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# Acquisition and integration of immigrants for local labor markets using new media tools

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# Introduction

The growing deficits in the labor force, being the result of a number of factors, are becoming increasingly acute in the global labor market. The problem is spreading to national, regional, and, in particular, local labor markets. The dynamics of business development, changes caused by technological progress, and demographic processes resulting in aging societies with declining fertility rates are among the determinants of the phenomenon causing changes. The labor market is increasingly becoming a market with the growing importance of workers. The scramble for workers is intensifying the recruitment efforts of business entities with increasing support from the state and local governments of individual countries. Labor shortages are increasingly being eliminated by targeting foreign workers, intensifying the phenomenon of labor migration. This entails the implementation of integration programs with varying degree of effectiveness. Problems resulting from integration processes involve not only the immigrants themselves but also the societies to which they emigrate. The resulting relationships in the place of their new residence are often very complicated, especially when the immigrants are characterized by significant cultural differences from the societies into which they arrive. The question arises to what extents the changes taking place require the consideration of local labor markets in the development strategies of Local Government Units. Is it possible to eliminate labor deficits with the help of foreign workers of convergent cultural characteristics with the local community, and what methods and tools are necessary for this process?

Comprehensive immigration management is the series of implemented and postulated management activities at multiple levels: supranational, national, regional and local, with the interpenetration of spheres – public and private, domestic and international. This component is intended to define the dynamics of governance and remove the barriers of the decision-making system, understood physically as the boundaries of territorial units and functionally as political constraints. This governance is an intricate process, as

spatial and process relations form a complex network of relationships. The intention of the authors of the present book is to investigate the ability of local governments to incorporate into their labor markets a strategy that takes into account foreign workers and is consistent with the national strategy, if there is such. The local labor market in the proposed approach will be understood as a territorial product, which fits theoretically into the concept of territorial marketing. The present study is the result of cooperation between the authors from the University of Silesia in Katowice, Poland, and the University of St. Cyril and Methodius in Trnava, Slovakia. Against the background of selected theoretical and practical issues, including the citation of the results of research on the presence of the subject of immigration in the Slovak media, a model for building a marketing strategy for the acquisition and integration of immigrants for the needs of local markets has been proposed. The model developed by Wiktor Widera contains a unique concept of pre-integration, initiated before the arrival of the immigrant to a place outside the borders of his homeland, which is, by his own choice, the place of professional activity and consequently, periodic or long-term life activity.

# CHAPTER 1

# The Terminological Framework
# of the Concept of Migration

Migration is a natural process in society and has existed since time immemorial. It has benefits; it can help solve various economic problems and bring synergistic effects of cultural enrichment. However, if the subject is not handled competently in society, it can also have negative consequences. The following chapter defines the basic terms related to the subject of migration (internal/foreign, legal/illegal, voluntary/forced/temporary, migrant, emigrant, immigrant, third-country national, foreigner, refugee, and asylum seeker). Subsequently, the basic processes related to the granting of residence permits and asylum in the context of Polish, Slovak and European rules are briefly described.Migration has existed in nature and society since time immemorial and is a necessary condition for life and survival, whether we are talking about the plant and animal kingdoms or society. The word carries several meanings, but the essence is the same. It is movement – in the human realm, the movement of persons, social groups, or larger population units within a country or between countries, involving a temporary or permanent change of residence, migration, relocation. In technical terms, this word is used to describe the spread, diffusion of certain elements, phenomena, etc., from one place to another, relocation, but also the spill-over of capital in connection with its more profitable investment, or the simplest way of transferring files and settings to a new computer. In geology and ecology, it refers to the movement of animals (flying, walking, swimming) over shorter, but also very long distances in search of food, for reproduction, wintering, the autumn flight of birds from their summer (nesting) habitats, the descent of animals for the winter to lower positions, etc., From the biol-ecological point of view, it is the migration of plants (by spreading by wind, water, self-propagation) to new habitats in nature.[1] Overall, it can be said that

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1    "Migracia", Slovníkový portál Jazykovedného ústavu Ľ. Štúra SAV. ("Migration," Dictionary portal of the Institute of Linguistics Ľ. Štúr SAS.), accessed September 17, 2017, https://slovnik.juls.savba.sk/?w=migr%C3%A1cia&s=exact&c=U559&cs=&d=kssj4&d=psp&d=sss-

immigration characterizes any displacement of animate or inanimate elements. We will focus on migration in society, which, according to the statement of B. Divinský[2] manifests itself in various ways and has various causes. From both historical and contemporary perspectives, there are two basic ones – fleeing from danger and/or seeking new opportunities for a (better) life. Throughout history, people have always migrated, whether individuals or entire tribes, groups or parts of nations. Migration can be within a single country, then it is called internal migration (it can also be associated with a permanent or temporary change of residence), or they can migrate beyond the borders of their home country, then we talk about the so-called international migration. Their stay in a country other than their home country is associated with a permanent or temporary change of residence.[3]

There are a number of terms associated with migration that are used in professional discourses and debates. According to the instructional material of the International Organization for Migration (IOM), "a migrant" refers to a person who, for whatever reason, leaves one country and moves to another country for at least three months. His or her relocation is usually linked to a temporary or permanent change of residence. This is not tourism, as the change of residence for a holiday is only very short-term. Migrant statistics usually include people who want to settle in a foreign country for at least one year. The exception is if the reason for the move is recreation, holiday, visiting friends and relatives, business trips, medical treatment or religious pilgrimage.[4] When a foreigner immigrates to a country, we call him or her an immigrant.

j&d=orter&d=scs&d=sss&d=peciar&d=ssn&d=hssj&d=bernolak&d=noundb&d=orient&d=lo-cutio&d=obce&d=priezviska&d=un&d=pskcs&d=psken#.

2    Boris Divinský, *Zahraničná migrácia v Slovenskej republike.* (*The foreign migration in the Slovak Republic.*) (Bratislava: Výskumné centrum SFPA, n. o., 2007), 4, https://www.iz.sk/download-files/sk/iom/sfpa-boris-divinsky-Zahranicna-migracia-v-Slovenskej-republike.pdf.

3    *"Rozumne o migrácii. Manuál pre organizátorov verejných podujatí. (Reasonably on migration. A manual for organisers of public events.)"*, Centrum pre výskum etnicity a kultúry, Slovenská debatná asociácia 2016, accessed September 15, 2021, 7, http://cvek.sk/rozumne-o-migracii-manual-pre-organizatorov-verejnych-podujati/.

4    Lucia Oriečková, Michal Milla, eds., *Aj my sme tu doma. Inštruktážny materiál.* (*We are at home here too. Instructional material.*), (Bratislava: Medzinárodná organizácia pre migráciu (IOM), 2022), 8, https://www.iom.sk/sk/aktivity/presidlovanie-utecencov/18-aktivity/integracia-migrantov/uskutocnili-sme-integracia-migrantov/148-aj-my-sme-tu-doma-vzdelavacie-materialy-o-migracii-pre-pedagogov-a-lektorov.html, *Základné pojmy v oblasti migrácie*

It is therefore, an immigrant who comes to the territory of a country with the intention of settling there. If a native inhabitant goes to a foreign country, they are called "an emigrant." It is an emigrant who goes to a foreign country with the intention of settling in it. The country of origin is sometimes referred to as the home country. If a migrant's stay in a foreign country is between three months to one year, we speak of short-term migration. If the stay is longer than one year, it is long-term migration. According to Act No. 404/2011 Coll. on the Residence of Foreigners, as amended (hereinafter also referred to as the "Act on the Residence of Foreigners"), the term "foreigner" in Slovakia refers to anyone who is not a citizen of the Slovak Republic. According to the Slovak legal order, citizens of the EU Member States, the European Economic Area and the Swiss Confederation are also foreigners; they are also called citizens of the Union. In Poland, according to the Act of 12 December 2013 on foreigners, the term "foreigner" is defined as anyone who does not have Polish citizenship.[5] If a foreigner is neither a citizen of the Slovak Republic, Poland nor a citizen of the Union, the term "third-country national" is used. A stateless person is also referred to in this way. The word "refugee" also appears in discourses. It refers to a person who has a well-founded fear of persecution for racial, religious, national or political reasons, or for belonging to a particular social group. The refugee is unable or unwilling to return to their home country and also refuses its protection because of these fears. An asylum seeker is an alien who has fulfilled the criteria of the convention relating to the status of refugees (Geneva Convention). Thus, they will be recognised as a refugee. On the basis of this recognition, they will be granted international protection in the form of asylum. This is an alien who has fulfilled the criteria of the Geneva Convention and Act No 480/2002 Coll. In the context of migration, the term "internally displaced person" is also used. This is a person forced to migrate within their home country, very often in search of work.[6]

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a integrácie cudzincov. (*Basic concepts in the field of migration and integration of foreigners.*), accessed September 17, 2021, 8, https://iom.sk/sk/pre-media/zakladne-pojmy-o-migracii.html.

5    „*Dzienniku Ustaw". TU: Dz.U. 2013 poz. 1650 z dn. z dnia 12 grudnia 2013 r.*acessed September 21, 2021, https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20130001650/U/D20131650Lj. pdf.

6    Oriečková, Milla*, eds., Aj my sme tu doma. Inštruktážny materiál.* (*We are at home here too. Instructional material.*).

At the time of the so-called migration crisis in 2015, the terms "refugee" and "migrant" began to be used extensively in materials, public debates and the media. The two terms were used interchangeably, although there is a difference between them. Refugees are fleeing armed conflict or persecution in their own home country. The situation in their country is dangerous; they are in danger of losing their lives. They see a way out in fleeing to a foreign country that they consider safe and convenient to live in. Because of the unbearable situation in their home country, they have the possibility of obtaining internationally recognised refugee status, which guarantees them assistance from other states, the United Nations High Commissioner for Refugees (UNHCR) or other organisations. If a refugee receives this status, they are assured that they will not be returned to their home country where they are in danger and have the right to apply for asylum (asylum procedure). At the same time, they have the right to treatment that ensures their human rights, as well as to the right care that enables them to live in dignity, security and is a long-term solution to their situation. The asylum procedure must be carried out in a regular and efficient manner. UNHCR works closely with, advises and supports individual national governments, as each state individually bears the primary responsibility for this protection. Failure to provide the required assistance can have potentially fatal consequences for these people.

Unlike a refugee, a person designated as a migrant does not move to another country because of a direct threat of persecution or death, but for a variety of other reasons. The most common are to improve their living situation, to find a job, but it can also be to get education, to reconnect with family, etc. Migrants can return to their home country at any time and be safe there. Conflating and confusing the terms "refugee" and "migrant" can have serious consequences for the lives and safety of refugees. Indeed, their vague definition has implications for public attitudes towards a vulnerable group of refugees, views on the institution of asylum and the diminishing importance of providing them with the special and specific assistance to which they are entitled. This can be a problem when refugee migration activity increases, when they need the assistance of other states much more. Europe, as well as Slovakia and Poland, experienced the consequences of this conflation and confusion of terms during the European so-called "migration crisis"[7] (which reached its peak in 2015). In

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7    Author's note: In legal, but more often illegal, migration, third-country nationals can apply for asylum. The reason must be the poor situation in his or her home country. The asylum

many professional and public discussions, especially in the media, the terms "migrant" and "refugee" were not distinguished, which was reflected in the general attitude towards all third-country nationals, regardless of the type of assistance they needed. At the same time, this crisis has become a political issue and the subject of political struggle. These attitudes and stereotypes persist to this day. That is why it is important that foreigners are referred to by the correct term – in the case of the 2015 crisis, it should have been "refugees" and "migrants," as both groups came to the European Union.[8]

In this context, it should be mentioned that migration can be legal and illegal. In legal migration, a foreigner crosses the borders of a country with a valid travel document and, if required, valid visas and permits. A special type of legal migration is circular migration. This allows migrants to spend some time abroad and work without increasing permanent migration. In the EU, circular migration is understood as a recurrent flow of migrants from third countries into and out of the EU. A form of legal refugee migration is known as resettlement. This allows refugees with a need for international protection to enter the EU legally and safely without putting their lives at risk through dangerous travel.[9] The European Union has approved two sponsored resettlement programmes for refugees and migrants from third countries. In 2015, 19,452 people were resettled in the EU under the first of these programmes, and in 2017, almost 44,000 were resettled under the second program. In total, assistance is planned for more than 70,000 of the most vulnerable persons

procedure starts with the declaration by the foreigner at the competent police department that they are applying for asylum or for subsidiary protection in the territory of the Slovak Republic. The declaration shall be recorded on an official form. The applicant shall have their travel document or other proof of identity withheld for the duration of the asylum procedure and shall be issued with an applicant's card. They shall be fingerprinted. A copy of the documents necessary for the examination of the asylum application shall be sent to the Ministry of the Interior of the Slovak Republic. At the end of the procedure, all the seized documents shall be returned to the foreigner. An authorised employee of the Ministry shall conduct an initial interview with the applicant after the declaration has been lodged.

8  Adrian Edwards, *"Stanovisko UNHCR: "Utečenec" alebo "migrant" - Čo je správne? (UNHCR Opinion: 'Refugee' or 'Migrant' - Which is correct?)"*, accessed September 17, 2021, https://unis.unvienna.org/unis/sk/pressrels/2015/unisinf513.html.

9  Oriečková, Milla, ed., *Aj my sme tu doma. Inštruktážny materiál. (We are at home here too. Instructional material.)*, Základné pojmy v oblasti migrácie a integrácie cudzincov. (*Basic concepts in the field of migration and integration of foreigners.*).

seeking refuge in the European Union. Thus, 86% of the total resettlement pledges have been fulfilled. In addition, based on the EU-Turkey declaration, more than 27,000 people have been resettled since 2016 until mid-September 2020. Following the European Commission's call at the 9th Resettlement Forum in July 2019, member states have submitted nearly 29,500 pledges for resettlement in 2020. However, the coronavirus pandemic led to the change of the one-year program to a two-year program (2020–2021). The European Commission aims to ensure that resettlement efforts continue until a stable framework is in place. This support to legal refugees should continue beyond 2022, using the financial resources allocated under the Asylum and Migration Fund 2021–2027 to support member states' pledges.[10]

In illegal migration, crossing the border of a foreign country is against the law. It is carried out illegally,[11] without a visa, without a residence permit, without valid travel documents. We may also be talking about a person who is not authorised to remain in the territory of a country after the expiry of the validity of the relevant documents. Thus, asylum is often sought by migrants who enter the European Union illegally, through irregular channels. They usually use one of three routes. The first is the route via the eastern Mediterranean. In 2015, a large number of refugees seeking refuge from the civil war in Syria tried to enter the EU via this route. The refugees entered Greece, Cyprus or Bulgaria in a non-standard way. The last country before they entered the EU via this route was Turkey. The EU therefore, concluded an irregular migration agreement with Turkey in 2016, which included, in addition to financial aid, various other types of assistance. As part of the agreement Turkey committed to taking back irregular migrants and to taking tougher measures to prevent the creation of new sea or land routes for irregular migration from Turkey to the EU. This measure has helped to significantly reduce the number of casualties at sea and tackle the problem of migrant smugglers. Refugees in Turkey are receiving assistance from the EU to improve their living conditions.[12] The

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10   "Ako EÚ riadi migračné toky? (How does the EU manage migration flows?)", Európska rada, accessed September 17, 2021, https://www.consilium.europa.eu/sk/policies/eu-migration-policy/managing-migration-flows/.

11   Author's note: which means crossing of the borders unofficially, hidden in trucks or entering the country outside of the border crossings.

12   "Migračné toky na trase cez východné Stredozemie. (Migration flows along the route through the Eastern Mediterranean.)", Európska rada, accessed September 17, 2021, https://www.

second route is the western route. This leads to Spain and is mostly used by migrants from Algeria and Morocco, but also by people from many countries in sub-Saharan Africa. In order to strengthen border control and combat migrant trafficking, the EU has entered into a cooperation management partnership with Morocco.. After the peak of migrant arrivals in 2018, the number of migrants has decreased, also thanks to the measures taken. Another way migrants arrive in Spain is through the Canary Islands. This route was particularly popular in 2020 and accounted for more than half of illegal arrivals by sea to Spain.[13] The third route is via the central Mediterranean. This is the route by which refugees from Tunisia and Libya reach Italy and Malta by sea. These are mostly migrants from sub-Saharan and North Africa. It was the most popular route in 2015–2017, but the number of migrants arriving via it increased significantly again in 2020. The EU is trying to tackle the problem in migrants' home countries. It has therefore taken concrete steps to help address the root causes of migration in Africa, as well as concrete measures to address the situation in the camps in Libya. In 2017, the EU, together with the African Union and the UN, created a Joint Task Force on Migration. They are continuously and intensively working together to find further measures to reduce the number of irregular migrants arriving along this route and to combat smugglers.[14] In 2016, the EU set up the European Anti-Smuggling Centre within Europol. Its aim is to help member states crack down on migrant smuggling, which is increasingly risky.

From another point of view, migration can be characterized by volition. Voluntary migration is when the movement of people or groups is free, for example for employment, family reunification, education, etc. Forced migration is when people leave their home country because of political and social problems, war, natural disasters, serious existential and economic problems, or other

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consilium.europa.eu/sk/policies/eu-migration-policy/eastern-mediterranean-route/.

13   "Migračné toky na trasách cez západné Stredozemie a západnú Afriku. (Migration flows on routes through the Western Mediterranean and West Africa.)", Európska rada, accessed September 21, 2021, https://www.consilium.europa.eu/sk/policies/eu-migration-policy/western-routes/.

14   "Migračné toky na trase cez východné Stredozemie. (Migration flows along the route through the Eastern Mediterranean.)", Európska rada, accessed September 21, 2021, https://www.consilium.europa.eu/sk/policies/eu-migration-policy/eastern-mediterranean-route/.

long-standing crisis situations. Temporary migration is a specific type of migration. A person has a specific motivation/objective to travel temporarily to a foreign country for an extended period of time, but does not want to stay permanently in the foreign country and returns back to their home country when their mission is over.[15]

In the case of voluntary legal migration, nationals of another country must apply for a residence permit. In the first stage, this is a temporary stay. This is a stay for a citizen outside their place of permanent residence, if they are temporarily staying in another place for a continuous period of more than ninety days. The reason for obtaining temporary residence may be for business, employment, official duties, research activities or family reunification. The permit is granted for different periods of time depending on the purpose of the stay. If necessary, it can be applied for renewal. If the foreigner decides to settle permanently in the country, they can then apply for permanent residence after a certain period of time and after fulfilling certain conditions. They do so, as a rule, at the place of permanent residence in the territory of the country in question. The foreigner may be granted a specific type of residence – the so-called tolerated residence. This is granted for a maximum of 180 days, provided that there is an obstacle to their administrative expulsion, their departure is not possible and their detention is not expedient. It can also be granted to a minor found in the territory of the Slovak Republic or a victim of a human trafficking offence (if they are at least eighteen years of age), or to a person illegally employed under particularly exploitative working conditions (even if they are an illegally employed minor).[16] In Poland the reasons for obtaining a temporary permit are similar, such as studying, conducting scientific research,

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15  Processed from the materials: *Migranti.* (*The Migrants.*) Elena Gallová-Kriglerová, Romana Vylitová., Bratislava: Nadácia Milana Šimečku, 2007, accessed September 20, 2021, https://ec.europa.eu›docl_15062_534280747; Oriečková, Milla, eds., *Aj my sme tu doma. Inštruktážny materiál.* (*We are at home here too. Instructional material.*); *Základné pojmy v oblasti migrácie a integrácie cudzincov.* (*Basic concepts in the field of migration and integration of foreigners.*), accessed September 21, 2021, https://iom.sk/sk/pre-media/zakladne-pojmy-o-migracii.html; *Nielen čísla. Príručka pre učiteľov. Učebná pomôcka o migrácii a azyle v Európe.* (*Not just numbers. A guide for teachers. A teaching tool on migration and asylum in Europe.*), accessed September 21, 2022, (Brusel: IOM, UNHCR, 2009), https://www.unhcr.org/numbers-toolkit/Manuals/NJN-FINAL-SK.pdf.

16  "Pobyt cudzincov. (Residence of foreigners.)", slovensko.sk, accessed September 21, 2021, https://www.slovensko.sk/sk/agendy/agenda/_pobyt-cudzincov/.

an internship, voluntary work, running a business or employment. A temporary residence permit shall be granted for a period necessary to realize the purpose of foreigner's stay on the territory of Poland, however not longer than three years. In Polish law, a permanent residence permit shall be granted to a foreigner for an indefinite period of time if they meet the following conditions: they are a child of a foreigner, who has been granted a permanent residence permit, they are a child of a Polish citizen, they are a person of Polish descent and intends to settle in the country permanently, they have been married to a Polish citizen for at least three years. Moreover, the following are entitled to apply for a permanent residence permit: a victim of trafficking in human beings, a foreigner who has been granted asylum in Poland, a holder of a valid Card of the Pole, a foreigner who prior to submitting the application resided continuously on the territory of Poland – five years due to being granted refugee status, four years on the basis of a temporary residence permit, ten years on the basis of a permit for tolerated stay. Similarly as in the case of Slovak regulations, a foreigner staying in Poland may obtain a permit for tolerated stay – a form of protection thanks to which a foreigner who was refused refugee status may legally stay on the territory of a foreign country. In Poland such permits are issued if the foreigner could be expelled only to a country where their life and safety were threatened, or if it violated the right to family life in the meaning of the Convention for the Protection of Human Rights and Fundamental Freedoms signed in Rome on 4th November 1950. The permit may be granted by a voivode, Head of the Office for Foreigners or the Refugee Board.[17]

In legal, but more often illegal migration, third-country nationals can apply for asylum. The reason has to be a poor situation in their home country. The asylum procedure starts with the declaration by the foreigner at the competent police department that they are applying for asylum or for subsidiary protection in the territory of the Slovak Republic. The declaration shall be recorded on an official form. The applicant shall have their travel document or other proof of identity withheld for the duration of the asylum procedure and shall be issued with an applicant;s card. They shall be fingerprinted. A copy of the

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17    *„Dzienniku Ustaw". TU: Dz.U. 2013 poz. 1650 z dn. z dnia 12 grudnia 2013 r.*acessed September 21, 2021, https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20130001650/U/D20131650Lj. pdf.

documents necessary for the examination of the asylum application shall be sent to the Ministry of the Interior of the Slovak Republic. At the end of the procedure, all the seized documents shall be returned to the foreigner. An authorised employee of the Ministry shall conduct an initial interview with the applicant after the declaration has been lodged.[18]

Asylum shall be granted to an applicant who:
- has well-founded fears of being persecuted in their home country on account of their racial, national or religious origin, or because they hold certain political opinions or belongs to a particular social group, and, owing to such fears, is unable or unwilling to return to that state; or
- is persecuted in the country of origin for exercising political rights and freedoms.[19]

The Ministry may grant asylum on humanitarian grounds even if the proceedings do not establish the grounds referred to in the preceding paragraph.[20] The decision shall be issued within ninety days of the initiation of the proceedings. During this period, the applicant shall be entitled to stay in the territory of the Slovak Republic in a detention camp. they shall then be placed in a detention camp or allowed to reside outside a detention camp. They may also be placed in an integration center for the necessary period of time. During their stay in an asylum or integration center, the refugee shall be provided free of charge with accommodation, board or meals, basic hygiene items and other things they need to survive. They also receive pocket money and can attend a Slovak language course free of charge.[21] In Poland, the applicant and the person on whose behalf the application is made shall also be provided with social assistance and medical care. Social assistance includes assistance provided at the center for foreigners, including accommodation, food, pocket money for small personal expenses, money aid for the purchase of cleaning products and personal hygiene, learning the Polish language and necessary materials, teaching

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18 "Azyl. (The Asylum.)", slovensko.sk, accessed September 21, 2021, https://www.slovensko.sk/sk/agendy/agenda/_azyl1/.

19 "Azyl."

20 "Azyl."

21 "Azyl."

aids for children receiving education, money aid, or vouchers for the purchase of clothes and shoes.[22]

In legal, but more often illegal migration, third-country nationals can apply for asylum. The reason has to be be the poor situation in his or her home country. The European Union, as a community of European countries, has set minimum standards for the treatment of asylum applications and asylum seekers throughout the EU. These are the rules of the Common European Asylum System (CEAS). The system only sets out basic rules; asylum seekers are not currently treated uniformly across the EU. The proportion of successful applications also varies. As a result, asylum seekers travel across Europe and apply for asylum in countries they believe will offer them a better chance of obtaining international protection. The second standard is the Readmission Agreement for the return of irregular migrants. The so-called "migration crisis" has highlighted the need to reform EU asylum rules. In November 2015, the Valletta Process Summit on Migration brought together European and African Heads of State and Government to strengthen cooperation and address the current challenges, but also the opportunities associated with migration. They adopted a political declaration and an action plan aimed at addressing the root causes of irregular migration or forced displacement. They also addressed the issue of strengthening cooperation on legal migration and mobility, strengthening the protection of migrants and asylum seekers. They discussed how to prevent irregular migration, migrant smuggling and human trafficking. In particular, they focused on the possibilities for closer cooperation on return and readmission.[23] On 23rd September 2020, the European Commission proposed a new pact on migration and asylum as part of a broader reform of EU rules on migration and asylum. It sets out a comprehensive common European framework for managing migration and asylum. It also includes the principle of "fair sharing of responsibility and solidarity" and proposals for better and faster procedures in the asylum and migration system. The Commission hopes to restore trust between Member States. On the one hand, it requires mandatory contributions from EU states to the joint effort, but on the other hand, it

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22  *„Dzienniku Ustaw". TU: Dz.U. 2013 poz. 1650 z dn. z dnia 13 czerwca 2013 r.* acessed September 21, 2021, https://isap.sejm.gov.pl/isap.nsf/download.xsp/WDU20031281176/U/D20031176Lj.pdf.

23  "Valletta Summit on migration, 11-12 November 2015," accessed September 21, 2021, https://www.consilium.europa.eu/en/meetings/international-summit/2015/11/11-12/.

does not specify exactly what these contributions should be. The rationale is that it must balance the obligation of the Union's Member States to provide protection to people who need it against member states' fears that their asylum and migration systems cannot cope with larger numbers of people arriving. The divergence of views has been most evident in the rejection of mandatory relocation quotas for asylum seekers by the V4 and some other EU states. Although the EU has adopted legislation on so-called temporary quotas in this spirit, in reality it has failed to be applied to a number of countries (Hungary, Czech Republic, and Poland). According to Mr Schinas, the sentiments and conditions related to the issue of migration are not the same in any member state. The specificities and challenges faced by individual countries must be taken into account when developing uniform procedures.[24]

The new pact on migration and asylum has three pillars. The first pillar of the Migration Pact is a focus on more efficient and faster official procedures. The Commission wants to introduce an integrated procedure at the EU's external borders, which would for the first time include pre-entry checks (screening) and identification of people crossing the external borders illegally. As part of the screening, they will also undergo a health and security check, be fingerprinted and registered in the Eurodac database. This will be followed by an administrative asylum application process (fast-track or normal). As part of this, they want to improve operational monitoring and provide more support from European agencies. The modernisation of the digital infrastructure for migration management should also help. The second pillar of the pact is "fair sharing of responsibility and solidarity." Every state "without exception" will have to contribute to the stability of the whole system in times of crisis. In principle, this will be a system of flexible contributions. These could take the form of relocations, that is, taking over some of the asylum seekers from the country of first arrival, or taking responsibility for the return of those who are not eligible for asylum, or providing "various forms of operational support." The new system should be launched on a voluntary basis, with more concrete participation required at a time of great pressure on individual countries. Another part of the migration pact is a new approach to partnerships with third

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24  Zuzana Gabrižová, "Návrat k solidarite v migrácii: Krajiny budú pomáhať povinne. (Return to solidarity in migration: countries will help on a compulsory basis.)", TASR, September 23, 2020, https://euractiv.sk/section/spolocnost/news/navrat-k-solidarite-v-migracii-krajiny-budu-pomahat-povinne/.

countries, based on individual and mutually beneficial agreements. These should promote joint solutions to the problem of migrant smuggling and the effective implementation of readmission agreements (return of migrants). The pact also includes a reference to strengthening strategic planning to ensure that national migration policies do not diverge on fundamental issues, as well as a pledge to strengthen the capacity of the European Border and Coast Guard from 1 January 2021. The Commission has now called on the European Parliament and Member States to reach political agreement on the basic parameters of the reform by the end of the year and to finalize the related legislative acts. Slovakia and Poland[25] continue to reject the mandatory relocation of asylum seekers, but are ready to provide other forms of assistance to countries in need. In addition to the V4 countries, Austria and Denmark also reject forced forms of assistance. The pact has positive benefits. It formulates efforts to motivate the southern EU countries in particular to streamline the overall asylum procedure, as well as procedures at the borders.[26] The aim of the reform of the Common European Asylum System is to increase the efficiency and resilience of the system against the so-called "migration pressure," to remove the motivating factors for migration and to better support the most affected member states.[27]

Migration also has positive consequences and can bring great benefits to the host, and sometimes even the home country. For example, migrants fill jobs that the host country's workforce is not interested in, or come to the country as highly skilled professionals (from the EU or third countries). In this way, they solve the host country's problems of ageing population, low birth rate; increase its educational potential and cultural diversity. In 2011, the conditions of employment of third-country nationals were simplified as a result of the transposition of the European Council Directive 2009/50/EC. In 2021, the Directive was re-registered. The card is valid four years. A foreigner may apply

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25  „Instytut Spraw Publicznych, Polska a założenia nowego paktu o migracji i azylu - solidarność na odległość?", accessed September 21, 2021, https://www.isp.org.pl/pl/aktualnosci/polska-a-zalozenia-nowego-paktu-o-migracji-i-azylu-solidarnosc-na-odleglosc.

26  Gabrižová, "Návrat k solidarite v migrácii: Krajiny budú pomáhať povinne. (Return to solidarity in migration: countries will help on a compulsory basis.)".

27  "Reforma azylového systému EÚ. (Reform of the EU asylum system.)", Európska rada, accessed September 22, 2021, https://www.consilium.europa.eu/sk/policies/eu-migration-policy/eu-asylum-reform/.

for a Blue Card if they have the required professional qualifications for the job (university degree or five years of professional experience) and a work contract or a written promise from the employer to employ him/her in a highly skilled job. The salary offered must be at least one to 1.6 times the average wage in the national economy. Blue Card holders will also be able to move more easily from one EU country to another one year after working in the country where they first settled. Their family will be able to accompany them. The updated rules will also allow refugees and asylum seekers who are currently in the EU to apply for a Blue Card in other member states and not just where they have been granted asylum, as is currently the case. Blue Card holders will have more rights, such as easier mobility within the EU, and the procedures for taking in their families will be speeded up. Once updated, applicants will only need to present a valid work contract for at least six months instead of the current twelve months.[28] Given the seriousness of the ageing population of the European Union, the Parliament hopes that by lowering the admission criteria and strengthening the rights of Blue Card holders and their families, the attractiveness of the EU Blue Card will be enhanced. In Poland, it is also a necessary condition to obtain a Blue Card that the gross annual remuneration of a foreigner resulting from the monthly or annual salary indicated in the agreement is not lower than the equivalent of 150% of the amount of the average salary in the national economy in the year preceding the conclusion of the agreement announced by the President of the Central Statistical Office pursuant to Article 20 point 1 letter a of the Act of 17 December 1998 on Pensions from the Social Insurance Fund (Journal of Laws of 2018, item 1270, as amended). A permit to issue a Blue Card for the purpose of performing work in a highly qualified profession is issued for a period longer by three months than the period of work performed, but not longer than 3 years.[29]

In Slovakia, the issues of migration and care for foreigners – both immigrants and refugees – are dealt with by the state sector (Migration Office of the Ministry of the Interior of the Slovak Republic, the Ministry of Labor, Social

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28 "Modrá karta EÚ: nové pravidlá na pritiahnutie vysokokvalifikovaných pracovníkov. (EU Blue Card: new rules to attract highly skilled workers.)", accessed September 22, 2021, https://www.europarl.europa.eu/news/sk/headlines/eu-affairs/20210902STO11113/modra-karta-eu-nove-pravidla-na-pritiahnutie-vysokokvalifikovanych-pracovnikov.

29 „Niebieska Karta", migrant.info, accessed September 18, 2021, https://www.migrant.info.pl/niebieska-karta.html.

Affairs and Family of the Slovak Republic, the Slovak Centre for Human Rights, the Office of the Border and Foreign Police of the Ministry of the Interior of the Slovak Republic, Ministry of Foreign Affairs of the Slovak Republic, Ministry of the Interior of the Slovak Republic), international organizations (International Organization for Migration (IOM), Office of the United Nations High Commissioner for Refugees (UNHCR) – UNHCR Regional Representation Office for Central Europe) and non-governmental organizations (Man in Peril, Milan Šimečka Foundation, Open Society Foundation, Slovak Humanities Council, Slovak Refugee Council, League for Human Rights, Pontis Foundation, People Against Racism, Slovak Catholic Charity), think tanks and research organizations (Centre for Ethnicity Research, Institute for a Well-Governed Society, Institute for Public Affairs).[30] In Poland the care for foreigners is provided by the Ministry of Foreign Affairs, Office for Foreigners, Ministry of Interior and Administration, Department of International Affairs and Migration, Department of Religious Denominations and National and Ethnic Minorities and many non-governmental organizations – Caritas Polska, Halina Nieć Legal Aid Centre, Foundation "Centre for Citizenship Education," Foundation for Somalia, Foundation "Inna Przestrzeń," Foundation Kalejdoscopic Cultures Foundation, Foundation for the Development of Foreigners in Poland, Foundation for Freedom, Foundation Other Space, Foundation Institute for the Rule of Law, Foundation Kaleidoscope of Cultures, MultiRescue Foundation, Rescue Foundation, Refugee.pl Foundation, Foundation for Development "Beyond Borders,"" Helsinki Foundation for Human Rights, Institute of Public Affairs, Jesuit Social Centre""in Action," Polish Migration Forum, Association "For Earth" and many others.[31]

Migration of labor within the EU countries and allowing the arrival of workers from third countries is a potential solution to the shortage of skilled and unskilled labor in individual EU countries, optimizing the distribution of the labor market in the EU, as well as solving the problem of population

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30   Oriečková, Milla, eds., *Aj my sme tu doma. Inštruktážny materiál.* (*We are at home here too. Instructional material.*); *Základné pojmy v oblasti migrácie a integrácie cudzincov.* (*Basic concepts in the field of migration and integration of foreigners.*).

31   „Senat: Organizacje pozarządowe zajmujące się pomocądla uchodźców i migrantów", accessed September 17, 2021, https://www.senat.gov.pl/gfx/senat/pl/senatopracowania/146/plik/ot-650_internet.pdf.

ageing and the reduction of the population curve. For these processes to be successful, societies need to be open to welcoming foreigners into their cultures, to be tolerant of multiculturalism. The media also play a major role in this, as they carry out secondary socialization, set media discourse, and influence public opinion.

## Foreigners and the Labor Market in Slovakia

The population of Slovakia as of 1st January 2021 is 5,449,781. In addition to the Slovak nationality, members of other nationalities also live on the territory of the Slovak Republic, mostly in the territories bordering it – Hungarian, Ukrainian, Polish, and Czech. In addition, there are nationalities that have been resettled – for various reasons – Czech, German, and from recent history, for example, Vietnamese. The last population census in 2021, conducted electronically for the first time, showed that in addition to the standard nationalities, many nationalities appeared in the results for the first time (Table 1.1).

**Table 1.1** Population of the Slovak Republic by nationality – Census 2021, 2011, 2001 Slovak Republic.

| Resident population | 2021 | | 2011 | | 2001 | |
|---|---|---|---|---|---|---|
| | abs. | in % | abs. | in % | abs. | in % |
| Total | 5,449,270 | 100 | 5,397,036 | 100 | 5,379,455 | 100 |
| Nationality | | | | | | |
| Slovak | 4,567,547 | 83.82 | 4,352,775 | 80.7 | 4,614,854 | 85.8 |
| Hungarian | 422,065 | 7.75 | 458,467 | 8.5 | 520,528 | 9.7 |
| Roma | 67,179 | 1.23 | 105,738 | 2.0 | 89,920 | 1.7 |
| Czech | 28,996 | 0.53 | 30,367 | 0.6 | 44,620 | 0.8 |
| Ruthenian | 23,746 | 0.44 | 33,482 | 0.6 | 24,201 | 0.4 |
| Ukrainian | 9,451 | 0.17 | 7,430 | 0.1 | 10,814 | 0.2 |
| German | 3,318 | 0.06 | 4,690 | 0.1 | 5,405 | 0.1 |
| Polish | 3,771 | 0.07 | 3,084 | 0.1 | 2,602 | 0.0 |
| Russian | 3,245 | 0.06 | 1,997 | 0.0 | 1,590 | 0.0 |
| Vietnamese | 2,793 | 0.05 | | | | |
| Romanian | 1,354 | 0.02 | | | | |
| Chinese | 1,207 | 0.02 | | | | |

**Table 1.1** continued

| Resident population | 2021 | | 2011 | | 2001 | |
|---|---|---|---|---|---|---|
| | abs. | in % | abs. | in % | abs. | in % |
| Bulgarian | 1,106 | 0.02 | 1,051 | 0.0 | 1,179 | 0.0 |
| Moravian | 1,098 | 0.02 | 3,286 | 0.1 | 2,348 | 0.0 |
| Serbian | 1,084 | 0.02 | 698 | 0.0 | 434 | 0.0 |
| Croatian | 967 | 0.02 | 1,022 | 0.0 | 890 | 0.0 |
| Albanian | 644 | 0.01 | | | | |
| Jewish | 596 | 0.01 | 631 | 0.0 | 218 | 0.0 |
| French | 567 | 0.01 | | | | |
| English | 559 | 0.01 | | | | |
| Austrian | 537 | 0.01 | | | | |
| Turkish | 413 | 0.01 | | | | |
| Greek | 378 | 0.01 | | | | |
| Korean | 303 | 0.01 | | | | |
| Irish | 257 | 0 | | | | |
| Iranian | 119 | 0 | | | | |
| Silesian | 117 | 0 | | | | |
| Canadian | 84 | 0 | | | | |
| Other | 8,888 | 0.16 | 9,825 | 0.2 | 5,350 | 0.1 |
| not identified | 295,558 | 5.42 | 382,493 | 7.0 | 54,502 | 1.0 |

**Source:** Own elaboration based on: *[slovak.statistics.sk, accessed September 22, 2021, https://www.scitanie.sk/obyvatelia/zakladne-vysledky/struktura-obyvatelstva-podla-narodnosti/SR/SK0/SR.].*

The most numerous nationality is Slovak, the second most numerous is Hungarian, followed by Roma, Czech, Ruthenian, Ukrainian, German and Polish. Interestingly, nationalities that have been living and doing business in Slovakia for a long time, e.g. Vietnamese, Russian or Chinese nationalities (previously they were included under other nationalities), have also appeared separately in the ranking. The nationality spectrum also includes nationalities that reflect the presence of international companies in Slovakia, e.g. Italian, Korean, French, and the workers from third countries. The current nationality spectrum presented and the above developments reflect a shift in the openness of society and the willingness to declare one's own nationality, and also that more foreigners are working and living in Slovakia.
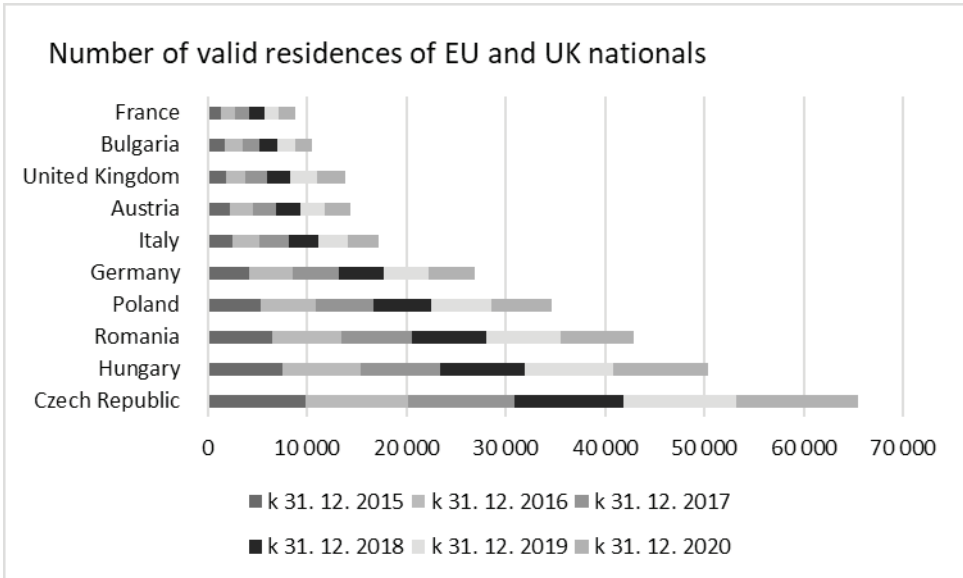
**Figure 1.1** Number of valid residences permits for foreigners in the territory of the Slovak Republic.



