



**CEFMR Working Paper
3/2009**

***DATA COLLECTION SYSTEMS AND PRACTICES IN
POLAND RELEVANT TO RESEARCH ON MIGRATION
AND INTEGRATION***

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Central European Forum for Migration and Population Research (CEFMR) is a research partnership of the IOM - International Organization for Migration, Institute of Geography and Spatial Organization of the Polish Academy of Sciences and Warsaw School of Economics



International Organization
For Migration



Institute of Geography and Spatial Organisation,
Polish Academy of Sciences



Warsaw School of Economics

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Acknowledgements

This report was prepared within the project "Promoting Comparative Quantitative Research in the field of Migration and Integration in Europe" (PROMINSTAT), financed under the Sixth Framework Programme of the European Community, contract number CIT5-CT-2006-028972. Most information was collected in 2008.

The author would like to thank Adam Bierzyński from the Institute of Geography and Spatial Organization of the Polish Academy of Sciences for his valuable help in collecting information from selected institutions. We are grateful to all persons and institutions which provided information concerning datasets and administrative procedures in Poland, among others: Lucyna Nowak, Joanna Stańczak, Agnieszka Zgierska, Maria Basta, Iwona Biały, Marta Chylińska, Agata Franecka, Zofia Kostrzewa, Joanna Marzęcka, Renata Strużyńska, Dorota Szałtys, Magdalena Urbanowicz, Bożena Wiśniewska and Elżbieta Zaremba from the Central Statistical Office; Janusz Pappelbon and Eliza Bielakow from the Statistical Office in Olsztyn; Wanda Rutkowska from the Statistical Office in Ciechanów; Zbigniew Pruchniak, Anna Zawalak and Magdalena Kozłowska from the Office for Foreigners; Anna Ernst and Ewa Mierzwińska from the Ministry of Interior and Administration; Janusz Grzyb, Jerzy Dworańczyk, Anna Bogucka, Jolanta Jakubowska and Małgorzata Sarzalska from the Ministry of Labour and Social Policy; Andrzej Urbański from the Ministry of National Education; Anna Ferenc and Jacek Grabowski from the National Health Fund; Mikołaj Skorupski from the Social Insurance Institution; Andrzej Kulmatycki and Ewa Stępień from the Ministry of Finance; and Jacek Gortat from the Ministry of Justice.

The views presented in this paper are those of the author and do not necessarily reflect those of the European Commission, IOM – International Organization for Migration, Institute of Geography and Spatial Organization of the Polish Academy of Sciences, or Warsaw School of Economics.

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Warsaw, 2009

ISSN 1732-0631
ISBN 978-83-60462-13-3

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1. Key data sources and institutions responsible

The most important institutions involved in the collection of data relevant for research on migration and migrant integration in Poland are the Central Statistical Office, the Ministry of Interior and Administration, and the Ministry of Labour and Social Policy. However, there are a number of other institutions which collect potentially useful data, including the Ministry of National Education, the National Health Fund, the Social Insurance Institution (ZUS), the Ministry of Justice, the National Labour Inspectorate, the Ministry of Regional Development and the Ministry of Finance.

According to the Law on Official Statistics, the **President of the Central Statistical Office (CSO)** is the main body responsible for producing official statistics, including collecting, storing and analysing statistical data, as well as disseminating the results of surveys and analyses. The scope of statistical surveys conducted by the CSO, including the main sources of data and the types of final statistics, is determined annually by the Council of Ministers in the “Statistical survey programme of official statistics” (*Program Badań Statystycznych Statystyki Publicznej* - PBSSP).

The Central Statistical Office maintains a number of internal databases and datasets that are used for preparing statistics specified in the “Statistical survey programme of official statistics” and for providing statistical services to external users. Additionally, it maintains two public databases: a population database called DEMOGRAPHY and the Regional Data Bank (Bank Danych Regionalnych – BDR). These two public databases contain only aggregated data. The datasets owned by the CSO are fed among others with the data supplied by public administration institutions, either directly from their registers or in the form of statistical forms filled specifically for statistical purposes. The Central Statistical Office is responsible for carrying out the census of population and sample surveys such as the labour force survey (LFS).

Among the datasets in the CSO, the following are particularly important from the point of view of migration and integration research:

- National Population and Housing Census 2002;
- Registration/deregistration of permanent residence (flow data);
- Datasets on persons registered for temporary stay (stock data as of 31 December);
- Datasets on persons temporarily absent due to stay abroad (stock data as of 31 December);
- LFS, including the datasets on persons abroad;
- Dataset on births;
- Datasets on marriages, divorces and separations;
- Datasets on primary and secondary schools and on tertiary education institutions.

Datasets on persons registered for temporary stay and datasets on persons temporarily absent due to stay abroad contain data collected by the CSO once a year from all communes¹. The LFS datasets on persons abroad are prepared quarterly and contain data from a survey conducted together with the LFS. Datasets on births and marriages are based on the statistical forms sent to the responsible statistical office by the Civil Status Offices (*Urzędy Stanu Cywilnego*). Datasets on divorces and separations are based on statistical forms sent to the responsible statistical office by the district courts.

¹ Poland is divided into 16 NUT2 level regions called voivodeships (*województwa*), 379 NUTS4 level regions called poviats (*powiaty*) and 2478 Local Administrative Units level 2 (LAU 2) - communes (*gminy*).

Apart from demographic events such as births, migration, marriages and divorces, the CSO maintains the dataset on deaths, but it does not contain any information relevant for migration research. In particular there is no information on citizenship or country of birth of the deceased. These variables are not included on the forms used for data collection and are also unavailable from Civil Status Offices.

Civil Status Offices keep data on vital events (births, deaths, marriages, divorces, separations), however there is no central civil register: the records are kept on the local level, often still in the paper form, but the registers are gradually being computerised. Selected data on vital events are recorded in the PESEL register (described below).

The **Ministry of Interior and Administration** is responsible for two very important administrative data sources: PESEL and “System Pobyt”. The PESEL system (Electronic System of Population Registration – *Powszechny Elektroniczny System Ewidencji Ludności*) is a population register in which all persons resident in Poland should be registered, both Polish nationals and foreigners. It exists since 1979 (MSWiA, 2008). The population register is maintained in Poland on three levels: (i) local level – in electronic or paper-file form, administered by commune authorities, (ii) voivodeship level – in electronic form (voivodship register file), maintained by voivodes² and (iii) national level – in the centralised form of the PESEL register. The data are collected by the local administration and transferred to regional and central databases.

The central information system on foreigners, called “System Pobyt” (the “Stay System”), is administered by the **Office for Foreigners** (the successor of the Office for Repatriation and Aliens) and is composed of a large number of datasets (see section 5a). The data are inputted by various institutions: voivodes (e.g. data concerning residence permits of third-country nationals and registration of stay of EU citizens), the Department of Naturalization and Repatriation of the Ministry of Interior and Administration (data on granting and loss of citizenship, data on applications and decisions concerning repatriation), Office for Foreigners (e.g. data on cases concerning granting refugee status, tolerated stay or temporary protection), Border Guard and police (e.g. data on cases concerning the obligation to leave the territory of Poland). In order to facilitate the preparation of statistics, a new system, INEX, was implemented in the Office for Foreigners in 2008. It contains individual data from “System Pobyt” and was specifically designed for statistical reporting.

The **Border Guard** collects the data on the number of on persons stopped for crossing or attempting to cross the national border illegally and persons re-admitted and expelled.

The **Ministry of Labour and Social Policy** (or previously Ministry of Economy and Labour, Ministry of Economy, Labour and Social Policy) is responsible for statistics on work permits. Statistics are prepared by voivodes and transferred twice a year to voivodship statistical offices, and then the Central Statistical Computing Centre³ processes the data on behalf of the Ministry. There is no central register with individual data concerning work permits (registers are maintained by the voivodeship administration, previously by the voivodeship labour offices). The Ministry also prepares the statistics on the employment of foreigners from neighbouring countries (Belarus, Ukraine and Russia) who do not need a permit – these

² A voivode is a representative of the government on a voivodeship level.

