,237	21,098	21,834	22,963	23,612
Ursynów	53,582	55,811	57,271	58,834	60,753	62,381	63,105	64,214
Wawer	22,276	22,577	22,943	23,481	24,039	24,703	25,242	26,058
Wesoła	6,722	7,034	7,202	7,575	7,795	8,045	8,289	8,382
Wilanów	6,098	6,252	6,605	7,010	8,170	8,883	10,916	13,157
Włochy	17,075	17,296	17,390	17,544	17,586	17,868	18,178	18,562
Wola	67,722	67,856	68,224	69,299	69,350	69,956	71,625	74,276
Żoliborz	24,731	24,887	24,945	25,163	25,341	25,673	25,673	25,768
<b>Warsaw</b>	<b>717,784</b>	<b>729,889</b>	<b>739,324</b>	<b>753,182</b>	<b>766,223</b>	<b>780,911</b>	<b>799,661</b>	<b>818,874</b>

Source: Central Statistical Office, Local Data Bank.

Table 4.9 - Number of paid housing benefits per year, by districts of Warsaw, years 2004-2009

District	2004	2005	2006	2007	2008	2009
Bemowo	11,407	10,780	9,444	7,907	6,011	5,322
Białołęka	4,273	3,969	3,439	2,535	1,784	1,685
Bielany	25,661	25,807	24,848	22,062	18,184	16,878
Mokotów	35,914	34,616	30,390	27,266	22,914	20,531
Ochota	16,943	15,869	13,760	11,919	10,047	9,224
Praga-Południe	33,844	32,644	29,382	25,170	20,296	16,755
Praga-Północ	19,638	17,690	15,193	12,435	9,928	8,837
Rembertów	675	668	540	390	301	261
Śródmieście	23,568	32,940	25,804	21,990	18,745	17,742
Targówek	27,528	28,010	25,843	22,066	17,164	15,270
Ursus	5,312	5,559	4,975	3,807	2,801	2,452
Ursynów	11,686	11,537	10,600	9,297	7,086	5,926
Wawer	4,773	2,470	4,158	3,561	3,035	2,728
Wesoła	578	433	345	263	213	216
Wilanów	448	353	269	209	180	142
Włochy	6,306	5,702	5,139	4,628	4,046	3,689
Wola	27,398	25,568	23,419	21,679	18,368	15,780
Żoliborz	12,089	9,187	7,596	6,533	5,151	4,630
<b>Warsaw</b>	<b>268,041</b>	<b>263,802</b>	<b>235,144</b>	<b>203,717</b>	<b>166,254</b>	<b>148,068</b>
<b>Poland</b>	<b>9,859,557</b>	<b>9,174,634</b>	<b>8,472,685</b>	<b>7,113,189</b>	<b>5,675,382</b>	<b>4,979,570</b>

Source: Central Statistical Office, Local Data Bank.

Table 4.10 - Residents of flats in 2002

Specification	Total number of inhabitants	Living conditions <sup>a</sup>					Very poor		
		Very good	good	satisfactory	poor	total	Overcrowding and lack of water supply	Only overcrowding	Only lack of water supply
		in thousand							
Total	2171.2	148.7	473.4	600.7	526.7	415.6	67.7	235.0	112.9
Urban	1004.2	124.0	255.9	327.3	203.5	90.8	7.1	72.1	11.6
Rural	1167.0	24.7	217.5	273.4	323.3	324.8	60.6	162.9	101.3
		in %							
Total	100.0	6.8	21.8	27.7	24.3	19.1	3.1	10.8	5.2
Urban	100.0	12.3	25.5	32.6	20.3	9.0	0.7	7.2	1.1
Rural	100.0	2.1	18.6	23.4	27.7	27.8	5.2	13.9	8.7

a Excluding residents of flats with no determined housing conditions.  
Source: NSP 2002 - Flats. Warsaw: Central Statistical Office.



## Administrative map of Warsaw



Source: Panorama of Warsaw Districts in 2009, Statistical Office in Warsaw, Warsaw 2010, p. 12.

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## THE WILCO PROJECT

**Full title:** Welfare innovations at the local level in favour of cohesion

**Acronym:** WILCO

**Duration:** 36 months (2010-2013)

**Project's website:** <http://www.wilcoproject.eu>

### **Project's objective and mission:**

WILCO aims to examine, through cross-national comparative research, how local welfare systems affect social inequalities and how they favour social cohesion, with a special focus on the missing link between innovations at the local level and their successful transfer to and implementation in other settings. The results will be directly connected to the needs of practitioners, through strong interaction with stakeholders and urban policy recommendations. In doing so, we will connect issues of immediate practical relevance with state-of-the-art academic research on how approaches and instruments in local welfare function in practice.

### **Brief description:**

The effort to strengthen social cohesion and lower social inequalities is among Europe's main policy challenges. Local welfare systems are at the forefront of the struggle to address this challenge - and they are far from winning. While the statistics show some positive signs, the overall picture still shows sharp and sometimes rising inequalities, a loss of social cohesion and failing policies of integration.

But, contrary to what is sometimes thought, a lack of bottom-up innovation is not the issue in itself. European cities are teeming with new ideas, initiated by citizens, professionals and policymakers. The problem is, rather, that innovations taking place in the city are not effectively disseminated because they are not sufficiently understood. Many innovations are not picked up, because their relevance is not recognised; others fail after they have been reproduced elsewhere, because they were not suitable to the different conditions, in another city, in another country.

In the framework of WILCO, innovation in cities is explored, not as a disconnected phenomenon, but as an element in a tradition of welfare that is part of particular socio-economic models and the result of specific national and local cultures. Contextualising innovations in local welfare will allow a more effective understanding of how they could work in other cities, for the benefit of other citizens.