## Number of valid residence permits for foreigners in the territory of the Slovak Republic

third-country national ■ EU and UK nationals ■ TOTAL

**K 31. 12. 2015**: 35 261, 49 526, 84 787
**K 31. 12. 2016**: 41 232, 52 015, 93 247
**K 31. 12. 2017**: 50 395, 54 056, 104 451
**K 31. 12. 2018**: 65 381, 55 883, 121 264
**K 31. 12. 2019**: 85 827, 57 248, 143 075
**K 31. 12. 2020**: 90 806, 59 206, 150 012
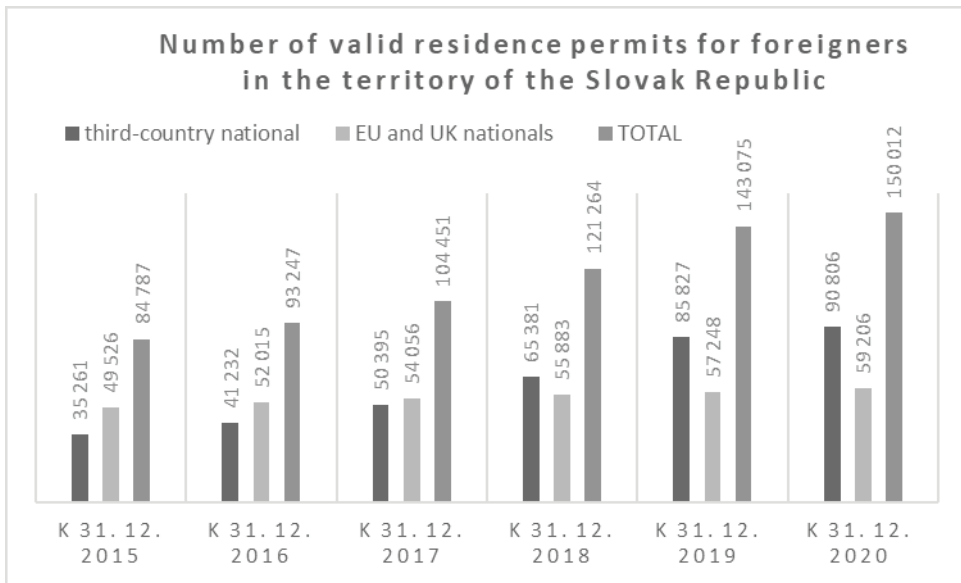
**Source:** Own elaboration based on: *["Štatistiky o cudzincoch na Slovensku. (Statistics on foreigners in Slovakia.)", [accessed November 22, 2021], https://www.kapacity.sk/ statistiky-o-cudzincoch-na-slovensku/].*

As it can be seen from the translated graph, the number of foreigners working in Slovakia has gradually increased. There were two reasons. As we have already mentioned, more and more foreign companies were coming to Slovakia and setting up their bases, communication and business headquarters in Slovakia, not only for the Central or Pan-European area, but also for the countries of Asia, for example. Secondly, Slovak workers became an interesting workforce because of their working skills and working ethics, but also because of their willingness to work for relatively low wages. International companies and organizations sent foreign management to Slovakia, who were in charge of setting up and running the plant and very often stayed in Slovakia (look at the Figure 1.1).

**Figure 1.2** Number of valid residences of EU and UK nationals.



Number of valid residences of EU and UK nationals

If we look at from which countries most foreigners came to Slovakia, the top four are the three countries it neighbors and the fifth is Germany, very closely linked by economy. Romanians are in a relatively high position. It would be interesting to examine this fact (see Figure 1.2).

**Figure 1.3** Number of valid residences of third-country nationals.
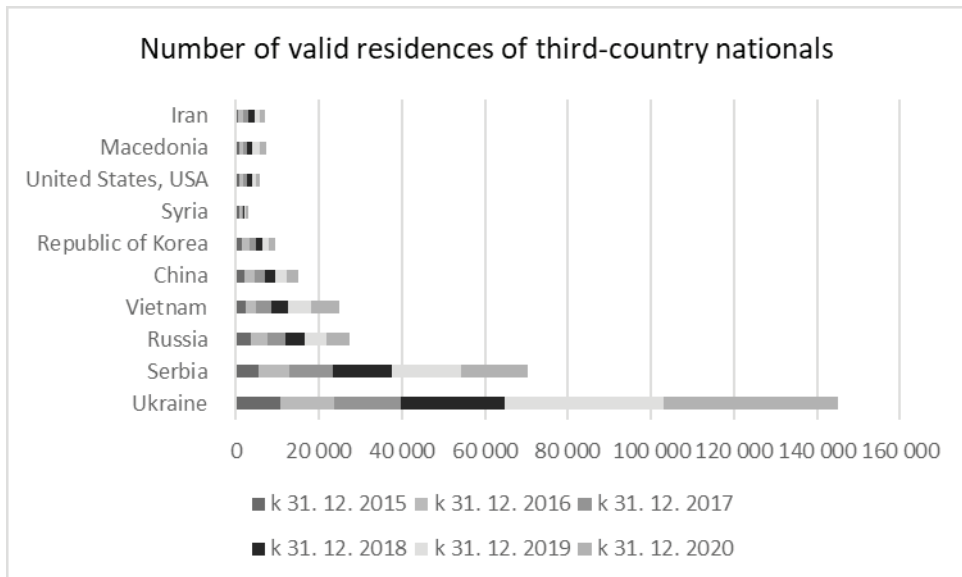


**Source:** Own elaboration based on: *["Statistical overview of legal and illegal migration in the Slovak Republic. Presidency of the Police Corps and the Office of Border and Alien Police. (2015-2020).",* *[accessed November 22, 2021], https://www.minv.sk/?rocenky].*

If we look at the development of the number of valid stays in Slovakia of third-country nationals, the most numerous of group is made up of Ukrainians (as of 31.12.2020 – 42,162), their number is about two and a half times higher than the number of the second most numerous group – Serbs (as of 31.12.2020 – 16,005). As we will see from the statistics published below – Ukrainians and Serbs form a rather significant group of both skilled and unskilled workers. In third place, with half the number, are the Vietnamese (as of 31.12.2020 – 6,798), who have long formed a relatively significant community in Slovakia. Russians (as of 31.12.2020 – 5,162), ranked fourth, have found a significant business space in Slovakia.

**Figure 1.4** Foreigners in the professions – 2015-2020.
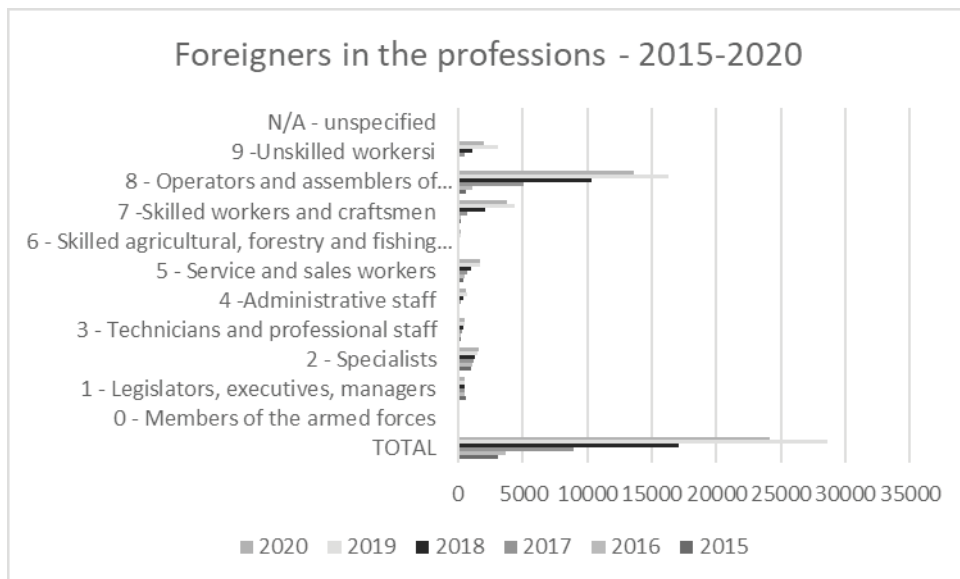
**Source:** Own elaboration based on: *["Foreigners in the professions. (2015-2020)", [accessed November 22, 2021], https://www.upsvr.gov.sk/statistiky/zamestnavanie-cudzincov-statistiky. html?page_id=10803.].*

After analyzing the development of occupations in which foreigners are employed, it can be stated that the most frequent and long-term employment of foreigners is in the field of operators and assemblers of machinery and equipment, followed by skilled workers and craftsmen, and then as unskilled workers. The other two occupations are in the areas of services and trade, and specialists. This also corresponds to the experience of the spokesperson of the profesia.sk job portal, Nikola Richterová, who we interviewed as part of the processing of the topic in question (see Figure 1.4).

**Table 1.2** Employment of third-country nationals with a work permit in the Slovak Republic according to the profession they are engaged in Dec. 2020.

| | TOTAL | 0 - Members of the armed forces | 1 - Legislators, executives, managers | 2 - Specialists | 3 - Technicians and professional staff | 4 - Administrative staff | 5 - Service and sales workers | 6. Skilled agricultural, forestry and fishing workers | 7 - Skilled workers and craftsmen | 8 - Operators and assemblers of machinery and equipment | 9 - Unskilled workers | N/A - unspecified |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Total** | 24,169 | 0 | 441 | 1,529 | 427 | 585 | 1,702 | 190 | 3,799 | 13,553 | 1,938 | 5 |
| **Ukraine** | 14,361 | 0 | 66 | 722 | 185 | 279 | 609 | 178 | 2,761 | 8,073 | 1,486 | 2 |
| **Serbia** | 4,435 | 0 | 17 | 69 | 52 | 163 | 44 | 3 | 379 | 3,506 | 202 | 0 |
| **Vietnam** | 940 | 0 | 1 | 5 | 11 | 11 | 319 | 0 | 115 | 451 | 27 | 0 |
| **Bosnia and Herzegovina** | 514 | 0 | 2 | 30 | 4 | 16 | 14 | 1 | 83 | 328 | 36 | 0 |
| **Georgia** | 497 | 0 | 2 | 4 | 2 | 7 | 27 | 0 | 141 | 239 | 74 | 1 |
| **Macedonia** | 397 | 0 | 2 | 15 | 5 | 8 | 63 | 1 | 32 | 254 | 17 | 0 |
| **India** | 316 | 0 | 14 | 107 | 19 | 5 | 66 | 2 | 54 | 46 | 3 | 0 |
| **Thailand** | 298 | 0 | 1 | 2 | 0 | 0 | 295 | 0 | 0 | 0 | 0 | 0 |
| **Republic of Korea** | 288 | 0 | 178 | 43 | 35 | 12 | 13 | 0 | 5 | 1 | 1 | 0 |
| **Russia** | 250 | 0 | 32 | 107 | 21 | 5 | 14 | 0 | 16 | 48 | 6 | 1 |
| **Turkey** | 214 | 0 | 15 | 43 | 17 | 14 | 17 | 0 | 1 | 105 | 2 | 0 |
| **Philippines** | 174 | 0 | 3 | 27 | 8 | 10 | 13 | 3 | 59 | 32 | 19 | 0 |
| **China** | 164 | 0 | 7 | 11 | 2 | 3 | 140 | 0 | 0 | 1 | 0 | 0 |
| **Kyrgyzstan** | 141 | 0 | 0 | 1 | 0 | 0 | 2 | 0 | 2 | 117 | 19 | 0 |
| **Moldova** | 138 | 0 | 0 | 6 | 1 | 4 | 0 | 1 | 17 | 95 | 14 | 0 |
| **Belarus** | 115 | 0 | 2 | 12 | 4 | 1 | 1 | 0 | 5 | 87 | 3 | 0 |
| **United States, USA** | 100 | 0 | 20 | 55 | 11 | 1 | 0 | 0 | 13 | 0 | 0 | 0 |
| **Kazakhstan** | 82 | 0 | 0 | 9 | 6 | 1 | 1 | 0 | 1 | 46 | 18 | 0 |
| **Mongolia** | 76 | 0 | 0 | 0 | 0 | 0 | 0 | 1 | 0 | 75 | 0 | 0 |
| **Japan** | 64 | 0 | 22 | 24 | 9 | 0 | 9 | 0 | 0 | 0 | 0 | 0 |
| **Brazil** | 60 | 0 | 19 | 29 | 10 | 1 | 0 | 0 | 1 | 0 | 0 | 0 |

| | TOTAL | 0 - Members of the armed forces | 1 - Legislators, executives, managers | 2 - Specialists | 3 - Technicians and professional staff | 4 -Administrative staff | 5 - Service and sales workers | 6.Skilledagricultural, forestry and fishing workers | 7 -Skilled workers and craftsmen | 8 - Operators and assemblers of machinery and equipment | 9-Unskilled workers | N/A - unspecified |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Laos | 56 | 0 | 0 | 0 | 0 | 0 | 4 | 0 | 52 | 0 | 0 | 0 |
| Montenegro | 43 | 0 | 0 | 0 | 1 | 3 | 0 | 0 | 7 | 29 | 3 | 0 |
| Albania | 37 | 0 | 0 | 3 | 1 | 0 | 0 | 0 | 30 | 2 | 1 | 0 |
| Mexico | 36 | 0 | 3 | 26 | 3 | 3 | 1 | 0 | 0 | 0 | 0 | 0 |
| Egypt | 28 | 0 | 3 | 16 | 3 | 1 | 2 | 0 | 1 | 0 | 2 | 0 |
| Taiwan | 27 | 0 | 3 | 11 | 3 | 10 | 0 | 0 | 0 | 0 | 0 | 0 |
| Ghana | 26 | 0 | 0 | 24 | 0 | 2 | 0 | 0 | 0 | 0 | 0 | 0 |
| Indonesia | 24 | 0 | 0 | 7 | 0 | 1 | 15 | 0 | 0 | 0 | 1 | 0 |
| Nigeria | 20 | 0 | 0 | 10 | 0 | 9 | 1 | 0 | 0 | 0 | 0 | 0 |
| Bangladesh | 18 | 0 | 0 | 2 | 0 | 0 | 1 | 0 | 15 | 0 | 0 | 0 |
| unspecified | 17 | 0 | 2 | 0 | 0 | 0 | 3 | 0 | 2 | 10 | 0 | 0 |
| South Africa | 13 | 0 | 10 | 3 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Nepal | 13 | 0 | 0 | 0 | 1 | 0 | 12 | 0 | 0 | 0 | 0 | 0 |
| Azerbaijan | 12 | 0 | 0 | 9 | 0 | 0 | 0 | 0 | 0 | 3 | 0 | 0 |
| Colombia | 12 | 0 | 1 | 9 | 1 | 1 | 0 | 0 | 0 | 0 | 0 | 0 |
| Syria | 12 | 0 | 0 | 2 | 3 | 1 | 4 | 0 | 1 | 0 | 0 | 1 |
| Armenia | 11 | 0 | 1 | 0 | 0 | 2 | 3 | 0 | 3 | 2 | 0 | 0 |
| Iran | 11 | 0 | 1 | 7 | 1 | 0 | 2 | 0 | 0 | 0 | 0 | 0 |
| Canada | 11 | 0 | 2 | 9 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

**Source:** Own elaboration based on: [*"Employment of third-country nationals with a work permit in the Slovak Republic according to the profession they are engaged in Dec. 2020", [accessed November 22, 2021], https://www.upsvr.gov.sk/statistiky/zamestnavanie-cudzincov-statistiky/zamestnavanie-cudzincov-na-uzemi-slovenskej-republiky-za-rok-2020.html?page_id=973500].*

The above table from December 2020 shows the detailed distribution of employment of foreign nationals in the different sectors of the labor market. Again, it is confirmed that Ukrainians are most often employed as workers, followed by service workers and specialists. Serbs are most often employed as operators and assemblers of machinery and equipment. In these occupations, we can also find employees from Vietnam, Bosnia and Herzegovina, Georgia, Kyrgyzstan, Moldova, Belarus, Mongolia, and Macedonia. Confirming a certain stereotype, foreigners from Thailand are mainly employed in the service sector. Citizens of Russian and Indian nationality are mainly specialists; those from the Republic of Korea are mainly employed as managers. The above analysis confirms our experience as well as the perceived distribution of the labor market in the context of foreign firms that have opened subsidiaries in Slovakia.

While working on the presented topic, we also conducted an interview with the spokesperson of the Profesia job portal[32] Nikola Richterová, MA, about their experience regarding the employment of foreigners and cooperation with foreign companies. Profesia is a job portal that connects employers and job seekers. The interview took place in October 2021. In her words, foreigners – skilled workers and specialists – often look for jobs through advertisements and tenders. Factory operators and unskilled or seasonal labor are mainly provided by recruitment agencies.

The number of job advertisements on profesia.sk in 2020 did not exceed the 200,000 (down by twenty-eight percent year-on-year), which has not happened since 2014.[33] The year 2021 was significantly different. Companies published one hundred more job ads, a total of 292,838 job ads. This was the highest number in the twenty-four year history of the largest job portal in Slovakia.[34]

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32 Profesia is a job portal that connects employers and job seekers. It is the largest database of job advertisements. On their website there are thousands of verified job offers from Slovakia and abroad. The site offers useful information about the labor market, salary overview and many other services, https://www.profesia.sk accessed November 22, 2021.

33 „Bližší pohľad na rok 2020 na trhu práce: Počet ponúk nepresiahol 200-tisíc, to sa stalo naposledy v roku 2014. (A closer look at the 2020 labour market: the number of offers did not exceed 200 thousand, this last happened in 2014.)", accessed November 22, 2021, https://firma.profesia.sk/blizsi-pohlad-na-rok-2020-na-trhu-prace-pocet-ponuk-nepresiahol-200-tisic-sa-stalo-naposledy-v-roku-2014/.

34 „Rok 2021 priniesol o 100-tisíc ponúk viac ako rok predtým. Profesia sa pozrela, či to skutočne prinieslo aj ľahšie hľadanie práce. (The year 2021 brought 100 thousand more offers than

The impact of the covid crisis can also be seen in the number of advertisements published in 2020 (see Table 1.3).

**Table 1.3** Number of adverts, average reaction, average salary.

| Language | number of offers | Average reactions | Average salary |
|---|---|---|---|
| cz | 7,501 | 5.8 | 1,330 |
| de | 594 | 6.2 | 1,900 |
| en | 31,538 | 6.5 | 1,809 |
| hu | 182 | 8.9 | 1,171 |
| sk | 191,617 | 16.5 | 1,131 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

The website contains advertisements in Slovak, Hungarian (hu), English (en), German (de) and Czech (cz). Based on the above, it can be concluded that a lower average response is recorded for offers in a foreign language. This means that while almost seventeen people on average will respond to an offer in Slovak this year, only six applicants will respond to an offer in German, for example. At the same time, one interesting feature can be identified which stems from the European Directive and its update in 2021. In Slovakia, it has always been the case that if a job offer is published in a foreign language, it is accompanied by a higher salary on offer. Interestingly, but not surprisingly, although there are fewest offers in Hungarian (182), they have the second highest response rate after Slovak offers. Although the job offers do not tell us anything about the actual employment of foreigners, which we have discussed above, they show us an overview of the opportunities that foreigners have on the European and Slovak labor market and the responses tell us about the interest in them (see Table 1.3).

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the year before. Profession looked at whether this has actually made it easier to find a job.)", accessed November 21, 2021, https://firma.profesia.sk/rok-2021-priniesol-o-100-tisic-ponuk-viac-ako-rok-predtym-profesia-sa-pozrela-ci-skutocne-prinieslo-aj-lahsie-hladanie-prace/.

**Table 1.4** Most frequent industries with offers in English.

| Language | Offer category name | Number of offers | Proportion of offers |
|---|---|---|---|
| en | Information technology | 16604 | 53% |
| en | Administration | 5569 | 18% |
| en | Economics, Finance, Accounting | 5114 | 16% |
| en | Management | 4219 | 13% |
| en | Business | 2950 | 9% |
| en | Customer support | 2526 | 8% |
| en | Banking | 2161 | 7% |
| en | Marketing, advertising, PR | 2067 | 7% |
| en | Human Resources and Personnel management | 1289 | 4% |
| en | Insurance | 854 | 3% |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

**Table 1.5** Most frequent positions with offers in English.

| Language | Offer category name | Number of offers | Proportion of offers |
|---|---|---|---|
| en | Programmer | 4990 | 16% |
| en | Administrative worker, clerk | 4599 | 15% |
| en | Software engineer | 4118 | 13% |
| en | IT consultant | 2747 | 9% |
| en | Financial analyst | 2438 | 8% |
| en | IT analyst | 2338 | 7% |
| en | Customer Support Specialist | 2308 | 7% |
| en | Java programmer | 2209 | 7% |
| en | Javascript programmer | 1950 | 6% |
| en | IT/technical suport specialist | 1844 | 6% |

Adverts in English are not only for jobs in Slovakia, but can be for jobs within the European Union. If we examine the sectors in which the employers are looking for workers, in the case of advertisements in English, these are highly skilled jobs in the field of information technology, economics or management (see Tables 1.4 and 1.5).

**Table 1.6** TOP industries with the highest number of responses from applicants for offers in English.

| Language | Offer category name | Avarage reaction |
|---|---|---|
| en | Translation and interpreting | 47,1 |
| en | Senior management | 25,2 |
| en | Phaumaceutical industry | 19,7 |
| en | Education, training, science | 19,5 |
| en | Tourism, Gastronomy, Hotel Management | 17,2 |
| en | Leasing | 14,3 |
| en | Human Resources and Person-nel management | 13,4 |
| en | Transport, Freight forwarding, Logistics | 12,2 |
| en | Administration | 12,0 |
| en | Management | 11,2 |

**Table 1.7** TOP positions with the highest number of responses from applicants for offers in English.

| Language | Offer position name | Avarage reaction |
|---|---|---|
| en | Steward/stewardess | 91,7 |
| en | Call Centre Director | 66,5 |
| en | Branch Director | 65,2 |

| en | Translator | 64,2 |
|---|---|---|
| en | Managing Director | 55,0 |
| en | Tourism Guide | 54,6 |
| en | Fleet Manager | 40,4 |
| en | Personnel Director | 39,1 |
| en | Medical/pharmaceutical representative | 38,2 |
| en | Executive Director | 37,7 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

Most candidates responded to attractive jobs in top management and tourism (see Tables 1.6 and 1.7).

**Table 1.8** Most frequent industries with offers in German.

| Language | Offer category name | Numbers of offers | Proporsion of offers |
|---|---|---|---|
| de | Information and technology | 141 | 24% |
| de | Administration | 81 | 14% |
| de | Tourism, Gastronomy, Hotel Management | 72 | 12% |
| de | Custumer suport | 66 | 11% |
| de | Transport, Freight forwarding, Logistics | 47 | 8% |
| de | Management | 41 | 7% |
| de | Banking | 40 | 7% |
| de | Electrica engineering and Power engineering | 35 | 6% |
| de | Business | 34 | 6% |
| de | Construction and Real estate | 29 | 5% |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

**Table 1.9** Most frequent positions with offers in German.

| Language | Offer position name | Numbers of offers | Proporsion of offers |
|---|---|---|---|
| de | IT tester | 61 | 10% |
| de | Customer Support Specialist | 49 | 8% |
| de | Programmer | 43 | 7% |
| de | Database Analyst | 37 | 6% |
| de | IT Analyst | 34 | 6% |
| de | Administrative worker, clerk | 33 | 6% |
| de | Client Officer | 30 | 5% |
| de | Assistant | 29 | 5% |
| de | Cook | 28 | 5% |
| de | Telephone operator | 29 | 5% |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

In contrast to the advertisements in English, the German-language advertisements were oriented towards the search for tourism and customer support staff, and for lower-level management staff, in addition to the standard IT and administrative requirements. Advertisements in German are quite interesting because there are quite a few companies on the Slovak labor market that have their parent company in Germany (see Tables 1.8 and 1.9).

**Table 1.10** TOP industries with the highest number of responses from applicants for offers in German.

| Language | Offer category name | Avarage reaction |
|---|---|---|
| de | Administration | 16,5 |
| de | Ancillary work | 16,1 |
| de | Senior management | 16,1 |
| de | Custumer suport | 11,7 |
| de | Tourism, Gastronomy, Hotel Management | 11,2 |

| de | Management | 9,1 |
|----|-----------|-----|
| de | Transport, Freight forwarding, Logistics | 8,9 |
| de | Business | 8,7 |
| de | Safety and security | 7,0 |
| de | Quality management | 7,0 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

**Table 1.11** TOP positions with the highest number of responses from applicants for offers in German.

| Language | Offer position name | Avarage reaction |
|----------|--------------------|--------------------|
| de | Kitchen help | 44,0 |
| de | Office manager | 32,2 |
| de | Cleaner | 27,3 |
| de | Head of post | 26,8 |
| de | Courier | 24,0 |
| de | Sales Director | 22,0 |
| de | Technical Director | 22,0 |
| de | Managing Director | 22,0 |
| de | Online shop administrator | 22,0 |
| de | Call centre supervisor | 21,8 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

Interestingly, the response to the advert in German was equally high for unskilled jobs – kitchen help, cleaner, as for managerial jobs – top manager, manager. The responses to specific jobs were dominated mainly by managerial positions at the first level of management and in top management.

**Table 1.12** Most frequent industries with offers in Hungarian.

| Language | Offer category name | Numbers of offers | Proporsion of offers |
|---|---|---|---|
| hu | Production | 72 | 40% |
| hu | Acillary work | 30 | 16% |
| hu | Administration | 23 | 13% |
| hu | Transport, Freight forwarding, Logistics | 23 | 12% |
| hu | Trade | 22 | 12% |
| hu | Engineering | 22 | 12% |
| hu | Tourism, Gastronomy, Hotel Management | 21 | 12% |
| hu | Information technology | 20 | 11% |
| hu | Electrical engineering and Power engineering | 13 | 7% |
| hu | Management | 9 | 5% |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

**Table 1.13** Most frequent positions with offers in Hungarian.

| Language | Offer position name | Numbers of offers | Proporsion of offers |
|---|---|---|---|
| hu | Production operator | 58 | 32% |
| hu | Worker | 43 | 24% |
| hu | Support worker | 26 | 14% |
| hu | Kitchen helper | 19 | 10% |
| hu | Administrative worker, clerk | 16 | 9% |
| hu | Assembler/installer | 12 | 7% |
| hu | Technician | 11 | 6% |
| hu | Driver | 11 | 6% |
| hu | Sales representative | 10 | 5% |
| hu | IT consultant | 9 | 5% |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

The third significant group of advertisements consisted of advertisements in the Hungarian language. This language is relevant in the southern parts of the Slovak Republic. Residents from the southern districts move to work in Hungarian enterprises in the border regions or Hungarian language skills are required by Hungarian nationality entrepreneurs in their enterprises in the south of Slovakia. If we take a closer look at the sectors and jobs in demand by employers, in contrast to the advertisements in English and German, they mainly require workers, production operators or unskilled workers, and more so in technical enterprises (see Tables 1.12 and 1.13).

**Table 1.14** TOP industries with the highest number of responses from applicants for offers in Hungarian.

| Language | Offer category name | Avarage reaction |
|---|---|---|
| hu | Administration | 20,0 |
| hu | Human Resources and Personel management | 19,0 |
| hu | Quality management | 13,5 |
| hu | Engineering | 12,8 |
| hu | Business | 12,5 |
| hu | Management | 10,9 |
| hu | Information technology | 9,7 |
| hu | Electrical and power Engineering | 9,1 |
| hu | Custumer suport | 8,7 |
| hu | Banking | 7,0 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

**Table 1.15** TOP positions with the highest number of responses from applicants for offers in Hungarian.

| Language | Offer position name | Avarage reaction |
|---|---|---|
| hu | Reception | 89,0 |
| hu | Cleaner | 80,0 |
| hu | IT tester | 68,5 |

| hu | Regional / Area Manager | 40,5 |
|----|------------------------|------|
| hu | Technician | 40,1 |
| hu | Professional salesperson | 30,0 |
| hu | Salesperson | 25,5 |
| hu | Assistant | 19,0 |
| hu | HR Coordinator | 19,0 |
| hu | HR Assistant | 19,0 |

**Source:** *Own elaboration, based on the internal material of the company profesia.sk, provided to the authors by Nikola Richterová from profesia.sk, January 1 - October 16, 2021.*

On the other hand, applicants for Hungarian-language advertisements respond more to administrative, marketing and customer contact offers (see Tables 1.14 and 1.15).

Intense migration for work or for a different life, freedom of movement (despite the current restrictions due to the Covid 19 pandemic) and the search for "dream" living conditions, global multicultural companies communicating with the whole world, all this is part of the modern society of the 21st century and it affects its life at every level – global, European, local, and individual. The question is whether the society, the country, and the individuals are ready for it. On the one hand, every human being is a social creature and needs society for life and survival. On the other hand, it is precisely the fear for life and the possibility of survival that arouses in every human being certain distrust in foreign societies and other groups. The media play an important role in eliminating these fears, in learning to live in a different way. They are the carriers of secondary socialization, as well as of desirable and undesirable models and patterns of behavior, they contribute to the formation of the values of society and of public opinion, they enable people to get to know other cultures and to form some sort of their image, they offer their mediated. In the following sections, we will take a deeper look at what role the media play in communicating the topic of migration in selected media products and how their communicative effectiveness can be enhanced.

## Foreigners and the Labor Market in Poland

The population of Poland as of February 15, 2022 is 37.95 million. There are also foreigners living in Poland. In January 2021, 457 thousand foreigners had valid residence permits in Poland.[35] Of the 457 thousand foreigners who had valid residence permits on 1st of January 2021, the largest groups were citizens of: Ukraine – 244.2 thousand people, Belarus – 28.8 thousand, Germany – 20.5 thousand, Russia – 12.7 thousand, Vietnam – 10.9 thousand, India – 9.9 thousand, Italy – 8.5 thousand, Georgia – 7.9 thousand, China – 7.1 thousand and the United Kingdom – 6.6 thousand. Most foreigners have temporary residence permits, which can be issued for up to three years. This type of document is currently held by 272.4 thousand people. The group of foreigners entitled to permanent residence amounts to 102.1 thousand people. Also 81.5 thousand citizens of the European Union Member States have a registered residence permit.[36]

Taking into account the citizens of countries that received more than 2 thousand work permits in 2020, the most frequent foreigners who came to Poland in search of employment were Banglijks (less than 2 thousand). In terms of citizens of countries that received more than 2 thousand work permits in 2020, the most frequent employers in Poland were: Belarusians (less than 2 thousand permits), Belarusians (12 thousand), Filipinos (3 thousand), Georgians (4 thousand), Indians (4 thousand), Moldovans (less than 4 thousand), Nepalese (2 thousand), Ukrainians (145 thousand) and citizens of Uzbekistan (less than 4 thousand). See Table 1.16.

**Table 1.16** Number of work permits issued in H1 2020 and in H1 2019.

| Citizenship | Number of work permits issued in H1 2020 | Number of work permits issued in H1 2019 |
|---|---|---|
| Total | 198,301 | 217,297 |
| Bangladesh | 1,954 | 4,166 |

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35 „Prawie 480 tys. obcokrajowców z zezwoleniami na pobyt", accessed December 07, 2021, https://udsc.prowly.com/137257-prawie-480-tys-obcokrajowcow-z-zezwoleniami-na-pobyt.

36 Weronika Szkwarek, „W jakich zawodach pracują cudzoziemcy w Polsce", bankier.pl, accessed December 07, 2021, https://www.bankier.pl/wiadomosc/W-jakich-zawodach-pracuja-cudzoziemcy-w-Polsce-7966608.html.

| Belarus | 12,225 | 12,953 |
| Philippines | 3,328 | 2,728 |
| Georgia | 4,206 | 3,297 |
| India | 4,149 | 4,310 |
| Moldova | 3,886 | 3,714 |
| Nepal | 2,398 | 6,360 |
| Ukraine | 145,067 | 162,421 |
| Uzbekistan | 3,845 | 2,623 |

**Source:** *Own elaboration, based on: Weronika Szkwarek, „Cudzoziemcy w Polsce. Sprawdzamy w jakich zawodach pracują.", Bankier.pl, accessed November 22, 2019, https://www.bankier.pl/wiadomosc/W-jakich-zawodach-pracuja-cudzoziemcy-w-Polsce-7966608.html.*

Work permits for foreigners covered such areas of the occupational market as: industrial workers and craftsmen, operators and assemblers of machinery and equipment and employees performing simple work. Among the aforementioned specializations, the largest decrease in permits occurred among industrial workers and craftsmen.

**Table 1.17** Number of work permits issued by occupation and specialization (part 1)

| Citizenship | Representatives of public authorities, senior officials and managers | | Specialists | | Technicians and other middle personnel | | Office workers | | Service and sales workers | |
|---|---|---|---|---|---|---|---|---|---|---|
| | H1 2020 | H1 2019 | H1 2020 | H1 2019 | H1 2020 | H1 2019 | H1 2020 | H1 2019 | H1 2020 | H1 2019 |
| Total | 1,275 | 1,226 | 4,575 | 5,971 | 5,302 | 5,478 | 9,542 | 7,773 | 7,365 | 7,366 |
| Bangladesh | 5 | 3 | 20 | 111 | 44 | 70 | 43 | 109 | 460 | 490 |
| Belarus | 31 | 29 | 159 | 257 | 208 | 181 | 395 | 260 | 117 | 196 |
| Philippines | 2 | 2 | 31 | 33 | 151 | 72 | 65 | 43 | 50 | 47 |
| Georgia | 4 | 7 | 28 | 41 | 84 | 55 | 215 | 83 | 39 | 49 |
| India | 118 | 96 | 976 | 1,057 | 103 | 141 | 135 | 187 | 247 | 266 |
| Moldova | 3 | 2 | 13 | 15 | 28 | 23 | 92 | 46 | 18 | 22 |
| Nepal | 3 | 3 | 6 | 38 | 61 | 31 | 57 | 233 | 103 | 143 |

| Ukraine | 456 | 404 | 1,600 | 2,235 | 3,423 | 3,706 | 7,444 | 6,305 | 5,185 | 4,899 |
| Uzbekistan | 6 | 3 | 7 | 25 | 160 | 22 | 281 | 89 | 35 | 45 |

**Source:** *Own elaboration, based on: Weronika Szkwarek, „Cudzoziemcy w Polsce. Sprawdzamy w jakich zawodach pracują.", Bankier.pl, accessed November 22, 2019, https://www.bankier.pl/wiado-mosc/W-jakich-zawodach-pracuja-cudzoziemcy-w-Polsce-7966608.html.*

**Table 1.18** Number of work permits issued by occupation and specialization (part 2).

| Citizenship | Farmers, gardeners, foresters, fishermen | | Industrial workers and craftsmen | | Operators and assemblers of machinery and equipment | | Auxiliary and unskilled workers | |
|---|---|---|---|---|---|---|---|---|
| | H1 2020 | H1 2019 | H1 2020 | H1 2019 | H1 2020 | H1 2019 | H1 2020 | H1 2019 |
| Total | 1,114 | 1,385 | 69,579 | 86,156 | 40,227 | 42,085 | 59,322 | 59,857 |
| Bangladesh | 18 | 10 | 757 | 2,292 | 56 | 184 | 556 | 897 |
| Belarus | 18 | 21 | 4,298 | 5,780 | 5,439 | 4,942 | 1,500 | 1,287 |
| Philippines | 8 | 0 | 736 | 636 | 348 | 345 | 1,937 | 1,604 |
| Georgia | 13 | 1 | 1,593 | 1,510 | 424 | 292 | 1,806 | 1,259 |
| India | 74 | 7 | 1,587 | 1,438 | 349 | 385 | 560 | 733 |
| Moldova | 6 | 8 | 1,761 | 1,605 | 632 | 620 | 1,333 | 1,373 |
| Nepal | 37 | 105 | 660 | 2,649 | 147 | 348 | 1,324 | 2,810 |
| Ukraine | 908 | 1,138 | 50,517 | 63,417 | 30,583 | 33,736 | 44,951 | 46,581 |
| Uzbekistan | 19 | 38 | 1,959 | 1,613 | 407 | 206 | 971 | 582 |

**Source:** *Own elaboration, based on: Weronika Szkwarek, „Cudzoziemcy w Polsce. Sprawdzamy w jakich zawodach pracują.", Bankier.pl, accessed November 22, 2019, https://www.bankier.pl/wiado-mosc/W-jakich-zawodach-pracuja-cudzoziemcy-w-Polsce-7966608.html.*

Ukrainians work as industrial workers and craftsmen and as employees who perform simple jobs. Apart from Ukrainians it is mainly Indians who come to Poland to work as specialists. Among the technicians there are often Belarusians and citizens of Uzbekistan.

## Summary:

- Migration in society is generally seen as a natural, largely positive and in many ways beneficial phenomenon. It manifests itself in different ways

and has different causes. Historically, there have been two reasons for migration – to escape danger and/or to seek new opportunities for a better life.

- We distinguish several types of migration: internal/foreign, legal/illegal, forced/voluntary, positive/negative. In legal migration, a foreigner crosses the borders of a country with a valid travel document, or with valid visas and permits, if required. A special type of legal migration is circular migration, which allows migrants to spend some time abroad and work without increasing permanent migration. In irregular migration, crossing the border of a foreign country is unauthorized. It is carried out illegally, without a visa, without a residence permit, or without valid travel documents.

- Migration also has positive consequences and can bring great benefits to the host, and sometimes even the home country. For example, migrants fill jobs that the host country's workforce is not interested in, or the migrants coming to the country are highly skilled professionals. In this way, they address the host country's problems of an ageing population, low birth rates, increased educational potential, and cultural diversity.

- After analyzing the development of occupations in which foreigners are employed, it can be stated that the most frequent and long-term employment of foreigners is in the field of operators and assemblers of machinery and equipment, followed by industrial workers and craftsmen, and then as auxiliary and unskilled workers. The next two places in the ranking are occupied by the fields of services, trade, and specialists.

- Migration of labor within the EU countries and allowing the arrival of workers from third countries is a potential solution to the shortage of skilled and unskilled labor in individual EU countries, an opportunity to optimize the distribution of the labor market in the EU, as well as a solution to the problem of ageing population and the reduction of the population curve. For the successful implementation of the processes, an openness of society towards the acceptance of foreigners and tolerance towards multiculturalism is necessary. The media also play a major role in this.

# CHAPTER 2

# Sociocultural, Political and Psychological Aspects of Migration

In migration, people come from one environment/culture, with its values, habits, rituals, stereotypes and prejudices, to a new environment/culture where they find another group of people with potentially and actually different values, habits, rituals, stereotypes and prejudices. In order to co-exist, they need to get to know each other, understand each other, and find appropriate ways and forms to respect, influence or inspire each other and even synergistically use the strengths of both cultures. The present chapter elaborates on the basic definitions of the terms nation, nationality, ethnicity, ethnic group, ethnicity, and race. Subsequently, the nature of socialization, enculturation and acculturation processes is characterized, with an emphasis on forming a relationship with one's own and foreign cultures. The last part focuses more on the psychological regularities of stereotype and prejudice formation in the context of belonging to one's own culture and perception of other cultures. Attention is paid to the primary environment – the family and the potential possibilities of their influence in the later stages of human development.