³ The Central Statistical Computing Centre is a state agency subordinate to the President of the Central Statistical Office.

statistics concern the number of employers' statements about the intention to offer work to foreigners, registered in Labour Offices. In the past, the Ministry prepared statistics about Poles working abroad within bilateral intergovernmental agreements.

The Ministry of Interior and Administration also develops the following information systems and datasets: the National System of Labour Market Monitoring (*Krajowy System Monitoringu Rynku Pracy*), which includes the Register of Unemployed and the Register of Jobseekers; the National System of Social Help Monitoring (*Krajowy System Monitoringu Pomocy Społecznej*), which includes data on help for refugees; and the National System of Family Benefits Monitoring (*Krajowy System Świadczeń Rodzinnych*). At the time of writing this report, obtaining individual data from these systems was not possible. However, information is available in the form of aggregate statistics, which are prepared based on the surveys "Statistical report on the labour market" (MPiPS-01) and "Statistical report on social help benefits" (MPiPS-03) – see Section 5b.

The **Ministry of National Education** maintains the Information System on Education (*System Informacji Oświatowej*) containing data on schools, their students and teachers. It was introduced by the *Act of 19 February 2004 on Information System on Education*, which entered into force on 1 January 2005.

The **National Health Fund** keeps data in its Central Register of Insured Persons (*Centralny Wykaz Ubezpieczonych*). The **Social Insurance Institution** (*Zakład Ubezpieczeń Społecznych - ZUS*) maintains a range of potentially useful registers: the Central Register of Insured Persons (*Centralny Rejestr Ubezpieczonych*), the Central Register of Contribution Payers (*Centralny Rejestr Płatników Składek*) and the Pensions Payout Systems (*Systemy wypłatowe emerytalno-rentowe*), however none of them is accessible for research purposes (neither the microdata nor the aggregated numbers). Moreover, the Pensions Payout Systems are not centralised.

Potentially very useful sources of information would be the registers which are under the responsibility of the **Ministry of Finance** and tax offices: the National Register of Taxpayers (*Krajowa Ewidencja Podatników – KEP*) and the database on PIT⁴ taxpayers, which is a part of the Poltax system.

The **Ministry of Justice** maintains the National Criminal Register (*Krajowy Rejestr Karny*).

⁴ PIT – Personal Income Tax

Table 1. Key datasets relevant to migration and integration research.

Responsible institution	Dataset/ Database system	Type of dataset⁵
Central Statistical Office	Dataset on births	Count
	Dataset on marriages	Count
	Registration/deregistration of permanent residence	Count
	Dataset on persons registered for temporary stay above 3 months (as of 31 December)	Count
	Dataset on persons temporarily absent due to stay abroad above 3 months (as of 31 December)	Count
	National Population and Housing Census 2002 (including Long-term migration survey and Female fertility survey)	Census
	Labour Force Survey	Survey
	Labour Force Survey – Dataset on persons abroad	Survey
	Datasets on primary and secondary schools and on tertiary education institutions	Counts (aggregated data)
Ministry of Interior and Administration	PESEL (population register)	Register
	“System Pobyt” - set of registers concerning foreigners; includes datasets concerning: <ul style="list-style-type: none"> - Residence permits for third-country nationals - EU citizens and their families - Refugees - Acquisition of citizenship - Repatriation - Irregular migration (see Section 5a for a more complete list)	Counts
	Border Guard datasets: <ul style="list-style-type: none"> - Persons stopped by the Border Guard for crossing or attempting to cross the national border illegally - Persons readmitted and expelled 	Counts
Ministry of Labour and Social Policy	Datasets on work permits (MPIPS-04)	Counts (aggregated data)
	Datasets on registered cases of illegal work and on illegally working foreigners (MGIP-05) – historical data	Counts (aggregated data)
	Labour market statistics (MPIPS-01)	Counts (aggregated data)
	Social help benefits (MPIPS-03)	Counts (aggregated data)
	Statistics on Poles working abroad within bilateral intergovernmental agreements - historical data	Counts (aggregated data)
Ministry of National Education	Information System on Education	Counts (aggregated data)

⁵ According to the methodology of the PROMINSTAT project, the following types of datasets have been distinguished: register, count, census and survey. The main difference between a register and a count is that records in the former may be updated, while in the latter records are added but are not modified. A count may contain individual or aggregated data. The survey dataset type refers to sample surveys.

2. Historical evolution of the national data collection system, data collection practices and policies on data collection

There have been a number of changes in the national collection system since the accession of Poland to the European Union in 2004. Some of these changes were connected with EU-accession-related changes in the Polish legislation. Some others are the result of computerisation or other improvements of data collection procedures. In particular, previous procedures involving data collection on paper forms are being gradually replaced by the electronic transfer of data from the computer databases. An increased interest in data on migration is reflected in the annual changes in the “Statistical survey programme of official statistics”: the sections of the program concerning international migration and foreigners have been expanded and have received increased budgets in the recent years, and a separate section on migration stock was introduced in the “Statistical survey program of official statistics 2008”. Some of the changes in the CSO surveys are directly related to the recent EU regulation on Community statistics on migration and international protection (European Commission, 2007). In an attempt to fulfil the requirements of the regulation, the CSO extended the range of sources used to produce statistics on international migration. In 2007 and 2008, the CSO produced the estimates of the emigration from Poland taking into account not only permanent but also temporary (though often long-term) stays abroad (GUS, 2007, 2008b) – up to then the statistics on international migration reported within the demographic statistics covered changes of permanent residence only.

Below, selected changes in the data collection system, as relevant to the research on migration and integration, are briefly described.

The datasets on registration/deregistration of permanent stay were produced up to 2006 using the information provided on the forms filled when registering (“Notification of permanent stay” and “Notification of deregistration from the place of permanent stay”) at the commune level. Since 2007, the CSO prepares the tables on migration flows using data directly from the PESEL register.

It is worth noting that a new PESEL 2 system is under development. However, PESEL 2 will contain in general the same data as the old PESEL system⁶ (MSWiA, 2008b).

The electronic database concerning foreigners – “System Pobyt” - was set up under the *Act on Aliens* of 13.06.2003⁷ and has been evolving since then. The list of registers maintained within “System Pobyt” and their contents changed with the changes in the *Act on Aliens* and in the other legal acts that specify the contents of the registers: the act concerning entry and residence in Poland of European Union citizens⁸, the *Act of 13 June 2003 on granting protection to aliens within the territory of the Republic of Poland*, the *Act of 9.11.2000 on repatriation* and the *Act of 15 February 1962 on Polish citizenship*. For example, there were important changes in the registers concerning the citizens of the European Union following

⁶ PESEL 2 will not contain information on military service. It is planned that country of birth variable will be introduced.

⁷ When created, the “System Pobyt” was fed with the data from the registers which existed earlier.

⁸ The *Act of 14 July 2006 on the entry into, residence in and exit from the Republic of Poland of nationals of the European Union Member States and their family members* and the previous *Act of 27 July 2002 on the terms and conditions of the entry into and the residence in the territory of the Republic of Poland of the nationals of the EU Member States and the members of their families*.

the change in their legal status (the EU citizens do not have to apply for a residence permit anymore, but have to register their stay). Following the *Act of 14 July 2006 on the entry into, residence in and exit from the Republic of Poland of nationals of the European Union Member States and their family members* and the related changes in the *Act on Aliens* that entered into force on 26.08.2006, the registers concerning residence permits and temporary residence permits of EU citizens and members of their families are not updated anymore (although the old data are still in the system) and new registers have been created: the Register of residence of a EU citizen, the Register of EU citizen's family member's residence cards, the Register of documents confirming the right of permanent residence [of an EU citizen] and the Register of EU citizen's family member's permanent residence cards⁹.