Migration brings together two or more cultures, which over time can positively influence and inspire each other, and can create a synergistic effect where the strengths of both cultures are harnessed. But the situation can also be the other way around – there can be a clash of views and values, and this can bring conflicts, rejection of the other culture and make it impossible or very difficult for them to live together. It is therefore, very important to know the principles and processes of how different cultures can coexist, what helps and what prevents this and what rather separates cultures. In order to better understand the above-mentioned issues, it is first necessary to clarify the basic concepts defining nation, ethnicity, and race.

The term ethnicity comes from ancient Greek. In its ethnos means tribe, nation – in the sense of a kinship unit, that is, a community based on a family basis. Over time, it came to be associated with territorial and cultural belonging in the sense of today's understanding of the concept of ethnic nation. Even

then, they probably distinguished different cultural differences according to language, customs, etc. Thus, it can be concluded that the consciousness of the ethnic diversity of mankind has existed since the beginning of mankind. An ethnic group is a community of people who share a common racial origin, usually a common language, and a common culture.[1]

An ethnicon is characterized by its distinctive ethnicity. Ethnicity is an interrelated system of cultural (material and spiritual), racial, linguistic and territorial factors, historical ideas of common origin, which interact to form a person's ethnic consciousness and ethnic identity. [2]

In American and British scholarship, ethnicity and ethnic group are seen as synonymous. In the Czech and Slovak space there is a difference between the meanings of these two terms. Ethnicity usually refers to a community developed to the level of a nation. Ethnic group refers to a community that has not developed to the level of a nation (Roma, Lapps). In Poland, "ethnicity exists and functions only in a group, in a community which is the bearer, subject and at the same time the 'owner' and creator of culture. Ethnicity is very often defined in terms of a cultural group, community, encompassing a great range of forms of collective life."[3] Ethnic affiliation refers to an individual's or group's consciousness of belonging to a particular ethnicity. Ethnicity consists of objective components (e.g. territory, language, etc.) and subjective components (attitudes, customs or value system). In practice, ethnicity is often identified with the category of nationality (e.g. in censuses). Ethnic consciousness is important in self-awareness. It occurs when a person becomes aware of belonging to a particular ethnic group on the basis of shared objective components of ethnicity or ancestry. It consists of a set of beliefs about the origin, ethnic space (homeland), history, status, role, and nature of one's own ethnicity and its place among other ethnicities. [4] The concept of ethnic consciousness is identical to

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1     Hana Maříková, Miloslav Petrusek, Alena Vodáková, *Veľký sociologický slovník I.* (*The Great Sociological Dictionary I.*), (Praha: Karolinum, 1996), 276-277.

2     Maříková, Petrusek, Vodáková, *Veľký sociologický slovník I.* (*The Great Sociological Dictionary I.*), 277-278.

3     Tadeusz Paleczny, *Socjologia tożsamości*, (Kraków: Krakowskie Towarzystwo Edukacyjne, 2008), 82, https://repozytorium.ka.edu.pl/bitstream/handle/11315/4298/Socjologia_tozsamosci_2009.pdf?sequence=6&isAllowed=y.

4     Stanislav Brouček et al., "Základní pojmy etnické teorie. (Basic concepts of ethnic theory)" *Český lid*, no. 4 (78) (1991): 244, accessed December 07, 2021, https://kramerius.lib.cas.cz/view/

the concept of ethnic identity. D. Nesdal, R. Rooney, and I. Smith define it as what an individual retains as attitudes, values, beliefs, and ways of behaving from his ethnic group.[5] Ethnic identity plays a significant role in the formation of nations.

The concept of nation is defined as a specific and political community, the formation of which is most influenced by a common history and territory.[6] A nation is characterized by its culture. This consists of a written language, a religion, a shared historical experience; a political existence (a nation has its own state or autonomous territory in a multinational or federated state); and a psychological common consciousness of belonging to a particular nation shared by the individuals of a given society. A nation in the political sense is a collection of citizens of a particular state, that is, its citizens claim nationality of that state. Two other terms are also associated with the concept of nation – nationality and national minority. Nationality is most often understood as an individual's belonging to a particular nation or ethnic group. Another interpretation of the term is that a nationality is an ethnic collectivity that has not yet formed into a nation. It is the part of a nation that does not live together with its parent entity in a single state unit. Sometimes the two concepts – nation and nationality are conflated. Nationality is not only an objective matter, but also a subjective one – it depends on the attitude of each individual as to what nationality he claims. The term ethnic minority or national group is used as a synonym for the term national minority. Sometimes national minorities are defined not by ethnicity but by religion or race.[7]

Related to these concepts is the concept of race. Race is a biological-anthropological concept. It encompasses a large group of people with similar physical characteristics that are hereditary and formed by the influence of the natural environment. Races originally evolved in certain geographical territories – the Europoid race in Europe and the Middle East, the Negroid race in Africa and the Mongoloid race in Asia. The original geographical distribution has been

uuid:d5dc7ace-4611-11e1-1331-001143e3f55c?page=uuid:d5dc7ad1-4611-11e1-1331-001143e3f55c.

5   Drew Nesdale, Rosanna Rooney, Leight Smith, "Migrant Etnic Identity and Psychological Disstres", *Journal of Cross-Cultural Psychology,* no. 5 (28) (1997), 572-579, accessed November 20, 2021, https://doi.org/10.1177/0022022197285004.

6   Maříková, Petrusek, Vodáková, *Veľký sociologický slovník I,* 668-669.

7   Jan Průcha, *Interkulturní psychologie.* (*Cross-cultural psycholog.y*) (Praha: Portál, s. r. o., 2004), 56.

significantly changed by historical developments and the displacement of members of the races to other areas. Throughout history, there has been and continues to be intermixing of races. There has been much discussion about races, and the differences between them have been explored, not only in the physical, but also in the psychological and social spheres. In addition to the physiological-anthropological view of race, there are also philosophical or literary views that are derived from cultural phenomena – behavioral patterns, linguistic and religious characteristics.[8] Members of each racial group perceive and are aware of the specific characteristics of their own group and of their differences from other racial groups. Historically, the long-term perception of racial differences has led to the formation of relatively stable social-psychological stereotypes and attitudes. This is a natural phenomenon; it need not be negative. For example, racial characteristics such as social adaptability, industriousness, self-esteem, attitudes to education and various components of value orientation are relevant for the labor market and adaptation to it. Sometimes society encounters rejection or prejudice against another race. When such an attitude develops into an action that transcends the process of perceiving racial differences and manifests itself in the form of hostile activities, discriminatory and aggressive behavior towards members of another race, it is defined as racism.[9]

As we mentioned above, every nation is characterized by its culture. Z. Slušná formulates the key features of culture: it is based on human activities, it takes place in time and space, it is realized through interaction between individuals; it takes place in a specific geographical environment and "the final meaning, value, and function are assigned to cultural elements and contents by their users."[10] To be able to function in their culture, individuals need to learn its values and rules. The process of socialization is the means of disseminating the desired patterns of behavior and thinking among members of society. In cultural anthropology, the term "enculturation" is used for this. If this process is seen in a broader scope, crossing the boundaries of individual cultures, the term "acculturation" has been established. While the concept of socialization refers rather to the mental, social and biological conditioning of

8    Průcha, *Interkulturní psychologie. (Cross-cultural psychology.*), 63.

9    Průcha, *Interkulturní psychologie. (Cross-cultural psychology.*), 64.

10   Zuzana Slušná, *Aspekty a trendy súčasnej kultúry. (Aspects and trends of contemporary culture.*) (Bratislava: Národné osvetové centrum, 2013), 21.

an individual's development in a given culture, the concepts of enculturation and acculturation refer to the process of an individual's integration into his or her own society (the process of enculturation) or into a foreign society (the process of acculturation). These are complex and long-term communicative interactions between individuals and other members of a society, as well as between societies and each other. The consequence of these communicative interactions is the readiness of the individual to communicate and exist in different socio-cultural environments. For this reason, the concepts of enculturation and acculturation can be described as factors present in the creation of culture through different modes of communication. Among other things, they are primarily concerned with the transmission of information content and messages, which have an important culture-forming function.

The importance of enculturation in the process of an individual's integration into the social system is relevant mainly because it is only through it that a member of a culture acquires the ability to communicate, understand, and think in terms of its concepts and processes. They also acquire the ability and skill to solve many problems in ways that are consistent with the established rules of society. Individuals are able, through the process of enculturation, to meet the demands and complexities of the cultural environment in which they live. The condition for the conflict-free coexistence of an individual in society is his ability to orient himself, to adapt to his environment, and to co-operate promptly and successfully with other individuals and groups within a given social unit. The term enculturation can be used to refer to all manifestations of learned behavior, the acquisition of knowledge and skills through which a person acquires the competence to apply himself in the cultural environment of a given society. Enculturation is a specific adaptive mechanism and disposition of an individual to learn culture and cultural references, and is a distinctive characteristic of the species homo sapiens.[11] The process of enculturation is present in different types of social groups, and it is always related to and specifically manifested in a particular society. This fact points to a fundamental characteristic of each cultural environment: it is shaped by specific cultural specificities and characteristics. These are part of the whole range of adaptation processes and dispositions of the individual and form the basis of

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11    "M. J. Herskovits", in Václav Soukup, *Sociální a kulturní antropologie.* (*Social and Cultural Antropology.*) (Praha: SLON, 1993), 96.

enculturation processes. Enculturation is essential for the survival of society. And the system persists regardless of the constant renewal of the members of society through the natural cycle of life – birth and death. The foundations of social organization and culture are passed on to succeeding generations through a unique enculturation process. If this process were absent in a society, socially disoriented individuals would emerge. They would not be able to respect, or even understand, the norms, rules, and values prevailing in a given society. This would exclude them from social life. According to M. Nakonečný, cultural forms of human existence are also important because they are a continuation of its biological foundations and the nature of man is a product of the interaction of biological and cultural factors rather than a consequence of their constant confrontation. This interaction can also be experienced by man as a struggle with his instinctual tendencies.[12] In contemporary society, the individual has become an alienated, disintegrated, anonymous member of a sophisticatedly organized society, but without the security provided by the traditional mode of social control resulting from the classical mode of enculturation of individuals in traditional societies. In traditional societies, as opposed to modern and late modern ones, social control was inherent in all cultural processes. It determined a person's behavior in important life situations – at birth, entry into adulthood and even death. The disruption of traditional ties by the migration of rural people to large, urbanized units, as a result of changes in livelihoods, especially through work in industrial centers, caused the elimination of a reliable system of social ties and control. The emergence of a number of modern phenomena has caused the increasing alienation of the individual in society and paralyzed the control mechanisms that had protected traditional societies from anarchy and the dismantling of the cultural system, thus ensuring the continued development of society. Indeed, without enculturation processes, society is unable to survive because it cannot pass on its system of values, norms and rules to future generations, that is, it is unable to develop or reproduce its culture. At the same time, the modern phenomenon of intensive migration of individuals has placed yet another demand on the indigenous culture. It is the need to cope with a short or long-term encounter with another – one or even several cultures. This is provided by the process of acculturation.

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12    Milan Nakonečný, *Sociální psychologie.* (*Social Psychology.*) (Praha: Academia, 1999), 45.

Acculturation processes are an inherent part of cultural change, but they can be observed throughout the history of human culture. These processes are conditioned by various factors: power, religion, ideology, technology, communication, etc. In the case of a prolonged coexistence and gradual fusion of two dominant cultures, a new socio-cultural system may gradually emerge, which exhibits new features and elements. Research shows that in many cases acculturation processes is a source of cross-fertilization between cultures, with cultures retaining their own specificities and identities. However, acculturation processes can also result in the disintegration of a culture, caused by the loss of cultural identity, or its gradual assimilation or merging with another, usually more dominant culture.[13] According to R. F. Murphy, acculturation is conditioned by prolonged, mutual contact between two or more cultures. He identifies as one of the most important acculturation phenomena "large-scale diffusion, which may occur through imitation of a politically superior group, sometimes for advantageous reasons, sometimes under duress."[14] From this perspective, acculturation can be understood as a process that is conditioned by the interpenetration of cultural elements and the migration of individual cultures across space and time. V. Soukup draws attention to the genesis of the interest of anthropologists, sociologists, and psychologists engaged in the research of acculturation processes. At the beginning of the last century, researchers paid attention to the study of cultural contacts between traditional, pre-literary societies and the more dominant, Euro-American civilization. Their focus was on processes of cultural change based on modifications, fusions, or assimilations of cultural values, patterns, and ideas in indigenous cultures. The attention of contemporary researchers is mainly concentrated on the analysis of the areas, nature, course and consequences of cultural contacts, while they also note the mechanisms of acculturation processes, the resilience of individual cultures, the degree of selection and modification of cultural elements, etc.[15] Acculturation processes in the current conditions of increasing integration of cultures are conditioned by the willingness of the members of one cultural unit to choose or to succumb to the demand to become part of another unit, that is,

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13    Robert Lawless, *Co je to kultura.* (*What is culture.*) (Olomouc: Votobia, 1996), 94-99.

14    Robert F. Murphy, *Úvod do kulturní a sociální antropologie.* (*Introduction to Cultural and Social Anthropology.*) (Praha: SLON, 2006), 207.

15    Soukup, *Sociální a kulturní antropologie.* (*Social and Cultural Anthropology.*), 96.

to share, voluntarily, spontaneously or compulsorily, its values, norms and ideas, personified in the way of life and the preference for certain cultural patterns.

K. H. Coleman has conducted a number of psychological studies, looking at the extent to which individuals can integrate into another group and at the same time adopt its culture, or remain immune to it and remain in their original culture. Based on research, he concluded that individuals can maintain their own culture while adopting another culture, thereby acquiring new competences. The gradual acquisition of another culture by an individual can be divided into three stages:

- alternation – respecting the intercultural elements without merging them,
- integration – interconnecting, linking cultural elements,
- fusion – the merging of cultural elements or the adoption and assimilation of a more dominant culture.[16]

V. Soukup summarized the results of empirical researches and divided the sequence of acculturation processes into five phases from the knowledge of social and cultural anthropology:

- Mutual confrontations of cultures gradually lead to mutual recognition of pros and cons.
- Acceptance of some foreign cultural contents and their selection with regard to their functionality and attractiveness.
- Adoption of these cultural contents into one's own cultural system.
- Simultaneous modification of one's own cultural system, based on recomposition, which is linked to the acceptance of some cultural elements and the elimination of others.[17]

The acculturation reaction, which is presented on the one hand by negative attitudes and rejection of foreign influences that defend the purity of one's own culture, and on the other hand it is a positive reaction characterized by attitudes by which individuals welcome both cultural change and innovation.[18]

Acculturation processes developed rapidly in the era of the so-called traditional mass media (periodical press, radio, television) and are developing even more rapidly in the era of digital media (internet communication platform). While the scope of the traditional media in terms of the influence of

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16  Soukup, *Sociální a kulturní antropologie.* (*Social and Cultural Anthropology.*).

17  Soukup, *Sociální a kulturní antropologie.* (*Social and Cultural Anthropology.*).

18  Soukup, *Sociální a kulturní antropologie.* (*Social and Cultural Anthropology.*).

inocultural elements on indigenous cultures was relatively easy to read, acculturation processes and their identification and analysis in the burgeoning era of digital media are becoming a rather opaque tangle of diverse cultural influences. This state of affairs is a consequence of the hitherto unprecedented speed of communication and the myriad information flows networking the infinite dimensions of internet space. In the era of digital communication, the reflection of Coleman's or Soukup's scheme of the process of gradual adoption of another culture by an individual becomes more complicated. Techno-technological innovations enable a new communication platform built on a closer relationship between communicator and communicant. This creates a pre-field for a greater application of enculturation and acculturation processes not only in socio-cultural but also in media reality, because they activate the recipients and enable their interactivity. J. Meyrowitz points out the aspect that social behavior and mass communication are not formed only on the basis of the confrontation of mediated contents and messages. According to him, the behavior of individuals is "to a large extent shaped and reshaped by the socially defined situations in which people find themselves. A given situation always contains a residue of individual variations. Its main content is the steadiness of the patterns of behavioral transformations that people reveal as they move from one type of situation to another".[19]

Thanks to the uniqueness of digital communication, there is also an infiltration of topics, content, and messages to all corners of the world. However, the consequence is that in the digital space it is more difficult to identify the clarity of infiltrations and influences of other-culture elements. It can be assumed that enculturation and acculturation processes in different cultural units have adapted to this situation and have created new configurations of the scheme of learning one's own culture and of communicating with other-culture influences.

Every person is part of different groups during their lifetime. The first group in which they finds themselves and learns to function is the family. In the family they acquire basic social habits, attitudes towards other people and

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19    Joshua Meyrowitz, *Všude a nikde. Vliv elektronických medií na sociální chování.* (*Everywhere and nowhere. The impact of electronic media on social behaviour.*) (Praha: Karolinum, 2006), 34.

the world, learn to communicate, to distinguish what is appropriate and what is not. Already in this social unit they can encounter multiculturalism. How a person behaves towards other cultures depends on their attitudes, stereotypes and prejudices, which they build up and acquire from a young age; in adulthood forming a fairly stable and permanent component of their personality. Stereotypes and prejudices are the ideas, opinions, and attitudes that an individual or group holds towards other groups. They may also be held towards themselves (in that case they are self-stereotypes). These views and attitudes are very stable; they are passed on from generation to generation and are very difficult to change.[20] The problem is that these are generalized evaluations that are applied to all members of a given ethnicity, nation or race, without judging a particular individual on the basis of his or her real characteristics.

Stereotypes are template perceptions or judgments of anything, e.g. things, processes, people, classes, nations, etc. For the most part they are not, but can be, the product of an individual's direct experience; they are often adopted and perpetuated by tradition.[21] A prejudice is an already emotionally charged, uncritically evaluated judgment, accepted by a group or individual. It has three components:

- cognitive – it manifests itself in stereotypical beliefs about the characteristics of other groups. These are shared within and between groups;
- affective – reflected in attitudes that express evaluations of groups;
- behavioral – manifested in concrete actions, often especially discrimination against groups.[22]

The result is usually negative action towards the objects of prejudice. The irrational basis of prejudice makes it resistant to rational argument and thus, to change. Change rarely occurs and usually only under the influence of very strong experiences or emotions. If someone is prejudiced against someone, it does not mean that they are discriminating against them. Discrimination only refers to negative actions towards a person or group.

Ethnic stereotypes and prejudices are a specific type of prejudice and are universal. This means that they are part of the attitudes and relationships of people all over the world, they are shared by the inhabitants of every country,

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20  Průcha, *Interkulturní psychologie. (Cross-cultural psychology.)*, 67.

21  Průcha, *Interkulturní psychologie. (Cross-cultural psychology.)*.

22  Průcha, *Interkulturní psychologie. (Cross-cultural psychology.)*, 67-69.

every nation.[23] As we have already mentioned, children develop their attitudes, and therefore, stereotypes and prejudices (including ethnic ones), in their primary environment, learning them from their parents and relatives. At the same time, they learn that they belong to a particular ethnic group, but also to a religious group, such as that of their parents. It is common for a child to automatically and uncritically adopt the prejudices of their parents. On the other hand, however, it is also true that they are often the victim of prejudice against their parents. The emergence of stereotypes and prejudices is also significantly determined by the type of socio-cultural environment and culture in which the family lives. On the other hand, an individual family's ethnic attitudes do not always have to correspond to the prejudices that prevail throughout a particular community. Parents then pass on their own versions of cultural traditions to their children.

The child will always behave in the spirit of family tradition. However, this can sometimes cause problems of acceptance in the home community. Every child naturally learns by imitation. They automatically adopt from their parents the models and patterns of behavior as well as the customs with which they identify. However, they are not aware of this imitation. They seek conformity to the atmosphere of the home, which provides the, with security as well as appreciation. If parents have a tolerant way of life and attitude towards others, their child is tolerant too. If they act superior and hostile towards certain or all groups, their child acts that way too. The child gradually gains life experience with different groups and environments. This brings encounters with other cultures and peoples into their life. Consequently, experience by experience, they develop their own attitudes, which may or may not reinforce family attitudes.[24] In the early years, the child does not yet have enough experience and strength to challenge the value attitudes of their parents. Even if they generally adapt to them, it may happen that they begin to distrust them, to doubt them. In adolescence, they may already reject the "family" attitudes completely, which will manifest itself, for example, in open rejection, protest and rebellion (e.g. in a family where there are hostile attitudes towards the Roma community, they

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23 Průcha, *Interkulturní psychologie.* (*Cross-cultural psychology.*).

24 Author's note: No child is born with prejudices. He will always acquire them. And it acquires them mainly in the fulfilment of its own needs, even though the development of its personality is always related to the structure of a given society.

will bring home a Roma friend, etc.). Thus, in adulthood, children's attitudes and behavior may be at odds with their parents' ethnic attitudes.

Ideas and attitudes are not only transmitted directly, they can also be built up by the way of upbringing. For example, in the family where prevails such an atmosphere that sets the development of individual family prejudices; if parents demand strict discipline, threaten, etc., the child develops suspiciousness, fear and hatred, which they may later transfer to weaker or minority groups. They compensate for their feelings and experiences. G. W. Allport points out that children who are treated too harshly and are severely punished or constantly criticized are more likely to grow up to be people for whom group prejudice plays a significant role. Conversely, children from families with a more relaxed atmosphere full of security and love will be tolerant.[25]

Research shows that a child first notices racial difference when they are two and a half years old, and between the ages three and four are able to distinguish between and are interested in ethnic or racial groups.[26] The first indication of racial awareness is primarily the sensory experience that someone's skin is white and someone's skin is colored. Such difference automatically arouses curiosity and interest in the child. It is the child's natural behavior – to explore the world. The problem is if their experience begins to be reinforced from the external environment by fear of the unknown, or may even be associated with the words "clean" or "dirty" in a negative sense. Which type of skin the word "clean" is applied to and which "dirty" is applied to may depend on the cultural milieu theu grow up in.[27] On the other hand, children at this age are learning to follow hygiene habits, so in our cultural environment they often associate skin color more with hygienic cleanliness – washed, clean hands are white, after playing outside there is dust and mud on the hands, they are darker and are referred to as dirty. According to G. W. Allport, children of color are generally more race conscious than white children. Four-year-olds are generally curious, perceive differences between racial groups, and are interested in them. In the next stage of development, the child begins to encounter emotionally negatively charged, pejorative

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25  Gordon Willard Allport, *O povaze předsudků.* (*The Nature of Prejudice.*) (Praha: PROSTOR, nakladatelství s. r. o., Praha, 2004), 321-322.

26  Allport, *O povaze předsudků.* (*The Nature of Prejudice.*), 324-325.

27  Allport, *O povaze předsudků.* (*The Nature of Prejudice.*), 323-325.

words referring to races and people, even if they do not know exactly what the word means. For example, the words dirty, jerk, nigger, gypsy, etc., are said to be a linguistic precedent in the child's cognitive development. First, they develop an aversion to a word whose meaning they do not know. Later, when they learn about the meaning of the word, they transfer this aversion to the object that the word denotes without having had any experience of it. Since they know that this word-symbol is associated with a negative emotion, they start using it to release their inner negative pressure without being aware of the consequences of their verbal behavior. On the other hand, the child sometimes experiences a situation where others scold them. They feel hurt and often cry while doing so. In their development, it still takes several years before they are able to fully realize that swearing is not just a word, but has a much deeper meaning and a relevant socio-cultural message attached to it. Between the ages six and seven, a child will often spontaneously choose a teammate of a different race or ethnicity to play with, or will sit down with them at school without any problem. However, this friendliness is lost between the ages eight and nine. This period in development is characterized by a strong in-group inclination. Children's talks during play are often full of prejudice. They know the categories of groups of people, they have learned to underestimate and condemn people, yet it is all only in the verbal plane. Children swear at Gypsies, Chinese, and Vietnamese, speak negatively about them, and ridicule them. Paradoxically, they treat them democratically; they play with them without any problems. In school, they are encouraged by the educational and socio-cultural system to speak democratically. A child, to be accepted by society, must claim to regard all races and all creeds as equal. Their behavior gradually changes and evolves. By the age of around twelve, the phenomenon can already be observed in the child that, although they verbally accept other groups, races and minorities in public, in reality they behave in a hostile, superior way towards them. At this age, prejudice is already a primary influence on behavior. Gradually, however, democratic norms begin to influence the child. By adolescence, prejudice ceases to be absolute. Attitudes are supplemented with arguments to make them more logical and acceptable; the tendency to totally reject and over-generalize disappears. Around the age of fifteen, children often already intensely imitate the patterns presented by

adults. Depending on the circumstances, their behavior changes situationally, influenced by prejudice or democratic rules.[28]

Ethnic attitudes are formed in children not only by adopting patterns from adults. During adolescence, the child forms their own prejudices, as well as other views that correspond to their own personality (ego). According to G. W. Allport, this can happen:

1. By conditioning – an unpleasant experience of a person leads to such a generalization that all members of a given group are as bad, unpleasant as the initial experience with them, the person forms a prejudice not against a particular person, but against the group as a whole.

2. Selective perception and reasoning – the negative experience and the subsequent generalization start the process of selective perception and reasoning in subsequent similar situations.

3. Learning through submission – one tends to form ethnic attitudes adapted to the value system that prevails, that is, one's own self-image.[29]

4. Through the need for status – one expresses oneself towards other races and minorities because there is a social expression of the need for recognition, class, and caste.[30]

Despite the fact that a person's attitude towards other nations and nationalities is mostly formed in childhood and their attitude towards other cultures may be influenced by stereotypes and prejudices, they may re-evaluate and change their attitudes later in life on the basis of personal experience. In today's globalized world, the migration of people for work to different countries around the world has become a standard solution to both the needs of employers and the labor market problems of some countries with rapidly ageing populations. In order to eliminate potential conflicts and for different cultures to learn to coexist, it is beneficial to know the patterns of development and cultivation of sensitivity to intercultural issues. These processes are explained by M.

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28  Allport, *O povaze předsudků.* (*The Nature of Prejudice.*), 324-345.

29  Author's note: In addition to the culturally conditioned reasons why prejudice arises, there are many personal reasons why it arises. It may be a sense of insecurity, fear, guilt, primal trauma or family patterns, or even innate temperament. In all these cases, specific ethnic attitudes arise.

30  Allport, *O povaze předsudků.* (*The Nature of Prejudice.*), 333-341.

Bennett's six-stage model.[31] The essence of the model is that there are six basic attitudes towards a foreign culture. These are built, on the one hand, on the pitfalls of ethnocentrism. On the other hand, it is an ethnorelativist approach based on a positive attitude towards difference. The first three areas relate to the pitfalls of ethnocentrism. Ethnocentrism is based on the assumption that our own culture is the most important and has three manifestations: ignoring cultural differences, negatively evaluating them, and downplaying and underestimating their importance. The first of these, ignoring cultural differences, means that there is a disregard, non-acceptance, or even denial of the different expressions of other cultures, a ridiculing of them, which can end in intense efforts to physically isolate and marginalize them. Sometimes this can even lead to the formation of ghettos, which represent urban separation into separate areas. For society, such physical separation is the easiest solution to get rid of the problem and a quick way to displace another culture. As a consequence, barriers are further deepened and tensions between the two cultures are often heightened. In addition to physical isolation, mental barriers can hinder the acceptance of another culture. One of these is insensitivity to and downplaying of distinctive cultural differences. The most common forms of non-acceptance of another culture are the so-called soft forms of non-acceptance. For example, when they meet members of another culture, they do not speak to them, they do not make contact, they do not notice colleagues from another country, and they do not take care of them and do not help them. In communication, for example, if a foreigner has beneficial but different views than the dominant group, they do not appreciate or support them. The second pitfall in encountering another culture is that one is aware of the differences but evaluates them negatively. This can happen in several ways: by denigrating, slandering, and shaming members of the other culture, singling out one culture at the expense of the other, and placing oneself above the other culture, which can result in hostile behavior or racism. This is based on stereotypes and prejudices based on the perception of other cultures as inferior. One's own nation, people of a certain faith or profession, or gender group, is seen as something more, something more capable. Such attitudes can be observed in all age, gender,

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31   M. Bennett, in Philippe Rosinski, *Koučováni v multikultúrnom prostredí. Nové nástroje využití národních, firemních a profesních odlišností.* (*Coaching Across Cultures. New Tools for Leveraging National, Corporate and Professional Differences.*) (Praha: Management Press, 2009), 53-65.

and educational groups. It can be manifested not only by underestimating and insulting other cultures, but also, on the contrary, by disproportionately praising them, even in relation to one's own. This is a more subtle form of negative evaluation, but still dangerous. Ethnocentrism can also be manifested by being aware of cultural differences but downplaying them and underestimating their importance. In communication, this often looks like focusing on the commonalities shared with another culture, highlighting them, and thus suppressing the focus on the differences, downplaying them and making light of them. A common mistaken stereotype is that one projects one's values, norms, and beliefs onto other people. They assume that, what is important to them, other people also consider important. They fail to recognize that people have different motivations, priorities, as well as habits and values. There are other approaches to dealing with strangers and attitudes towards their differences. If a person displays what is called an ethnorelativist approach, they see cultural differences as self-evident and inevitable and believe that each person can have a different view of the world and of how it works. The essence of this approach is that it does not see differences as a threat and is interested in learning as much as possible about them. With this attitude, one is aware of and accepts cultural differences, shows respect for them, and values them at all levels of culture – artefacts and creations, or values and norms. Respecting differences at the level of the inner layers of culture, as well as for the person individually, can be very challenging. After all, one can easily walk around museums, admire historical and cultural artefacts, taste food and drink, but accepting someone else's beliefs and values is not so easy from a psychological point of view. There is also a significant difference between cultures in how they communicate with each other. Some cultures are typically explicit, that is, they communicate explicitly, that is, openly, directly, clearly, understandably, and unambiguously. Conversely, other cultures are characterized by implicit communication. There, the communicator expresses indirectly, covertly, and the receiver has to learn to read meanings between the lines, from the context and from various non-verbal cues.

What people very often experience when a foreigner, or a larger community of foreigners, enters their territory, or their personal, individually significant territories, is the fear that they will adapt to the foreign culture, succumb to its customs and rules, and that their own values and customs will take a back seat and disappear. Acceptance of another culture, however, does not necessarily

imply adoption. If one respects another culture, one does not give up one's own, but respects its distinctive characteristics without being guided by them in one's own life. Nor does it mean unquestioning acceptance of all the values and rules of another culture. It is natural to reject views that promote racism, xenophobia, or anti-Semitism. Adapting to another culture is another way.[32] Adapting to another culture is often a difficult process because it requires one to leave one's comfort zone. Very often heone has to leave one's own standard patterns of behavior, be open, listen, use new patterns of behavior, and look at things from a new perspective. Adaptation does not mean assimilation. Adaptation is the perception of both cultures as equals, exploiting the potential of both cultures and the synergistic effect of the two differences. It is a temporary shift of perspective, adapting behavior in situations where it is necessary. In assimilation, one gives up one's own identity and absorbs the new culture, eliminating differences and ignoring, even suppressing, differences. The final type of attitude towards a foreign culture is the integration of cultural differences. Integration means that these views and attitudes are built deeper into the personality structure as certain different frames of reference for viewing a situation. One can use these mental filters and work with them effectively. This requires certain knowledge, but also personal and mental maturity and life experience. One can analyze and evaluate different situations from one or more cultural perspectives. In sensitizing oneself to other cultures, intellectual understanding alone is not enough. Accepting other worldviews requires a great deal of empathy, emotional and intellectual processing. One must accept them without feeling that this compromises one's integrity. One needs to learn to experience and behave openly and to instinctively play with and use different cultural perspectives.

Attitudes and prejudices are very difficult to change. A sufficiently strong secondary pattern of behavior must be provided that is more attractive than the primary one and is reinforced over the long term by the socio-cultural environment. According to G. W. Allport, under certain conditions, contact between

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32  Author's note: This tends to be the case, for example, in multicultural marriages. The woman marries a foreigner, they can stay to live in her home country, but she adopts the culture of his country and family. But it can also be the other way around and the man accepts the culture of his wife and her family. Another example is when a foreign employer operates in the country. In the factory, most of the time, the management of the parent company (at least in the first years, when the processes are being set up, the company culture and working standards are set according to the customs in force in the parent company.

racially or ethnically different groups can reduce the prejudices operating in those groups. The conditions are: the groups' identical status, voluntary contact, cooperation for a common goal, and the contact is supported by superior institutions.[33] The knowledge of the above rules of sensitization of perception and contact with other cultures can bring to the managed communication between different cultures a corrective experience, a better use of individual differences as well as new forms of coexistence. The mass media, both traditional and new, can also help in all this, as they still have considerable power in creating an image of the world and the principles of existence in it.

In the microeconomic perspective, migration is seen like an investment that increases the productivity of human resources. The subject is an individual who stale calculates on the benefits and losses associated with migration. It is obvious that this individual tries to maximize its profit. On the other hand, from a macroeconomic perspective, migration is perceived as a flow of production factors. Migrations, apart from being understood as factor mobility, are presented as an opportunity to as an opportunity to equalize inequalities in markets or differentiate wage rates in participating countries. This approach is used in the model of E. Heckscher – B. Ohlin, in which trade occurs because countries are not equally equipped in factors of production.[34]

J. Cabańska[35] in her work, citing many authors, reviews economic theories of migration, pointing to the classical theory as the earliest developed. According to this theory, migration is the movement of workers in the labor market and is considered a means to achieve economic balance. The migrant is identified with the stabilizing factor of labor markets. The following assumptions form the basis of the classical theory:

- the migrant seeks to maximize income;
- the migrant has knowledge of the benefits he can achieve;
- workers have the same skills and needs;
- there are no barriers to migration.

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33  Allport, *O povaze předsudků.* (*The Nature of Prejudice.*), 528.

34  Eli F. Heckscher, *Sveriges ekonomiska historia fran Gustav Vasa*, in: Judyta Cabańska, „Uwarunkowania migracji ludności na jednolitym rynku europejskim". (Phd diss., Uniwersytet Ekonomiczny w Poznaniu, 2015).

35  Cabańska, „Uwarunkowania migracji ludności na jednolitym rynku europejskim", 40-49.

A. Lewis[36] stated that migration flows occur between sectors of the economy. The modern sector absorbs workers from the traditional sector, which results in lower wages. Developing faster, this sector causes modernization of the traditional sector. Referring to the concept of economic sectors in the international market, migration occurs from less developed to more developed countries. When there are free flows, both the sending country and the receiving country are affected, resulting in a balance of benefits through reduced unemployment and increased wages in the sending country. When there is an increase in the phenomenon of labor supply in the receiving country, there is a reduction in wage growth, which consequently slows down the dynamics of migration as the wage conditions of workers become similar.

At the macroeconomic level, neoclassical theory indicates that migration is a response to wage differentials resulting from differences in demand and supply of labor.[37] At the microeconomic level, it states that people's decisions to move to another country are the result of their individual cost-benefit calculations. According to O. Stark,[38] the reduction of poverty risk and the associated income diversification is an incentive to emigrate.

The labor migration theory of R. A. Mundell assumes that the decisive influence on migration is the number of foreigners in a country. Migration determines the growth of the total output of the accepting countries.[39] The dual labor market theory determines the motive, which is the persistence and increase in demand for the participation of foreigners in the labor market, which is determined by its segmentation and demand in emigration destinations. The theory determines that there is a permanent shortage of workers in low-paid occupations, associated with the reluctance of employees of the

36   W. Arthur Lewis, *Economic development with unlimited supplies of labour*, (The Manchester School of Economic and Social Studies, 1954), 139-191, in Cabańska, „Uwarunkowania migracji ludności na jednolitym rynku europejskim".

37   Michael P. Todaro, *Internal migration in developing countries*, (Geneva: International Labour Office, 1976), in Cabańska, „Uwarunkowania migracji ludności na jednolitym rynku europejskim".

38   Oded Stark: The Migration of Labor, (Cambridge: Basil Blackwell, 1991), in Cabańska: „Uwarunkowania migracji ludności na jednolitym rynku europejskim", 43.

39   Cabańska, „Uwarunkowania migracji ludności na jednolitym rynku europejskim", 43-45.

country concerned to work in them. Foreigners stabilize the economy through their presence.[40]

Based on the duration of migration, the following types of migration are distinguished:

1. Permanent, accompanied by the intention to stay forever;
2. Periodical – temporary, accompanied by the will to return to the country of origin;
3. Seasonal, which are short-term trips for economic purposes;
4. Circular, connected with movement from the place of residence to the place of work in another country.[41]

Migrations can also be divided into: individual and group, spontaneous and deliberately prepared, legal and illegal, self-initiated and forced, internal and external, intra-continental and intercontinental.[42]

## Summary:

- An ethnicity is a community of people who share a common racial origin, usually a common language, and share a common culture, and is usually

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40  Michael Piore, *Birds of passage: migrant labor in industrial societies*, (Cambridge: Cambridge University Press, 1979), 54, in Cabańska: „Uwarunkowania migracji ludności na jednolitym rynku europejskim", 43-46.

41  Cf. Andrzej Maryański, *Migracje w świecie*, (Warszawa: 1984); Marek Okólski, „Współczesne europejskie migracje międzynarodowe a dynamika procesów integracyjnych", *Studia Socjologiczne*, no 1 (2001), 11-16; Piotr Kraszewski: *Typologia migracji,* in Wojciech J. Burszta i Jacek Serwański eds., *Migracje – Europa – Polska*. Red. (Poznań, 2003), 27-29; Hieronim Kubiak, Krystyna Slany, *Migracje*, in *Encyklopedia socjologii*. V. 2, (Warszawa, 1999), 243-249; Jan E. Zamojski, *Migracje po II wojnie światowej* in *Migracje 1945-1995. Migracje i społeczeństwo*. V. 3, (Warszawa, 1999), 7-20; Andrzej Kwilecki: *Ruchy migracyjne ludności w Polsce Ludowej. Stan i potrzeby badań*, in *Z pogranicza problematyki narodowej i międzynarodowej. Studia i szkice*, (Warszawa, 1982), 38-61, in Andrzej Sakson, „Migracje fenomen XX i XXI wieku", *Przegląd Zachodni*, no. 2 (2008), 12.

42  Cf. Antoni Furda, Włodzimierz Wysoczański eds., *Migracje: dzieje, typologia, definicja*, (Wrocław, 2006); Mikołaj Latuch, *Demografia społeczno-ekonomiczna*, (Warszawa, 1985); Ewa Polak, Joanna Leska-Ślęzak eds., *Procesy migracyjne w kontekście przemian kulturalno-cywilizacyjnych*. (Pelplin, 2007); Andrzej Sakson, *Migracje w XX wieku* in Maciej Salamon, Jerzy Strzelczyk eds., *Wędrówka i etnogeneza w starożytności i średniowieczu*, (Kraków, 2004), 441-456; Ewa Jaźwińska, Marek Okólski eds., *Ludzie na huśtawce. Migracje między peryferiami Polski i Zachodu*. (Warszawa, 2001), in Andrzej Sakson, *Migracje fenomen XX i XXI wieku*, 12.

developed to the level of a nation. An ethnic group refers to a community that has not developed to the level of a nation (Roma, Lapps). Ethnicity is the manifestation of an individual's or group's consciousness of belonging to a particular ethnicity. Ethnicity consists of objective components (e.g. territory, language, etc.) and subjective components (attitudes, customs or value system). In practice, ethnicity is often identified with the category of nationality (e.g. in censuses).

- Race is a biological-anthropological concept. It encompasses a large group of people with similar physical characteristics that are hereditary and formed by the influence of the natural environment. The original geographical distribution has been significantly altered by historical developments and the displacement of members of races to other areas. Historically, long-standing perceptions of racial differences have led to the development of relatively stable socio-psychological stereotypes and attitudes. Sometimes, a society experiences rejection or prejudice against another race. When such an attitude develops into action in the form of hostile activities, discriminatory and aggressive behavior towards members of another race, it is defined as racism.