Following the changes in the Act on registration of population and identity cards, introduced by the *Act of 14 July 2006 on the entry into, residence in and exit from the Republic of Poland of nationals of the European Union Member States and their family members*, the registration of temporary stay refers to temporary stays over 3 months, instead of temporary stays over 2 months. The contents of a number of datasets has changed accordingly, in particular the annual CSO survey of persons registered for temporary stay and persons temporarily absent due to stay abroad refers to stays over 3 months. Similarly, the survey of persons absent abroad conducted within the LFS survey covered persons absent more than 2 months until 2006 and more than 3 months since 2007.

Changes concerning the scope of data on work permits collected by the Ministry of Labour and Social Policy are described in Section 5b.

The control of the legality of employment was transferred, with effect from 1 July 2007, from the Ministry of Labour and Social policy to the National Labour Inspectorate. As a result, the Ministry of Labour and Social Policy does not submit the statistical forms with the results of the controls to the CSO anymore.

Important changes concerning the population census have been made. In the 2002 census, the "resident population" category was distinguished for the first time (in addition to "permanent" and "actually residing" population). Moreover, questions on citizenship, nationality, country of birth and language spoken at home were introduced. Previously, the questions on citizenship and language were asked in the 1931 census, and on nationality in the 1921 census.

Up to 2006 the CSO datasets on primary and secondary schools were produced based on the information collected through statistical forms S-02 (for primary and lower secondary schools), S-05 (for general upper secondary schools) and S-07 (for vocational schools) directly from all public and private schools. Since 2007, the data are extracted by the Ministry of Education from its Information System on Education and supplied to the CSO. The datasets on tertiary education institutions maintained by the CSO are still based on data collected directly from university-level institutions through statistical forms S-10.

⁹ The changes in "System Pobyt" were implemented with a delay and the new computerised registers started in February 2007 (MPiPS, 2007).

3. Coordination and linking

According to the *Act of 29 June 1995 on official statistics*, the scope of official statistical surveys and the institutions responsible are specified annually in the “Statistical survey programme of official statistics”. The Programme is prepared by the Statistical Council based on a proposal submitted by the Central Statistical Office and determined by the Council of Ministers in the form of a legal regulation. The annual regulation concerning the program of official statistical surveys determines in particular: the topic and the organiser of each survey; the type of survey; the data sources; the institutions and natural persons obliged to provide the data; the form, the frequency and the place where the data are gathered; the type of output statistics and the forms and dates of their dissemination; the costs and sources of financing. The Central Statistical Office is the main institution in charge of conducting official statistical surveys. Other institutions are legally obliged to provide data to the CSO, as specified in the program of statistical surveys. In particular, the CSO receives information from the state administration bodies and units of local authorities, other governmental institutions and from organs maintaining official registers. The CSO is obliged to make available and disseminate statistical information that is the result of its official statistical surveys while observing the rules of confidentiality of individual and personal data.

Information about the datasets and statistics which are not under the responsibility of the Central Statistical Office should be obtained directly from the institutions maintaining those datasets.

The exchange of information and linkages between registers and other databases maintained by various institutions is or may be possible, as far as natural persons are concerned, thanks to the PESEL number and NIP – personal identification numbers used respectively in the PESEL register and in the tax registration system.

Up to now, the use of the possibility of linking information from various sources for the purposes of official statistics was limited. However, noteworthy are the plans of an extensive use of administrative data sources (registers and information systems) in the 2011 Population and Housing Census. Among others, the possibility to use the following sources is being considered¹⁰: the PESEL register, “System Pobyt”, the National Register of Taxpayers, the Database on PIT taxpayers, the Central Register of Insured Persons maintained by the Social Insurance Institution, the Central Register of persons insured in the National Health Fund, the National System of Labour Market Monitoring, the National System of Social Help Monitoring, the National System of Family Benefits Monitoring and the Information System on Education.

¹⁰ Program badań statystycznych statystyki publicznej na rok 2008 (Program of statistical surveys in the year 2008), *Dz. U. Nr 210, poz. 1521*.

4. Concepts and definitions

Citizenship is the main concept used to determine who is a foreigner and information on citizenship is kept in most datasets as one of the personal data variables. The *Act on Aliens* defines a foreigner as a person without Polish citizenship. According to the definition given in the “Demographic Yearbook of Poland”, “citizenship is defined as a particular connection (legal bond) between a person and the State. It does not show the ethnic origin and does not depend on nationality. A person may have one, two or more additional citizenships. It is possible that a person has no citizenship. The person having Polish and other additional citizenship - in Poland always is a person with Polish citizenship, not an alien.” (GUS, 2008a, p. 69, 74).

The country of birth is usually not registered (apart from the most recent census and the registers of foreigners). Information is often kept on the place of birth, but decoding it into country of birth is not straightforward. Data on ethnic nationality are usually not collected, but the question about ethnic nationality was asked in the 2002 population census (previously it was asked in 1921). According to the definition given in the “Demographic Yearbook of Poland”, “nationality is the declarative (based on subjective feeling) individual feature of each human being, expressing his/her emotional (sentimental) connection, cultural or genealogical (considering the origin of parents) with given nation.” (GUS, 2008a, p. 69, 74).

As concerns migration flows, administrative records distinguish the permanent place of residence (recorded in ID cards) and the temporary place of residence. Annually published demographic statistics on international migration flows (immigration and emigration) and internal migration (in-migration and out-migration) are concerned with changes of permanent residence only. Statistics referring to temporary migration are reported only as stock figures (see Section 5a.1).

In the 2002 population census, three categories of populations were distinguished: permanent population (*ludność stała*), so called “actually residing population” (*ludność faktycznie zamieszkała*) and resident population (*ludność rezydująca*), the latter corresponding to the usually resident population concept and introduced for the first time in Poland in the 2002 census. The majority of the results were presented for the actually residing population, which included (i) permanent population: present at the time of the census or temporarily absent for less than 2 months or absent due to military service or absent due to being an inmate in prison or absent due to stay abroad; (ii) temporary population of the administrative unit staying over 2 months, but excluding persons without permanent place of residence in Poland. Resident population included (i) permanent population without those absent 12 months or more and (ii) temporarily resident population staying for 12 months or more who arrived either from another place in Poland or from abroad (the latter - foreigners only).

Core variables to be included in the 2011 population census have not been determined in detail yet. Generally speaking, Poland will try to follow, as far as possible, the international recommendations.

Annual calculations of population of Poland (total and for administrative units) are performed by the CSO using the component method, with the actually residing census population as the starting point and taking into account births, deaths, internal and international migration. International migration figures used to calculate population stock cover changes of permanent

place of residence only, while internal migration figures cover both permanent and temporary migration. Thus, the official total population refers to the number of persons registered for permanent residence in Poland (accordingly, only births from mothers with permanent residence in Poland and deaths of persons with permanent residence in Poland are included in the calculations).

The population size and age structure, by administrative unit, are also calculated for the permanent population. This category of population is used for preparing population forecasts and for calculating demographic indicators, such as fertility and mortality (GUS, 2008a, p. 68, 73).

5. Availability of data

5.1 Core demographic data on immigrants and migration control

Population stocks and general demographic characteristics

As described in the previous section, annual statistics concerning population stocks cover persons registered for permanent stay in Poland. Up to the reference date of 1 January 2006, only the annual data on total population of Poland by sex and age were available, with no disaggregation by citizenship or by country of birth. These disaggregations were available only from the population census conducted on 20 May 2002. As mentioned earlier, three previous censuses (1970, 1978 and 1980), as well as the micro-census conducted in 1995, did not include either the citizenship or the country of birth variable.

In the 2002 population census there was a possibility to provide two citizenships in the case of foreigners and two additional citizenships in the case of Polish citizens. Census-based statistics published in the Demographic Yearbook included a table on population holding Polish and another citizenship by sex and country of second citizenship (GUS, 2008a, Table 34, p. 178).

Since the reference date of 1 January 2007, the CSO produces and provides to Eurostat statistics on population by citizenship, sex and age. The number of foreigners is calculated directly using the data from the PESEL register. The number of Polish citizens is calculated as a difference between total population and foreigners. Annual statistics by country of birth continue to be unavailable.

In addition to stock statistics concerning population registered for permanent stay, the CSO annually publishes stock figures on population registered for temporary stay over 3 months¹¹ as of 31 December and on population temporarily absent more than 3 months¹¹ due to departure abroad. These statistics are produced based on individual anonymous data delivered once a year to the CSO by the communes. It would be possible to distinguish persons registered for temporary stay over 3 months who stayed in Poland one year or more, using information on the year of registration. Since the reference date 31.12.2008, information on the intended duration of temporary stay is collected by the CSO from the communes, so it would be also possible to distinguish persons intending to stay short-term and long-term.

¹¹ Until 2005: over 2 months.

The variables stored in the PESEL system include among others: date and place of birth (but not country of birth), sex, citizenship, address and date of registering permanent residence, address and period of temporary residence above 3 months¹¹, previous addresses (and periods) of permanent residence and civil status¹².

Auxiliary sources that can be used to estimate population stock are the following:

- data on persons staying abroad collected during the LFS;
- data on the number of valid residence permits – see Section 3.

Migration flows and characteristics of migrants at the time of migration

Both nationals and foreigners have to register changes of permanent and temporary (stay over 3 months¹³) place of residence at the commune administration by filling in an appropriate form. Official international migration flow statistics prepared within demographic statistics concern migration for permanent residence. As mentioned in Section 2, up to the reference year 2005 the CSO produced statistics on immigration and emigration for permanent stay based on the data provided by the Ministry of Interior and Public Administration and originating from the forms “Notification of the permanent stay” and “Notification of deregistration from the place of permanent stay”. The data included information about the previous or next place of residence¹⁴, sex, age, marital status and level of education. Since 2006 the data are taken from the PESEL system, which does not include the education variable, so since that year the statistics on immigration and emigration by education level ceased to be prepared. At the same time, the CSO produced and provided to Eurostat statistics on immigration and emigration by citizenship, sex and age for the first time.

Data concerning registration/deregistration for temporary stay above 3 months¹³ are recorded in the PESEL system, but the relevant flow statistics are not published. As mentioned in the previous section, only the corresponding stock statistics (as of 31 December) are published, based on the data delivered directly by the communes.

Data on international migration flows by country of birth are not available. Also flow data by duration of stay (for example data on short-term and long-term migration flows) are not available. The purpose of stay is not recorded in the sources used to produce demographic statistics on international migration.

Auxiliary sources that can be used to estimate the size of migration flows are the following:

- data on residence permits issued during the year (after excluding extensions of existing permits) – see Section 3;
- data on work permits – see Employment sub-section of Section 5b;
- data on employment of foreigners from neighbouring countries (Employer’s statements) – refers to foreigners from Russia, Belarus and Ukraine, who are exempt from the obligation to have a work permit if their employer registered an appropriate statement in the local labour office – see the Employment sub-section in Section 5b;
- statistics on Poles working abroad within bilateral intergovernmental agreements;

¹² Civil status and previous addresses and periods of permanent residence are stored in the PESEL register since 2006.

¹³ Until 2005: over 2 months.

¹⁴ It is not compulsory to provide information about the destination country on the deregistration form. A deregistration event is considered as emigration if a foreign country has been stated.

- statistics on persons who took up jobs abroad through regular recruitment agencies operating in Poland.

The last two sources in the above list may be used as an indication of the size of emigration flows, especially short term or seasonal.

Some information about migration was collected through a separate Migration form of the 2002 Population and Housing Census questionnaire. This additional form was filled in for persons who came or returned to Poland (after at least 12 months abroad) in the years 1989-2002. The questions included among others: place of previous residence, period of stay in the previous place of residence, the reason for changing the previous place of residence, the source of maintenance in the previous place of residence.

Legal status of immigrants

The legal status of immigrants is regulated by the following main acts:

- *Act of 13 June 2003 on Aliens*, which specifies “the principles and conditions governing entry into, transit through, residence in, and departure from the territory of the Republic of Poland as they apply to aliens as well as the procedure and the authorities competent the in these matters”;
- *Act of 14 July 2006 on the entry into, residence in and exit from the Republic of Poland of nationals of the European Union Member States and their family members*;
- *Act of 13 June 2003 on granting protection to aliens within the territory of the Republic of Poland*;
- *Act of 9 November 2000 on repatriation*;
- *Act of 15 February 1962 on Polish citizenship*.

As mentioned earlier, these acts specify the contents of “System Pobył”, a tele-informatic system composed of a number of registers concerning foreigners. “System Pobył” contains among others the following registers relating to third-country citizens, EU citizens and family members of repatriates (registers concerning repatriates, asylum-seekers, Polish citizenship and CIREFI data are listed further):

- Register of cases concerning residence permits for a fixed (specified) period¹⁵,
- Register of cases concerning permits to settle,
- Register of cases concerning the issue of Polish identity documents for an alien,
- Register of cases concerning long-term EC resident’s residence permits,
- Register of residence of a EU citizen,
- Register of applications submitted, rulings, decisions and judgements of the court rendered in the cases concerning granting and prolongation of residence permits of European Union citizens and members of their families (until August 2006),
- Register of applications submitted, rulings, decisions and judgements of the court rendered in the cases concerning granting and prolongation of the temporary residence

¹⁵ The register of cases concerning residence permits for a fixed (specified) period and the resulting statistics on permits include data about the applications and permits submitted/issued within the two (2003 and 2007) regularisation programs. These programs were regulated, respectively, by Article 154 of the *Act on Aliens* and Article 18 of the *Act of 24 May 2007 on the change of the Act of Aliens and some other acts*. According to Kepińska (2004) there were 3058 applications for a one-year permit and 2413 positive decisions (until November 2004) in the first regularisation. In 2007, there were 1240 applications (preliminary data, Kepińska 2007).

permits of European Union citizens and members of their families (until August 2006),

- Register of residence cards of family members of European Union citizens,
- Register of documents confirming the right of permanent residence [concerns EU citizens],
- Register of permanent residence cards of family members of European Union citizens,
- Register of applications submitted, rulings and decisions rendered in the cases concerning permit to settle for family members of a repatriate.

“System Pobyt” is maintained, from the technical point of view, by the Office for Foreigners, however the data in the registers are under the responsibility of various institutions. In particular, the voivodes are responsible for the data in the registers concerning EU citizens and residence permits for third country nationals.

The registers contain personal data, including date of birth, country of birth, citizenship and marital status, as well as information about the administrative procedure, such as date of application for a permit, date of the decision, type of decision and date of issuing a permit or another document. In the case of permits for third-country nationals, reasons for granting the permit are also available, however it is possible to receive a permit based on several grounds, and the statistics on permits disaggregated by reason of stay cannot currently be produced.

Selected statistics based on the above-listed registers (except the one concerning family members of a repatriate) are available from the website of the Office for Foreigners, with various data available for various periods. As a standard, data on the number of applications and decisions by citizenship are published.

Citizenship

Article 34 of the Constitution of the Republic of Poland of the 2nd April 1997 states that

“1. Polish citizenship shall be acquired by birth to parents being Polish citizens. Other methods of acquiring Polish citizenship shall be specified by statute.

2. A Polish citizen shall not lose Polish citizenship except by renunciation thereof.”

As mentioned earlier, a person who has Polish citizenship and a foreign citizenship(s) is treated in Poland only as a Pole and cannot be treated as a foreigner.