- The notion of nation is defined as a specific and political community, whose formation is most influenced by a common history and territory. A nation is characterised by its culture, which consists of a written language, a religion, a shared historical experience; a political existence and a shared psychological consciousness of belonging to a particular nation. A nation in the political sense is a collection of citizens of a particular state. Nationality is most often understood as an individual's belonging to a particular nation or ethnic group.

- To function in a culture, an individual needs to learn its values and rules. The means of disseminating the desired patterns of behavior and thinking to the members of the society is the process of socialization. In cultural anthropology, this is designated by the term "enculturation." On a broader scale, transcending the boundaries of individual cultures, the term "acculturation" has become established.

- The importance of enculturation in the process of an individual's integration into the social system is relevant because it is only through this process that the individual acquires the ability to communicate, understand and think within the concepts and processes of the culture in question, which

conform to its established rules. Through the process of enculturation, individuals are able to meet the demands and complex conditions of the cultural environment in which they live.

- During the course of one's life, one comes into contact with different cultures and eventually becomes part of them for a shorter or longer period of time. It is also true that at certain moments two cultures, represented by larger groups, come into contact with each other. Acculturation processes are an inherent part of the cultural changes that can be recorded throughout the history of human culture. These processes are conditioned by various factors: power, religion, ideology, technology, communication, etc. In many cases, acculturation processes are a source of cross-fertilization between cultures, with cultures retaining their own specificities and identities. In the case of longer-term coexistence and gradual fusion of two dominant cultures, a new socio-cultural system may gradually emerge. However, the disintegration of a culture, caused by the loss of cultural identity, or its gradual assimilation or fusion with another, usually more dominant culture, may also be a consequence.

- Family is the first group in which a person acquires basic social habits, attitudes towards other people and the world, learns to communicate, to distinguish what is appropriate and what is not. How they behave towards other cultures depends on the attitudes, stereotypes and prejudices that hthey build and acquire from a young age, which form a relatively stable and permanent component of their personality in adulthood. These views and attitudes are transmitted from generation to generation and are very difficult to change. They are generalized evaluations that are applied to all members of a given ethnicity, nation or race, without judging any particular individual on the basis of their actual characteristics.

- Stereotypes are template perceptions or judgements of anything, for example, things, processes, people, classes, nations, etc. For the most part they are not, but can be, the product of an individual's direct experience; they are often adopted and perpetuated by tradition. A prejudice is an already emotionally charged, uncritically evaluated judgment, accepted by a group or individual. Change rarely occurs and usually only under the influence of very strong experiences or emotions.

- Ethnic stereotypes and prejudices are a specific type of prejudice and are universal in nature. Children develop them in their primary environment,

uncritically acquiring them from their parents and relatives. At the same time, they learn that they belong to a particular ethnic group, but also to a religious group like that of their parents. The emergence of stereotypes and prejudices is also significantly determined by the type of socio-cultural environment and culture in which the family lives. During adolescence, the child forms their own prejudices, as well as other views that correspond to their own personality (ego).

- In order to eliminate potential conflicts and to build the capacity for coexistence of different cultures it is beneficial to know the laws of development and cultivation of sensitivity to intercultural issues. Bennett's six-stage model of the development and cultivation of sensitivity to intercultural matters also speaks to possible ways of adaptation. Its essence is the six basic attitudes towards foreign culture. The first three are built by the pitfalls of ethnocentrism, the basis of the other three is an ethnorelativist approach based on a positive attitude towards difference. The first attitude is ignoring cultural differences, denying their different manifestations and ridiculing them. The second attitude is based on the fact that one is aware of the differences of another culture but evaluates them negatively. The third attitude is related to the fact that one is aware of cultural differences but downplays, underestimates and denies them. The second three attitudes are related to the fact that one does not perceive cultural differences as a threat, but is interested in learning as much as possible about them. The first positive attitude is one of acceptance of another culture. One is aware of and accepts cultural differences. Another attitude is that one can adapt to another culture. With the latter, one must learn to see both cultures as equal and to use the potential of each. The last type of attitude towards a foreign culture is the integration of cultural differences. One can analyze and evaluate different situations from one or more cultural perspectives and can also work effectively with these mental filters. This requires not only certain knowledge, but also personal and mental maturity and life experience.
- Attitudes and prejudices are very difficult to change. For the change process to succeed, a sufficiently strong secondary pattern of behavior must often be provided that is more appealing than the primary one from the family and is reinforced by the socio-cultural environment. Accepting other worldviews requires a great deal of empathy, emotional and intellectual processing. One

must accept new perspectives without feeling that it compromises one's integrity. An individual needs to learn to communicate and express feelings openly, as well as to instinctively entertain - different cultural perspectives. Knowing the rules of sensitizing perception and contact with other cultures can bring a lot of benefits into controlled communication between cultures. These include a corrective experience, a better use of individual differences, as well as new forms of coexistence. The mass media, both traditional and new, can also help in all this, as they still have quite a lot of power in creating an image of the world and the principles of existence in it.

# Migration – Communication Opportunities of the Media – Example of Slovakia

Media production is very important for society because it has a significant impact on the perception of the socio-political situation, attitudes towards it, moods in society, what people consider right and wrong, and also how they behave in general. At the same time, the media very significantly shape the culture of a society, its values, norms, and standards. Last but not least, they create stereotypes, which in turn influence the perception of the media production itself, the information presented, media messages, and the overall view of society. In the present chapter, the important functions of media communication are formulated in the introductory section, followed by defining the characteristics of individual media with emphasis on their means of expression and effectiveness of their use, as well as specific media formats. In the following section, the results of relevant research on the portrayal of the topic of migration in the media and the resulting recommendations for the effective communication of this topic are presented. Our research and its results are also presented in this section. It concludes with systemic recommendations for presenting the topic of migration in the media in a way that broadens awareness of other cultures, models cooperative relationships, and promotes the conditions for an open and tolerant multicultural society.

The media and media communication play a very important role in a person's life; accompanying him from prenatal life until the end of his life. It is practically impossible to avoid media. At every stage of life, they have a different function and the time spent in contact with them is also varied. They are, however, a crucial means of forming a mental model of the world. People encounter media content both intentionally and unintentionally, in its various forms. General principles apply to all types of media communication. Media content has both positive and/or negative effects on individuals and the whole society. Positive ones include: the general progress in the availability of information and the speed with which news is conveyed (almost everyone, almost everywhere can learn anything), the opportunities it provides – participation

in social life and culture, broad-based education, helping individuals to make important decisions, providing examples of good practice, exposing evil, drawing attention to various dangers, facilitating wide-ranging dialogue, the dissemination of tried and tested good models, the strengthening of economic, political and intellectual development. The negatives are: the possibility of political and ideological manipulation, creation of a distorted reality (media reality), emergence of dependence on pleasure and entertainment, formation of secondary cultural and intellectual illiteracy, obscuring of ethical norms, weakening of the ethical basis and responsibility, weakening of social and family ties, which is replaced by, for example, weakening of the community in front of the television, making it difficult and impossible to critically evaluate persons, institutions and ideas in the light of their presentation in the media, dissemination of bad life models, attitudes, false authorities, persuasion of unavoidable needs and desires.[1]

The ability to process incoming media stimuli, to take advantage of them or to resist them, depends on the individual's personal disposition (intellect, abilities, qualities and their level of development), on personal maturity, stereotypes, attitudes, values, as well as on his/her media and non-media experience. Media production is very important for the society because it influences the perception of the socio-political situation, attitudes towards it, moods in society, what people consider right and wrong, and also how they behave in general. At the same time, the media very significantly shape the culture of a society, its values, norms, and standards. Last but not least, they build media stereotypes in the recipients. Their impact depends on the diversity of media supply (dual system) and its availability, the possibility of freedom of expression, the quality of media production, the education and maturity of the nation and its readiness to perceive media content (media literacy). G. Lipovetskyi notes that today's media sphere is characterized by an ecstasy of speed and immediacy, many events and little depth. He adds that the culture of stories is being followed by the culture of movement, ithat is, the lyrical culture is being replaced by the kinetic culture, based on moments of surprise and a flood of images, on the effort to constantly present an immediate sensation, as if media time were already presenting only a sequence of moments that are in competition with

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1    Maciej Iłowiecki, Tadeusz Zasępa, *Moc a nemoc médií.* (*The Power and Weakness of the Media.*), (Bratislava: Typi Universitatis Tyrnaviensis, 2003), 16-17.

each other. Instead of receiving the meaningful, one empties oneself, breaking up in a multitude of contents, all for the mere pleasure of change. The essential thing is not to leave the viewer in peace, to come up with something else all the time. The fashionable fast rhythm of media content has caused alienation – it has established simplification, distance with a look of amusement.[2] This often results in the downplaying and simplification of topics important for the life of society, a superficial approach to their solution, which gradually translates into public opinion and the values of society.

Mass media perform the following important functions in society:[3]
- *informational and educational* – the media provide information about events and conditions of life, as well as about the current distribution of power and the organization of power relations; they ensure the dissemination of knowledge; they facilitate adaptation to change by promoting various innovations and progress. This media-mediated knowledge and information is considered to be true (not fictional) accounts of the world. The knowledge and information given by the media is considered to be true (not fictional) representation of the world. They are a form of testimony; there is a trust between the journalist and the percipient, whereby the percipient believes that the knowledge presented is not fiction;
- *socializing* – the media comment on and explain the meaning of events, valid social relations and information, participate in the promotion of authority and social norms, co-create consensus and establish a sequence of priorities;
- *ensuring the continuity of society* – support prevailing cultural patterns, including the emergence of subcultures and new directions in the development of culture;
- *entertaining* – they offer suspense, amusement or distraction, they are a means of relaxation and a source of weakening social tension;

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2    Gilles Lipovetskyi, *Ríše pomíjivosti.* (*Empire of impermanence.*), (Praha: PROSTOR, 2010), 311-313. See also: Zora Hudíková, Hana Pravdová, "Current trends in journalistic practice". *Sovremennyj diskurs-analiz,* no. 2 (26) (2020), 26-33.

3    See: Jan Jirák, Barbara Köpplová, *Médiá a společnost.* (*Media and society.*), (Praha: PORTÁL s.r.o., 2003), 44; Jan Jirák, Barbara Köpplová, *Masová média.* (*The mass media.*), (Praha: Portál s. r. o., 2009), 112-113; also Marshall McLuhan, *Jak rozumět médiím.* (*How to understand the media.*), (Praha: Mladá fronta, a.s., 2011); Ignacio Ramonet, *Tyranie médií.* (*Tyranny of the media.*), (Praha: Mladá fronta a.s., 2003).

- *persuasive* – they agitate for socially significant goals, through agenda-setting they determine perceptions and judgements of what is and is not relevant (e.g. in the field of politics, economics or ecology), they influence the dominant value orientation of society.

In our opinion, but also in the opinion of other authors,[4] due to the prevailing commercialization and globalization of media production, as well as in terms of satisfying the individual needs of percipients, the functions of media production are currently dominated mainly by *information and entertainment.* The percipient expects the journalist to do the basic work of gathering and processing information for him, that is, to follow what is happening in society at home and abroad, to study everything, to review it thoroughly, to select the most important information and to process it into the simplest possible form that can be communicated to him in a comprehensible way. It is important to observe two basic principles – usefulness and attractiveness of the information for the percipient. Nowadays, when the recipient is "overwhelmed| by the amount of true and false information, it is difficult for him to navigate through it and therefore he relies on the medium he trusts. At the same time, the audience today is primarily entertainment-oriented. H. Pravdová states that |current media production is saturated with genres whose primary task is to entertain and please the 'soul' of the percipient. Although the phenomenon of entertainment has been one of the hallmarks of human culture from its beginnings to the present day, the individual has never been exposed to as many pleasures as he/she is today."[5] She points out that perceived media reality is of a better quality for percipients than the one in which they exist, because they are largely confused and disgusted by the surrounding social reality.[6]

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4   For example: Hana Pravdová, *Determinanty kreovania mediálnej kultúry.* (*Determinants of media culture creation.*), (Trnava: Fakulta masmediálnej komunikácie UCM v Trnave, 2009); Jan Jirák, Barbara Köpplová, *Médiá a společnost.* (*Media and society.*); Marshall McLuhan: *Jak rozumět médiím.* (*How to understand the media*); Maciej Iłowiecki, Tadeusz Zasępa, *Moc a nemoc médií.* (*The Power and Weakness of the Media.*) and other.

5   Pravdová, *Determinanty kreovania mediálnej kultúry.* (*Determinants of media culture creation.*), 293-294.

6   Pravdová, *Determinanty kreovania mediálnej kultúry.* (*Determinants of media culture creation.*), 331.

Both key functions – informing and entertaining – are strongly represented in the thematic composition and in the specific media content.

From the point of view of society, the functions of socialization and preserving the continuity of society are particularly important. The media[7] serve as a summation of models, providing percipients with important patterns and behavioral models. Particularly in childhood, people consciously, but mostly unconsciously, adopt from them values, priorities, cultural patterns, behavioral models that are tied to different social roles. Thus, they help to shape each person's behavior and to create in him a mental model[8] of the world as a kind of internal representation of the external world with all its relations. This is created not only by stimuli, but also by imagination, intuition, and interpretation, that is, it is a creative processing of stimuli. In the later period it brings one models about different cultures, new knowledge and situations connected with the development of society. This helps a person to adapt to new life and communication situations. T. Kollárik emphasizes that during the course of life, in the course of cohabitation with other people, a person enters into many relationships, which have different levels, different quality, severity, social framework, and durability. The essential feature of forming and ongoing relationships is that they take place in an organized social environment, that is, an environment that has its own structure, norms and dynamics, which presents itself as a social system. The media environment is a stimulating environment for the formation of interpersonal relations and an important

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7    Author's note: Television, in particular, as a medium that affects both the senses of sight and hearing, is still one of the most watched media, despite the expansion of the Internet. And although the Internet is one of the most expansive media today, we see it as a channel through which traditional media content - the content of print, radio and television media - also reaches the recipient.

8    Author's note: Imrich Ruisel, Zdena Ruiselová understand mental model as a psychic representation with a predominance of thought processes. They consider the representation as both a process and a result, which is a mental image, as well as complex thought constructs (models). According to them, media representations are a stimulus for the creation or completion of mental models of events, their course, and the facts that accompany them. The quality of perception and thought processing of the information offered is subsequently reflected in the quality of the mental models, which in some cases have a simplified form, are abbreviated and their image in memory may be distorted. Therefore, the image of the same event may be different for different recipients. Imrich Ruisel, Zdena Ruiselová in *Psychológia médií.* (*Psychology of media.*) Elena Hradiská, Samuel Brečka, Zbyněk Vybíral, (Bratislava: Eurokódex, 2009), 309.

part of the social system.[9] In media products, social ties (both real and ideal) are reflected and thus certain models (patterns) of behavior are created for the audience, which spread very quickly and massively among the audience, being a part of socialization. On the other hand, through the redundant production of media content (news, journalism, entertainment, and artistic production) presenting both real and created relations, the social system of a given society is formed and determined. Both global and local media products have an impact.

The media have a great power and effect on the public also because they can target content that can become issues in society; when communicated they can potentially have a great impact on the development and events in society. The European Commission's National Report on the European Union Public Opinion Survey Standard Eurobarometer 84, presented in autumn 2015, states that television is the most widely used medium in Slovakia. Up to 80% of respondents watch television daily or almost daily. It is watched to a higher extent by older respondents (93% of respondents aged 55+ watch TV daily or almost daily). Radio is listened to daily or almost daily by 56% of respondents. As with television, it is listened to a greater extent by older respondents. Print is the least frequently followed medium in Slovakia (19% of respondents read press daily or almost daily). Older respondents and people with a university degree read newspapers more often than the European Union average. The internet is used daily or almost daily by 53% of respondents in Slovakia. Younger respondents aged 15–24 use it to a higher extent (91%).[10] These results confirm long-standing trends in audience habits, namely that television and the internet are the most popular and that printed newspapers are losing their audience.

The media make a significant contribution to shaping public opinion on a variety of issues. By following several media outlets, it is possible to get an overview of the climate of opinion. Interpersonal communication, which is also

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9   Teodor Kollárik a kol., *Sociálna psychológia.* (*Social Psychology.*), (Bratislava: Univerzita Komenského, 2008), 21-22.

10  "Štandardný Eurobarometer 84: Národná správa VEREJNÁ MIENKA V EURÓPSKEJ ÚNII SLOVENSKÁ REPUBLIKA. Prioritné témy na rok 2015: občianstvo v EÚ, využívanie médií v EÚ, zamestnanosť a rast, podpora Eura a energetická únia. (Standard Eurobarometer 84: National Report PUBLIC OPINION IN THE EUROPEAN UNION SLOVAK REPUBLIC. Priority themes for 2015: citizenship in the EU, media use in the EU, jobs and growth, support for the Euro and energy union.)", accessed October 17, 2021, https://www.partnerskadohoda.gov.sk › data › files.

a disseminator of the topic in question, is related to it.[11] The media reinforce existing opinions by repeatedly publishing them and, moreover, by creating a climate of opinion, they can also influence changes in these opinions and attitudes. However, a change in public opinion can also be achieved by a minority with a different opinion, by creating its own mass media and thus expanding its sphere of influence. The interest in knowing the opinion of the majority and joining it or, on the contrary, remaining with the minority despite everything, stems from the social nature of mankind. A change of opinion in the percipient may also be the result of the majority opinion losing its persuasiveness and becoming objectively untrustworthy. For example, the functioning of the "spiral of silence" theory depends on the functioning of a particular society and the presence of alternative reference groups. The more such alternatives exist, the greater the public support for minority or dissenting views may be. According to a Reuters Institute survey, fewer and fewer respondents are quoting online, television, print and social media as a source of information. Interestingly, smartphones have overtaken computers and laptops as the tool for finding news online.[12] The fact remains, however, that mass media is now the most important source of information about prevailing views, and it can be assumed that if such views become dominant in the media, this will be reflected in their higher prevalence in interpersonal and group communication.

Currently, both traditional (printed newspapers and magazines, radio, television) and new media (news portals and web-media, radio and television distributing their production only via the Internet) operate side by side in the media space.[13] The essence of traditional media is that they build on the

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11   See also: Ľudovít Hajduk, *Etické limity médií.* (*Ethical limits of the media.*), (Bratislava: Paneurópska vysoká škola, 2019); Ľudmila Čábyová, Peter Krajčovič, Jana Paveleková, "Digital Literacy and Readership of E-Books in Slovakia." in *International Journal of Media and Information Literacy,* no. 1 (5) (2020): 3-14, accessed September 21, 2021, https://doi.org/10.13187/ijmil.2020.1.3.; Jana Radošinská, Zuzana Kvetanová, Ján Višňovský, "To thrive means to entertain: the nature of todays media industries," *Communication Today* no. 1 (11) (2020): 4-21.

12   "Reuters zverejnil nový rebríček. Hospodárske noviny sú najdôveryhodnejší denník. (Reuters has published a new ranking. Hospodárske noviny is the most trusted newspaper.)", Strategie, accessed October 17, 2021, https://strategie.hnonline.sk/media/2164732-reuters-zverejnil-novy-rebricek-hospodarske-noviny-su-najdoveryhodnejsi-dennik.

13   Author's note: Among the literature about mass communication or media we can find many descriptions of generally applicable principles, but also specialised publications dealing

tradition of perception and perceptual stereotypes, which is also reflected in the individual formats and conceptual structure of the media. Print media are based on the need of the recipient not only to read but also to own the media content, to have it "in the hand"' and to be able to return to it at any time. They combine text and static images – this forms their basic mode of expression. As J. Višňovský points out, today's reader demands that newspapers meet his or her needs with engaging content and appealing presentation. He stresses that the priority is the information and orientation function of the newspaper, with the emphasis on the image over the text.[14] We agree with that characterization. In practice, this means that the reader, spoilt by internet production, expects the visual appearance of the print media to be easy and quick to navigate through the newspaper, to make a quick overview and to find what they are looking for without any problems. They also expect to get the basic information right from the headline, which conveys the gist of the story, and that the atmosphere and reality of the situation will be conveyed to them through photographs or further infographics in the form of graphs, diagrams, and models will help clarify the point. Simplification should also apply to the text section. Texts must not be very long and complex; sentences should be shorter, more simply worded. This shift in construction and stylistics is the result of an attempt to accommodate a certain convenience of the reader, who is used to receiving information in a concise, condensed form. At the same time, the text is required to be divided into shorter sections (via subheadings, paragraphs) and to be structured in a relatively stable way on individual pages (sections, headings). In addition to photographs and infographics, "pulling"

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with one area or one approach (e.g. Michael Kunczik, *Fundamentals of Mass Communication* (1995), Juri Aleksandrovits Šerkovin, *Psychological Problems of Mass Information Processes* (1997). Many of the publications are oriented towards the optimization of the creation process (Stephan Ruß-Mohl, Hana Bakičová, *Journalism - a comprehensive guide to practical journalism* (2005), Barbora Osvaldová et al.: *News in the media* (2001), J. Hladká, *The Creative Process in Journalism* (1986) or outline individual theories and approaches of mass action (Denis McQuail, *Introduction to mass communication theory* (1999). Some editions, on the other hand, are more focused on describing the possibilities of influencing the recipient of mass communication – the audience (recipient) (Vladimír Holina, *Audience of mass media in Slovakia* (1992), Samuel Brečka, *Media in the Slovak Republic* (2002).

14    Ján Višňovský, *Aktuálne otázky teórie a praxe žurnalistiky v ére internetu.* (*Current Issues in the Theory and Practice of Journalism in the Internet Era*.), (Trnava: Fakulta masmediálnej komunikácie UCM v Trnave, 2015), 144.

significant parts of the respondent's statement to the foreground (e.g. placing them in a box and out of the column break, or using color differentiation (this is used more in tabloid media)) is used to attract attention and make the content more attractive. In tabloids, more use is made of photographs, infographics and color, and less use is made of text to convey the message. Printed magazines work very heavily with photographs, which take up more space and are dominant in conveying messages and creating atmospheres. The number of printed newspapers in Slovakia has declined significantly. There are currently six national newspapers – Nový čas, Plus 1 den, SME, Pravda, Hospodárske noviny and Denník N,[15] as well as two regional newspapers – Új Szó and Korzár. The most widely read weeklies are Plus 7 days, Eurotelevision, Život, Katolícke noviny, Nový čas pre ženu[16] etc., and the monthly magazines Záhradkár, Moja Chalupa, Zdravie, Magazín o knihách, Dobré jedlo.[17] Periodicals are listed by number of copies sold. The above ranking shows that the most widely read periodicals are those oriented towards entertainment and relaxation, which is confirmed by the above studies on the current dominant functions of the media. Another factor that enters into the ranking is, nowadays every print periodical has a website, and so certain numbers of buyers, especially from the younger generation, have moved to the online environment where they read the content on a regular basis.

The second oldest mass medium is the radio.[18] The essence of radio communication is the acoustic-auditory principle. This means that content is transformed into sound form, then disseminated through technology and received by the ear. The basic means of expression is sound. This takes the

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15    Author's note: Diaries are listed in order of the number of copies sold. Daily N is not ranked in the Audit Bureau of Circulations rankings. See: "Aktuálne výsledky za rok 2021. (Current results for 2021.)", accessed November 03, 2021, http://www.abcsr.sk/aktualne-vysledky/ aktualne-vysledky/. See also: Hana Pravdová, Eva Karasová, "Theoretical Framework of Alternative Media and Current Slovak Media Environment", *Media Education (Mediaobrazovanie)*, no. 3 (60) (2020), 531-539, https://doi.org/10.13187/me.2020.3.530.

16    Author's note: We list the weeklies in order of the number of copies sold. See: "Aktuálne výsledky za rok 2021. (Current results for 2021.)".

17    Author's note: Monthly magazines are listed in order of number of copies sold. See: "Aktuálne výsledky za rok 2021. (Current results for 2021.)"

18    See also: Andrej Brník, Ľubica Bôtošová, Miroslav Kapec, *Rozhlasová tvorba a prax.* (*Radio production and practice.*), (Trnava: Univerzita sv. Cyrila a Metoda v Trnave. Fakulta masmediálnej komunikácie, 2020).

form of human speech, music, various sounds (authentic or purposefully created). In broadcasting, sounds that are unwanted, such as various clacks, noises and rustlings, can also be heard from time to time. These interfere with the reception quality of the radio broadcast. The aim of radio communication is to reach as many listeners as possible (mass audience) and, on the other hand, to reflect their diverse specific interests.[19] Many different formats are used for this purpose. This task is primarily carried out by public service radio, the content of whose broadcasts is defined by the Public Service Act.

There is a public Slovak radio in Slovakia, which is part of one institution – Radio and Television of Slovakia (hereinafter RTVS). By law, it is obliged to prepare programs for different age groups with different focus and content, general oriented broadcasts for all, various regional programs, specific programmers for different target groups – children and youth, sports fans, gardeners, lovers of folk music, jazz, etc., up to broadcasting for the demanding listener through various artistic programmers. Other stations broadcasting on air are private. There are seven multi-regional ones – Rádio Expres (for many years the most listened to station, established in 2000), Fun Rádio (the first private station in the framework of dual broadcasting, established in 1990), Rádio Europa 2 (designed for young people, established in 2009), Rádio Vlna (focused on the oldies music format, established in 2015), Rádio Jemné (focused on relaxation and leisure, established in 2006), Rádio Best FM (no moderated blocks, only music and short news, established in 2007) and Rádio Lumen (religious radio, established in 1993). In addition, there are broadcasts of a number of regional, local and internet stations. Radio, like other media, fulfills the basic functions characteristic of all means of mass media communication: information, education, culture, entertainment, and relaxation. Thanks to internetization and digitalization, the number of broadcasting stations is no longer limited. Everything depends on the ability to provide broadcasting in terms of content, funding and staffing. There is one public radio station in Slovakia, which is linked to television. It broadcasts under the brand name Radio and Television of Slovakia (RTVS) and has nine broadcasting circuits – Radio Slovakia, Radio Regina, Radio Devín, Radio FM, Radio Patria, 4 broadcast via the Internet – Radio Slovakia International, Radio Junior, Radio Litera, Radio Pyramída. In addition, private radios broadcast nationwide – Rádio Expres (the most listened

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19    See more: Brník, Bôtošová, Kapec, *Rozhlasová tvorba a prax.* (*Radio production and practice.*).

to radio for a long time), Fun rádio (the first private radio in Slovakia), Europe 2 (radio for young people), Rádio Vlna, Jemne and Rádio Lumen (Christian radio). Various regional and local radios, as well as internet-only radios, are available to listeners. According to research by Median SK, s.r.o., in 2020, 58.7% of the population listened to the radio every day, each listener devoted an average of 3 hours 50 minutes to radio broadcasting. The most listened to radio station was Rádio Expres (34.1%), followed by Rádio Slovensko (24.9%), Fun rádio (23.7%), Rádio Vlna (17.5%), Rádio Europa 2 (16.7%), Rádio Jemné (14.7%) and Rádio Regina (11.3%).[20] Today, radio broadcasts are expected to be interactive and linked to activities on radio websites. The available online archive or podcast platforms allow the audience to listen to selected shows at any time, according to the listener's time availability, and not only according to the real-time broadcast structure. At the same time, the listener receives additional information about the show, its production, presenters, topic, guests, as well as other social and political events via the station's web portal. We can say that radio is ubiquitous. Technological developments have brought about the miniaturization and affordability of radio receivers; many mobile phones have the ability to receive radio broadcasts over the airwaves, and all mobile phones have the ability to receive radio broadcasts over the Internet. Radio broadcasts are listened to individually, but also in groups, for example, as part of joint family work in the garden or at the workplace, as well as in the form of public productions, at such locations as for instance, swimming pools, restaurants or shopping centers. Today, radio broadcasting is round-the-clock, that is, it is broadcast 24/7, which means filling 1,440 minutes of broadcasting a day. However, the content of the day and night broadcasts is different. During the day the spoken word is more dominant; at night music is the priority. This distribution is mostly true for stations intended for the majority of listeners, whether public or private broadcasters. For specialized stations, the entire content may be based only on spoken word or only on music shows. Radio broadcasts are structured into time blocks, and the content of the broadcasts is adapted to this. The early morning block (from 5–6 am to 9–10 am) is devoted to the start of the day – topics and information that are linked to the rituals

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20  "Radioprojekt 2020: Najpočúvanejší bol opäť Expres, najviac si polepšila Vlna. (Radioprojekt 2020: the most listened was again Expres, the most improved was Vlna.)", Radia, accessed November 3, 2021, https://www.radia.sk/pocuvanost/radioprojekt/4303_radioprojekt-2020-najpocuvanejsi-bol-opat-expres-najviac-si-polepsila-vlna.

of getting up to get ready for work. The late morning block (from 9–10 am to 12) is designed more loosely, as a companion program to listen to on the side of work. The midday block – between 12 am and 13 pm – is devoted to the current events of the day, processed in the form of news and discussion or, in private radios, a music block for relaxation. The afternoon block is again more dynamic, containing various topical or attractive topics, but also more listener-oriented competitions (often a competition that was run in the forenoon is evaluated, a winner is called, or various one-on-one games are played, for example, men versus women, etc.). Currently, many stations have built their broadcasts on so-called live streaming (one presenter talking to the listeners during a 3–4-hour block) and separate music blocks (2–5 hours of continuous music without presenter inputs), which are interrupted approximately every hour by breaking news items of no more than three minutes (flash news from home, possibly from abroad and sports, weather and traffic reports). Such broadcasts do not require heavy preparation; the highest cost is royalties for music production.

The great advantage of radio broadcasting over the reception of other media outputs is that one can perform physical activity alongside listening to it without losing any part of one's perception. Performing a physical activity and listening to a radio broadcast captures its most significant characteristic – attentiveness. This is the main reason why today we are witnessing an intense return to radio/audio production, presented through radio archives, web and podcast platforms, and the so-called service on demand. Another important characteristic of radio (but also television) broadcasting is the so-called ephemerality (fleetingness) –unless the listener understands it the first time, in the given moment, then it is gone. Returning to what is not understood requires effort (searching the archives) and sometimes is not possible (not everything is available). Ephemerality can be eliminated by clarity of content and articulation and repetition of relevant information (redundancy). Much of broadcasting is built on the spoken word; the ideas expressed must be comprehensible at first hearing. Therefore, unlike written text, ideas should be styled simply, sentences should not be very long, and it is not appropriate to use multiple complicated sentences to draw a logical picture. The optimum length of a sentence for comprehension is eight to fourteen, maximum twenty-two words. In terms of text construction, it is necessary to progress from the known to the unknown, to build sentences logically on each other, and to clarify all connections, information, and facts. The use of demonstrative

pronouns is inappropriate and should be replaced by concrete, full-meaning words. Technical terms or foreign words should always be explained. Speech should be colloquial, that is, as close as possible to the free, spoken language we use in personal intercourse. On the other hand, since it is a professional and public speech, certain sophistication is expected. Despite the instantly growing importance of online production, thanks to the increasingly accessible Internet and its ability to transmit information, radio broadcasting still retains its specific characteristic of being operational. This means that, thanks to its network of transmitters and the technical ease of broadcasting, it has the ability to disseminate information across the country instantly and almost everywhere. In the case of direct transmission (live transmission), we record 100% coincidence, that is, synchronicity of the event and the radio broadcast in time. The spoken word conveys all kinds of content, meanings, and moods in radio broadcasts. It all depends on the choice of words, stylistics, and the form of interpretation. The listener perceives the words, decodes their meaning, and at the same time imagines the situation in which the communicator finds himself. Everything they hears can evoke different moods and emotions. The speaker's voice also stimulates ideas about the presenter's personality and characteristics. If the recipient only listens to the information, it requires increased demands on their cognitive and intellectual abilities. Ideas must be heard and mentally processed. The unquestionable advantage of auditory perception is that it greatly stimulates and develops the imagination, allowing a freer interpretation of the communicated content. The listener completes the perception on the basis of their own knowledge, experience, and personal disposition. For a quality and effective perception of the spoken word, an appropriate pace of speech is necessary, which allows the listener to not only catch the ideas, but also to understand them. The pace of speech in a radio broadcast needs to be slightly slower than in a television broadcast (where the viewer not only hears the speech, but also sees the articulation through the mouth, which facilitates comprehension).

The second most used sound in radio is music. Music forms separate sessions in the program structure. Different songs and compositions, parts of songs or musical motifs are also part of the various programs. The music in them performs a variety of functions, e.g.:

- It is a musical divider – it serves to relax or arouse attention in live streaming or in journalistic programs;

- Serves to enhance the meaning conveyed by the words or to create an intended mood in journalistic and artistic programs;
- It forms music tunes and jingles, that is, has the function of a prelude which connects or separates individual programs or parts of a program;
- It is a sound backdrop in the background of the text, emphasising the meaning of verbal information.

There are also authentic sounds in the radio broadcast, in two positions. They deliberately model or complete the atmosphere. They can be recorded directly in the environment or "artificially" created or selected from a sound bank. The second types are sounds unintentionally recorded as background in the environment. In this case, they can interfere with the primary recorded sound (we call them noises). These are non-specific sounds that interfere with the quality of the broadcast. They arise from a variety of causes, often as a technical fault in the transmission of the signal. Noises can drown out or break up the primary sound and reduce intelligibility.

Another, the youngest kind of traditional medium is television. Its production is based on the synergy of three important components: text, sound, and image. Despite the intense growth of the Internet, as we have noted in the above research, it is still one of the most watched and effective mass media. It influences the viewer through visual and auditory work. Through media products, the viewer receives clearly presented content but also hidden messages. Each television station's television programming is made up of separate units[21] – television shows and other media products such as advertising and

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21  Author's note: Definitions of a television program or show are very similar in the literature. In older publications, e.g. in the Small Encyclopaedia of Journalism (Ľudovít Jacz a kol., *Malá encyklopédia žurnalistiky. (Small Encyclopaedia of Journalism.*), (Bratislava: Obzor Publishing House, 1982), they refer to a program as a sequence of consecutive television programs and various forms of program punctuation broadcast at a certain time to the public on a given channel. It is the result of the creative and implementation activities of individual editorial offices and is aimed at fulfilling the social functions of television. It defines a program as the basic unit of a broadcast program, a general term for an audiovisual communication formed into a closed unit in terms of content, form and function. In more recent publications, the term program is characterized as a deliberate temporal arrangement of individual programs broadcast by a particular television station. Colloquially, this word is also used to refer to a television program. A program is defined as a basic autonomous unit of television broadcasting with a purposefully organized structure and a specifically defined time span, usually bounded by opening and closing credits. There are different types of television shows that can be grouped according to a number of classification theories. (Barbora Osvaldová, Jan

teleshopping. The individual programs are deliberately timed and form the programming structure of the station. The types of programs and the order in which they follow each other depend on who the broadcaster wants to reach and keep on the television screen at a given time. Each television station has an individual, distinctive program structure. At the same time, however, there is also much in common between the program structures of the different broadcasters. The program structure also varies according to the time period. The summer (holiday) and Christmas broadcasting structure is more focused on rest and relaxation. Broadcasting is specially adapted to the length of the day, school holidays, people's evening activities outside the house and holidays. The program structure is also designed with the intention of gaining the largest possible share of the advertising market through high viewership. This means that program makers ask themselves: Who sits in front of the TV screen or has the chance to turn on the TV most often and at what times? What would interest him or her, appeal to him or her? What information or shows might he/she be interested in?[22] The answers to these questions will influence the structure of the programming for individual days or programmer slots. Thus, from Monday to Friday, on all TV stations, at least one station broadcasts a morning program as a block of information and interesting facts for the morning awakening. The morning and early afternoon broadcasts belong to various series. It is intended for those who can or must be at home. In the evening, television is geared towards entertainment and relaxation. They include various magazines, competitions, action, or romantic series. The evening hours belong steadily to news a summary of the most important news from home and abroad, weather and sports. After that, weekday broadcasts are thematically focused. Weekend broadcasts have a special program line-up. The choice of program types is influenced by the fact that viewers can watch television for any length of time throughout the day until late at night and that different generational groups (parents, children, adolescents and grandparents) are at home together. The weekend is perceived as a free, relaxing time to recuperate.

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Halada*, Encyklopedie praktické žurnalistiky. (Encyclopaedia of Practical Journalism.)*, (Praha: Nakladatelství Libri, 1999); Vlasta Hochelová, *Slovník novinárskej teórie a praxe. (Dictionary of journalistic theory and practice.)*, (Nitra: Univerzita Konštantína Filozofa, 2001).

22   Author's note: the answers to the above questions are obtained by TV stations based on the results of research through peoplemeters as well as targeted qualitative research.

In Slovakia, the public broadcaster RTVS broadcasts nationwide with the Jednotka, Dvojka, and Trojka and, from December 2021, the sports channel Sport. In addition, there are also full-screen private stations TV Markíza with subsidiary circuits – Doma, Dajto, TV JOJ with additional stations – JOJ plus, Wau, JOJ Cinema, Jojko and ŤUKI (two stations for children) and JOJ Sport and a special news television TA3. Furthermore, there are regional and local TV stations in the media space, which have their programming structure adapted to the needs of the regional audience. They mostly broadcast via cable. TV Markíza is the most watched television station in the long term, followed by TV JOJ and RTVS in third place. Together, they managed to reach an average of 58.3% of the audience in 2020.[23] The individual programs bring information and knowledge to the viewer in visual, audio and, where appropriate, textual form. The programs can be live (broadcast and viewed at the same time) or recorded (broadcast after a certain time interval (premiere or rerun), or viewed from a television archive via the Internet). Nowadays, on-demand services are becoming increasingly popular, where the viewer chooses from a range of programs according to their own interests and watches the program at a time that suits them. This service is often pay-per-view, offering a variety of films and documentaries. It has also been introduced by conventional television stations, which include an archive of their programs on demand, as well as various bonus videos to supplement the programmes broadcast. At the same time, the service allows paying viewers to view a programme in advance of its broadcast according to the program structure.

For television, as the only traditional mass medium, the moving image is a unique, indispensable part of communication. In printed periodicals, a static picture may come out, but only with a time delay. In radio, a real sound can be heard, but it is impossible to see the person or object making it – the listener has to rely only on their imagination and the verbal description of the editor. Television is capable of transmitting live action – an event in real time and in near complete form. The viewer can see the images of the action, the events in direct succession, the debaters directly during their statements and

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23   Filip Maxa, "Sledovanosť TV v roku 2020: Poznáme presné výsledky. Diváci strávili pri obrazovkách viac času. (TV viewership in 2020: we know the exact results. Viewers spent more time in front of the screens.)", Zive, accessed November 07, 2021, https://zive.aktuality.sk/clanok/151113/sledovanost-tv-v-roku-2020-pozname-presne-vysledky-divaci-stravili-pri-obrazovkach-viac-casu/.

the consistency of their verbal and non-verbal communication. The spoken word should complement the image, the music completes the atmosphere. The problem with TV reports/shows occurs when the creator does not have enough visual material, if the events in the picture are not dynamic, interesting, and related to the topic being discussed. This deficiency is often compensated for by inappropriate illustrative shots that distract from the substance of the topic presented, or by lengthy statements by the editor or interviewee in the picture, the so-called "talking heads." Such treatment reduces the attractiveness of the television broadcast and causes the percipient to seek information or entertainment in other media. The current dynamic times of the 21st century also bring the need for a dynamic treatment of a topic, whether it is news or film.[24] Dynamism can be seen in the structure and construction of the content, in the language of the editor, but also in the dynamically changing shots. Another fact that influences the form of processing is that today's young generation waits for stimuli from the outside and will respond only to the one that catches their attention, that is, possesses the characteristics of the strongest, the most expressive, the most diverse, the most different, etc. Therefore, in the form of treatment of the subject, especially in series and film production, and sometimes in journalism, one can observe accelerated shots and sharp cuts in contrast with slow motion (such framing appears to attract attention and emphasize the situation, but it goes against basic human perception and, when overused, creates an unrealistic image of the perception of reality). Many of today's films, as well as journalistic pieces and programs or documentaries, are color edited. The consequence can be disappointing compared to the perception of the real world. In an attempt to make media content more dynamic, there are also disproportionately strong flashes, louder sounds and an imbalance between speech and music and movements in the image. Unnecessary excessive dynamism also appears in the speeches of presenters and editors, who sometimes use unnatural intonation, over-emphasizing single words in a sentence, which detracts from the clarity of the idea as a whole. Nowadays, the audience is not only a passive recipient of media products, but often their creator. Televisions publish video reports filmed by viewers on their web portals, processing their

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24  See also: Zora Hudíková, Hana Pravdová, Dušan Blahút, "Post-Lockdown Metamorphoses of Television Culture", *Media Literacy and Academic Research*, no. 2 (4) (2021): 88-99; Anton Szomolányi, *Dynamic composition in motion picture.* (Chisinau (Republic of Moldova): Lambert Academic Publishing (Omniscriptum Publishing Group), 2018).

tips for reports and urgent topics. On the other hand, the audience is very critical of the evaluation of the actual content offered, as evidenced by the discussions on the social networks of the show in question.