Various method of acquisition of Polish citizenship are regulated by the *Act of 15 February 1962 on Polish Citizenship* (last amended in July 2007). These are:

- Birth from a parent having Polish citizenship – *Ius sanguinis*;
- Birth (or finding) a child on the territory of Poland – *Ius soli* (applies when the parents are unknown or stateless, or their citizenship is unknown);
- Granting Polish citizenship by the President of the Republic of Poland
- Recognition of a stateless person as a Polish citizen (by a voivode);
- Acceptance (by a voivode or a consul) of the declaration of the will to acquire Polish citizenship submitted by
 - a foreigner married to a Polish citizen;
 - a person who lost Polish citizenship as a result of a marriage to a foreigner;
 - a person who lost Polish citizenship as a child whose one parent was a foreigner and the citizenship of this parent was chosen for the child by the parents (or by a court).

Another way of acquiring Polish citizenship is repatriation. It is regulated by the *Act of 9.11.2000 on repatriation*. Persons of Polish origin (as defined in the Act) may apply for a repatriation visa. Holders of the repatriation visa acquire Polish citizenship by virtue of the law as of the date of crossing the border of the Republic of Poland. There was also a possibility to apply for recognition as a repatriate while temporarily residing in Poland as a student holding a Polish scholarship. The Act was prepared having in mind the Poles who due to deportation or other persecution on nationality or political grounds could not settle in Poland. Its territorial scope is restricted to the Asian part of the former USSR: Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Uzbekistan and the Asian part of the Russian Federation.

Datasets concerning acquisition and loss of citizenship are part of “System Pobyt”. The main relevant registers are:

- Register of applications for granting Polish citizenship and persons who acquired Polish citizenship;
- Register of applications for consenting to the renunciation of Polish citizenship and persons who lost Polish citizenship;
- Register of declarations about the choice of foreign citizenship for a child.

These registers are under the responsibility of the Minister for Interior and Administration. The data are supplied by the voivodes and consuls and include among others the following variables: date of application or submitting the declaration, date of birth, previous citizenship (if relevant), information about foreign citizenship (in the case of applications for losing citizenship).

The above registers do not cover repatriation. There is a separate register in “System Pobyt”, concerning repatriation, called the Central register of applications submitted, decisions and rulings rendered in cases concerning: 1) the issue of entry visas for the purpose of repatriation; 2) recognition as a repatriate; 3) assistance granted to repatriates from the state budget. The contents of this register is under the responsibility of the Minister of Interior and Administration (previously it was under the responsibility of the President of the Office for Repatriation and Aliens). The variables include among others: citizenship, nationality and ethnic origin, occupation, education level and professional qualifications.

Statistics on acquisition of citizenship (in disaggregation by former citizenship) and on loss of citizenship are prepared annually based on the above registers, and are available from the Demographic Yearbook (acquisitions only) or from the Eurostat database. They probably cover all forms of citizenship acquisition except acquisitions “by birth”.

Asylum seeking and refugees

According to Article 3 of the *Act of 13 June 2003 on granting protection to aliens within the territory of the Republic of Poland*, a foreigner may be granted protection on the territory of the Republic of Poland in one of the following forms: refugee status, subsidiary protection, asylum, permit for tolerated stay or temporary protection. Decisions on granting or withdrawing refugee status or subsidiary protection are made in the first instance by the Head of Office for Foreigners. In the case of a negative decision the applicant may appeal to the Refugee Board. Applications for granting refugee status should be submitted through the commanding officer of the appropriate Border Guard division or, if applying during border control when entering the territory of Poland, through the commanding officer of a Border Guard checkpoint.

Applications and decisions concerning granting protection to foreigners are registered in “System Pobyt” in the following registers¹⁶:

- Register of cases concerning granting refugee status and granting subsidiary protection, and granting assistance to foreign nationals applying for refugee status;
- Register of cases concerning the expulsion of persons with refugee status;
- Register of cases concerning the grant of asylum;
- Register of cases concerning the permit for tolerated stay;
- Register of cases concerning the grant of temporary protection;
- Register of proceedings carried on the basis of Council Regulation (WE) No. 343/2003.

The registers are run (as far as their contents is concerned) by the authorities involved in the relevant administrative procedures, i.e.:

- Commanding officers of the Border Guard, Head of the Office for Foreigners and the Refugee Board – the Register of cases concerning granting refugee status;
- Head of the Office for Foreigners - the registers of cases concerning asylum, temporary protection, the expulsion of persons with refugee status and the Register of proceedings carried on the basis of Council Regulation (WE) No. 343/2003;
- Head of the Office for Foreigners, voivodes and the Refugee Board – the Register of proceedings carried on the basis of Council Regulation (WE) No. 343/2003.

Variables stored in the above registers include personal data of the applicants, in particular date and country of birth, sex, citizenship, nationality and marital status, as well as data concerning administrative procedures (data about the application, the decisions and the documents issued by the authorities).

Aggregate statistics concerning protection of foreigners are produced by the IT and Foreigners Registers Bureau of the Office for Foreigners and published on the website of the Office in Excel format. For example the statistics for the 2003-2007 period concerning granting refugee status included information on the number of applications by citizenship and sex, the number of decisions issued by the Head of Office for Foreigners (or by its predecessor - the Head of Office for Repatriation and Aliens) by citizenship and sex of the applicant and decision type (Geneva convention, tolerated stay, negative, discontinued), and the number of decisions issued by the Refugee Board by citizenship and decision type.

According to the information from the THESIM project “foreigners who are granted refugee status, asylum or subsidiary protection are included in the immigration statistics (flows) and population statistics (stocks) only when they receive permanent residence permit and register for permanent stay in the municipality. [...] If a person leaves the country he/she will be included in the emigration statistics and excluded from the stock only if they give up a permanent residence in Poland” (Kupiszewska *et al.*, 2006).

Irregular migration, apprehensions and expulsions

Data concerning irregular migration, apprehensions and expulsions are collected and stored in several registers within “System Pobyt”.

¹⁶ The list includes the registers maintained based on the *Act on granting protection to foreigners*, as of 29 May 2008

- Register of cases concerning the obligation to leave the territory of the Republic of Poland;
- Register of cases concerning expulsion from the territory of the Republic of Poland;
- Register of cases concerning the decisions to refuse entry into the territory of the Republic of Poland;
- Register of cases concerning expulsion of persons with refugee status;
- Register of cases concerning persons stopped in the border zone and escorted to the border.

The Border Guard and the Police are responsible for data collection.

Based on the data in these registers, the Office for Foreigners produces CIREFI statistics.

In addition, the Border Guard collects the data on the number of persons apprehended for crossing or attempting to cross the national border illegally and on the number of persons readmitted and expelled. The latter data include four main categories of persons: expelled, transferred based on the Dublin convention, readmitted and other (e.g. persons surrendered under the European Arrest Warrant). Statistics of expelled cover expulsion related to the crossing or attempting to cross the border illegally as well as following administrative decisions (e.g. in relation to illegal work or stay in Poland after permit expiry).

The Border Guard statistics are published on the website of the Border Guard and can be downloaded as Excel files (data for 2003-2008) from

http://www.strazgraniczna.pl/wps/portal/tresc?WCM_GLOBAL_CONTEXT=pl/serwis-sg/polskie_formacje_graniczne/zestawienie_statystyczne .

Statistics on the numbers of persons stopped for illegally crossing or attempting to cross the border are published in disaggregation by citizenship and location where the person was stopped, distinguishing external EU borders (Russia, Bielarus, Ukraine, sea, air), internal EU borders (Lithuania, Slovakia, Czech Republic, Germany) and inside the country. Persons readmitted and expelled are disaggregated by the border section (with categories as above) and reported in the following three groupings: (1) readmitted and expelled from Poland, (2) admitted to Poland – Polish citizens, (3) admitted to Poland – foreigners.