Nowadays every media outlet has a website, without it would perish in the competition. Publishing media content on the Internet has many advantages. Like television, they can use all forms of media communication – text, speech, music, authentic and autonomous sounds, static and dynamic images, models and graphs.[25] Unlike television, however, materials linked by a single theme do not have to be presented in a linear fashion, but various subtopics and supplementary information can be cross-linked within a single article, so that the reader can easily view all relevant current information in a reasonably clear jigsaw puzzle thanks to hyperlinks. Another great advantage is the permanent possibility of updating the topic, during the day or over a longer period of time. The Internet also offers the possibility of discussing the post, as well as sharing it via various social networks. In daily news we basically distinguish two types of editorial offices – online editorial offices, without deadline, but publishing materials continuously, that is twenty-four hours a day, seven days a week, 365 days a year. They do not have a print form; they publish only on the Internet. The management of the editorial office, its staffing, and the process of creating and editing materials are adapted to it. The second type is combined editorial offices, which combine online and print publishing platforms. For them, the deadline of the print edition is important, but at the same time they publish materials online. They look for optimal models of two-platform publishing, the interconnectedness and form of print and online articles, as well as making the form of the materials more attractive and encouraging reader interactivity. At the same time, they modify the organizational system of work so that it is an efficient, rational and economical model of economic functioning and use of all resources (technological, economic and personnel). The first media in Slovakia to have an online edition on the Internet was the periodical SME. Sme.sk was also one of the first online newspapers in Central Europe. From 1994 it was placed on the portal of the Slovak Academy of Sciences, in 1996 it registered a domain and moved its electronic newspaper to the portal Sme. sk. In 1998, the daily Pravda launched its Internet edition under the domain

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25   See also: Anna Sámelová, "The Paradigmatic Change in the Media-Mediated Communication after the Onset of Online Media Technologies", *Communication Today*, no. 2 (12) (2021), 20-30.

pravda.sk and Hospodárske noviny (first at HNX.sk and later as HNOnline.sk). Currently, there are several media of both types in the internet space. According to IABmonitor – IAB Slovakia – Gemius Slovakia, in 2020 internet users spent almost three hours per month on news content, two and a half hours playing games and almost two hours on TV and radio on the internet. On average, it was ten hours per month on Slovak sites.[26] Users visited portal Aktuality.sk most often, the second position was held by sme.sk and the third most viewed was seznam.sk. Of the top four most visited media, pluska.sk gained the most ground and pravda.sk finished in fifth place.

New factors also enter into the decision-making process in the inclusion and placement of material on the web in the context of editorial work. These are marketing tools – indicators of page traffic, length of stay, exit points from the material, use of attractive keywords and traffic. At the same time, they provide some information about the characteristics of the customer – the reader – his location, the subject of his frequent interest, etc. These and other analyses are dealt with by the analytical department of the media outlet, which prepares detailed documents on the target group so that the editors and reporters can accurately meet the reader's needs with their products and their deployment, and thus keep their attention, and at the same time have an insight into the needs of other visitors and readers that the editorial department has the potential to attract and retain. This information serves as the basis for soliciting and placing advertising and PR articles. Editors and other key people in newsroom management need to be able to read these parameters and adjust the content, form and placement of media content accordingly. Related to the marketing activities of the media is the creation and especially the placement of PR articles, cooperation with media partners and respondents within the framework of barter partnerships or the sale of media space. The marketing department supplies materials and suggestions that are included in the production, the editorial department consults topics and respondents in case of potential securing of business within the promotion in the medium. These new factors must be considered and actively worked with by newsroom management, editors, and reporters in the processes of creating, editing, and presenting media products.

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26   "Návštevnosť slovenského internetu v roku 2020. (Slovak Internet Visit in 2020.)", IAB Slovakia, accessed November 07, 2021, 20, https://www.iabslovakia.sk/iabmonitor/navstevnost-slovenskeho-internetu-v-roku-2020/.

In the media market, attractive material is the one that is simple, not very long, accompanied by photographs and, in the online context, video. We live in an age of visual culture, as evidenced by the fact that readers are more likely to click on material that includes a video icon. They are more interested in original, authentic photos, not the ones that every newsroom has from an agency. Often, editing of the original photo – cropping, collage, or adding text to the photo – is also used to make it more attractive. Infographics are very important – graphs, models complementing and supporting the information package. Readers do not want to read long, complex articles. They want to receive information that is comprehensive, in a simple form, sorted, and clearly arranged, with a choice of additional information and in a light form. They are tired of reading long, analytical, complex articles. They will welcome it if the material includes an interview with a responsible and/or competent person, online in the form of a short video. These expectations are derived from changing stereotypes of perception of media content. Very common are flash reports, often taken from agencies, sometimes supplemented by editors, author's extended reports, commentaries, reports and interviews, often multimedia contributions. Specific formats in the online space are blogs. A blog is a special kind of user-generated content, a personal website that contains writings, commentaries, and short reports from the world of its author. Blogs can be stand-alone author sites, or they can be located as part of some online medium, a platform. In addition, there are bloggers by invitation, these are bloggers – personalities from the social, economic, political, or professional environment, who are invited by the medium and given space on the main page.[27] Nowadays, every online news medium has a video section; somewhere they call it TV, as well as a podcast section.

Media products in all media are presented in a variety of formats and genres. News, or at least some of its genres, is part of the production of almost every media. As A. Tušer claims, news as the basic genre of reporting is of priority importance in all means of media communication. It forms the factual basis and is the starting point for the production of other journalistic or other media expressions. News is considered to be the most important, most significant

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27    Branislav Ondrášik, "Internetová tvorba (online). (Internet production (online).", in *Praktikum mediálnej tvorby*. (*Practice of media creation*.), Andrej Tušer a kol., (Bratislava: Eurokódex, s. r. o., 2010), 314, 336.

content of the media, because it presents a certain picture or description of reality. Although it has its own distinctive features, it is so authentic that it is sometimes referred to as the construction of reality in the media or the creation of media reality. It can be said that news is a specific source of information about the world. It brings them in the form of separate units news. Most recipients believe the news because it appears neutral, objective, and convincing, but it may not be so in reality.[28] News is based on facts and must have the following attributes to guarantee its quality:

- timeliness – this is evaluated from two perspectives: temporal (interesting are those events that are close to the date of their publication) and social (the importance for the whole or part of society is taken into account); truthfulness – every fact in the text must be true, according to the journalistic principle, verified from at least two different sources (accuracy), its ordering must follow the logic and causality of the world. The journalist should write concretely, that is, what has happened, will happen, and not create a fiction of what could have been;
- objectivity – means factual, impartial reporting, it must not be possible to infer the opinion of the author of the article from the text, equal attention should be given to both sides (balance);
- brevity – in reporting, there is a need for sparing language, avoiding unnecessary words, repetition of the same expressions, non-functional and meaningless sentences or phrases. Concise text is not synonymous with short text, but means that the text is not complex and wordy;
- clarity – related to brevity – sentences should be unambiguous, without abbreviations, unfamiliar terms and vague concepts. It is not appropriate to use conjunctions, long interjections and passive grammatical forms;
- immediacy – information cannot be delayed, the addressee must receive it as soon as it has been created, as soon as something has happened, as soon as someone has said something. Today, the media compete very intensively to see who can bring the information first, but sometimes this is at the expense of the quality of its processing;
- professionalizm – it implies that the report is of high quality both linguistically, stylistically and professionally, and that the journalist has chosen

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28 Tušer, *Praktikum mediálnej tvorby.* (*Practice of media creation.*), 47.

the most appropriate genre and the most effective methodological approach for the treatment of the issue.[29]

The news text is expected to tell what, where, who, when, how and why something has been done or has happened (sometimes even stating the consequences), without the author indicating how the percipient is to interpret this information, how it is to be understood; it should not contain the author's opinion. News tends to be arranged in the press in a certain outline on the desktop. In the internet environment, they are grouped into sections; in the electronic media, they form clusters that have a specific time within the programmer structure for broadcast. The news focuses on a variety of topics: domestic (domestic politics), foreign (foreign policy), economic, cultural and sports. In radio and some types of television news, weather and traffic information is also included. Both serious and tabloid news can be found in the media. According to M. Mencher, the measure of the quality of serious news is adherence to the standards of journalistic ethics. The Association of American Publishers has set out six ethical priorities: responsibility, freedom, independence, truthfulness and accuracy, impartiality (clearly separating news from opinion) and conscientiousness.[30] The information quality of a report is measured by its relevance, objectivity, accuracy, transparency, factuality, balance, diversity, timeliness, and comprehensibility.[31] For the creators of the tabloid press, the priority is the idea that most percipients are interested in information that is related to the basic functions of the human psyche: the instinct for self-preservation, the need to preserve the species and the satisfaction of ambition. This is the focus of their choice of topics (fear, death, misfortune and violence (blood), eroticism and sex, corruption and robbery (money).[32] They focus on the privacy of prominent personalities, sensationalism, scandals, affairs, gossip and also publish unverified

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29  Tušer, *Praktikum mediálnej tvorby.* (*Practice of media creation.*), 46-47.

30  Melvin Mencher, *News Reporting and Writing,* (New York (USA): WCB Publishers, 1991), 30-51.

31  Lutz Hagen, "Informační kvalita a její měření. (Information quality and its measurement.)", in *Analýza obsahu mediálních sdělení.* (*Content analysis of media messages.*), Winfried Schulz a kol. (Praha: Karolinum, 2004), 53.

32  See also: Martin Kasarda, *Populárna kultúra a masové médiá: od karnevalovej ulice po virtuálny svet.* (*Popular culture and mass media: from the carnival street to the virtual world.*), (Žilina: Eurokódex, 2013).

information from dubious sources. The basic genres of news reporting include, short report, extended report, reportage report, dialogue report, official report, reporting report, and fictionalized report. Very often today, we do not find "pure" news in the media. In an attempt to provide complete information and sometimes out of ignorance of the problems of the methods of journalistic production, we see in media products a significant hybridization of genres, that is, mixing elements of news and journalism.

The basic difference between news reporting and journalism is that news reporting must not contain opinion. Conversely, the dominant feature of journalism is evaluation. Thus, in addition to information, a commentary should also express a certain attitude, an evaluation of the facts or put them in a certain context. If the journalist not only accepts an event, idea, phenomenon or fact (accepts it as fit to inform), but also argues factually, explains and evaluates it by means of logical-conceptual language, thus influencing the addressee's rationality, or, after accepting it, renders it by artistic methods, by means of figurative language, thus influencing the addressee's feelings, we are talking about journalism of the rational or emotional type. In news texts, temporal topicality is paramount; in journalistic, opinion texts; it is social topicality, of meaning. A journalistic text implies that, on the basis of information, the author or the editorial staff, through the author, offers their her opinion, their standpoint on a certain phenomenon, sometimes even imposes it, and persuades it. However, this must not happen at the expense of objectivity and truthfulness.[33]

Relevant genres of rational-type journalism include commentary, note, analysis, review, editorial, journalistic interview and a discussion. Relevant genres of journalism of the emotional type include reportage, feature, gloss, and essay. These genres can be found in print media, online news portals and websites, as well as in broadcast electronic media – radio and television. Within their production it is possible to watch or listen not only to the journalistic genres separately, but also to various journalistic programmers. These can be composed of a single genre (e.g. radio or television debates or journalistic interviews), several of the same genre (moderated magazines composed of several reports) or multi-genre programmers (e.g. a live contact journalistic programmer – a magazine featuring news, interviews, musical numbers, reports, live input from editors on the air from interesting events, etc.). Public

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33    Tušer, *Praktikum mediálnej tvorby.* (*Practice of media creation.*), 51, 109.

affairs programmers can be mono-thematic (covering one topic from different perspectives) or poly-thematic (several topics are presented in one programmer).

Nowadays, documentaries are very popular. Particularly attractive on radio and television are staged documentaries in which the authors, through actors, reconstruct various historical events, as well as significant events of our time or interesting cases (e.g. crime, disasters, family stories, etc.). These move along the line between fiction and non-fiction. Time-lapse documentaries reflecting various phenomena and themes of society, based on the principle of longitudinal research, have also gained the interest of the audience. Many television stations even specialize in broadcasting this genre in its various forms. The preparation and production of a documentary film is very demanding. It requires careful study and knowledge of all the facts and contexts, thinking through the concept of the documentary, i.e. what the author wants to say with his audiovisual testimony, what point of view he wants to bring to an event or topic. In a television documentary, the visual aspect is also very demanding. Every idea should be combined with an interesting visual representation. This tends to be particularly difficult for historical events for which there are no visual records. Creating a quality documentary requires very close cooperation between the author, the dramaturge, the director and, in television, the cameraman. The preparation and production of a program can take from several months to several years. Finishing work in the editing room is also demanding. There are three basic processes used in the production of a documentary film: (a) immediate authentic reportage filming of usually unique and unrepeatable events, the course of which the author cannot interfere with or modify in any way; (b) edited, reconstructive filming, which is usually preceded by a thorough study of the materials and a thoughtful approach to the depiction of the phenomena, including the reconstruction or staging of its important moments, without distorting its authenticity and truthfulness; c) editing, using archived visual and audio materials (both still and kinetic, often newly discovered amateur footage or unpublished, declassified documents) to relook and reassess historical events of the time, or to capture relevant themes of society, documenting them.[34]

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34  *Slovník žurnalistiky. (Žurnalistický slovník.) Výklad pojmů a teorie oboru.* (*Dictionary of Journalism: Explanation of the concepts and theories of the field.*), eds. Jan Halada, Barbora Osvaldová, (Praha: Nakladatelství Karolinum, 2017), 43.

Other types of programmers that can be found in electronic media are entertainment programmers, arts programmers and, on television, films. All of the above genres and formats, with their content focusing on the history and life of different cultures, can contribute to learning and understanding the uniqueness of each culture, both its specificities and its differences, and can provide models and patterns of desirable and undesirable behavior.[35] In this context, it is very important to recall the social responsibility of both the creators and the media for the themes they present and through which they shape the culture of society as a whole.

In the previous text, we noted that several organizations are involved in research on the perception of foreigners and migrants in Slovakia. As stated by M. Vašečka – in Slovakia until 2009, several small-scale research studies were carried out without evaluating attitudes towards foreigners, migrants, or asylum seekers.[36] She argues that this low number is due to the low share of migrants in the total population and the low importance of migration as a topic in the media and social discourse in Slovakia. She also notes that the topic of perception towards cultural difference is even less elaborated. Research has focused on attitudes towards minorities, but it is impossible to learn from only a few studies whether these attitudes are based on an overall negative attitude towards cultural diversity, or whether they are formed towards specific groups independently of each other. The IOM research |*Public Attitudes towards Foreigners and Foreign Migration in the Slovak Republic,*| which combined three themes, is considered to be groundbreaking and beneficial in this area – it searched for the roots of attitudes towards foreigners not only at the level of how they are perceived, but also by mapping the self-perception of the

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35  See also: *Globalizovaný filmový priemysel.* (*The globalised film industry.*) Jana Radošinská, Zuzana Kvetanová, Lenka Rusňáková, (Praha: Wolters Kluwer, 2020); Slavomír Gálik, Sabína Gáliková Tolnaiová, "Cyberspace as a New Existential Dimension of Man", in *Cyberspace*, ed. Evon Abu-Taieh, Abdelkrim El Mouatasim, Issam H. Al Hadid, (Londyn: IntechOpen, 2020, 13-25); Norbert Vrabec, Ľubica Bôtošová, "The concept of learning-by-doing in the context of media education and school quality assessment", *Communication Today,* no. 1 (11), (2020), 140-148; Alena Kusá, Anna Zaušková, Ľudmila Čábyová, "Effect of marketing communication on consumer preferences and purchasing decisions", *AD ALTA,* no. 1 (10), (2020), 150-155.

36  Michal Vašečka, *Postoje verejnosti k cudzincom a zahraničnej migrácii v Slovenskej republike.* (*Public attitudes towards foreigners and foreign migration in the Slovak Republic.*), (Bratislava: IOM Medzinárodna organizácia pre migráciu, 2009), 24.

dominant group, and the perception of being different in general. He sees the problem in this area as the fact that research and probes were rather devoted to examining attitudes towards asylum seekers and, in conjunction with their portrayal in the media as a group that has problems and needs help, an image was created that migrants do not enrich the culture of society, but are a cost and a burden for Slovakia. Although, according to a Focus Agency survey in 2005, the Slovaks see the need to help refugees if there are serious reasons for them to flee, on the other hand, similarly higher percentages of identification were shown for statements that they cost the state a lot of money, they bring various diseases and contribute to the increase in crime.[37] As a consequence of the increased coverage in the media, many people began to confuse and conflate different categories of foreigners (asylum seekers, foreigners coming for work, family reunification, students) into one homogeneous group. An interesting finding came from the 2009 research on primary school pupils' attitudes towards cultural differences. It highlighted that cultural fund plays an important role in the formation of these attitudes, that is, that they take them over from their parents, that personal experience is important, and that pupils have a more positive perception of the so-called new minorities – communities that are beginning to emerge in Slovakia as old autochthonous minorities. In addition, they found that negative stereotypes about minorities and migrants and social distance are even more widespread among them than among the adult population, and they also found that the media play a rather negative role in the socialization process in terms of multiculturalism, and that schools play practically no role.[38]

Based on the absence of more extensive research, in 2009 M. Vašečka carried out rather broadly focused research on the opinions of the Slovak population on the issue of migration, attitude towards foreigners living in Slovakia and attitude towards otherness – in various contexts. His research brought the knowledge that foreigners in Slovakia are perceived stereotypically and have

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37   Vašečka, *Postoje verejnosti k cudzincom a zahraničnej migrácii v Slovenskej republike.* (*Public attitudes towards foreigners and foreign migration in the Slovak Republic.*), 25.

38   Elena Gallová-Kriglerová, Jana Kadlečíková et al., „Kultúrna rozmanitosť a jej vnímanie žiakmi základných škôl na Slovensku. (Cultural diversity and its perception by pupils of primary schools in Slovakia.)" in Vašečka, *Postoje verejnosti k cudzincom a zahraničnej migrácii v Slovenskej republike.* (*Public attitudes towards foreigners and foreign migration in the Slovak Republic.*), 26.

a decisive influence on the behavior of the majority group towards minorities. They are transmitted from generation to generation through the process of socialization and legitimized through it as values of society. Attitudes towards foreigners living in Slovakia are structurally influenced by the ethnicization of public space and the protection of the core group. The division comes here not into citizens and non-citizens, but into Slovaks, non-Slovaks and non-citizens. The reason for the stagnation of the change in attitudes is also the rare opportunity to come into contact with members of another group. The most frequent is with businessmen from Asia, especially Vietnam and China. The school system is also failing to change the attitude, there is very little knowledge about the groups of foreigners living in Slovakia, they do not sufficiently reflect the differences between different groups of foreigners and migrants, and even, for the most part, they perceive them uniformly as refugees. Another serious reason for the stagnation of attitudes towards migrants and foreigners is that, although they are few in number, they are perceived as a threat to the domestic population and an economic burden on the Slovak state budget. It is also perceived as an economic burden because Slovaks perceive Slovakia as a poor country that does not have enough money to take care of others. This perception is quite widespread. Foreign entrepreneurs are also often perceived as taking advantage of the cheap labor force in Slovakia. Despite the good experience with foreigners living in Slovakia (although there are relatively few of them), the Slovak population is concerned about further migration and rejects an increase in the number of foreigners in Slovakia. Nor do they see it as an opportunity to mitigate the effects of the demographic crisis. Overall, the research shows that Slovakia lacks more sophisticated strategic material and policies in the area of migration management, but above all a coherent vision of migration and integration policies in the country.[39]

Based on the results of the research, M. Vašeka's recommendations regarding communication strategies to the majority population are based on the following. The first and very important activity should be an effort to systematically dismantle prejudices about migrants and foreigners based on inaccurate, incomplete, or false information, as the image and typical needs of a migrant in Slovakia do not match the image of a migrant in the perception

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39  Vašečka, *Postoje verejnosti k cudzincom a zahraničnej migrácii v Slovenskej republike.* (*Public attitudes towards foreigners and foreign migration in the Slovak Republic.*), 105-107.

of the majority of the Slovak population. In his opinion, the public media and the school system have an important role to play in this process by offering a different image of the foreigner as an asylum seeker or a market worker. The economic contribution of foreigners to Slovakia and their contribution to solving the demographic crisis should be emphasized, as well as the public should be regularly informed about Slovakia's short- and long-term goals in the field of migration. Politicians and political parties should also contribute to this.[40]

Research and discourse on migration continued in the following years. In 2014, J. Hacek conducted research in which he pointed out the presentation of the issue of migrants in the environment of news websites in Slovakia (sme.sk, pravda.sk, HNonline.sk). Based on the examination of articles in the period January 2014 – November 2014, he came to the following findings. The monitored news portals of opinion-forming daily newspapers in Slovakia reported on the issue of migrants mostly through foreign events. The reason for this was that in that year there was quite a lot of unrest in different parts of the world, for example in Ukraine, which borders Slovakia. However, they also published articles about refugees in Slovakia. The portal sme.sk presented the most texts; the second place was taken by the portal pravda.sk. The largest share of texts was published by the portal sme.sk. The countries mentioned in the articles in connection with migrants were Ukraine, United Kingdom, Italy, and Germany. Most of the articles were written about Ukraine, because of the unrest that took place there that year and because Slovakia is neighboring it. There was a relatively strong representation of articles directly related to the issue of migrants in Slovakia (especially on sme.sk and pravda.sk). HNonline.sk had a preponderance of texts on its portal in 2014 that were related to foreign countries. Publishing articles about migrants were most often associated with politics on portals sme.sk and pravda.sk, and with the economy on portal hnonline.sk. This also corresponds to the focus of the individual portals. Quite a large part of the texts were classified by the author into the topic – riots. A small number of texts were classified in the area of migrant crime.[41]

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40   Vašečka, *Postoje verejnosti k cudzincom a zahraničnej migrácii v Slovenskej republike.* (*Public attitudes towards foreigners and foreign migration in the Slovak Republic.*), 108-110.

41   Ján Hacek, „Migranti na slovenských spravodajských portáloch v roku 2014. (Migrants on Slovak news portals in 2014.)", in *Žurnalistika, média, spoločnosť.* (*Journalism, media, society.*), ed. Miloš Horváth, (Bratislava: STIMUL, 2015), 121-132.

However, the topic of migration came to the fore especially during the migration crisis in 2015. It also became an important part of the 2015 and early 2016 election campaign.[42] For these reasons, it also appeared quite frequently in the media.[43] As pre-findings of V. Žuborová, I. Borárosová, the results of the sub-studies show that the topic of migration in the context of political discourse was mainly associated with issues of security, protection, while it was preferred very often by politicians and their statements were mostly of a negative nature. Interestingly, the so-called hate speech abroad, unlike in the Slovak environment, is produced not only by politicians, but also by other prominent personalities.[44] V. Žuborová, I. Borárosová examined print

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42  Autor's note: V. Žuborová and I. Borárosová say that the topic of migration has been perfectly exploited in the Slovak media environment to create anti-immigration sentiments that corresponded with the pre-election programs of political parties. Apart from Andrej Kiska, there was not a single politically active person who presented the topic of migration positively. This assumption is confirmed by the fact that after the parliamentary elections held on 5 March 2016, the headlines significantly changed from negative to neutral. (Viera Žuborová, Ingrid Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", *Central European Journal of Politics,* no. 1 (2), (2016), 14, accessed December 06, 2021, http://www.cejop.cz/wp-content/uploads/2016/09/2016_Vol-02_No-01_Art-01_%C5%BD%C3%BAborov%C3%A1-Bor%C3%A1rosov%C3%A1.-Migr%C3%A1cia-v-m%C3%A9di%C3%A1ch.pdf.

43  See Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)"; "Monitoring vplyvu vybraných elektronických médií na formovanie verejnej mienky vo vzťahu k menšinám. (Monitoring the influence of selected electronic media on the formation of public opinion in relation to minorities.)", (2008); "Obraz menšín vo vysielaní vybraných elektronických médií – Správa pre médiá. (The image of minorities in the broadcast of selected electronic media - Report for the media.)", (2008); "Monitoring médií v súvislosti s prezentáciou informácií o národnostných a etnických menšinách. (Media monitoring in relation to the presentation of information on national and ethnic minorities.)", (2002); "Prezentácia menšín v médiách. (Presentation of minorities in the media.)", (2000), MEMO, accessed December 06, 2000, 98, https://memo98.sk/articles/minorities?do=paginator-list.

44  Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", 6, 10.

media in the period May 2015 – March 2016, focusing on the examination of the use of the terms migrants and refugees in the media space in the context of positive and negative mediatization. They found that the Slovak print media used the terms refugee (449 times) and refugee crisis (104 times) more frequently than migrants (143 times) and migrant crisis (22 times) in the period under review. There were significant differences, particularly in the context of negative and positive mediatization of the two terms. The differences and specificities found followed the pan-European trend in the mediatization of migration crisis. The positive presentation of both terms was linked to the themes of volunteerism when both terms (more refugees) were tied to the term aid. The media generally tried to report on the different aid opportunities, the volunteers, and their stories. Positivity was also dominated by the term refugee and by the phrases ″support″ and ″positive integration.″ For migrants these terms were absent. In the negative mediatization of the migration crisis, the terms refugee and migrant were associated in the Slovak media with the terms "threat", ″danger″, ″disease″ and ″terrorism.″ The term migrant was also associated with the attribute "economic," in which context it was stressed that they were not fleeing from war, but rather in search of economic benefits offered by economically developed countries, which was sometimes associated with the term "economic speculator." The term migrant was also used when describing tragic accidents that occurred on their way to European countries, including information about fatal accidents near the Slovak border.[45]

V. Žuborová and I. Borárosová compared their results with studies from abroad. They noted that similar results as in Slovakia have been achieved in other countries, such as Bulgaria, United Kingdom, Spain, and Italy. In these countries, the topic of migration has been covered in the media since 2011, when the conflict in Syria broke out.[46] They also found that the term refugee is mostly used by pro-migration countries, such as Germany and Sweden, and

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45  Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", 5-11.

46  See also: *Moving Stories. International Review on How Media Cover Migration.* Ethical Journalism Network, ed. Aidan White, (London 2015), accessed December 8, 2021, http://ethicaljournalismnetwork.org/assets/docs/054/198/8feb836-108e6c6.pdf.

the term migrant by buffer zone countries, such as Spain, Italy, and the UK, which have to deal with large numbers of migrants.[47] As they point out, theirs and several other studies show that the overall perception of the refugee crisis is much more negative in the countries of Central and Eastern Europe and the Balkans. According to them, this is not only due to growing Euroscepticism, but mainly because it is the countries with lower living standards that associate refugees or migrants with someone who will take their jobs, as their own citizens have to travel abroad for work.[48]

Across Europe, since the beginning of the migration crisis, there has been a similar development of the topic of migration in the media. It was most similar in the Visegrad Four countries, which shared the same attitude towards the rejection of mandatory quotas. However, the positive or neutral media coverage of migration turned negative during the migration crisis as soon as the first indications of the situation becoming unmanageable were apparent across Europe. Although Slovakia had only minimal direct experience in dealing with the migration crisis, politicians and the media presented the topic in a predominantly negative way, exaggerating it in several aspects and gradually beginning to associate it with the concepts of the different religion, cultural customs, migrants' way of life and integration, while pointing to the impossibility of migrants' coexistence and acceptance into society. This was also because the word integration was linked in Slovakia to the solution of the Roma issue, which has so far been unsuccessful. The negative focus of the mediatization of the topic of migration was also supported by social events in the following periods in Europe, namely the attacks in Paris, Brussels and the violence in Cologne. The media, through the statements and actions of politicians, presented these threats as a direct threat to Slovakia and began to associate migrants almost exclusively with the issue of security. This was also linked to the repeated raising of the issue of compulsory

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47  Mike Berry, "British media coverage of refugee and migrant crisis is the most polarised and aggressive in Europe", *Jomec*, March 2016, https://www.jomec.co.uk/blog/new-report-finds-british-media-coverage-of-refugee-and-migrant-crisis-is-the-most-polarised-and-aggressive-in-europe/.

48  Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", 5-11.

quotas, to which the reaction in Slovakia was very negative.[49] V. Žuborová, I. Borárosová concluded that their research confirmed trends that were visible in other European countries – the concept of refugee was rather perceived through a positive presentation in the media and the concept of migrant in a rather negative way.[50]

The topic of migration has been a regular feature in the Slovak media since 2015. Mostly it was on the occasion of the increasing wave of migrant influx, especially in the summer months, or when there were attacks in the European Union countries whose motive and origin of the perpetrator was unclear and one of the alternatives was that it was a terrorist attack. Since the perception of migration has been and still is significantly influenced by the media, the authors of the research P. Chalupková, E. Hornáčková, J. Hacek and P. Ivanič also focused on the analysis of media coverage of migration by the Slovak media. They examined in detail the articles of three print media (daily newspapers SME, Pravda, weekly Plus 7 Days) and three online media (hnonline.sk, dennikn.sk, aktuality.sk) from the period 1 May – 31 August 2018. They were also interested in the motivation of journalists in processing the topic of migration and their working conditions and the procedures they use when processing it. They collected information through structured interviews with journalists, editors-in-chief or media editors. The analysis showed that in the context of the topic of migration, print media paid more attention to the presentation of the situation on the labor market, in particular the need to simplify conditions for people who want to come to Slovakia to work, and the online space of crime, the description of the causes of migration, and integration processes, for example, the topic of how different countries integrate newcomers, how they integrate them into the labor process and into society in general. Terrorism was the topic with the fewest articles. When focusing on the nationality, most articles were written about Syrians. The print media covered

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49  Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", 13-14.

50  Žuborová, Borárosová, "Migrácia v médiách: utečenci verzus migranti. Chápanie migrantov a utečencov v mediálnom priestore v kontexte pozitívnej a negatívnej mediatizácie. (Migration in the media: refugees versus migrants. Understanding migrants and refugees in media space in the context of positive and negative mediatization.)", 14.

topics about Ukrainians, Serbs and Vietnamese, nationalities that are significantly represented in the Slovak labour market. Online media were dominated by articles about migrants from non-European countries. Politicians were given the most space to express themselves as interviewees in the articles, followed by experts, repressive authorities and international institutions. Only in the fifth place were the migrants themselves. The authors note that migration in connection with the solution of the labor shortage has become primarily a political issue and that the Slovak media in this context have largely highlighted the phenomenon of politicians trying to exploit the issue of migration for their own benefit. When examining the ratio of the use of agency and author articles, the authors found that online versions in particular took over most of the news from agencies. Metaphors were used quite frequently – the flux, the ebb and flow of migrants, and to a lesser extent atrocity/ savagery. Such formulations may have had a dehumanising effect on the reader, although the journalists may not have meant it that way. Furthermore, the authors of the research found that most media workers did not perceive migration only in the context of the so-called migration crisis, but also as a complex phenomenon. They adapted the way they have been reporting about it. On the other hand, the view of migration in connection with the migration crisis dominated almost all journalists interviewed. A positive finding was that journalists who cover migration issues show a strong awareness of negative stereotypical social attitudes towards migrants on the one hand, and politicization of the topic, or the exploitation of xenophobia and fear of migrants by politicians to win voters, on the other hand. The journalists interviewed defined themselves against such an approach to the topic.[51]

The view on the presentation of the topic of migration in the media, based on quantitative research, was complemented by qualitative research by S. Letavajová, A. Chlebcová Hečková, S. Krna, M. Bošelová. The authors focused on the examination of selected as serious (aktuality.sk, sme.sk, dennikn.sk), as tabloid (cas.sk and topky.sk) The Internet media and one media that other media describe as conspiratorial (hlavnespravy.sk). The first three texts retrieved through the google.com search portal on a specific day – 17 July 2020 – were

51  Pavlína Chalupková, Eliška Hornáčková, Ján Hacek, Peter Ivanič, *Analýza mediálneho pokrývania migrácie slovenskými médiami.* (*Analysis of media coverage of migration by Slovak media.*), (Bratislava: Človek v ohrození, 2019), 1-28.

always selected for analysis. The authors came to the following findings, which are similar to the results of research by other authors, both domestic and foreign. They are aware that they cannot generalize their conclusions due to the small sample size. They found that serious media tended to provide neutral coverage, citing the positives but also politicizing the issue. Specifically, portal sme.sk published positive news from news agencies, portal aktuality.sk reported neutral news and emotional commentary, and portal dennikn.sk politicized the topic more. The treatment of the topic by the so-called serious media was different from that of the tabloid media. The latter presented negative news, which they further dramatized, trying to shock and arouse emotions in the readers. The authors even state that the tabloid media texts cannot be considered news because the journalists evaluate and comment on the information presented and use foreign media as a source of information. The authors also focused on the analysis of news from the news portal hlavnespravy.sk. They found a number of similarities with traditional tabloid media, especially in the criminalization of migrants in the articles and the selection of only negative news. In addition, they also found that the portal unnecessarily emphasizes the ethnicity of the actors in the articles, uses questionable news sources or does not mention them at all, presents unverified information and very often uses so-called "hate speech."[52] At the same time, when analyzing individual articles, they noted that stereotypes and prejudices regarding migrants, but not only migrants, are also used to a significant extent by many Slovak politicians in their public speeches in the media and on the internet. The publication further highlights the importance of the public service media in communicating this issue. The authors highlight the idea that it is due to a professional approach that these media can present social problems in all their complexity, draw attention to them, expose them, explain them and, in cooperation with experts, offer and seek solutions to them.[53]

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52 Silvia Letavajová, Andrea Chlebcová Hečková, Svetozár Krno, Miriama Bošelová, *Novodobé migrácie vo verejnej, mediálnej a politickej diskusii.* (*Modern Migrations in Public, Media and Political Discourse.*), (Nitra: Filozofi☐cká fakulta Univerzity Konštantína Filozofa v Nitre, 2020), 63-85, https://www.academia.edu/45124946/Novodob%C3%A9_migr%C3%A1cie_ vo_verejnej_medi%C3%A1lnej_a_politickej_diskusii_Modern_Migrations_in_Public_Me- dia_and_Political_Discourse.

53 Letavajová, Chlebcová Hečková, Krno, Bošelová, *Novodobé migrácie vo verejnej, mediálnej a politickej diskusii.* (*Modern Migrations in Public, Media and Political Discourse.*), 101-102.

Members of the League for Human Rights also conducted research on the presentation of the topic of migration on websites and social networks. The analysis was used to develop a communication strategy within the KapaCITY project. It focused on the development of professional capacities and skills necessary for the integration of foreigners living on their territory of the Slovak Republic into the life of the majority society, at the level of regional governments. Four main Slovak civil society organizations dedicated to the integration of foreigners cooperated on the project: the League for Human Rights, the Center for Ethnicity and Culture Research, the Marginal, the Milan Šimečka Foundation, the Union of Slovak Cities and four municipalities: the cities of Bratislava, Trnava, Banská Bystrica and the Košice Self-Governing Region. The project included research on attitudes towards migration and integration, as well as several trainings aimed at changing them, legal trainings, trainings on social work and service provision, workshops aimed at transferring good practice from abroad, as well as trainings aimed at communicating on the topics of migration and integration. One of the outputs was a manual for local governments on how to communicate the topics of migration and integration of foreigners to the general public, to the media and also within the local governments themselves.[54] In addition to defining key terms and characterizing organizations related to the issue, the basis for setting the communication strategy was an analysis of the current state of communication and perception of the topic of migration in the Slovak media. The authors monitored the period after 2014, that is, the period from the last analysis of the perception of the topic of migrants in Slovakia until 2020. The number of media outputs on the topic was in the thousands every year. The reason for this was that each year brought various global and domestic events related to the topic of migration, which influenced its medialization and perception. The key to the selection of data for analysis was the topics and activities immediately related to Slovakia. This significantly reduced the number of outputs. As it was still high, the authors analyzed the 200 most relevant outputs from each year in more detail. For the analysis, they worked with the data source of the monitoring agency Search In, which belongs to the SITA group.

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54  „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", (Bratislava: Agentúra Neuropea, s.r.o., 2020), 3.

**Figure 3.1** Media outputs by year.
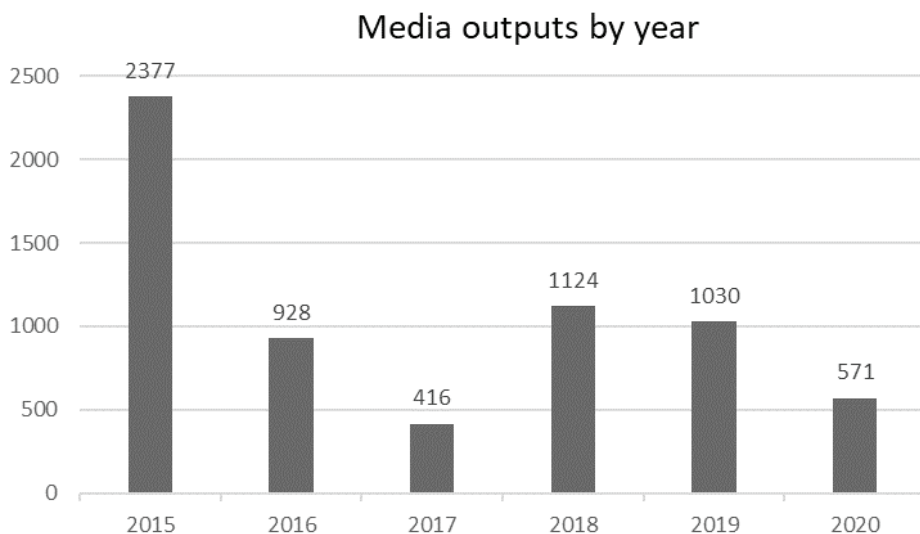


## Media outputs by year

**Source:** „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 3.

The authors of the research found that the highest number of media outputs (2,337) was in 2015, when migration from the Middle East reached its peak and marked events across Europe. Another significant year for Slovakia was 2018 (1,124 outputs), which was mainly marked by the debates on the Global Compact on Migration, the Istanbul Convention, as well as the killing of Filipino national, Henry, in Bratislava. On the contrary, the least number of outputs on the topic was in 2017 (416 outputs), when in the post-election period the topic of migrants was not so politically exposed. The second lowest number was in 2020 (571), which was primarily a Covid-19 crisis year. The topic of migrants appeared mainly at the beginning of the year before the general election. This research also confirms that the topic of migration is used in Slovakia as part of the political struggle and does not represent such a real interest of the public and the media (see Figure 3.1).[55]

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55  „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration

**Figure 3.2** Media outputs by media type.
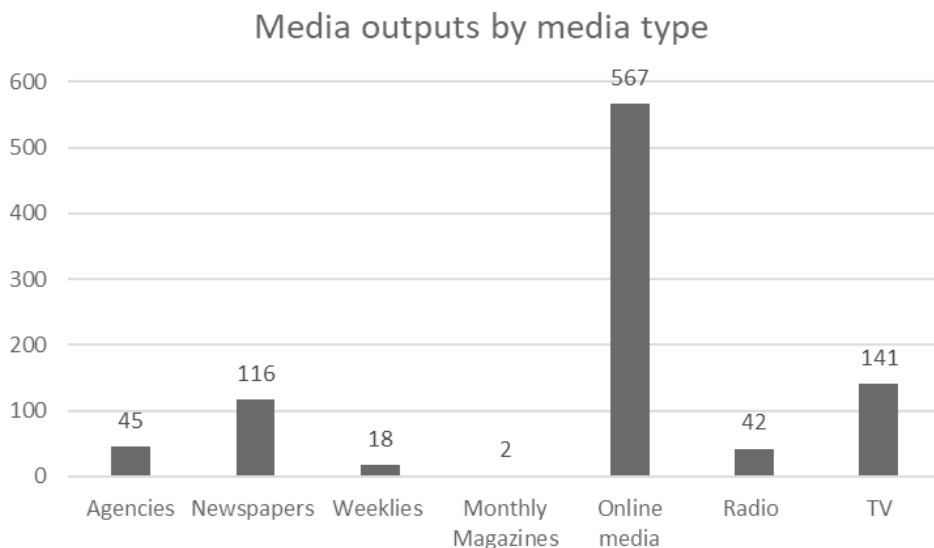


**Source:** „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 10.

Most of the media outputs, about half of the 931 relevant outputs assessed in detail, were published in online media, that is, on internet portals, online versions of daily, weekly and magazine newspapers and magazines. These were followed by television and daily newspapers. The figures for the number of outputs in news agencies may be distorted due to the fact that the outputs of the public news agency TASR do not appear in the source data. However, their news does appear in the overview of topics via their online portal now. sk. On the other hand, the fewest media outputs were recorded in media with a longer periodicity, such as weeklies and monthlies (look at the Figure 3.2).[56]

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and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 9-10.

56  „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 9-10.

**Figure 3.3** Tendency of outputs in individual years.
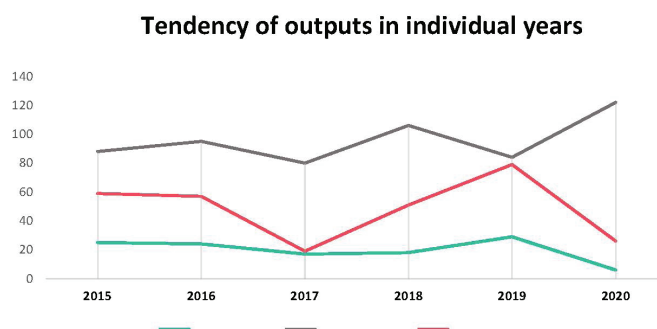
**Tendency of outputs in individual years**



**Source:** „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 11.

The authors also looked at the analyzed outputs in terms of how they were tuned – whether positive, negative or neutral. The negative outputs were those where the author or respondent expressed negative views about the presence of foreigners in Slovakia, or where foreigners themselves were associated with a problem they caused, or news that had the potential to cause fear and concern about migrants. Articles where the authors advocate migration and the presence of foreigners in Slovakia, highlight their benefits, or describe these people in a positive light were considered positive outcomes. The neutral ones included news and foreign policy articles on migration and foreigners, statistical information, efforts to debunk myths and misinformation, etc. Although the classification of outputs into these categories was not always entirely unambiguous, the authors attempted to capture the essence of media discourse on the topic in Slovakia through such an analysis.[57]

The proportion of positive, negative and neutral media outputs was influenced by events related to migration and migrants that took place on the domestic and foreign scene, as well as various other domestic and foreign events. In 2015,

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57  „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 10-11.

this was the culmination of the migration crisis. This sparked a major debate, intensified by the European Union's efforts to introduce mandatory quotas for the admission of refugees by Member States. In Slovakia, this topic provoked contradictory, negative, reactions. These influenced political and media debates for several years. In the autumn of 2015, but especially at the beginning of 2016, when Slovakia held parliamentary elections, the topic of migration became the dominant theme of pre-election media and political debates. In the post-election period during 2016, the public debate on migrants became slightly de-politicized. The media also focused on the search for solutions, Slovakia's assistance in protecting the EU's external borders, and the admission of asylum seekers to Slovakia. If we look at the graph, the negative news significantly outweighs the positive news about migrants. The fact, that 2017 was the most peaceful year in terms of the topic of migrants and foreigners in Slovakia is confirmed by the balanced number of positive and negative news published. There was no election campaign in Slovakia that year, so there was not so much room for political abuse of the topic. Slovakia was one of the first five European Union countries to pledge funding to tackle the problem of migration and create jobs in host and transit countries. The need to fill vacancies in Slovakia with foreigners because of a shortage of domestic labor increasingly became an issue. The international Danube Compass project also received media attention. It was a first aid for orientation and integration of foreigners (not only) in Slovakia. On the other hand, Slovaks' fear of migrants was increasingly fed by some conspiracy portals. This was mainly due to information about problem foreigners, as well as recurrent reports about the detention of illegal migrants in Slovakia. The number of reports in 2018 increased again, interestingly, mainly negative reports. This was due to the debate on the Global Compact for Migration and the Marrakech Declaration. The number of negatively tuned reports on migrants increased even more in 2019. One of the reasons was that 2019 was an election year for Slovakia (presidential and European Parliament elections) and the parliamentary election campaign started in the autumn. Once again, the topic of migration became a political issue and appeared in almost every media political election debate show. This caused the number of negative contributions to rise sharply, but on the other hand the number of positive contributions also increased. The positive side of the labor market was that there were more reports on the contribution of economic migrants, as well as positive stories and profiles of foreigners living in Slovakia. Several

projects aimed at integrating foreigners, and breaking down myths related to them, were also reported. Both positive and negative contributions reached their highest frequency in the whole period under review. The year 2020 was perceived mainly as the year of the coronavirus crisis. Although the beginning of the year was still marked by pre-election political media debates, when evaluating the campaign, experts noted that the topic of migration had already been exhausted. Negative reports were mainly about clashes between migrants and border guards at the Greek-Turkish border. There were also several hoaxes about migrants as the cause of the pandemic. Positive stories of migrants, including migrating Slovak nationals, were presented during the positive news, which was the least in the whole period under review.[58]

Respondents in the individual contributions were experts and analysts, academics, members of educational, state and government institutions, as well as members of European institutions and NGOs, individual activists, columnists, bloggers, etc. The analysts and experts expressed themselves mostly in neutral articles. They explained what was happening in Europe. When they did appear in critical pieces, these were directed against the growing trends of xenophobia and extremism as a result of the migration crisis and the populist statements of politicians. There were also some critical voices in relation to the risk of migrant labour exploitation below the minimum wage and the lack of jobs for these people. However, most of the articles related to the employment of foreigners pointed out that the Slovak economy needs economic migrants. Journalists and columnists, in their articles, tried to explain myths and misinformation and to mitigate the impact of conspirators on public opinion. Government organisations communicated largely neutrally on the issue. Most European and international institutions represented in Slovakia tried to present a moderate and explanatory communication. NGOs and human rights organizations were the most active in communicating about the issue. They proactively drew attention to the issue of refugees, migrants and foreigners in Slovakia, the need for their integration, respect for human rights and organized various projects and educational activities in this context.[59]

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58  „Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)", 11-13, adapted.

59  "Ako komunikovať témy migrácie a integrácie cudzincov na regionálnej úrovni. Príručka pre samosprávy. Vytvorené v rámci projektu KapaCITY. (How to communicate on migration

Our research also tried to contribute to the picture of the portrayal of migration in the Slovak media. Our priority was to look at the types of stories appearing on two major online news portals – sme.sk and pravda.sk (look at the Figure 3.4). Among the online news portals, we chose these two for several reasons. They are:

- both portals have the longest tradition on the Slovak media market,[60]
- they have historically different groups of recipients tied to each other,
- they both have print versions of the media, which maintain the 3rd and 4th position in readership, just after the tabloid media Nový čas and Plus 1 den.[61]

**Figure 3.4** Visiting of Internet Media – November 2021.
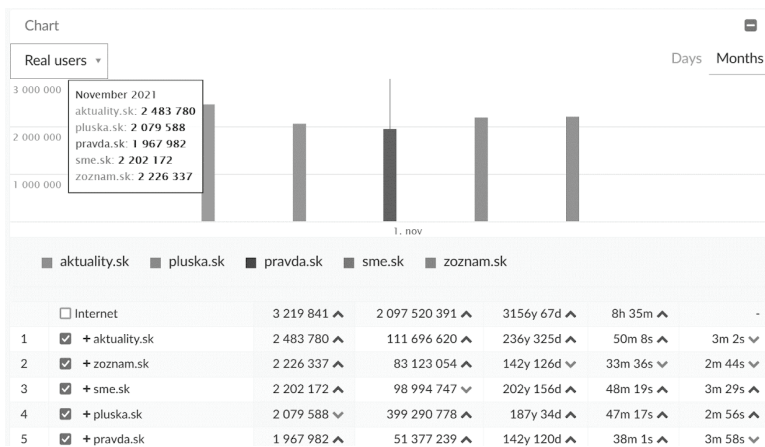


**Source:** "Návštevnosť internetových médií - november 2021. (Visiting of Internet Media - November 2021.)", Monitor, accessed December 5, 2021, https://monitor.iabslovakia.sk/.

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and integration of foreigners at regional level Handbook for Local Governments. Created within the project KapaCITY.)".

60 Author's note: Denník Pravda has been published since 1920 and is a national title with the longest tradition in Slovakia. Its print version in a modified format is still published today, the Internet edition began to be published under the domain pravda.sk in 1998. The print form of the daily SME was created in 1993 from the daily Smena, which was split into two editorial offices – Smena and SME. As early as 1994, the online edition of SME was launched on the portal of the Slovak Academy of Sciences. (Andrej Tušer, *Ako sa robia noviny.* (*How newspapers are made.*), (Bratislava: Eurokódex, s. r. o., 2010), 28-29; Tušer a kol., *Praktikum mediálnej tvorby.* (*Practice of media creation.*), (Bratislava: Eurokódex, s. r. o., 2010), 307.

61 "MML-TGI – národný prieskum spotreby, médií a životného štýlu, Market& Media& Lifestyle-TGI. Základné výsledky za 2. kvartál a 3. kvartál 2021. (MML-TGI National Consumption, Media & Lifestyle Survey, Market& Media& Lifestyle-TGI. Baseline results for Q2 and Q3 2021.)", Median, accessed December 15, 2021, https://www.median.sk/sk/mml-tgi/.

Based on our observations and analyses, we can categorize the media in question on the basis of their opinions, preferred values and degree of criticality towards political entities with a different hierarchy of values – SME as a liberal-right platform, PRAVDA as a left-wing platform. The online edition of the daily newspaper SME – sme.sk is one of the most visited Slovak news servers. It gives an indication of the direction in which newspapers on the Slovak Internet are developing. Sme.sk is the internet part of the SME. Compared to the printed version, it brings new content and uses the multimedia possibilities of online journalism. Sme.sk was the first Slovak newspaper to publish on the Internet in 1994. The Web was an editorial priority at a time when other publishing houses were already cautious in their approach. This is also the reason for today's significant lead over other news portals in terms of the scope and quantity of services, and ultimately also the quality of reporting. The portal offers quality content and Web 2.0 services – continuous news coverage, information services, blogs, social bookmarking, Internet TV and much more. The publishing house has one of the largest online newsrooms in the country, which is co-located with the print edition. The print periodical Pravda is the daily newspaper with the longest continuous tradition in Slovakia. During the communist regime, Pravda was the newspaper with the highest circulation and played a key role in spreading the propaganda of the monopoly-ruling Communist Party of Czechoslovakia. After the 1989 coup, the newspaper changed its political orientation. It gradually changed from a Marxist left-wing newspaper to a left-liberal opinion-forming medium. Pravda also has an online form – pravda.sk. The content is not charged, but compared to sme.sk it has less readability and fewer columns.

The research material was obtained as individual summaries and contributions from the agency Monitora, s. r. o. The sample included from the media SME pages sme.sk, home.sme.sk, commentary.sme.sk, plus.sme.sk, world.sme.sk, korzar.sme.sk, economy.sme.sk, tech. sme.sk, auto.sme.sk, culture.sme.sk and from the media PRAVDA pages pravda.sk, europa.pravda.sk, spravy.pravda.sk, zurnal.pravda.sk, sport.pravda.sk, money.pravda.sk, auto.pravda.sk, culture.pravda.sk, travel.pravda.sk, nazory.pravda.sk, skola.pravda.sk. The keywords we searched for in the articles were migrant, migration, migrate. They were entered into the search engine in such a way as to allow searching their variants (inflection, timing). We set the time period to 2019 and 2020. We did not want to go to a more distant period, as it has been addressed in previous research

and the picture of published articles would be less telling. We left 2021 out of the analysis as that was the year, we conducted our research and therefore, we would not have complete results for the full year. For a more detailed analysis, we focused on the year 2020. We were aware that the topics in the media at the beginning of the year were influenced by the elections and later by the Covid 19 pandemic. However, we still considered it important to examine whether media stereotypes in the portrayal of that topic were recurring.

**Figure 3.5** Published outputs in total – years 2019, 2020.

Published outputs in total -- 2019, 2020
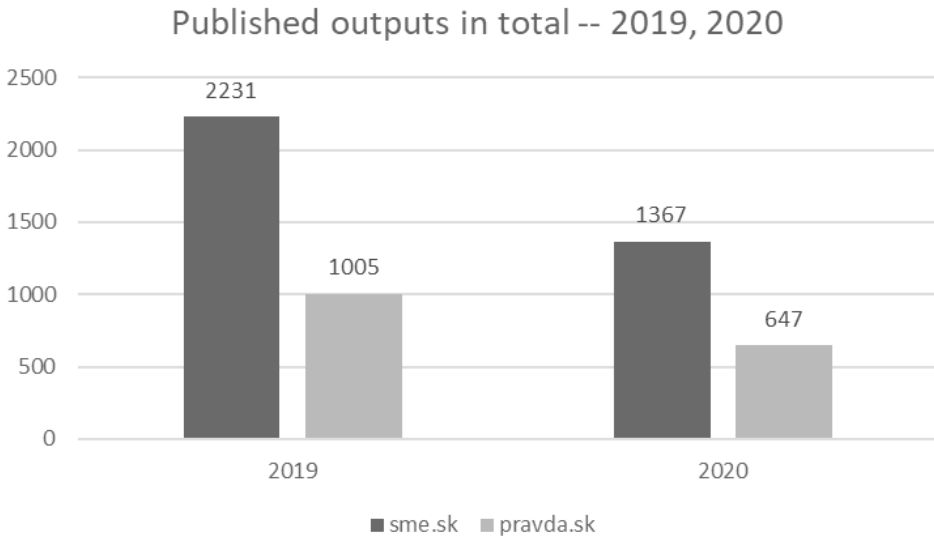


**Source:** own processing based on: https://monitora.cz/databaze-firem/, 2021.

After comparing the total number of posts per year where the topic of migration was mentioned, we found that in 2019 the online portal sme.sk published 2,231 posts and the online portal pravda.sk published half as many. Both portals show a frequency of over 1,000 posts per year, which confirms the findings from the research of the agency Neuropea, s.r.o. In 2020, the number of posts on both portals decreased by less than half, the ratio of numbers between the media remained approximately the same (see Figure 3.6). The reduction in the number of posts in 2020 is also documented in another research. The reason for this was that all media outlets were overwhelmingly focused on the pandemic situation, its evolution, measures and other solutions related to it

(economic, educational, humanitarian, political, etc.). At the same time, there was a general reduction in travel and illegal migration to and within the European Union during the period in question, as the countries of the European Union closed their borders to each other and passage was only possible under strict security conditions.

**Figure 3.6** Published outputs in 2019.

## Published outputs in 2019



■ sme.sk 2019   ■ pravda.sk 2019
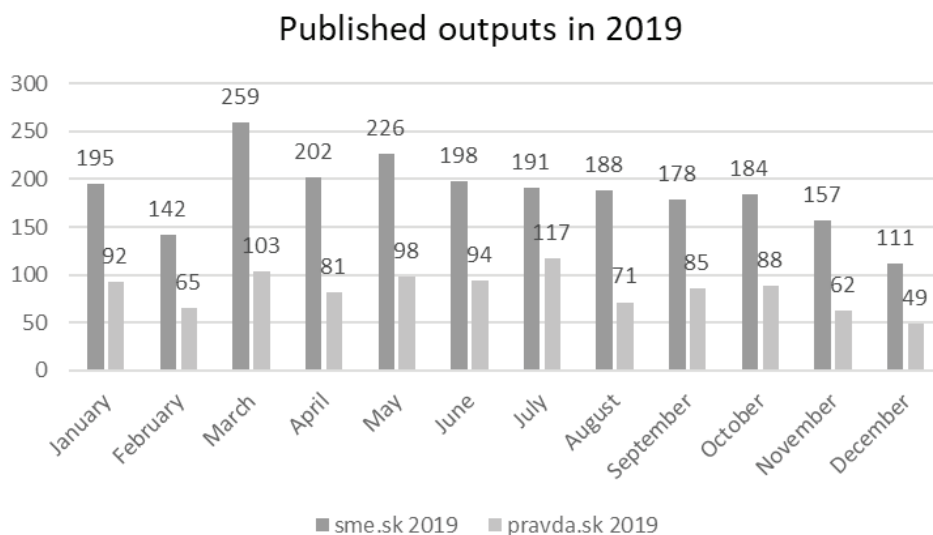
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

Looking at the distribution of the frequency of articles on the topic of migration in individual months of 2019 on the portals sme.sk and pravda.sk, we can conclude that the ratio of about 2:1 in favor of a higher number of articles published on sme.sk is also evident here (see Figure 3.6). The portal sme.sk published the most articles in March, for pravda.sk it was the second most numerous months. At the end of this month, Slovakia held presidential elections, and so the topic of migration was one of the topics of the pre-election discussions. The construction of a border wall between Mexico and the USA, initiated by Donald Trump, also attracted attention this month. The highest number of posts on pravda.sk was in July 2019, when the topic of solving the

issue of migrant placement became more prominent,[62] Italy closed the largest migrant camp on the island of Sicily,[63] and riots caused by migrants emerged.[64]

**Figure 3.7** Published outputs in 2020.



## Published outputs in 2020

sme.sk 2020:
January 172, February 185, March 162, April 100, May 78, June 61, July 88, August 103, September 151, October 84, November 103, December 78

pravda.sk 2020:
January 84, February 93, March 81, April 42, May 43, June 37, July 53, August 40, September 48, October 40, November 54, December 32

■ sme.sk 2020  ■ pravda.sk 2020
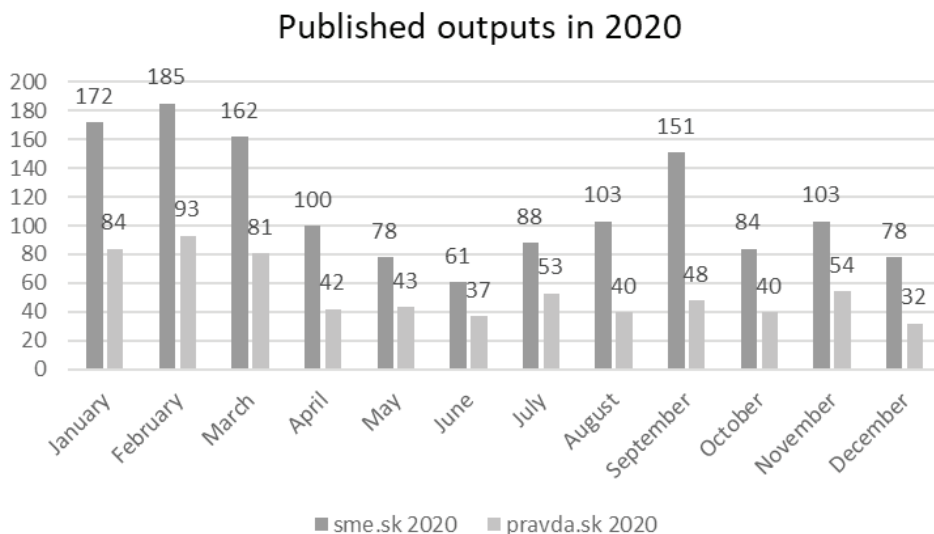
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

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62  „Germany should play a leading role in the EU in accepting refugees and migrants, according to its Social Democratic Foreign Minister Heiko Maas, together with those states willing to join it." ("Maas: Nemecko je pripravené byť lídrom v prijímaní migrantov. (Maas: Germany is ready to be a leader in welcoming migrants.", TASR, 2019, accessed December 17, 2021, https://spravy.pravda.sk/svet/clanok/519037-maas-nemecko-je-pripravene-byt-lidrom-v-prijimani-migrantov/.).

63  „Under the rules, which have been in force since June, NGOs that enter Italian waters without a permit face fine of up to 50 thousand euros and the seizure of their vessels. Salvini's latest move is to increase the fines to up to one million euros and make it easier to seize ships. Salvini's toughened law, which is designed to prevent NGOs from entering Italian ports, does not apply to humanitarian ships, according to the daily La Republica." Daniela Balážová, Pravda 09.07.2019 11:00. (Daniela Balážová, "Proti Salviniho zákazu šla ďalšia loď. (Another boat went against Salvini's ban.)", PRAVDA, accessed Deember 17, 2021, https://spravy.pravda.sk/svet/clanok/518436-proti-salviniho-zakazu-sla-dalsia-lod/.).

64  „Illegal migrants occupy Panthéon in Paris – Hundreds of undocumented illegal migrants stormed the historic Panthéon building in central Paris on Friday, demanding to legalise their stay in France." TASR 12.07.2019 20:10; Ilegálni migranti obsadili Panteón v Paríži. (Illegal migrants occupy the Pantheon in Paris.), accessed December 17, 2021, https://spravy.pravda.sk/svet/clanok/518965-ilegalni-migranti-obsadili-panteon-v-parizi/.

When analyzing the frequency of published articles in 2020 in individual months on the portals sme.sk and pravda.sk, we found that the highest number of articles was published in the first quarter of the year, in the order of February, January and March. At the end of February, Slovakia held parliamentary elections, so it is likely that the increased number was caused by this political event. However, compared to 2019, the number of contributions is, as mentioned above, lower overall, by about half. The difference between the numbers of posts featured on the portals was also the same – approximately double. The month of September still proves to be interesting to analyze. In this month, the number of posts on the portal Sme.sk jumped significantly, the fourth highest in the whole year, three times higher than on the portal Pravda.sk. If we look at the situation related to migration, in the month of September – a very large number of migrants arrived in Athens from Syria, Afghanistan and Iran, there were fires in refugee camps and there were discussions about the conditions that migrants have in them. Discussions have begun in Europe and in Slovakia on the proposal for a new pact on migration and asylum presented by the European Commission at the end of September.[65]

After analyzing the year-round frequency of papers presented, we took a closer look at the specific papers in the most numerous months of 2020, February. We analyzed the contributions on each online portal separately. We focused on who was the author of the post – agency, editorial office, author-editor or blogger, what genres were used, whether it was news from home or abroad, what topics were covered. We decided to go for 2020 because of the timeliness of the results. We were aware of the limit of our research, namely that it was an election year and a year heavily marked by the Covid 19 pandemic.

## Online portal sme.sk

In the month of February 2020, a total of 185 articles were presented on the sme.sk news portal.

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65    Archive 1.-30. September 2020, www.sme.sk, accessed December 20, 2012, https://svet.sme.sk/arch/2020-09-23?page=3.

**Figure 3.8** SME – agencies versus authors.

## SME -- agencies versus authors
### 185 contributions in total
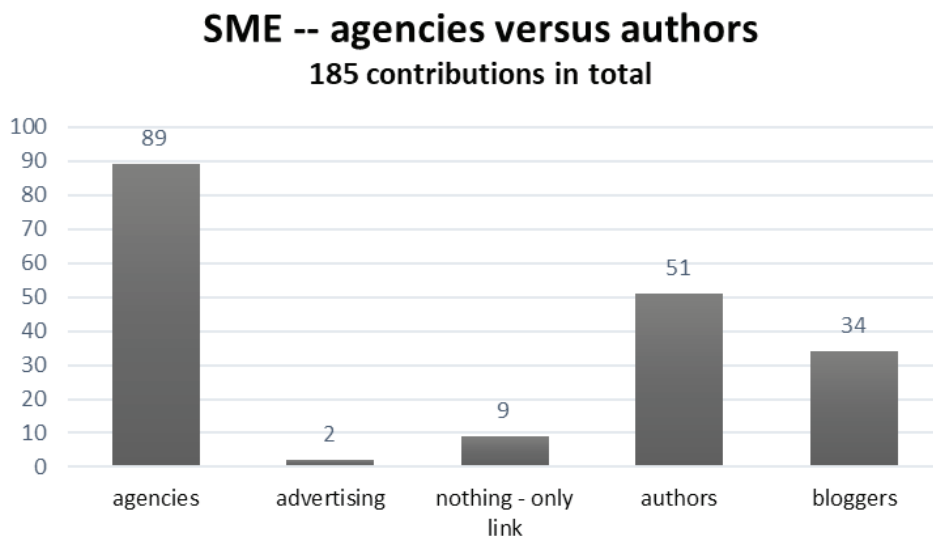
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

Of the total, almost half of the submissions were from agencies (48.10%, 89), almost a third were from authors (27, 56%, 51), and just over one-sixth were written by bloggers (18.32%, 34). Nine posts out of all were posts that did not address the topic of migration, but at the end or during the post there was a link to a post that had the word migrant/migration in the title. Two posts were paid advertisements – interviews with candidates for the parliamentary elections; respondents were also asked about their opinion on the issue of migration and their suggestions for its solution (see Figure 3.8). The ratio of domestic to foreign news (genre) was 1:3, so of all the news, domestic news made up one quarter and foreign news three quarters.

**Figure 3.9** SME – domestic news.

## SME - domestic news - total number 23
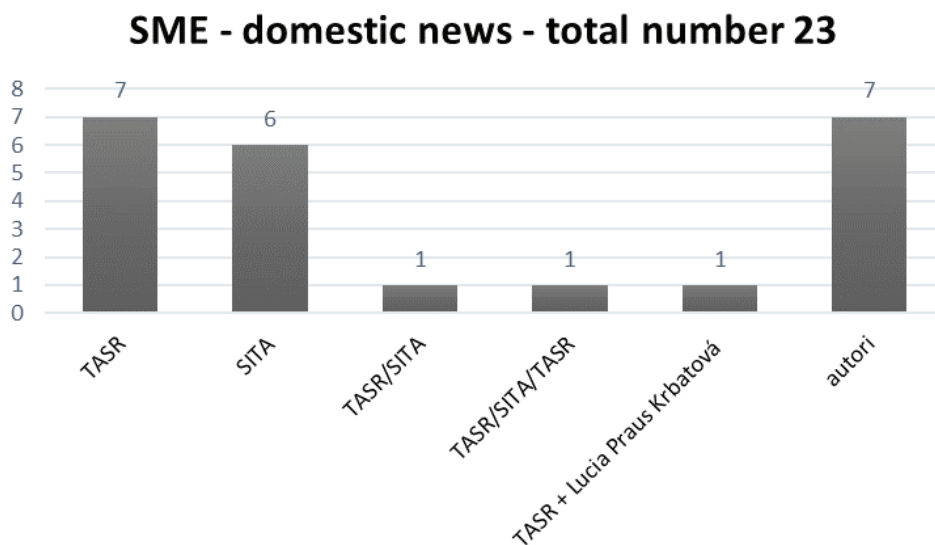


**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

During the month of February 2020, the portal sme.sk published 23 domestic reports on the topic of migration. Up to 2/3 of them (16) were agency reports and only 1/3 were original (7). Almost half (10) of all reports came from the TASR agency, one of them was supplemented by an editorial text and two were based on a combination of reports from two Slovak agencies – TASR and SITA. Taking into account the criterion – pure origin from one agency, we can conclude that the use of sources – TASR (7) and SITA (6) – was balanced (see Figure 3.9).

**Figure 3.10** SME – foreign news.

## SME - foreign news -- total number 73
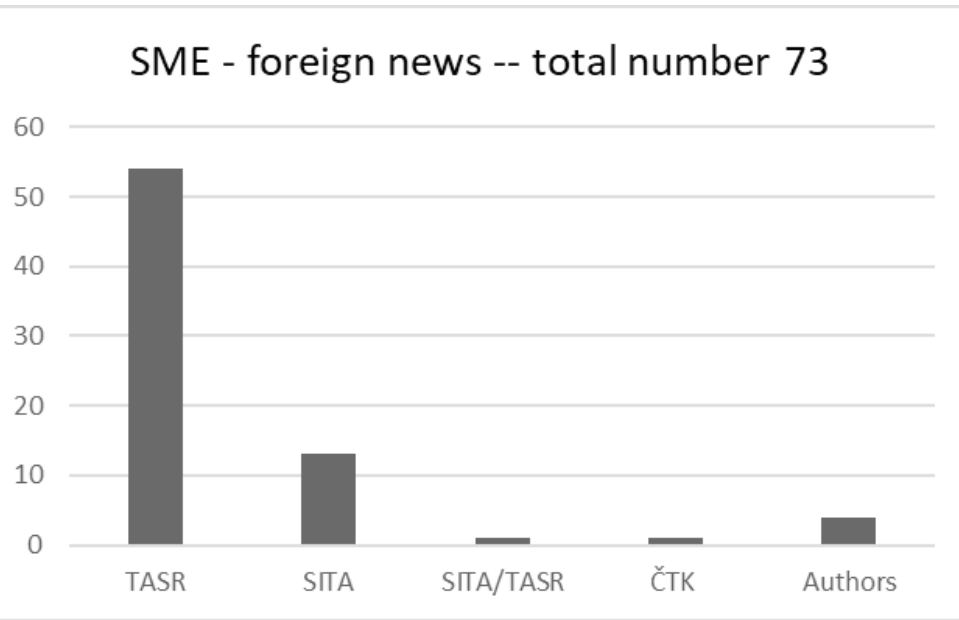


**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

News from abroad was heavily dominated by news from agencies. The sme.sk news portal did not use foreign agencies as sources, did not process information editorially from multiple sources, but took over and published the processing of Slovak editors of the Slovak agencies TASR and SITA, only once did it use the Czech agency CTK. Almost 95% (69) of the 73 reports on migration abroad were agency reports. A relatively high number – 54 agency reports (73%) – came from the public news agency TASR and one sixth – 17.8% (13) – from the private agency SITA. Only 4 reports – 5% – were author's reports (see Figure 3.10).

**Figure 3.11** SME – contributions – domestic/foreign.

**SME - news domestic / foreign**
**- total number 4**

(bar chart: TASR = 2, SITA = 1, TASR/SITA = 1; y-axis 0 to 2,5)
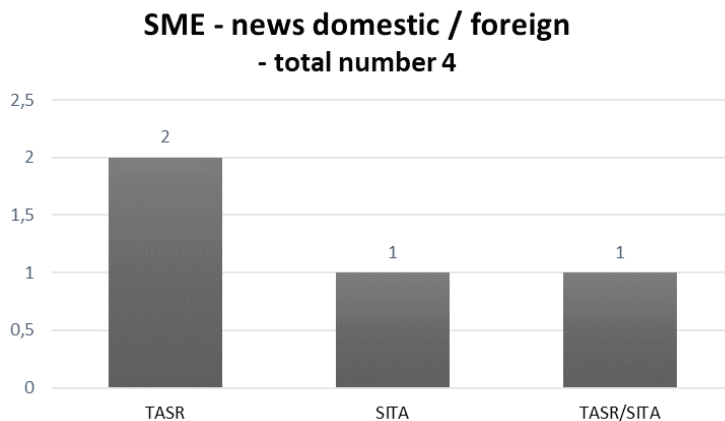
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

Among the reports, there were also those concerning the domestic environment and abroad. There were not many of them (4), all of them were only agency reports (see Figure 3.11).

**Figure 3.12** SME – by genre.

**SME - by genre**

(bar chart: Report = 100, Extended report = 11, Comment = 16, Report = 1, Interview = 9, Book review = 3, Advertisement = 2, Blog = 34, Other - link to an article... = 9; y-axis 0 to 120)

**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.
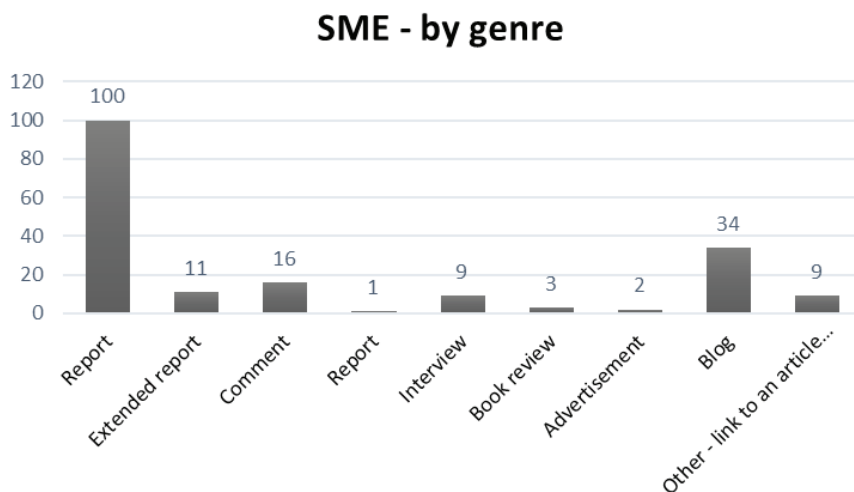
When analyzing the genres used, the largest number of reports was 54% (100). Commentary had the second highest, but significantly lower number, followed by interview, while the others – book review, advertisement and reportage – were used only minimally. This distribution of genres used also follows the distribution of proportions between agency news and author's work. A lot of comments were connected with the pre-election atmosphere in Slovak society. In the case of interviews, it was also true that they were more related to the election topics; interviews with foreign interviewees were devoted to the issues of solving the migration crisis in the European Union (see Figure 3.12).

Looking more closely at the specific themes that were mentioned in the papers, there was a great deal of variety in the domestic news. The topic of migration was dealt with in the context of the government's activities, pre-election presentations – the parties' positions and programs in the context of migration policy, the systemic solution to the so-called migration crisis throughout the European Union, or illegal smuggling and its exposure. Reports also mentioned the risk of travel – the migration of people in connection with the spread of the Covid-19. At regional level, reports were published about migrant trafficking. In the area of the labor market, there was one report on Slovaks going abroad for work (that the number was increasing) and one on a Slovak emigrant who had successfully established himself abroad and won an Oscar (see Table 3.1).

The migration-related news from abroad, of which there was considerably more, covered a number of areas. Several reported on the fears of the indigenous populations of the southern border states of the European Union (Greece, Italy, Hungary) of further arrivals of higher numbers of irregular migrants complicating life in their regions, especially on the islands, the poor conditions in refugee camps and the protests by indigenous populations against the construction of new camps. Several reports dealt with the politics of dealing with the migration crisis and migration policy in a pan-European context. A third group of papers was devoted to the issue of restricting the entry of unskilled labor and setting new conditions for those seeking to work in the UK after Brexit. Our search also included in the set of texts papers about a study program that includes themes on migration, animal migration or data. In most of the domestic news stories, the topic of migration was only mentioned in passing and was used as part of the political discourse in the pre-election presentation. In foreign and domestic-foreign news, the topics were related to the illegal arrival /passage of

refugees and the problems with their life in refugee camps, also in the context of complications for "buffer" countries. The headlines on the portal were of a factual, neutral nature (e.g., "A smuggler caught in Košice with migrants was accused"; "A man was transporting migrants to Germany, charging 1,500 euros per person"; "Hundreds of migrants were taken away in buses from the Serbian border with Hungary"; "A child was born during a risky voyage. Dozens of migrants rescued in the Mediterranean"; "Finland agrees to take 175 asylum seekers from the Mediterranean"; "Pope urges internet companies to fight human trafficking"; "Greece will continue not to allow illegal border crossings with Turkey").

**Table 3.1** SME – topics abouts migrants.

| Domestic news | | Foreign news | | | | | | Domestic / foreign news | |
|---|---|---|---|---|---|---|---|---|---|
| 23 | | 73 | | | | | | 4 | |
| politics elections | 6 | smuggling | 14 | asylum restrictions | 1 | smuggling -- death | 1 | aid -- addressing the migration crisis | 2 |
| smuggling | 4 | smuggling - concern | 11 | aid support | 1 | smuggling -- trying to cross | 1 | human trafficking | 1 |
| human trafficking | 3 | policy | 5 | policy -- tackling irregular migration | 1 | smuggling control | 1 | smuggling - fear - wall | 1 |
| animal migration | 2 | smuggling -- fear -- stop the camps | 5 | smuggling policy | 1 | reception of asylum seekers | 1 | | |
| policy | 2 | smuggling -- help | 4 | aid - suspension of camp construction | 1 | migrants' protests against conditions | 1 | | |
| data migration | 1 | policy - tackling the migration crisis | 3 | aid - tackling the migration crisis | 1 | solving the migration crisis - aid | 1 | | |

| Domestic news | | Foreign news | | | | | | Domestic / foreign news | |
|---|---|---|---|---|---|---|---|---|---|
| 23 | | 73 | | | | | | 4 | |
| migration of people -- travel | 1 | addressing the migration crisis -- assistance in camps | 3 | aid to migrants | 1 | back from the border | 1 | | |
| leaving SK for work | 1 | successful migrants -- global | 2 | aid to migrants - camps | 1 | granting asylum | 1 | | |
| education - curriculum | 1 | Travel + Covid | 1 | visa rules | 1 | UK stop the unskilled -- visas | 1 | | |
| results of a survey on the perception of Roma nationals -- SK | 1 | crime | 1 | smuggling - fear - wall | 1 | disembarking migrants | 1 | | |
| immigrants from SK | 1 | migrants -- risk of bringing disease | 1 | smuggling - fear -- fear of influx | 1 | combating trafficking in human beings | 1 | | |

**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

## Online portal pravda.sk

In the month of February 2020, a total of 93 articles were presented on the news portal pravda.sk.

**Figure 3.13** PRAVDA – agencies versus authors.

## PRAVDA - agencies versus authors
### 93 contributions in total
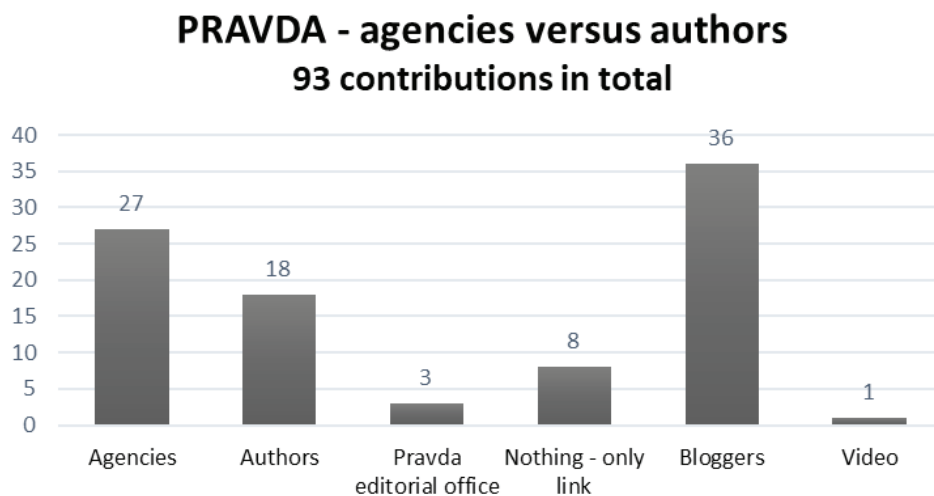


**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

When analysing specific posts, we found that 52.7% (49) of the posts were produced by the editorial staff (either by authorship or by publishing an agency report) and 38.7% (36) were published by bloggers. They even achieved the highest number of each category examined. As on the portal sme.sk, the selection of articles related to migration issues also included contributions where the topic was not directly mentioned in the article. Unlike sme.sk, however, on the portal pravda.sk there were no references to articles with the word migration in the headline, but there were eight references to questions for leaders of parties running for the Slovak Parliament. At the end of the series of answers of the leaders to one question there was a link – to the answers to the other questions. One of that series of questions – question No. 9 – was on the subject of migration and was: Should Slovakia become part of a mandatory quota mechanism for redistributing migrants among EU member states? On pravda.sk we also identified one video related to the issue under investigation. Up to three contributions were from the production of the editorial office – without the author's designation. Almost one-fifth (19.3%, 18) were author's contributions (see Figure 3.13).