An insight into the area of illegal employment may be gained through statistics concerning registered cases of illegal work. From 2000 to mid-2007 such statistics were under the responsibility of the Ministry of Labour and Social Policy and were prepared (until 2006) within the survey “The inspection of the legality of employment” as a part of the “Program of statistical surveys of official statistics”. Registered cases cover both work without a work permit and work in a different position or on different terms than specified in the work permit. Aggregated data were supplied annually by voivodes in the “Statistical report on the inspection of the legality of employment” – form MPiPS-05 (or MGiPS-05) and included the following information:

- Number of registered cases of illegal work of foreigners by activity type (construction, trade, services and other) and voivodeship;
- Number of illegally working foreigners by citizenship;
- Number of cases (against employers and against workers) referred to regional courts as a result of the control of employment legality.

Statistics for 2006 (in Excel format) are available on the website of Public Employment Services (*Publiczne Służby Zatrudnienia*).

Since 1 July 2007 the inspection of the legality of employment and the related statistics, (including the number of registered foreigners working illegally) is under the responsibility of the National Labour Inspectorate (*Państwowa Inspekcja Pracy*). The data for 2007 were published within the “Report of the Chief Labour Inspector on the Activities of the National Labour Inspectorate” (PIP, 2007).

5.2 Measuring integration, discrimination and diversity

In order to assess the availability of data that allows to monitor and to assess the integration of immigrants and the extent of discrimination, one has to look at a range of thematic areas relating to the economic and social situation of immigrants as compared to the characteristics of the majority of the population. Below, a brief overview of the datasets existing in selected areas is presented, including employment, incomes and social benefits, housing and residential patterns, health and access to healthcare, education, family and household, political participation, crime and justice.

A potential source of information on the labour status of foreigners – the Labour Force Survey - is not representative. This is because the number of foreigners resident in Poland is very small and the sampling method is not designed from the point of view of capturing foreigners. Therefore, the results of the LFS are not suitable for drawing general conclusions about the characteristics of foreigners.

The 2002 Population and Housing Census is a source of information covering various research areas. It included questions on marital status, employment status, occupation, economic activity of the employing company, main and additional sources of income, education level, disability (“Are you limited completely or seriously in basic activities of daily life because of disability or a chronic disease?”, ”Category of legal confirmation of disability (for persons with valid certificate of disability)”), questions on housing conditions (see below) and on plans concerning childbearing (see below). Other potential sources are described below.

Employment

According to the *Law on promotion of employment and labour market institutions* of 20.04.2004, work permits for foreigners are issued by voivodes (previously by directors of voivodeship labour offices). The detailed rules concerning issuing permits are specified in several legal documents, among others in the *Ordinance of the Minister of Labour and Social Policy of 29th January 2009 on issuing work permits for foreigners*. This ordinance replaced the *Ordinance of the Minister of Labour and Social Policy of 21 July 2006 on procedures and conditions for issuing a work permit to a foreigner*, according to which the procedure to issue work permits in Poland was a two-stage process. Applications have to be submitted by the employer who intends to employ a foreigner. Previously, in the first stage, the employer received a promise of granting a work permit¹⁷, which was a basis for the foreigner to apply for a visa or a residence permit. According to the new ordinance, the promises are no longer needed and the application is made directly for a work permit.

¹⁷ A promise was not required if on the day of application the foreigner was already in a possession of a document which legalised his stay in Poland.

Statistics on the number of permits and, previously, the number of promises to issue a permit¹⁸ are under the responsibility of the Ministry of Labour and Social Policy. The aggregate statistics for individual voivodeships are collected through MPiPS-04 statistical reports and processed by the CSO. The scope of the data provided in MPiPS-04 is determined annually in the “Program of statistical surveys of official statistics”. For 2008, data on permits concerning work for Polish employers included: number of applications, number of promises to issue a permit, number of permits, number of extensions of permits, number of refusals and the number of revoked permits. Data on the number of permits were also provided in disaggregation by citizenship and: country of previous residence, professional position, occupation, permit duration, as well as in disaggregation by citizenship and: economic activity (according to Polish classification) and company size. Data on permits for work within the framework of export services by foreign employers were provided in disaggregation by citizenship and: economic activity, professional position and permit duration.

A similar set of statistics has been collected since 2003. Variables describing the origin of foreign workers kept changing: citizenship and country of previous residence in 2007-2008, citizenship in 2005-2006, country of permanent residence in 2003-2004, country of origin (the definition not provided on the form) in 2000-2002. In the case of permits within export services, the relevant variable has been citizenship since 2005 and was country of origin of employer in 2000-2004. Statistics on the number of permits by sex have been collected since 2002. Statistics on permits by education level were collected in 2000-2001 but not since then.

It is worth noting an inconsistency in the naming convention: the name *Zezwolenie* was used in the meaning of a promise to issue a permit in 2000 and 2001, and in the meaning of a permit in 2003-2007. So there were statistics on *Zezwolenia* (promises) and *Zgody* (permits) for 2000-2001, and on *Przyrzeczenia* (promises) and *Zezwolenia* (permits) in 2002-2007.

Foreigners with permits are only a part of all foreigners working legally, because a permit is not required in a large number of cases. Since 17.01.2007, there are no restrictions concerning the employment of the citizens of the EU Member States and the EFTA countries (Iceland, Liechtenstein, Norway and Switzerland), which means that these persons do not need work permits. Other cases are specified in the *Ordinance of the Minister of Labour and Social Policy on work carried out by foreigners without the obligation to obtain a work permit of 30th August 2006*. In particular, permits are not needed for the citizens of neighbouring countries (Ukraine, Belarus and the Russian Federation) as well as the countries with which Poland has a collaboration on labour migration within the mobility partnership (Moldova), if the period of work does not exceed 6 months within 12 months (previously 3 months within 6 months), on the condition that the Polish employer has registered a statement about the intention to offer work in the local (poviat) labour office. The Ministry of Labour and Social Policy (Department of Migration) collects aggregated data from the labour offices and prepares monthly statistics on the number of statements, in disaggregation by citizenship and: sex, broad age group, economic activity, as well as by voivodeship.

Since 1993 information on the number of foreigners employed in individual companies on 31 December is collected by the Central Statistical Office within an annual survey. Since

¹⁸ It is worth noting an inconsistency in the naming convention: the name *Zezwolenie* was used in the meaning of a promise to issue a permit in 2000 and 2001, and in the meaning of a permit in 2003-2007. So there were statistics on *Zezwolenia* (promises) and *Zgody* (permits) for 2000-2001, and on *Przyrzeczenia* (promises) and *Zezwolenia* (permits) in 2002-2007.

1999, the survey covers mainly the companies employing more than 9 persons (earlier: more than 5 persons). Until 2001 the survey was conducted using the form Z-01 ("Report on employment"), now it is conducted through an extended form, Z-06: "Report on persons employed, salaries and working time". In regard to foreigners, only the information on the overall number of employed foreigners (which can be compared with the corresponding number of all employed persons) is provided, as well as the number of women among foreigners. Moreover, the number of persons working abroad (delegated to work abroad by the company) and their monthly salaries are provided.

The Z-06 survey covers around 50% of all employed persons and excludes the following groups: persons working on private farms in agriculture, most companies with less than 9 employees, clergy, persons employed in budgetary entities conducting activity within the scope of national defence and public safety, and persons employed in foundations, associations, political parties, trade unions etc.

Unemployment

The Ministry of Labour and Social Policy is developing the National System of Labour Market Monitoring (*Krajowy System Monitoringu Rynku Pracy*), which will include the Register of unemployed and the Register of jobseekers, where citizenship will be one of the recorded variables. As of mid-2008, the individual data from the poviats labour offices have been loaded into the warehouse, but the software that would allow access to the data was still under construction. Therefore currently the individual data on unemployed on national level are not available. However, aggregate statistics are produced on a monthly basis by the CSO on behalf of the Ministry of Labour and Social Policy, using the aggregated data submitted by the poviats labour offices on the form MPiPS-01 "Statistical report on the labour market". Selected statistics since January 2005 are published in Excel format on the website of the Public Employment Services:

http://psz.praca.gov.pl/main.php?do=ShowPage&nPID=867997&pT=details&sP=CONTENT_objectID,867970 („Statystyki Rynku Pracy” - „Labour Market Statistics”).