**Figure 3.14** PRAVDA – domestic news.

## PRAVDA - domestic news
### total number 13
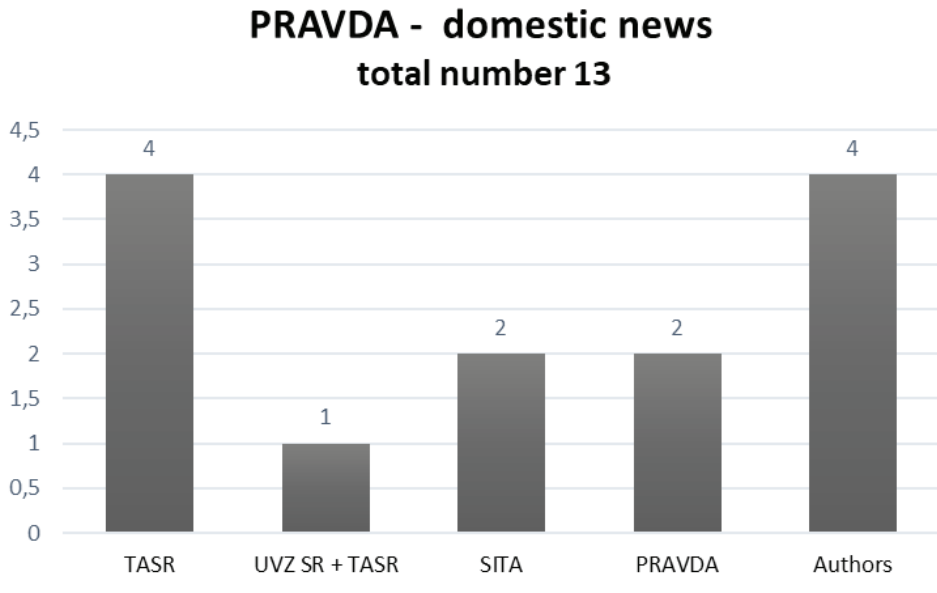


**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

In a more detailed analysis of the reports from the domestic environment, we found that seven reports were taken from agencies (one of them was supplemented with information from the official source, the Office of Public Health of the Slovak Republic), which accounts for 54% of the domestic information taken. Two reports were prepared by the editorial staff without the author's name; they dealt with two pieces of information, primarily related to the election campaign and its ethical aspect, apart from migrants. All four author's contributions mainly touch on the election campaign and migration as a political topic.

**Figure 3.15** PRAVDA – foreign news.

**PRAVDA - foreign news - total number 21**

| Source | Value |
|--------|-------|
| TASR | 9 |
| TASR, SITA | 1 |
| TASR, ČTK | 2 |
| ČTK | 4 |
| Autors | 5 |
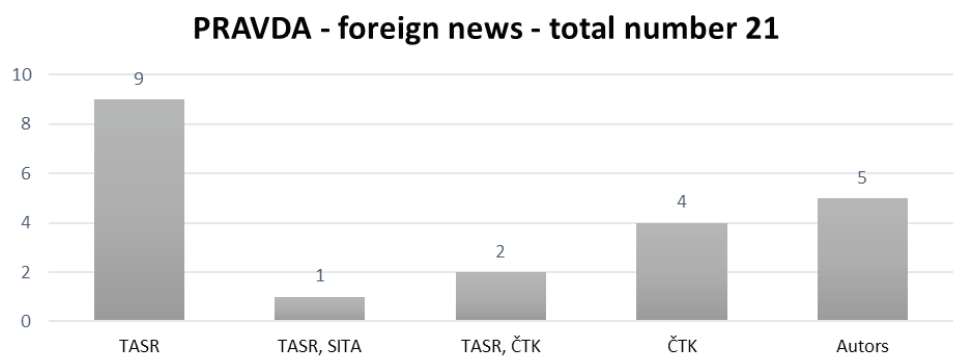
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

News agencies are the source of almost 76% (16) of foreign news, with 57% produced by the Slovak public news agency TASR and 19% (4) by the Czech news and information agency ČTK. The two reports that we included in the agency-based news were compiled by combining reports from two agencies (TASR+SITA, TASR+CTK). Seven reports (33%) were produced by the authors and covered a variety of topics – from environmental issues, to EU–UK relations, to the pandemic situation, all also linked to the topic of migration (see Figure 3.15).

**Figure 3.16** PRAVDA – news foreign/domestic.

## Published outputs in total -- 2019, 2020

2231

1005

1367

647

2019     2020

■ sme.sk  ■ pravda.sk

**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.
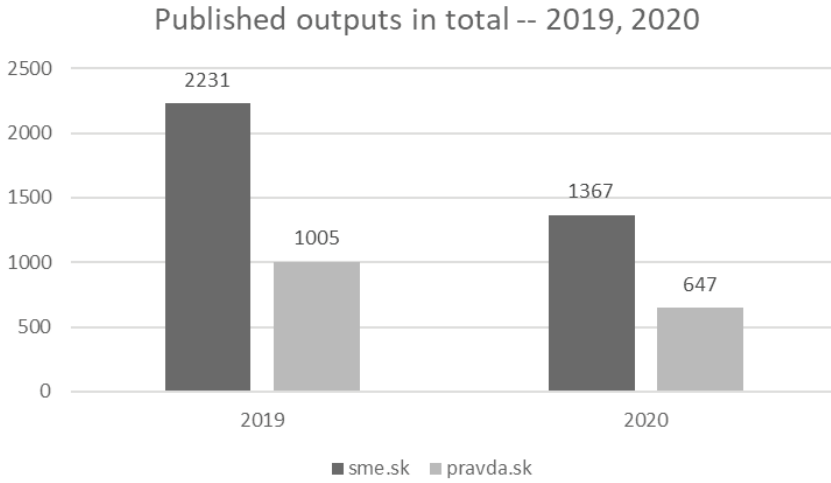
When analyzing the reports that covered both domestic and foreign territories, agency reports again predominated. In contrast to the portal sme.sk, there were also two authors' reports. The topics covered were smuggling and the solution to the migration crisis (look at the Figure 3.16).

**Figure 3.17** PRAVDA – by genre.

## PRAVDA - by genre

40

2       4       2       1

36

8

News   Opinions   Interview   Book review   Video   Blog   Other - link to an article on migration
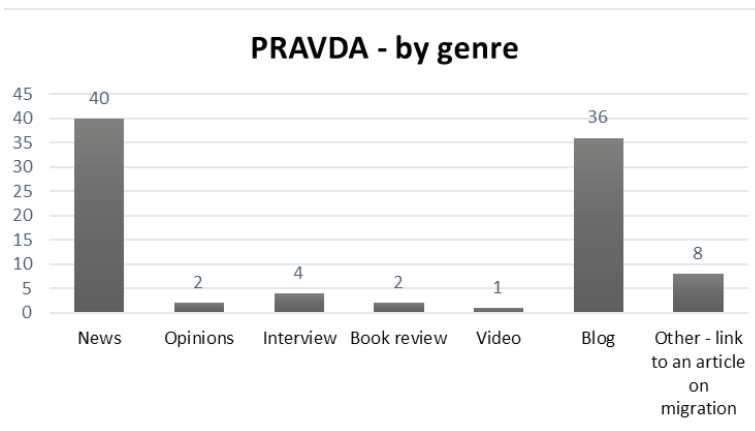
**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

Of the 93 submissions, the highest number - 43% (40) – was in the news genre. Other genres were used only minimally – two opinion pieces, two interviews, two book reviews and one video. The second highest number of posts was blogs – 38% (36). As mentioned above – there were eight occasions when a pre-link to pre-election interview questions with party leaders was posted at the end of an article, one of which was about addressing the issue of migration (see Figure 3.17).

On the online news portal pravda.sk, most of the news was related to the topic of the elections and the opinion on the solution of the migration issue in Slovakia, but also to the use of this topic for political election campaigning. In addition, the topics of smuggling, human trafficking, and the possibility of travel-related transmission of the Covid-19 disease were also marginally mentioned. The topics were therefore, similar to those on the portal sme.sk. The foreign topics in the news were also similar. They dealt with immigrants coming illegally to the European Union, aid for them, life in refugee camps and resistance to the building of new ones, as well as topics about the overall solution to the migration crisis, which is often associated with leaving the country due to poor living conditions. This has also been the subject of news stories both at home and abroad.

After analyzing the individual headlines, we can conclude that they were as neutral as on the portal sme.sk – in domestic, foreign, and domestic-foreign news. On the portal pravda.sk, for example, the headlines were the following: "Commissioner Johansson discussed migration in Slovakia"; "Police detained several people suspected of human trafficking in Dubnica"; "Life abroad? Here are the top countries for immigrants", "Slovakia almost in the tail"; "Border alert drill, migrants searched for"; "Turkey opens the way to Europe for Syrian refugees"; "11 migrants found in a truck in the Czech Republic with a special device"; "Trump called Orbán, they also talked about migration and border protection."

**Table 3.2** PRAVDA – topics about migrants.

| Domestic news | | Foreign news | | | | Domestic / foreign news | |
|---|---|---|---|---|---|---|---|
| 13 | | 21 | | | | 6 | |
| politics - elections | 8 | policy - addressing the migration crisis | 5 | Court -- stop Trump measures | 1 | policy -- tackling the migration crisis | 2 |

| Domestic news | | Foreign news | | | | Domestic / foreign news | |
|---|---|---|---|---|---|---|---|
| 13 | | 21 | | | | 6 | |
| travel -covid | 2 | smuggling - concern | 3 | migration -- fear | 1 | addressing the migration issue -- deployment | 1 |
| human trafficking | 1 | smuggling | 2 | smuggling - fear -- stop the camps | 1 | politics - elections | 1 |
| politics -- tackling the migration crisis | 1 | accusation - poor conditions of migrants | 1 | smuggling -- More migrants -- Yemen | 1 | smuggling | 1 |
| smuggling | 1 | aid support | 1 | travel - migration | 1 | smuggling - fear - wall | 1 |
| | | back from the border | 1 | Turkey -- opens border | 1 | | |
| | | climate crisis - forced migration | 1 | UK stop unskilled -- visas | 1 | | |

**Source:** own processing based on: https://monitora.cz/databaze-firem/, Monitora, 2021.

In conclusion, we have reached very similar results to those obtained by the authors of the previous studies. We found that the bulk of domestic news on the topic of migration was used as one of the topics of the pre-election debates and was politically exploited in the pre-election fight. Only a few reports were related to human trafficking, smuggling, but also to discussions on the solution of the so-called migration crisis within the European Union. These topics were always presented in the context of the current events of the day. They were mostly written in a neutral manner or as a potential threat to be addressed. Specific solutions were not elaborated in the interviews, or in the commentaries. During the reviewing time, we heard only occasionally about the employment of legal migrants and their use in our labor market, or about specific stories of migrants and their life in refugee camps, or about their life after obtaining asylum in Slovakia; the information was not very specific.

The news on foreign affairs and migration dealt with the topical issues of the day. The topics covered included the rescue of migrants in illegal transports, the need to help them, the need to improve their conditions in refugee camps, the concerns of the inhabitants of "buffer" islands and territories, and the protests

against the building of new camps. Among the articles, there were also themes of strengthening the protection of the territories, surveillance, strengthening the fence or building a wall. There were articles on illegal migration not just in the European Union, but also in the US – in the context of the construction of Trump's wall against illegal migration. Some of the foreign contributions presented the topic of Turkey's refusal to detain migrants on its territory prior to joining the European Union and the political debate about this move. The foreign reports were equally written in a factual manner, although words such as tide, stream or wave also appeared in them. Agency news significantly outweighed the original news, with both portals drawing mainly from the public news agency TASR.

It was interesting to note that a relatively high number of posts mentioning migration (very often negatively) came from bloggers. A number of their posts could no longer be traced on the site, they were withdrawn. The comments were devoted to three themes – they were about the election campaign and the treatment of this issue in the run-up to the election, Slovak-Hungarian relations and Hungarian Prime Minister Orban's stance on this matter, and the changing immigrant conditions in the UK after Brexit. On a positive note, we found that the headlines and reporting retained factual substance, with no explicitly defamatory language or labels found anywhere (except in the blogs, which have been removed).

T. Freidingerová, P. Ivanič, and P. Chalupková introduce their handbook (not only) for future journalists on how to write about migration with two interesting insights that emerge from research and analyses of the portrayal of the migration crisis after 2015. The first is that although the topic of migration has become increasingly relevant to the media, audience interest in it has gradually declined. The second is that there is a difference between how the media in Western Europe and Central and Eastern Europe cover the topic. The media in the West focus on the situation of migrants and refugees and issues of aid and solidarity towards them. The media in Central and Eastern Europe focus their texts on describing the problems related to migration, migrants and refugees and the protests against them.[66] They also state that research also shows that

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66   Tereza Freidingerová, Peter Ivanič, Pavlína Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov.* (*People between the lines. A handbook on migration*

the country from which people come plays another decisive role in how migration is reported. They refer to the research of M. Geogia and R. Zaborowski, who based their analysis of media content in eight European countries and pointed out that the media rarely report on refugees and migrants comprehensively, do not address the reasons why they leave their homes and give them little space to express themselves directly.[67] They also refer to a comparative analysis of more than 2 500 articles from 17 European countries, carried out by the European Journalism Observatory (an association of several research organizations) and the Otto-Brenner-Stiftung. They confirm that migration is framed as a political issue, with much less representation of migrants themselves (only 8% of the articles referred to migrants as individuals or families).[68]

A similar conclusion was reached in 2017 by the authors of a documentary produced by a collaboration of radio broadcasters from eight European countries (Austria, Germany, Greece, Hungary, Ireland, Italy, Slovenia and Spain). They found that the media most often make the following mistakes when presenting the topic of migration:

1. Exaggeration – hyperbolization is very often used in the news in connection with the topic of refugees, which is associated with expressions such as wave, stream, tide, mass invasion, etc. Such expressions can conjure up images of catastrophe and the impulse to protect oneself and one's family;

2. The absence of messages about the positive benefits of migrants to society as opposed to messages that present migrants as a burden;[69]

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*(not only) for future journalists.*), (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 13.

67 Myria A. Georgiou, Rafal Zaborowski, "Council of Europe report: Media coverage of the "refugee crisis": A cross-European perspective.", in Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov.* (*People between the lines. A handbook on migration (not only) for future journalists.*), 73.

68 Susanne A. Fengler, Marcus Kreulter, "Migration coverage in Europe's media. A comparative analysis of coverage in 17 countries", in Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov.* (*People between the lines. A handbook on migration (not only) for future journalists.*), 73.

69 Author's note: Positive news about immigrants coming to the country or living in the country for longer periods of time appears very sporadically in news, journalism, or other formats of media content, although often immigrants living in the country for longer periods of time, in particular, bring a number of enriching aspects to the region.

3. The absence of statements by migrants themselves in reports on migration, for which migrants are becoming a homogeneous mass. According to the authors, migrants are silenced by the media;[70]

4. Incomplete portrayal of the migration or refugee crisis, with no explanation of the international context and reasons for migration;

5. Concentration of news on dramatic events involving migrants and their criminalization without additional information on the state of crime in the mentioned countries;

6. Uncritical interpretation of politicians' statements without opposing expert opinion or additional counter-questions;

7. The use of erroneous and inaccurate expressions. In some reports, the authors do not distinguish between migrant, refugee and asylum seeker. Terms such as "illegal migrants" are used instead of "people arriving without authorization/permission" that can lead to legal status.

8. Presenting migrants as a homogeneous mass of foreigners. This leads to a distraction from the real reasons for individuals to flee and migrate, and an overlooking of their concerns and problems. The reason for such portrayal is very often the tabloidization of the media, based on negativization and emotionalization, linked to the need for increased perception of the medium and the consequent advertising profits.[71]

From the above-mentioned research, both in Slovakia and in other countries, we can define several problems in the treatment of the topic of migration by journalists:

- the topic of migration is very often politicized and politically exploited;
- the topic of migration is one of the key topics of the pre-election political struggle, in which politicians' opinions are being won;
- migration is not written comprehensively, mostly factual information is presented about the landing of migrants, the numbers that have arrived and general statements about their difficult conditions in refugee camps;
- the topic of aid to migrants is often treated in a political, general way, with occasional references to and comparisons of the principles of aid allocation in different countries;

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70  Author's note: There may be several reasons for eliminating migrants' statements.

71  Letavajová, Chlebcová Hečková, Krno, Bošelová, *Novodobé migrácie vo verejnej, mediálnej a politickej diskusii.* (*Modern Migrations in Public, Media and Political Discourse.*), 64-65.

- there are no particular stories in the media that give an insight into the reasons for immigration, the hardship of life for migrants in their countries of origin (explained only by the political situation), what it means for them to leave their homes and set off on their journeys, etc.;
- some migrants leave for economic reasons, there is a lack of explanation – what is the way to get a residence and work permit in the new countries – whether it is a simple or complicated process;
- information on what such a journey for an immigrant looks like, what they have to experience on it, the threat of smugglers and their treatment of refugees, as well as descriptions of life in refugee camps are absent;
- there is also an absence of clearly presented information – what it means to obtain a residence permit/asylum;
- stories of adapted immigrants are also missing – what they do, how they adapted, what they bring to the new society, how they perceive it, how the new generations live in Slovakia;
- there is no information about long-term and new immigrants who live in Slovakia – what they do, how they are doing, how they live in the country, in which sectors and professions they are employed;
- there is a lack of information on how they perceive Slovak culture and whether they somehow connect the culture of their homeland and Slovak culture;
- there is also little written about the fact that migration for work is a normal process in the life of society and that it has always been there;
- it is also little emphasised that emigration is historically linked to Slovakia (ancestors left for work in America), but it is also characteristic of contemporary Slovak society – nannies in Austria, workers in Germany, doctors in the Czech Republic, etc.

From our further experience and longer-term research of both television and radio environments, we can conclude that on the one hand, the media try to present other cultures through films, documentaries, and sporadic journalistic or news stories. However, there are no long-running program cycles that stably present the desired attitudes towards other cultures. Even if some of the topics do appear in the media, they are not treated systematically, purposefully, repeatedly and often enough to impress the recipients, to influence

their perception of the topic of migration and migrants, and thus to gradually change the attitudes of the whole society.

In the previous chapter, we wrote about ways to embrace a foreign culture and help the adaptation process. Very often, when a larger community of foreigners enters a person's homeland, and especially significant territories, people often fear that they will have to adapt to a foreign culture, that they will surrender to it, and their native cultural customs and rules will disappear. However, respecting another culture does not mean giving up one's own, but showing respect for it, for differences, even without having to follow its rules and customs. Bennett's six-stage model of the development and cultivation of sensitivity to intercultural matters[72] also speaks of potential modes of adaptation. Its essence is the six basic attitudes towards a foreign culture. The first three are based on the pitfalls of ethnocentrism, the basis of the other three is an ethnorelativist approach based on a positive attitude towards difference. The first attitude is one of ignoring cultural differences, denying their different manifestations, and ridiculing them, which may end up in intense efforts to physically isolate and marginalize them. The second attitude is based on the fact that one is aware of the differences of another culture but evaluates them negatively. This is manifested, for example, by denigrating, slandering, and shaming it, by praising one's own culture at the expense of the other, by hostile behavior or by superiority. The third attitude is related to being aware of cultural differences but downplaying, underestimating and denying them. In communication, one focuses on what is common in both cultures, emphasizes it, and thereby suppresses focus on differences that may be important to members of the other culture. The second three attitudes are related to the fact that one does not perceive cultural differences as a threat, but is interested in learning as much as possible about them. The first positive attitude is one of acceptance of another culture. One is aware of and accepts cultural differences and shows respect for them, at all levels of culture, whether they are artefacts or values and norms. Another attitude is that one can adapt to another culture. This requires abandoning one's previous world view, being open, listening, and changing one's standard patterns of behavior. It also requires the ability to look at things with a new perspective. When adapting to another culture, it is necessary to learn to see both cultures as equals and to learn to exploit the

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72   Author's note: See previous chapter.

potential of each. The last type of attitude towards a foreign culture is the integration of cultural differences. One can analyze and evaluate different situations from one or more cultural perspectives. This requires not only certain knowledge but also personal and mental maturity and life experience.

M. Bennett's model can help to get into the thinking behind the formation of attitudes and the processes of acceptance of other cultures. However, intellectual understanding alone is not enough in increasing sensitivity to other cultures. A combination of emotional and intellectual processing is essential. For the change process to be successful, a sufficiently strong secondary pattern of behavior must often be provided that is more appealing than the primary one from the family and is reinforced by the sociocultural environment. This is precisely the opportunity for the media. They can, through original work, foreign contributions or acquisitions, set and shape media and social discourse aimed at building a society tolerant of differences and other cultures.

Sociologist R. M. Entman[73] points out that the potential power of the media is shown precisely when the audience does not have a preconceived opinion about a given phenomenon. This is when the media has a lot of space to shape public opinion. If they take on this role by reporting on migration, or any other phenomenon, in an unbalanced way (consciously or unconsciously), they can cause the audience to perceive reality in a distorted and biased way, and form attitudes towards migrants on that basis.

Media analyst P. Ettinger has formulated six specific demands on the news media based on research into the image of Muslims in Switzerland. These can also be used when reporting on sensitive topics, such as reporting on migration and migrants. He considers the following to be important:

1. To avoid simplification in terms of thematic context and perspectives.
2. To allow the diversity of stakeholders, their views and perspectives to be presented.
3. To critically illuminate the problems of coexistence between majority and minority societies, and to avoid generalization.

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73  Robert M. Entman, "Media framing biases and political power: Explaining slant in news of Campaign 2008", *Journalism*, no. 4 (11), (2010): 393-396. https://www.researchgate.net/ profile/Robert-Entman/publication/240701472_Media_framing_biases_and_political_power_Explaining_slant_in_news_of_Campaign_2008/links/0046352ebb710360ed000000/ Media-framing-biases-and-political-power-Explaining-slant-in-news-of-Campaign-2008. pdf?origin=publication_detail.

4. To justify criticism of the behavior of majority or minority actors and the resulting demands for change in their behavior.
5. To use a factual method of reporting.
6. To convey contextual information to better understand the behavior of individuals.[74]

Factuality, space for all sides to express themselves and explanation of the context are the basic conditions for the production of professional reporting. In reporting on migrants, when information is taken from the exchange network, much information may be missing and editors are left with only the facts provided. This can lead to simplistic reporting on these topics. The consequence of multiple editors taking information from a single source is that the same simplified report appears in a greater number of media outlets, paradoxically increasing its relevance and power. Another problem may be the reluctance of migrants to express themselves in the media. They may be asylum seekers, but they may also be longer-term immigrants living in the country. They may have different reasons for this. It may be the fear that they will attract too much attention and this will make it more difficult for them to get asylum or to adapt, or it may sometimes be the fear of a possible threat from people from their own country.

P. Ettinger also pointed out other mistakes that occur in journalistic practice when the issue of migration and migrants is presented in the media. He points out that:

1. It is necessary to consider pointing out the origin (whether ethnic, national or religious) of the perpetrator of a criminal or criminal act, which can lead to prejudice and stereotyping. This is particularly dangerous if similar actions by majority perpetrators are overlooked.
2. It is equally important to consider the use of the ambiguous, non-specific and generalizing term "migrant" without specifying origin, reasons for flight or migration. It assumes that at certain moments everyone is a migrant.[75]

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74  Paweł Ettinger, "Qualität der Berichterstattung über Muslime in der Schweiz", in Letavajová, Chlebcová Hečková, Krno, Bošelová, *Novodobé migrácie vo verejnej, mediálnej a politickej diskusii.* (*Modern Migrations in Public, Media and Political Discourse.*), 101-102.

75  Ettinger, "Qualität der Berichterstattung über Muslime in der Schweiz," in Letavajová, Chlebcová Hečková, Krno, Bošelová, *Novodobé migrácie vo verejnej, mediálnej a politickej diskusii.* (*Modern Migrations in Public, Media and Political Discourse.*), 85.

On the basis of many years of research into the portrayal of migration and migrants in the media and their other experiences in this field, the authors T. Freidingerová, P. Ivanič, and P. Chalupková, , have produced a publication *People Between the Lines*, which provides future journalists, but not only them, with advice on how to write about the issue and what to look out for. In it, they stress the theme of journalists' social responsibility for what they write about and how they write about it, as well as issues of ethics and the importance of context in the creation and inclusion of media content. They consider the awareness of the role of the journalist in the contemporary world to be relevant. They refer to A. White, according to whom journalistic standards, as set out in various ethical codes and definitions, are particularly important today. Truthfulness, impartiality, balance, but above all independence from commercial or political interests, as well as responsibility towards the recipients or society, is what distinguishes professional journalists from those who collect, process and disseminate information, often in the sincere conviction of fulfilling the public interest, but journalistic standards, principles, and values remain a great unknown for them.[76]

The authors also point out the mistakes made in perception not only by the recipients, but also by journalists as ordinary human beings. All of these factors can also distort a journalist's work. The point is:

- generalization based on established ideas and stereotypes,
- the influence of the environment in which one grew up or lives,
- the tendency to see other groups as more homogeneous and negative, and one's own group as more diverse and positive,
- the existence of a higher confidence in ideas formed in the past than in current judgements based on critical thinking.[77]

That is to say, one will interpret certain phenomena or events differently, depending on one's disposition and experience, as well as one's preferred point of view. Thus, this discourse will predetermine the structure and limits of the debate, the

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76  Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov.* (*People between the lines. A handbook on migration (not only) for future journalists.*), (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 15.

77  Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov.* (*People between the lines. A handbook on migration (not only) for future journalists.*), (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 16.

conditions and rules for the construction and perception of the reality presented. However, the setting of the presented discourse and its elements in a certain context of concepts and symbols must be based on what people understand, what is familiar to them. The authors of the handbook stress that journalists have a duty to learn to be aware of the discourse they create and to take it into account. They should therefore, learn to be aware of the way they perceive the world, how and why they think about it that way, and how this influences their approach to the stories and events they report on to their audiences.[78] They also state that the quality and treatment of a topic can be affected by conditions and the setting of standards in the newsroom, such as a lack of resources and time for expertise, a lack of demand for comprehensiveness in the treatment of a topic, or social and political pressures, various manipulations, and the pressure of hate speech in society. Thus, in an attempt not to "anger" the audience, instead of balanced and well-founded coverage of the topic, the media often present articles that remain at a superficial level of processing, are often biased, simplify the problem, facts are poorly presented or sources are completely missing, the line of processing copies the narrative that is communicated by the political elites, or which copies the expectations of the audience of a given media.

Migration as a topic is often presented as a problem, instead of being looked at holistically in the newsrooms and seen as a global phenomenon that brings risks as well as opportunities.[79] The authors of the handbook are also aware of the change in audience attitudes under the influence of the spread of social networks as an information source. They note that audiences today receive information at any time of the day, are not dependent on traditional media, and to some extents are becoming their own gatekeepers, which can lead to them becoming enclosed in their own opinion bubbles. The media today can no longer reliably ensure the reach of their output, and their content may not be accepted by the audience. Nevertheless, the authors of the handbook emphasize the strong influence of the media for two reasons. The media will

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78 Author's Notes. We consider the condition of self-reflection to be very important for quality journalism as well as for the professional growth of a journalist. This is confirmed by our many years of experience in the above-mentioned field, as well as our contributions about it.

79 Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov. (People between the lines. A handbook on migration (not only) for future journalists.)*, (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 18, 33, 34, 37.

always focus on covering a limited selection of topics on any given day, due to the physical capacity of journalists. Secondly, the choice of topics will be tainted by what journalists consider relevant and appropriate (the concept of media bias). At the same time, the authors stress that in today's digital age it is also true that recipients may "click" a topic to a relevant position on the Internet media, despite the fact that it originally had no such relevance. However, they point out that it is still a topic of choice brought by journalists.[80]

T. Freidingerová, P. Ivanič, P. Chalupková recommend journalists to be careful when working with migration topics:

- the choice of linguistic devices and stylistics – they see language as an important part of the power relations between the majority and the minority. The relevance is made by what words are chosen to describe migrants. For example, terms associated with natural disasters should be avoided. These instill fear and consequently dehumanize the subject.

- the correct terminology – it is essential to call phenomena, facts, groups of people and individuals by their correct names. Ignorance and inaccuracy causes terminological chaos and potentially contributes to misinterpretations and misleading conclusions.

- on statistics – interpretation of numbers on any topic can be tricky if, for example, the size of the underlying population from which the data is derived is not mentioned, or percentages are given when the numbers are low. It is also a problem if, for example, different categories are confused, for example, foreigners with asylum seekers, etc.

- narrative – what should be avoided is making subjects into objects, that is,. writing about migrants and refugees without giving them a voice. At the same time, it is important that all interested groups, e.g. experts, citizens with a migration background, etc., are given space the share their views.

- for photographs and other illustrative elements – visual elements that reflect reality should always be given priority over attractive emotional images or illustrative images from other areas or from other periods or contexts. The human dignity of those depicted should also be taken into account.[81]

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80  Freidingerová, Ivanič, Chalupková, ed., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov. (People between the lines. A handbook on migration (not only) for future journalists.)*, (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 19-30.

81  Freidingerová, Ivanič, Chalupková, eds., *Ľudia medzi riadkami. Príručka o migrácii (nielen) pre budúcich novinárov. (People between the lines. A handbook on migration (not only) for future*

## Opportunities to Present Migration in the Media

Summarizing the findings and recommendations of the authors investigating the forms and ways of presenting the topic of migration and migrants, based on our current research, as well as on many years of experience and work in the space of audiovisual and auditory media, we see a number of possibilities and ways in which the media space can be used to communicate the topic of migration in such a way that society understands the complexity of the topic, its various aspects, and that attitudes characteristic of an open and tolerant society are promoted and enhanced.

First of all, the systematic presentation of the issue is very important. Articles and programs should not just be sporadic topics that appear in the media once in a while and only if they are linked to the events of the day. The media should deliberately present cycles and series of stories and programs explaining that migration is a natural part of life, that it is realized by every human being, that it comes in different forms and types, and that immigration brings elements to a country and its culture that can enrich it. If the subject of migration only comes up in the context of political or politico-social events, it is not possible, in the context of secondary socialization, to build attitudes in young people or to create a corrective experience in the older generation. In the absence of information, room is created for fabrications, rumors, hoaxes and conspiracies, which often convey negative messages. Ignoring or tabooing socially important topics again encourages the reinforcement of conservative stereotypes that hinder development and change in society. For example, television used to regularly broadcast a children's series where children from the home country visited the homes of children from other countries that had stayed in Slovakia and integrated into Slovak society, while at the same time maintaining the customs and traditions of their country of origin so as not to undermine the home culture. It was a very good session to get to know another culture, and at the same time a demonstration of how different cultures can live in symbiosis. The regularity of introducing topics will increase the chance of influencing the views and attitudes of a wide range of recipients. If such topics do not become a natural part of the information media world, society loses the opportunity to influence media and social discourse on them and to

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*journalists.*), (Bratislava: Človek v ohrození, n.o. / Svet medzi riadkami, 2020), 42.

shape public opinion and societal values. The conscious and deliberate raising of relevant topics, their quality and professional treatment, belongs to the social responsibility of all media.

Another important factor is the comprehensiveness of the presentation of the topic. Complexity is needed on two levels – it is the presentation of all topics related to the topic of migration, its forms, occurrence, importance for society, etc. But it is also about complexity within one sub-topic, where some information is not presented for various reasons. For example, very often the information was simplified to just mentioning the number of people disembarked and the restrictions for smugglers or drivers, whether it was domestic or foreign news. Also absent is the information that migration is a normal process in society, that it affects everyone, the history and present of Slovakia. There is also a lack of explanation of the various reasons for migration, with an emphasis on the fact that there are not necessarily only negative reasons for leaving the home country. For example, texts about protests against the difficult conditions in refugee camps do not give examples of how these people live. Percipients can make assumptions and complete the picture on the basis of photographs or videos, but they do not get the real picture. Particular information would help to increase both empathy and willingness to help. It is very often cited as a positive argument that immigration and the arrival of foreigners from other countries can help address labor shortages in the European Union labor market. This is also presented in general terms when discussing the shortage of workers in certain sectors in Slovakia. Despite the fact that the Ministry of Labor, Social Affairs and Family provides data on foreigners living in Slovakia, asylum seekers, as well as on occupations where they are employed and where there is a shortage of workers, no one will take the initiative to track down this information in order to be informed. That is precisely the essence of the work of journalists – to seek it out, process it into an understandable form, interpret it and present it. Sometimes the incompleteness is due to the inability to understand it; sometimes it is a matter of convenience and conforming to stereotypes when writing about a given issue. But if public opinion is to change, if the attitude of society is to shift from one of rejection to one of tolerance, the approach and the way in which this important and socially sensitive subject is treated must also change.

Changing attitudes and mind-sets in society happens gradually, very slowly, and takes several years to generations. It is necessary to reach all target groups,

all generations, so it is important to communicate the topic through different types of media and different formats. Although the effectiveness will vary, an appropriate systematic long-term presentation in different types of media can change the paradigm of how it is communicated and discussed. The most important role in this respect is played by the public broadcaster, Radio and Television of Slovakia, which is most oriented towards public service programs. At the same time, it broadcasts the most types of programs aimed at different target groups. Public service programs are also broadcast by private media, which may reach different target groups than the public service media. Each generation needs to receive information through the types of stories and programs that are relevant and attractive to them. This will also potentially achieve a higher impact of the information and messages embedded in them.

In addition to the information published in the news, the topic is presented in various commentaries, interviews, glosses, sketches, features, features, reports, journalistic programs, documentaries, stories, and films. Children learn about the diversity of the world and nationalities, as well as positive behavioral models, from an early age through fairy tales and children's films. One can learn a great deal about other cultures from documentaries, but also from many fictional films, or soap operas. Based on these stimuli, he/she develops an idea of other cultures and the possibilities of cooperation with them. However, in some cases of fictionalization these are not realistic; in artistic representations, simplification and abbreviation are very often used. However, these models are subconsciously perceived and often unconsciously adopted. Much research has shown that attitudes are best built and shaped by personal experience. It can also potentially be mediated by the media world. The more familiar the environment is to a person, the more he/she compares his or her own experience with the one portrayed. On the other hand, if he/she does not have models for such situations, the models from the domestic media environment become more convincing and easier for him to adopt. One understands better a concrete, clearly depicted example from life that is close to one's heart than complex formulations of laws and regulations from which one has to derive rules for living.

In journalism, even in terms of the laws of psychology, the specific, unfolding on home soil, is always closer and more emotionally powerful than the global, unfolding in other countries and territories. Therefore, we find it problematic

that there is very little media coverage of the stories of immigrants settled in Slovakia, whether long-term, for several generations, or short-term, currently doing business in Slovakia, or those who have only recently arrived in Slovakia. Little is also said about their life and adaptation on the territory of Slovakia. Publishing particular examples will raise awareness, complete the picture of their lives, and potentially eliminate the fears that arise from the unknown. For example, stories set in Slovak territory with characters from different cultures, who will have various adventures together, similar to real-life experiences, can be portrayed in the creation of stories. Such stories should be in the repertoire of educational production to provide children with concrete instructions and expected patterns of behavior. Discussions of the concerns associated with the topic of migration should not be left out of the presentation of specific topics. By articulating them, analyzing what causes them, communicating solutions, but above all opening a public debate about them and the possibilities of eliminating them, it is possible to work with the hidden emotions that exist in society. There is also a lack of communication through the media about what the asylum process looks like, how many applications are made and how many are actually accepted. There is also no information on how they are dealt with further. Many topics are also absent on positive migration, namely in the labor market, for example, what jobs Slovaks are not interested in, how many, where and how people from other countries are employed and under what conditions. Slovakia is also home to quite a lot of foreign companies, where many foreigners work, especially in top management. Their stories are equally unknown.

Examples of good practice are important for building a tolerant society and the effectiveness of secondary socialization. Very often, people only get neutral or negative information – about the numbers of people disembarking or trapped in vans, about problems in refugee camps, about boat accidents, about the border fence in Hungary or migrant protests in European cities. Very little is published about the successful adaptation of immigrants, their stories, and their professional accomplishments. The best known are the stories of popular figures, such as Mr. Ibrahim Maiga in Slovakia. Less is known about other artists and people from other professions who have found a second home in Slovakia. The publication of such stories would be enriching. It would also be inspiring to present how different cultures live in symbiosis. If we have mentioned successful people from other cultures, it is they who can be the carriers and popularizes of this theme. In the Slovak media environment, information

about the life of individual national minorities is regularly covered through news and reports. They have their own online media, or even print media, and they also map joint events of the nationalities living in the border area. However, very little is published about the life of other cultures in Slovakia. Here, the media have quite a lot of space to create. At the same time, it is very important that not only politicians speak out on the topic of migration, but that the affected actors – the migrants themselves and experts – are given equal space.

In order to make the topics interesting, it is necessary to process them in a curious, attractive way; for the medium in which they will be published, naturally. Today, stories are popular. A personal account of a person who has experienced everything for himself, who has had to overcome everything, to solve everything, arouses interest within the recipients, increases the attractiveness of the topic and the persuasiveness of what is being told. Shorter sentences and paragraphs separated by intertitles, supplemented by a lot of photographic material, dynamic edited audiovisual contributions, often built only on the link between image and music, is the form that today's recipient is used to and expects from media creators. As this is a sensitive topic, several research authors have pointed out the importance of interpreting statistics and the choice of words to talk about the numbers. They stress that it is very important for the authors of the articles to avoid words such as wave, mass, tide, horde, etc., and to formulate the individual ideas correctly. Inappropriate language fosters negative perceptions of the topic and becomes a basis for fear. It is also very important to select correctly and sensitively the illustrative images that document the topic of migration. This prevents distortion of reality and misrepresentation. An *empathetic* and *ethical* approach is therefore essential when dealing with the issue of migration.

The themes of migration, the possibilities of a multicultural society, and the effective coexistence of members of different cultures are relevant for the whole society. However, the media alone are not able to ensure the elimination of all the problems associated with them. They play an important role in secondary socialization, as well as in shaping or influencing public opinion. However, the state sector, such as the Ministry of Foreign Affairs of the Slovak Republic, the Ministry of Labor, Social Affairs and Family of the Slovak Republic, the Ministry of Education, Science, Research and Sport of the Slovak Republic, the Ministry of Culture of the Slovak Republic, international organizations

(the International Organization for Migration (IOM), the Office of the United Nations High Commissioner for Refugees (UNHCR) – UNHCR Regional Representation Office for Central Europe) and non-governmental organizations (People in Need, Milan Šimečka Foundation, Open Society Foundation, Slovak Humanitarian Council, Slovak Refugee Council, League for Human Rights, Pontis Foundation, People Against Racism, Caritas Slovakia, Center for the Research of Ethnicity and Culture (Slovak Governance Institute, The Institute for Public Affairs). Diverse activities at national, regional, and local level, joint events, bringing positive experiences or discussions with the public can be rich media material for attractive media content in diverse types of media. Only permanent publication of objective information and knowledge about other cultures and their coexistence, the presentation and acquisition of positive experiences and experiences with them, or open discussions, even on sensitive topics, which people will encounter in both mass media and non-media communication, can gradually change the society into an open and tolerant one. At the same time, it will make it possible to exploit the synergistic effect of the usefulness of differences for the coexistence of different cultures in a common multicultural space.