For December 2008, the statistics include:

- number of foreigners (by sex) among: unemployed registered during the month and at the end of the month (by sex), unemployed who began to work during the month, unemployed possessing benefit rights
- number of foreigners among unemployed registered during the month and at the end of the month by voivodeship;
- number of foreigners from the EU countries, possessing benefit rights, among persons registered as seeking work (during the month and at the end of the month), by voivodeship.

The Ministry also produces statistics on the number of unemployed foreigners among persons who are using career counselling services and among persons who are taking part in active job search activities. The data come from Annexes 4 and 6 of the MPiPS-01 form. Some of these statistics were given in the reports published on the website of Public Employment Services. The relevant numbers are negligible. In 2007, five foreigners (out of 9548) took part in the active job search activities (MPiPS, 2008). In 2006, 195 foreigners (out of 425 thousand persons overall) used individual career counselling services and 34 foreigners (out of 122985) used group counselling services (MPiPS, 2007a).

Accidents at work

The Central Statistical Office maintains datasets with individual data on accidents at work, collected through statistical forms Z-KW (“*Karta statystyczna wypadku*” - “Statistical Card of the Accident”). The variables in the datasets include among others citizenship of the injured person (introduced in 2005), sex, year of birth, employment status and activity sector. The report with aggregated statistics, published annually by the CSO, does not include any statistics by citizenship or for foreigners overall.

Income, transfers and social benefits

A potential source of data on incomes could be the Database on PIT taxpayers and the National Register of Taxpayers, as they contain the citizenship variable. However, the data stored in these two sources are not accessible. Another potential source – the EU-SILC (EU Survey on Income and Living Conditions), conducted in Poland since 2005, is not representative for foreigners. Some information on incomes (main and additional sources of maintenance of the household) is available from the 2002 Population and Housing Census.

There are no reliable data on remittances. The National Bank of Poland (NBP) produced recently some new estimates of remittances from abroad, distinguishing compensation of employees and worker’s remittances. The former covers money transferred by residents of Poland working abroad. The foreign earnings of Poles working abroad on a short-term basis (resident abroad less than one year) fall in this category. Worker’s remittances concern money transferred to Poland from abroad by Polish workers staying abroad long-term (for one year or more) (NBP, 2008). In the estimates, the results of the NBP survey which was conducted in 2007 and included, among others, questions on the frequency and volume of transfer, were taken into account. The results of the NBP survey are used in various analysis prepared by the NBP (e.g. NBP, 2008; Chmielewska and Dobroczyk, 2008), but have not been made public.

Collection of social insurance contributions and payment of social insurance benefits is under the responsibility of the Social Insurance Institution (*Zakład Ubezpieczeń Społecznych - ZUS*). ZUS maintains the Central Register of Contribution Payers and the Central Register of Insured Persons, which include the citizenship variable, but the data from these registers are not accessible for research purposes. ZUS also maintains the Pensions Payouts Systems, however it is not centralised. To the best of our knowledge, there is no citizenship variable, only country of residence and place of birth. The aggregated statistics based on the data from the Pensions Payouts Systems can be obtained by a direct application to the Director of the Statistical Department of ZUS.

The Ministry of Labour and Social Policy develops the National System of Social Help Monitoring (*Krajowy System Monitoringu Pomocy Społecznej*, formerly *POMOST*) and National System of Family Benefits Monitoring. The former does not include either the citizenship or country of birth variable, except the data concerning refugees, for which citizenship is stored. The citizenship variable is also stored in the National System of Family Benefits Monitoring, which includes datasets on persons receiving family allowance (*zasiłek rodzinny*), nursing allowance (*zasiłek pielęgnacyjny*), nursing benefit (*świadczenie pielęgnacyjne*) and a dataset on persons receiving alimony advance payment (*zaliczkę alimentacyjną*). At the time of writing this report, obtaining individual data from these systems was not possible. However, information is available in the form of aggregate statistics which are prepared based on the survey “Statistical report on social help benefits”

(MPiPS-03). Section 2c-3 of the MPiPS-03 form contains data on social assistance granted to refugees: number of persons who received benefits, number of benefits, number of persons in overall value of the benefits, number of families which received benefits and number of persons in the families. The data are provided in disaggregation into: maintenance benefits, financial support for learning Polish, help in the form of social work, psychological, pedagogical and legal counselling, or assistance when dealing with institutions and administration. Section 4 of the MPiPS-03 contains data on the number of families who received help and the number of persons in the families, in the breakdown by reason, with “difficulties in the integration of person who received refugee status” as one of the reasons.

Since 2008, the voivodes have to submit to the Ministry of Labour and Social Policy statistical reports concerning the implementation of the co-ordination of family benefits across the European Union. They include data on the number of cases, received and dealt with, in relation to benefits paid in Poland and in relation to requests from foreign institutions. All figures are disaggregated by country.

Information on assistance granted to repatriates and to foreigners applying for refugee status is registered in the Register of applications submitted, rulings and decisions rendered in the cases concerning the assistance granted to repatriates from the state budget and in the Register of cases concerning granting refugee status and granting assistance to foreign nationals applying for refugee status (both registers are in “System Pobyt”).

Housing and residential patterns

The best source of information on housing conditions is the 2002 Population and Housing Census. The indicators include: number of rooms; floor space; type of kitchen; availability of: hot and cold piped water, a bathroom with a bathtub or shower, a flush toilet, gas; type of heating, type of building.

Health and access to healthcare

The Central Statistical Office maintains a dataset on deaths (with individual data), however there is no variable that would allow to distinguish migrants, in particular there is no question on citizenship or country of birth.

Persons who are insured in the National Health Fund (on a compulsory or voluntary basis) are registered in the “Central register of persons registered in the National Health Fund”. Variables stored in the register include date of birth, sex and citizenship.

Education

Up to 2005, statistics concerning education were prepared using the data collected through a number of statistical reports, in particular: “Statistical report from primary and lower secondary schools” (form S-02), “Statistical report from general upper secondary schools” (form S-05), “Statistical report from vocational schools” (form S-07), “Statistical report on tertiary education (university level) institutions” (form S-10), “Statistical report on tertiary education students receiving scholarships and social benefits” (form S-11), “Statistical report on doctorate and habilitation scholarships, on postgraduate and doctorate studies and on employment in tertiary education institutions” (form S-12) and “Statistical report on teaching of the native language for children and youth from national or ethnic minorities” (form S-15).

The corresponding datasets available from the CSO represent aggregate information at the level of individual schools (public and private) and include such indicators as the number of students without Polish citizenship and the number of students who are citizens of another EU member state (the latter for the primary and secondary schools, but not for the tertiary level institutions).

In 2005, the Information system on education was created under the responsibility of the Ministry of National Education. It contains aggregate data supplied by public and private schools below the university level, in particular: number of students attending ethnic minority, national minority or regional language classes (in the breakdown into Belarussian, Czech, Hebrew, Lithuanian, German, Armenian, Russian, Slovak, Ukrainian, Lemko, Romani, Kashubian and other); number of students who are not Polish citizens (disaggregated by legal status); number of students who are citizens of another EEA country; number of students whose parents are repatriates; number of students who are not Polish citizens and attend additional, free of charge Polish language classes; number of students who are not Polish citizens and attend native language and culture classes.

Data on higher education institutions are still collected through statistical forms and provide a range of variables, separately for students and graduates with Polish citizenship, without Polish citizenship, and without Polish citizenship but of Polish origin, among others: number of students and graduates by year of birth, sex, type of studies, field of study, duration of study, and by citizenship.

Family and household

The Central Statistical Office maintains datasets (with individual data) on births, marriages, divorces and separations. Datasets on births and marriages, as well as the datasets on divorces and separations since 2008, contain the citizenship variable. Other variables in the dataset on births include: total number of children delivered by the mother; date of birth, marital status, education level and source of income of mother and father. The dataset on marriages includes: date of birth, previous marital status, education level and source of income of the bridegroom and the bride, which marriage in turn it is for the bridegroom and the bride, and information on the type of marriage (civil or religious).

The 2002 Population and Housing Census contained an additional form concerning fertility (the participation in this part of the census survey was voluntary). It included questions on childbearing plans: “Do you intend to give birth to a child or to more children?”, “How many more children do you plan to give birth to?”

Political participation

According to the Polish constitution, foreign citizens do not have the right to vote for the President of the Republic of Poland or for parliament (Sejm and Senate) and local government representatives. Freedom of association is guaranteed to everyone, including foreigners, on the condition that the activity is not contrary to Polish law.

No datasets concerning political participation of immigrants in Poland have been identified.

Crime and justice

The National Criminal Register was created based on the *Act of 24.05.2000 on National Criminal Register*. Previously, two registers were in operation: Central Register of Convicted Persons (*Centralny Rejestr Skazanych*) and Central Registers of Juveniles (*Centralny Rejestr Nieletnich*). Relevant data from these two registers were transferred to the National Criminal Register. The Register contains individual data on persons convicted, with legal validity, for crimes and fiscal crimes, persons convicted for minor offences and sentenced to a penalty of arrest, juveniles sentenced to educational, reformatory or therapeutic-educational measures, and juveniles institutionalized in detention centres. The records include information on persons convicted by the courts in other countries if the penalty is executed in Poland and on persons with Polish citizenship convicted by the courts in other countries no matter where the penalty is executed. The variables include: date of birth, citizenship, learned and practiced profession, legal classification of the forbidden deed and penalty ruled by the court.

6. Accessibility of data

Publications of the Central Statistical Office constitute the main source of aggregate statistics. Recent publications are available in PDF format from the CSO website, sometimes supplemented by Excel files. Additionally, two databases are accessible free of charge: DEMOGRAPHY (population database) and the Regional Data Bank (containing data on the regional and local level). However, a lot of data collected by the CSO or collected by other institutions within the “Program of statistical surveys of official statistics”, including all microdata originating from the sample surveys conducted by the CSO or from the censuses, are not accessible on-line. The data may be obtained, subject to the approval of the President of the CSO, through a direct request to the CSO on the condition that data privacy rules are obeyed. A fee will usually be charged according to the cost of data preparation.

The individual data in the administrative sources are generally not accessible. Selected aggregate statistics are published in a paper format or on the web. In order to obtain additional data, it is worth contacting the responsible institution directly.

An excellent compilation of the most important aggregate statistics in the field of migration is published annually in the SOPEMI reports prepared by the Centre for Migration Research (see for example the most recent report: Kępińska, 2007).

7. Scope and quality of data collection

The availability of data on migration and integration in Poland is very poor. One of the issues is the fact that official immigration and emigration numbers, describing the migration component of population change in the population balance, refer to permanent migration only. Therefore, they are currently not in agreement with the UN definition of long-term migration and the EU Regulation and do not represent actual significant social processes. This has an impact on both flow and population stock statistics, which do not properly capture the real patterns, in particular do not reflect the sizable long-term emigration flows of Polish citizens. Data on the characteristics of migrants are also very limited. Immigration flow data capture mainly Polish return migrants, but not foreigners who come for a long-term but temporary stay (there were 13384 Polish citizens among 14995 immigrants registered in 2007).

Estimates of the actual size of emigration are based on the results of the survey of persons absent due to stay abroad conducted together with the LFS, however this source may indicate only the trends, not the actual numbers. Emigration of entire households is not captured in the LFS. Another problem is the sparsity of households with emigrants in the sample. As a consequence, the results of the survey of persons absent due to stay abroad are charged with large statistical errors. Having said that, the LFS is currently probably the only source that can be used (with great care) to investigate basic characteristics of emigrants.

As regards foreigners in Poland, the population register is not an appropriate source either and researchers have to rely on a number of alternative sources. The data in “System Pobyć” are of good quality, however only selected statistics are published. Moreover, only a part of EU citizens are registered. Data on work permits also only concern a subset of all working foreigners because of a large number of exceptions from the obligation to have a permit. The availability of data on foreigners in other administrative sources is very limited. The number of foreigners in Poland is very small and the surveys such as the Labour Force Survey or EU-SILC are not designed to capture them, therefore the annual results of sample surveys are not suitable for drawing general conclusions about the population of foreigners. Overall we may conclude that there are serious gaps in the availability of data needed for research on integration of migrants. For example, there is no reliable information on the employment rate of foreigners, their housing conditions, education level or access to healthcare.

8. Conclusions and recommendations

A radical change is desirable in Polish official statistics concerning population stocks and migration flows, entailing the replacement of the concept of permanent place of residence by the concept of usual place of residence as the main one. No doubt such a change would not be easy and will not be possible without changes in the legislation and in administrative procedures.

As a first step, residents should be encouraged to properly register their temporary place of residence. The information campaign should be directed both towards the residents and the staff of registration offices in the communes. The latter should make sure that all compulsory information is provided on the registration forms and encourage migrants to fill in the optional sections. Simultaneously, the possibility of using information on the place of residence from the tax offices for statistical purposes, and the changes in the legislation needed to use this information (either directly, or by introducing the transfer of data from the tax databases to the PESEL register) should be considered. Moreover, the information about foreigners who came to Poland to stay temporarily, available from “System Pobyć” should be taken into account when compiling flow and stock statistics.

As far as the Labour Force Survey is concerned, an oversampling of households with a foreign citizen/ citizens or with a member/ members absent due to stay abroad could be considered and a list of questions concerning migrants could be extended. Moreover, the LFS could be redesigned to facilitate research on return migration. Consideration could be given to the possibility of combining various sample surveys in order to obtain more reliable and statistically significant data on immigrants and their integration.

Of particular importance would be an improvement of the metadata that document datasets, statistics and estimates concerning international migration and migrants. In order for the

activities directed towards an improvement of metadata to happen, they should be envisaged in the annual “Program of statistical surveys of official statistics”. For the statistics covered by the EU Regulation on Community statistics on migration and international protection, the obligation to document the statistics follows from Article 9: “Member States shall report to the Commission (Eurostat) on the data sources used, the reasons for the selection of these sources and the effects of the selected data sources on the quality of the statistics, and on the estimation methods used, and shall keep the Commission (Eurostat) informed of changes thereto”. For the benefit of the research community, all statistics and metadata that are delivered to Eurostat should be at the same time made available on the website of the Central Statistical Office or on the website of the institution responsible for the statistics.

It may be expected that the improvement of availability of data on migration and integration in Poland will be a slow process. In the meantime, users should be careful when using the data. In particular, when analysing the register-based data on immigration and emigration flows, as available from the Polish Statistical Yearbook or the Eurostat database, it should be kept in mind that the data do not conform to the UN definition and the EU regulation and reflect only a very small part of real flows. In particular, they do not capture either short-term or long-term, but not permanent, flows. As a consequence, population stock data do not exclude Polish citizens who are staying abroad for several years but have kept their permanent place of residence in Poland, and they do exclude foreigners staying in Poland for more than one year but who do not have permanent resident status.

Caution is also needed when looking at the census data in the breakdown by country of birth. The data reveal a large number of foreign-born persons. In fact, these are mostly persons born in Poland before 1945, on territories which do not belong to Poland anymore. Obviously, these people should not be considered as immigrants from abroad.

In order to improve reliability of data on migrants originating from sample surveys, in particular the Labour Force Survey and its extension – the survey of persons absent due to stay abroad, it is recommended to pool the data over several years.

Taking into account the problems with the availability of data concerning migration and international migrants, it is very important to make the best possible use of existing information. Research projects directed towards investigation of available datasets should be encouraged. On the other hand, research aimed to develop estimation methods in the areas where the data are missing are needed as well.

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ISBN 978-83-60462-13-3

Printed in Poland