## Summary:

- Media content has both positive and/or negative effects on individuals and society as a whole. The ability to process incoming media stimuli, to take advantage of them or to resist them, depends on the individual's personal disposition, maturity, stereotypes, attitudes, values, as well as his/her media and non-media experiences.
- Media production is dominated mainly by information and entertainment functions. The percipients expect the journalist to obtain and process all the relevant information of the day for them. The audience is equally oriented towards entertainment. The media reality perceived by percipients is of better quality for them than the reality in which they exist. Both key functions – informing and entertaining – are strongly reflected in the thematic mix and in the specific media content. From a societal perspective, the media functions of socialization and preserving the continuity of society are particularly important. The media serve as a summation of models, providing percipients with important patterns and behavioral models

(socialization function). Thus, they help to shape each person's behavior and to form a mental model of the world. The media also have a great power and effect on the public because they are able to target content that can become issues in society.

- Currently, both traditional (printed newspapers and magazines, radio, television) and new media (news portals and web-media, radio and television distributing their production only via the Internet) operate side by side in the media space. Print media are based on the need of the recipient not only to read but also to own the media content, to have it "in hand" and to be able to return to it at any time. They combine text and still images. Texts must not be very long and complex; they are required to be broken down into shorter sections and to be structured in a relatively stable way on individual pages. Photographs are also important as they take up more space and are relevant in conveying messages and creating atmospheres.
- The essence of radio communication is the acoustic-auditory principle. The great advantage over the reception of other media outputs is that one can perform physical activity alongside listening to the radio without losing any part of one's perception. On the other hand, what is heard on the air sometimes is broadcast only once, and unless the listener understands it the first time, in the moment, it is gone forever. Ephemerality can be eliminated by clarity of content and articulation and repetition of relevant information. The spoken word conveys all sorts of contents, meanings, and moods in radio broadcasts. If the listener is merely listening to the information, this sometimes requires increased demands on his cognitive and intellectual skills. Ideas must be heard and mentally processed. The unquestionable advantage of auditory perception is that it greatly stimulates and develops the imagination, allowing a freer interpretation of the communicated content.
- The youngest kind of traditional medium is television. Despite the intense growth of the Internet, it is still one of the most watched and effective mass media. Its production is based on the synergy of three important components – text, sound, and image (both moving and still). Through television products, the viewer receives clearly presented content but also hidden messages. The viewer can see images of the action, events in direct sequence, the discussants in their statements, the consistency of their verbal and non-verbal communication, etc. The spoken word should complement the image, the music completes the atmosphere. The dynamics can be seen

in the structure and construction of the content, in the editor's speech, but also in the rapidly changing shots, which are attractive especially for the young generation. Nowadays, the audience is not just a passive recipient of media products, but often their creator. On their web portals, TV stations publish video reports filmed by viewers, processing their tips for reports. However, the audience is also very critical in their evaluation of the content offered, as evidenced by the discussions on social networks about the show itself. Nowadays, service on demand (SOD) services are becoming increasingly popular, where viewers choose from a range of programs according to their own interests and watch them at a time that suits them. It has also been introduced by traditional TV channels, where they include an archive of their programs, various bonus videos, or the possibility to watch a program in advance.

- Nowadays every media outlet has a website, without it would not survive in the competition. Publishing media content on the Internet has many advantages. As in television, creators can use all forms of media communication – text, speech, music, authentic autonomous sounds, static and dynamic images, models, and graphs. Unlike television, however, materials linked by a single theme do not have to be presented in a linear fashion, but various subtopics and supplementary information can be cross-linked within a single article. Another major advantage is the permanent possibility of updating the topic presented, during the day or over a longer period of time. The Internet also offers the possibility of interactivity – discussion under the article, as well as its sharing via various social networks. In the media market, attractive material is the one which is simple, not very long, supplemented with photographs and, in the online context, and/or a video. A specific format in the online space are blogs. Nowadays, every online news medium has a video section, some call it TV, as well as a podcast section.
- Media products in all media are presented in a variety of formats and genres. News is a specific source of information about the world. News as the basic genre of reporting is of primary importance in all media communication. It forms the factual basis and is the starting point for the creation of other journalistic or other media expressions. News is considered to be the most important, the most serious content of the media and represents a certain specific description of reality. Although it has its own distinctive features, it has such an authentic character that it is said to create a media reality.

In a news text, information is expected – what, where, who, when, how and why something has been done or has happened, or with what consequences, without the author interpreting how the percipient is to understand this information. The measure of the informational quality of a report is its relevance, objectivity, accuracy, precision, transparency, factuality, balance, variety, timeliness, and comprehensibility. For the creators of the tabloid press, information related to the basic functions of the human psyche is a priority: the instinct for self-preservation, the need to preserve one's lineage, and the satisfaction of ambition.

- The dominant feature of journalism is evaluation. Thus, in addition to information, a certain attitude is also expressed, an evaluation of the facts, or putting them into context. If a journalist not only acknowledges an event, idea, phenomenon, or fact, but also explains and evaluates it in a factual, logical-conceptual way, using linguistic means of expression, we speak of rational journalism. However, this must not be at the expense of objectivity and truthfulness. If, after acknowledging it, it is represented by artistic methods, by figurative expressive linguistic means, it is journalism of the emotional type. In news texts, temporal topicality is paramount; in journalistic, opinion texts, it is social topicality. Within media production, not only can journalistic genres be observed separately, but also various journalistic programs are presented in the broadcast. These can be composed of a single genre (e.g., radio or television debates or journalistic interviews), several of the same genre (moderated magazines composed of several reports) or multi-genre programs (e.g., a live contact journalism program).

- Currently, documentaries are very popular. Particularly attractive on the radio and television are staged documentaries in which the authors, through actors, reconstruct various historical events, as well as significant events of our time or interesting cases (e.g. crime, disasters, family stories, etc.). These straddle the line between fiction and non-fiction. Time-lapse documentaries reflecting various phenomena and themes of society have also gained the interest of the audience. Many television stations even specialize in broadcasting this genre in its various forms and guises. Other types of programs that can be found in the electronic media are entertainment programs, arts programs and, on television, films. All of the above genres and formats, with their content focusing on the history and life of different cultures, can contribute to learning about and understanding the uniqueness of each

culture, both its specificities and its differences, and can provide models and patterns of desirable and undesirable behavior. In this context, it is very important to highlight the social responsibility of both the creators and the media for the themes they present and through which they shape the culture of society as a whole.

- Research on the perception of foreigners and migrants is conducted by several organizations in Slovakia. As there were not many migrants in Slovakia until 2009, the topic of migration was not very prominent in the media and social discourse. For this reason, until 2009 only a few small-scale surveys were carried out, without assessing attitudes towards foreigners, migrants or asylum seekers, or examining perceptions of cultural difference. For example, according to a Focus Agency survey in 2005, research respondents believed that refugees needed assistance if they had compelling reasons for fleeing. However, similarly higher percentages of recipients identified with statements that they cost the state a lot of money, bring various diseases, and contribute to increased crime. Surveys and probes have tended to explore attitudes towards asylum seekers in conjunction with their portrayal in the media as a problem group that needs to be helped. They have found that an image has been created of them as a group that does not enrich the culture of society but imposes costs and burdens on Slovakia. The research of M. Vašečka and the IOM organization, *Public A*

  *ttitudes Towards Foreigners and Foreign Migration in Slovakia*, is considered to be groundbreaking and beneficial in this area. It focused on three themes: searching for the roots of attitudes towards foreigners at the level of attitudes, mapping the self-perception of the dominant group and the perception of otherness in general. In 2014, J. Hacek conducted research on the presentation of migrants in the environment of news websites in Slovakia (sme.sk, pravda.sk, HNonline.sk).

- The topic of migration came to the fore especially during the migration crisis in 2015 and has been regularly featured in the Slovak media since then. Across Europe, the topic of migration has been presented in a similar way in the media since the beginning of the migration crisis. It was most similar in the Visegrad Four countries. Positive or neutral media coverage of migration turned negative during the migration crisis, following the first indications of a lack of management of the situation, across Europe. In Slovakia, although it had only minimal direct experience of dealing with the

migration crisis, politicians and the media presented the topic in a largely negative way, exaggerating it in several aspects, and gradually began to link it to the concepts of otherness, religion, cultural customs, migrants' way of life and integration, pointing to the impossibility of migrants' coexistence and acceptance into society.

- V. Žuborová, I. Borárosová examined print media in the period May 2015 – March 2016, focusing on the use of the terms migrant and refugee in the media space in the context of positive and negative mediatization. The results were compared with studies from other countries. They noted a similarity of results in Slovakia and abroad. In the research from other countries, the topic of migration has been mapped since 2011 (conflict in Syria). They concluded that their research confirmed trends that were visible in other European countries – the concept of refugee was rather perceived through a positive presentation in the media and the concept of migrant in a rather negative way. The authors of the research P. Chalupková, E. Hornáčková, J. Hacek and P. Ivanič also focused on the analysis of the media coverage of migration by the Slovak media. They examined in detail the articles of three print media (daily newspapers SME, Pravda, weekly Plus 7 Days) and three online media (hnonline.sk, dennikn.sk, aktuality.sk) from the period 1 May – 31 August 2018. They were also interested in the motivation of journalists in processing the topic of migration and their working conditions and the procedures they use when processing it. The authors S. Letavajová, A. Chlebcová Hečková, S. Krna, and M. Bošelová gave an insight into the presentation of the topic of migration in the media on the basis of qualitative research. They focused on examining the texts of selected serious (aktuality.sk, sme.sk, dennikn.sk), tabloid (cas.sk and topky.sk) internet media and one media outlet that other media label as conspir-atorial (hlavnespravy.sk), on a randomly selected specific day, 17 July 2020.

- Members of the Human Rights League also conducted research on the presentation of the topic of migration on websites and social networks. Analyses of the perception of the topic of migrants in Slovakia from 2014 to 2020 were used to create a communication strategy and a training plan for the development of skills necessary for the integration of foreigners into the life of Slovak society at the level of local government units. Within the project, research on attitudes towards migration and integration as well as a number of trainings aimed at changing them, etc. were carried out. One

of the outputs was a manual for local governments on how to communicate these issues to the general public, the media and in the internal environment of local governments. The authors T. Freidinger, P. Ivanič, and P. Chalupková created a handbook for future journalists on how to write about migration. In it, among other things, they present two interesting findings. The first is that although the subject of migration has become more and more topical for the media, the interest of the audience in it has gradually declined. The second is that the media in the West focus on the situation of migrants and refugees in the context of aid and solidarity towards them. The media in Central and Eastern Europe focus their texts on describing the problems associated with migration, migrants, and refugees and on protests against them. They also state that research shows that the country from which people come plays another decisive role in how migration is reported.

- Our research also focused on the analysis of the portrayal of migration in the Slovak media, specifically on two major online news portals sme.sk and pravda.sk in the time period of 2019 and 2020. For a more detailed analysis, we focused on 2020. We arrived at very similar results to those obtained by the authors of previous research. We found that the bulk of domestic news related to the topic of migration was used as one of the topics of pre-election debates and was politically exploited in the pre-election struggle. A few reports were related to human trafficking, smuggling, but also to discussions on the solution of the so-called migration crisis within the European Union. These topics were always presented in the context of the current events of the day. They were mostly written about neutrally or as a potential threat to be addressed. In the period under review, we heard only sporadically about the employment of legal migrants and their use in our labor market, or about specific stories of migrants and their life in refugee camps, or about their life after obtaining asylum in Slovakia; the information was not very specific. News related to foreign countries and migration, was treated in a timely manner, given their occurrence during specific days. They dealt with the topics of rescuing migrants during illegal transports, the need to help them, the need to improve their conditions in refugee camps, the concerns of the inhabitants of "buffer" islands and territories were mentioned, as well as protests against the building of new camps. Among the articles, there were also themes of strengthening the protection of the territories, surveillance, strengthening the fence, or

building a wall. There were articles on illegal migration not only in the European Union but also in the US – in the context of the construction of Trump's wall against illegal migration. Some of the foreign contributions presented the topic of Turkey's refusal to detain migrants on its territory prior to joining the European Union and the political debate about this move. The foreign reports were equally written in a factual manner, although words such as tide, stream, or wave also appeared in them. Agency news significantly outweighed the original news, with both portals drawing mainly from the public news agency TASR. Interestingly, a relatively high number of posts mentioning migration (very often negatively) came from bloggers. A number of their posts could no longer be traced on the site and were withdrawn. The comments were devoted to three themes – they were about the election campaign and the treatment of this issue in the run-up to the election, Slovak-Hungarian relations, and Hungarian Prime Minister Orban's stance on this issue, and the changing immigrant conditions in the UK after Brexit. On a positive note, we found that the headlines and reporting retained factual substance, with no explicitly defamatory language or labels found anywhere (except in the blogs, which have been removed).

- The above research, both in Slovakia and in other countries, has revealed several problems in the treatment of the topic of migration by journalists – little is written about the fact that migration for work belongs to normal processes in the life of society and has always been there; the topic is very often politicized and politically abused, it is one of the key topics of the pre-election political struggle; it is not written about in a comprehensive way; the sub-topic of aid is often treated in a political and general way; there are no concrete stories in the media to explain the reasons for immigration and the hardship of immigrants' lives in their countries of origin; there is a lack of explanation of the conditions for obtaining residence and work permits; there is a lack of information on what the immigrant's journey looks like, what they experience along the way, as well as descriptions of life in refugee camps; there are no stories of adapted long-term and new immigrants living in Slovakia, their statements on how they perceive Slovak culture and whether they somehow connect the culture of their homeland with Slovak culture.

- Based on our current and other research and expert studies and articles, our years of experience and work in the audiovisual and auditory media space,

we can conclude that there are a number of ways to use the media space to communicate about migration. First of all, the systematic presentation of the issue is very important. Contributions should not just be sporadic topics of the day, but the media should present cycles and series explaining that migration is a natural part of life, that it comes in different forms and types, and that it brings enriching elements to a country and its culture. Another important factor is the comprehensiveness of the presentation of the topic. This is needed at two levels. It is the presentation of all topics related to the theme of migration, but its complexity within one sub-theme. It is necessary to reach all target groups, all generations, so it is important to communicate the topic through different types of media and different formats. Although the effectiveness will vary, an appropriate systematic long-term presentation can change the paradigm of its perception. Publishing concrete examples in terms of the thesis – the concrete, taking place on home soil is always closer and more emotionally powerful than the global – will increase interest in informing people, complete the picture of their lives and potentially eliminate fears that arise from the unknown. Stories of immigrants who have settled in Slovakia for a long time, several generations, or even for a short time, as well as a current portrayal of their lives and application in Slovakia, can be beneficial. Examples of good practice are important for building a tolerant society and the effectiveness of secondary socialization. The public very often receives only neutral or negative information – about the numbers of people disembarked or trapped in vans, about problems in refugee camps, about accidents on boats, about the border fence in Hungary or migrants' protests in European cities. However, very little is published about the successful adaptation of immigrants, about their achievements, or about the life of different cultures in symbiosis. The stories of successful people from other cultures as promoters of this topic can be stimulating. The topic should be treated in an interesting, attractive way for the media in which they will be published. It is also very important to select illustrative images that document the topic of migration correctly and sensitively. This avoids distorting reality and misinterpretation. An empathetic and ethical approach is essential when dealing with migration issues.

- The themes of migration, the possibilities of a multicultural society, and the effective coexistence of members of different cultures are relevant for the whole society. The potential power of the media to influence public opinion

is particularly relevant when the audience does not have a predetermined opinion on a given phenomenon. However, if the media report on migration in an unbalanced way, this can lead to a distorted and biased perception of reality and, as a result, inappropriate attitude formation towards migrants. However, the media alone are not able to ensure that all problems are eliminated. The state sector, international organizations, and NGOs also have an indispensable role to play. Diverse activities at the national, regional and local level and the permanent publication of objective information and knowledge about other cultures and their coexistence with Slovak culture, the presentation and acquisition of direct positive experiences and experiences, as well as open discussions on sensitive topics, can gradually change society into an open and tolerant one and take advantage of the synergistic effect of the coexistence of different cultures.

# Immigrants as a Object of Interest of Territorial Marketing

The purpose of this chapter is to demonstrate the interest of territorial marketing in foreign workers and indicate how to initiate their participation in economic processes taking place in the area managed by Local Government Unit (LGU), making efforts to interest immigrants in the local labor market. The effect is to strengthen the process of development of the LGUs, assisting entrepreneurs in eliminating labor deficits which increasingly affect the enterprises they run. The engagement of local government in the acquisition of employees, implementing the concept of territorial marketing that takes into account the labor market in the management process is a response to the dynamics of the ongoing changes. Local government units identified as institutions providing public services use their resources in development processes and in the course of managing them they can apply the insights and available tools, including marketing communication tools. The basis of development processes is their precise planning. Local governments, recognizing the economic and social changes, will progressively be made to increase their activity, acting as support institutions for business entities operating in their territory. Local governments participate in the market game, competing with other local, national and foreign governments, striving to increase the value of own resources, undertaking activities that result in increasing the attractiveness of the territorial unit. The visible result of these activities is, inter alia: the location in the area of a given municipality of strong business entities, universities, banks, insurance companies, etc.[1] The municipality, in terms of territorial marketing, functions like a bidder that creates an offer using all methods and tools available, and looks for a buyer for this offer.

Various approaches to marketing describe it as a part of the management process. Its application allows identifying, anticipating and, consequently, satisfying the identified needs and desires of customers, in the case of local governments

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[1] Wiesław Szopiński, „Marketingowe narzędzia oddziaływania władz samorządowych na rozwój gminy na przykładzie gminy Czarna", Acta Universitatis Nicolai Copernici. Zarządzanie – Zeszyt 413 (2013): 230.

– their stakeholders. In doing so, it is necessary to anticipate trends and variability of reality. A fundamental factor in the success of the marketing process is the ability to competently and rationally use the resources and potential of the environment.[2] In this context, marketing, essentially equally important although often described as subordinate to other management functions, has gained a significant importance. It has become, in many cases, an applicable philosophy of organizational management. Nowadays, marketing defined repeatedly (Table 4.1), is a management concept of a market organization that enables the entity to remain in the market and to develop in terms of formulation, presentation and distribution of an offer that exceeds the competition.[3]

**Table 4.1** – Marketing – definitional approaches.

| Author | Definition |
| --- | --- |
| **R. Butler** | Marketing is a combination of factors to be considered in order to undertake any sales activities. These factors include: the goods that can be sold, the markets in which they are to be sold, and the ways (methods) of capturing the market. |
| **A. Shaw** | Marketing is "factors in motion" (motion marketing), which incorporates: production, distribution, and functions - facilitating (administrative) activities. By production the author means movement involving change of forms. By distribution - movement involving change of place and ownership. Administration, according to this definition means financing, lending, storage, sales. |
| **P. Cherington** | Marketing is "an academic discipline related to the delivery of goods from the producer to the consumer, excluding changes in the forms of production." |
| **F. Clark W. Moriarity** | To the definition quoted above, these authors add terms such as: "economic process" or "all necessary activities." |
| **American Marketing Association (AMA)** | Marketing is "the conduct of business activities directed at and related to the movement of goods and services from the producer to the consumer or user." This definition has been revised and amended many times, which instigated some new concepts of marketing, e.g.: |

2    Andrzej Koźmiński, Włodzimierz Piotrowski, *Zarządzanie: teoria i praktyka*, (Warszawa: Wyd. Naukowe PWN, 1995).

3    Stanisław Kaczmarczyk, Ryszard Pałgan, *Marketing w przedsiębiorstwie. Ujęcie zarządcze i systemowe z przykładami,* (Gdańsk: ODDK, 2005), 34. As cited in: Wojciech Downar, *Miejsce marketingu w naukach o zarządzaniu. Zarządzanie marketingowe*. A. Rossa, ed., (Warszawa: Wydawnictwo C.H. Beck, 2012).

| Author | Definition |
|---|---|
| **American Marketing Association (AMA)** | - marketing is a process of planning and realization of the concepts of a product (goods, services and ideas), pricing, promotion and distribution, leading to exchanges that allow the achievement of individual and organizational goals (1985); <br> - marketing is an organizational function and a set of processes to create, communicate and deliver values to customers, and to manage customer relations in a way that benefits the organization and its stakeholders (2004).[4] |
| **E. McCarthy** | 1. Micro approach to marketing - marketing is the conduct of activities that achieve the goals of the organization by satisfying the needs of users and consumers, and directs the movement of desired goods and services from the producer to the consumer or user; <br> 2. Macro approach to marketing - marketing is a socio-economic process that directs the economic movement of goods and services to effectively link heterogeneous supply opportunities with heterogeneous demand and realizes the short- and long-term goals of society. |
| **Ph. Kotler** | 1. Marketing is a business function that identifies the needs and requirements of customers, determines which target markets they can best supply, what products, services and programs should be directed to those markets, and causes everyone in the organization to focus their effort on the buyer. <br> 2. Marketing is a social process by which individuals and groups get what they need and want through the creation and mutual exchange of products and values. |
| **L. Garbarski I. Rutkowski W. Wrzosek** | Marketing is, as an integrated set (system) of instruments and activities related to market research and formation, based on market rules of conduct: <br> - a structural category, expressing a specific set of internally integrated instruments and activities; <br> - it is directly related to market research and formation; <br> - it is created and launched according to market rules of conduct; <br> - a category with interdependent elements (product, price, distribution, promotion, advertising, etc.). |

**Source:** Own elaboration based on: Barbara Bobińska, „Marketing i zarządzanie jakością w administracji publicznej jako procesy identyfikowania potrzeb klienta i doskonalenia organizacji." *Zeszyty Naukowe Małopolskiej Wyższej Szkoły Ekonomicznej w Tarnowie*, vol. 21, no. 2, (December 2012),[4] 47.[5]

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4    This definition was suggested by AMA in 2007. *Marketing. Kluczowe pojęcia i praktyczne zastosowania*, Lechosław Garbarski, ed., (Warszawa: PWE 2011).

5    Based on: Roman Niestrój, *Tożsamość i wizerunek marketingu* (Warszawa: PWE, 2009). Oraz: Lechosław Garbarski, Ireneusz Rutkowski, Wojciech Wrzosek, *Marketing. Punkt zwrotny nowoczesnej firmy*, (Warszawa: PWE, 1997.

For a business entity the goal of marketing through the presentation of a product in the market is to attract customers to complete a sales transaction and subsequently, to maintain the interest of customers in such a way that they repeat the transaction. This activity is based on establishing good relations with the customers, whose essence is to recognize the exact needs of customers, satisfying these needs, as well as creating new ones, jointly building a product or service with them in an optimal scenario. An essential tool in this process is carefully executed marketing communications. An important premise of this process is that in a properly executed marketing process both the organization which is the provider and its customers should benefit. The experience of marketing supported by academic considerations around its functions led to the transfer of this concept to the ground of social organizations, including the philosophy of territorial marketing. According to Andrzej Szromnik, the essence of territorial marketing and its overriding goal is to strive to shape the attitudes and behavior of market users who influence decisions on the movements of major development factors, while influencing the formation of rights and the emergence of opportunities. This phenomenon is served by planned and coordinated marketing strategies. The entities that implement them can generate the crucial resources and means necessary to achieve the goal.[6] The main objective of territorial marketing is the process of influencing the opinions and attitudes of customers (internal and external) through the proper formation of a set of resources and instruments and the stimulation of interchangeable relations. An important indication is, in the case of territorial units, that their action should be in line with the interests of the Local Government Units (LGUs).[7] The author of the cited definitional approach indicates the directional objectives of territorial marketing:

1. Development and improvement of services provided by public organizations;
2. Creation and spread of a favorable image of the region and municipalities;
3. Enhancement of the attractiveness of LGUs;
4. Establishment of the position of LGUs in the process of competitiveness.[8]

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6    Andrzej Szromnik, *Marketing terytorialny. Miasto i region na rynku*, (Warszawa: Wolters Kluwer, 2016), 50.

7    Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 22.

8    Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 23.

A. Szromnik formulates the operational goals of territorial marketing. They concern the internal and external environment of LGU. Those aimed at the internal environment include:

1. To define the needs and desires of residents expressed towards the organization of public services;
2. To facilitate the use of their services including universal accessibility;
3. To anticipate changes in the use of the services of public organizations;
4. To constantly upgrade the offer of LGUs;
5. To improve the quality of services;
6. To understand the attitude of local residents toward LGUs;
7. To further effective communication of LGUs with the local community;
8. To know the determinants of the development of business conducted in the area of the LGUs;
9. To identify the support needs of LGUs;
10. To constantly strive to increase residents' satisfaction with living conditions and life prospects related to the development of LGUs.[9]

Operational goals aimed at the external environment focus on identifying and later satisfying the needs of people and entities remaining outside the area of Local Government Units at the time of targeting. An important part of this process is the competent formation of the territorial product and sub-products. A detailed analysis of the resources of LGU, in the context of the directions of its development compared to its competitors, should be the basis for the formation and implementation of operational objectives. Key in the process of competing of territorial areas is the professional provision of services by local public organizations. According to Barbara Kożuch, public services are focused on meeting the needs of a particular community. They are associated with the management of state structures aimed at supporting the development of both the social and private sectors.[10] Serving the public interest, in the opinion of Piotr Romaniuk, is a basic feature of public services which follow a marketing orientation. They result in public goods that should be universally accessible. Public services include:

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9     Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 24.

10    Barbara Kożuch, *Zarządzanie publiczne w teorii i praktyce polskich organizacji*, (Warszawa: Placet, 2004), 98. As cited in: Paweł Romaniuk, *Pojęcie zarządzania publicznego*, op. cit., 71.

1. Administrative services,
2. Social services,
3. Technical services.[11]

The universal accessibility of LGUs' stakeholders to public services is a requirement for the management of public administration units. Indications for the management of territories can be found in the concept of territorial marketing, locating LGUs in the market, where they are subjected to competition processes. The issue of territorial organizations[12] was discussed by Aleksander Noworól.[13] He pointed out that the organizations operate in a specific territory which is a system of elements with a specific structure, it is a logically ordered whole, it is characteristic of open systems sustainable with the environment.[14] Territorial organizations are defined by the characteristics that determine their subjectivity, involving the process of controlling the development and operation in a specific territory.[15] Their subjectivity predisposes them to relate to new phenomena.

Territorial management (management of territorial organizations), according to A. Noworól, is the control of "the external and internal systems of an organization and running its structures for the achievement of the objectives set by the manager."[16] The managing entity of a territorial organization is the public authority. It has a social delegation to exercise authority granted by the governed, the residents of a particular territorial area, in democratic elections.

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11    Paweł Romaniuk: „Pojęcie zarządzania publicznego w samorządzie terytorialnym", *Studia Prawnoustrojowe* 11, UWM 2010, 162-166.

12    Aleksander Noworól, Kamilla Dąbrowska, Antoni Sobolewski, *Podstawy zarządzania w administracji publicznej*, (Szczecin: WSAP w Szczecinie, 2003.

13    Noworól, „Model zarządzania terytorialnego", in *„Z teorii i praktyki zarządzania publicznego.* Red. Barbara Kożuch, Tadeusz Markowski, ed., (Białystok: Fundacja Współczesne Zarządzanie, 2005); Noworól *Planowanie rozwoju terytorialnego w skali regionalnej i lokalnej*, (Kraków:Wydawnictwo Uniwersytetu Jagiellońskiego, 2007); Noworól „Zarządzanie organizacjami terytorialnymi – pojęcie i istota", *Zarządzanie Publiczne. Zeszyty Naukowe Instytutu Spraw Publicznych UJ*, 4 (8) (2009).

14    Aleksander Noworól, „Organizacja terytorialna – ewolucja pojęcia", *Przedsiębiorczość i Zarządzanie* Wydawnictwo SAN -2486 XIV, 13 (3), 56.

15    Noworól, „Organizacja terytorialna – ewolucja pojęcia", 55-56.

16    Aleksander Noworól, *Podstawy zarządzania w administracji publicznej,* 9. As cited in: Romaniuk, „Pojęcie zarządzania publicznego", 162-167.

By this delegation, the governing authority exercises management in the name of and on behalf of the delegating community.

This principle should result in the desired behavior of the authority in a situation of crisis in the local labor market, which will negatively affect the resources of LGUs. In the process of managing LGU it is necessary, among other things, to identify problems and the relation of LGU with its environment, which can be a pro-development or a limiting factor for long-term planning, and the systematic setting and achievement of goals.[17] Regardless of attempts to characterize the management of a particular local government, it is important to understand that the approach known in the academic field of management that in public administration one *administers* and in economic organizations one *manages*, should be taken as incorrect, according to B. Kożuch. The passive attitude associated with administration is not necessarily on a collision course with the proper performance of duties and assigned tasks. The management process in public organizations, defined by a net of legal regulations, allows for autonomous behavior. In organizations that provide public services, administration and management may intersect.[18]

Local government management uses an integrated system of tools the application of which optimizes the achievement of set goals. In the case of territorial marketing, postulated as widely as possible in public management, the most complex element of the marketing mix concept is the product.[19] In Local Government Units the marketing approach not only recognizes and meets the needs of the public associated with the management area but creates the conditions for the behavior necessary to compete effectively in the market. Marketing management is a process consistent with the principles and possibilities of marketing theories. The common features of the recognized marketing concepts are:

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17 Marek Ziółkowski, Marek Goleń, „Zarządzanie strategiczne rozwojem lokalnym", in: *Zarządzanie gospodarką i finansami gminy*. Hanna Sochacka-Krysiak, ed., (Warszawa: SGH, 2006), 73, in: Mariola Grzebyk, M. Filip, *Nierówności społeczne a wzrost gospodarczy*, Zeszyt nr 29, (Rzeszów: Wydawnictwo Uniwersytetu Rzeszowskiego, 2012), 187.

18 Barbara Kożuch, „Zarządzanie publiczne jako dyscyplina naukowa", *Zarządzanie publiczne*, vol. 1 (2005): 14.

19 Jerzy Hausner, ed., „Komunikacja i partycypacja społeczna", in Grzebyk, Filip, „Rola zarządzania w funkcjonowaniu samorządu gminnego", 187.

1. Comprehensive awareness of the buyers, including their needs, professed values, cultural characteristics, purchasing preferences;
2. The use of the full potential of marketing ventures;
3. Gain of benefits in the long term.[20]

In the opinion of A. Szromnik, marketing management of LGUs will be understood as the management process of a settlement unit using the concept of marketing. Territorial marketing itself is "A philosophy of achieving the set goals by spatial settlement units in conditions of the need for competition for limited resources, at the basis of which lies the conviction of the decisive influence on the results of the right orientation to customers-partners."[21]

Marketing management of LGUs is based on the following indications:
1. The settlement unit determined by the spatial and administrative shape is the place of residence of a certain social group;
2. Satisfaction of the needs and ambitions of the residents remains dependent on its environment;
3. The needs of residents require constant monitoring;
4. Meeting the needs of residents by proper management of own resources;
5. No contradiction between meeting the needs of the settlement unit and the needs of residents;
6. Delegation of the exercise of power in Local Government Unit from the mandate of residents, as a result of democratic elections;
7. Development of the settlement unit by meeting the needs and desires of its residents.[22]

The implementation of the marketing concept in territorial marketing requires a series of steps, the beginning of which is the preparation of the territorial product that is crucial for the implemented process. It is important to determine the price of the product, identify distribution channels, and build a promotion

20  Jolanta Radkowska, Krzysztof Radkowski, Dariusz Sobotkiewicz, *Zarządzanie marketingowe przedsiębiorstwem w warunkach gospodarki rynkowej – wybrane zagadnienia*, (Legnica: Państwowa Wyższa Szkoła Zawodowa im. Witelona, 2009).

21  Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast i regionów,* in Andrzej Grzegorczyk, Agnieszka Kochaniec *Kreowanie wizerunku miast* (Warszawa: Wyższa Szkoła Promocji, 2011), 18.

22  Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 1-22.

strategy. These activities include segmentation activities: the identification of market segments to which the offer will be directed, and further targeting, ithat is, the selection of identified segments, and consequently the positioning of the prepared product. The positioning activity includes the indications of A. Szromnik, who delineated five stages of implementation of the concept of positioning in LGUs:

1. Initial stage – these are the first activities in the field of marketing in LGUs, at a time when marketing is identified only with promotion;
2. Preliminary stage – it is the stage of formation of the marketing strategy of LGUs.
3. Proper stage – when the activities determined by the adopted strategy are implemented. This stage is characterized by conducting marketing research and market analysis;
4. Professional stage – it is associated with the understanding of the importance of positioning activities as a particularly important part of the marketing strategy;
5. Target stage – it is characterized by confronting marketing activities with the analysis of mental maps of the market. Activities are carried out professionally creating an exhaustive area of influence. A monitoring process is carried out in the activities.

Positioning is the activity of building such an image of LGU so that it stands out from the competition, that is, other local governments, duly emphasizing its unique, distinguishing features. This process should lead to a strategic advantage over its competitors. Managers of the described process should use as many tools as possible and the reactions they cause may be repeated or take a different form.[23] Accentuated in the marketing concept properly provided public services are related to the views of Zygmunt Niewiadomski, who puts forward the thesis that local government is obliged to all activity shaping the reality of the citizen.[24] It is worth mentioning that in the area that is the subject of this book, the local government may, while remaining

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23  Szromnik, „Strategia pozycjonowania miast i regionów – wybrane problemy przygotowania i realizacji" *Zeszyty Naukowe Uniwersytetu Szczecińskiego*, vol. 663 *Ekonomiczne Problemy Usług* no. 75 (2011): 427-428.

24  Zygmunt Niewiadomski, Roman Hauser, Andrzej Wróbel, ed., *System prawa administracyjnego. T. 6: Podmioty administrujące,*(Warszawa: C.H. Beck, 2011,146, in Irena Lipowicz „Samorząd

in compliance with legal regulations, consider partial initiation of activities based on the understanding of the system of public administration in accordance with the principle of subsidiarity. This will mean accepting the possibility of creating such a system, in which tasks and competencies are assigned specifically to social entities cooperating in their implementation under conditions of variability.[25] It is in the social principle of the market economy and in the principles of social justice, solidarity, and equality that the legitimacy of testifying administration should be sought.[26] Local government management, into which category marketing management falls, is directly related to the concept of public management. Public management as a sub-discipline of management according to Witold Szumowski,[27] situated at the interface of two academic disciplines, is particularly affected by the problem of lack of systematization and heterogeneity of concepts. Researchers distinguish between traditional public management, which is identified with administration and managerial public management, combined with the concept of *new public management.* According to the view of B. Kożuch it can be described from several perspectives. The key one is the identification of management with the activity of public institutions, which results from the process of political choices.[28] Public management, according to the view of P. Romaniuk, is the management of the processes of providing public services and satisfying public needs, regardless of how they are organized.[29] According to another definitional approach, it integrates the so-called normative orientation associated with the traditional understanding of public administration and the instrumental orientation

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terytorialny jako podmiot administracji świadczącej", *Ruch Prawniczy, Ekonomiczny i Socjologiczny, Rok LXXVII*, vol. 3, (2015):, 122.

25   Lipowicz, „Samorząd terytorialny jako podmiot administracji świadczącej", 124-125.

26   Iwona Sierpowska, *Pomoc społeczna jako administracja świadcząca. Studium administracyjno-prawne,*(Warszawa: Państwowa wyższa szkoła zawodowa im. Witelona w Legnicy, 2012), 179.

27   Witold Szumowski, „Zarządzanie publiczne – próba systematyzacji koncepcji nauki o zarządzaniu," *Management sciences*, vol. 4 (21) (2014).

28   BarbaraKożuch, *Skuteczne współdziałanie organizacji publicznych i pozarządowych.* Monografie i Studia Instytutu Spraw Publicznych Uniwersytetu Jagiellońskiego, (Kraków: Instytut Spraw Publicznych UJ, 2011), 74, As cited in: Szumowski, Zarządzanie publiczne, 87.

29   Romaniuk, „Pojęcie zarządzania publicznego w samorządzie terytorialnym", 162.

of general management.[30] This definition raises the importance of a system of values and processes to ensure greater efficiency of public organizations, which is related to the ability to properly use resources in the process of achieving set goals.[31] An important indication that gives a broader picture of this process is the framing of public management as the "effective operation of the entire system rather than individual organizations, and an important element that distinguishes it from other types of management is its explicit association with the responsibility for solving structural problems, mainly with regard to shaping the structure of the public sphere."[32]

Public management is one of the sub-disciplines of management sciences, related to the use, as already noted, of the concept of territorial marketing, and distinguished by its subject specificity. The subjects of research in this discipline of management are the processes of organization and management that occur in both public and civic organizations. In many contexts their activity is consistent with the goals of public organizations.[33] Distinguishing sub-disciplines was the result of penetrating into the functional areas of organizations, among others, marketing management started to be considered separately.[34] According to the view of Jerzy Hausner public management should strive to guide change and move away from the concept of perpetuating a particular order. It takes place through many organizations. Les Metcalfe points out the need for efficient coordination for the effective satisfaction of needs, which are at the same time the primary objective of marketing activities and the ability to cooperate and organize management processes in such a way that they are the result of internal activity.[35]

In marketing management of territorial areas certain characteristic desirable features can be specified:

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30   James Perry, Kenneth Kraemer, ed., *Public management: public and private perspectives*, (Mayfield, California, 1983).

31   Kożuch, „Zarządzanie publiczne jako dyscyplina naukowa, 16.

32   Klaus König, *On the Typology Public Management*, (Brussels: IISA, 2003), 4. Za: Kożuch, „Zarządzanie publiczne jako dyscyplina naukowa", 16.

33   Kożuch, *Skuteczne współdziałanie organizacji publicznych i pozarządowych*, 17-74, As cited in: Szumowski, „Zarządzanie publiczne", 88.

34   Kożuch, „Zarządzanie publiczne jako dyscyplina naukowa", 17.

35   Jerzyt Hausner, *Zarządzanie publiczne*, (Warszawa: Scholar, 2008), 10.

1. Marketing management in LGU should be determined by the awareness of local authorities of its objectives and usefulness to the local government. It requires a professional, self-educating team, open to innovation. Particularly important is for the organization's personnel to identify with the marketing strategy. People who should make a team effort to co-create it in its various aspects and parts;

2. The importance of marketing activities, clearly described, should be supported by the local community;

3. The leading role in marketing management has the authorities of LGU. They are the ones who should designate participation in management, delegate roles, and create a system to verify the degree of task performance. Implementation of tasks can be carried out in the form of activities outsourced to entities that are not under the direct supervision of LGU;

4. Marketing management of local government units based on set strategic goals. Strategic planning should be carried out on a continuous basis, in a strict regime of setting consecutive stages. A strategic plan is a required tool in marketing management of LGU.[36]

The functioning and development processes of territorial units are constantly evolving.[37] The formation of territorial reality is based on a strategic approach, focused on set priorities. The concept of territorial organization is embedded in theoretical concepts and assumptions derived from the rules of institutional economics and management science. One of the foundations of the functioning and development of the municipality is a functional labor market maintained by properly implemented or supporting marketing activities. The synthesis of its effects strengthens the municipality, consequently the region, and thus the state. Local labor markets in Poland are experiencing an increasing shortage of workers. The number of unemployed registered in labor offices at the end of December 2021 amounted to 895.2 thousand people (including 481.9 thousand women), and was lower than that recorded at the end of Q3 2021 by

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36 Magdalena Florek, *Promocja w marketingu terytorialnym, Podstawy marketingu terytorialnego*, (Poznań: Wydawnictwo Akademii Ekonomicznej w Poznaniu, 2007). As cited in; Krzysztof Jędrzejewski, „Zarządzanie marketingowe jako czynnik rozwoju gminy," *Kwartalnik Nauk o Przedsiębiorstwie*, vol. 48 (3) (2018), 83-95.

37 Noworól, „Organizacja terytorialna – ewolucja pojęcia," *Przedsiębiorczość i Zarządzanie*, vol. 13 (3), 58.

39.5 thousand people (i.e., by 4.2%) and lower by 151.2 thousand people (i.e., by 14.5%) compared to the same period in 2020. Compared to Q3 2021, at the end of December 2021, a decrease in the number of unemployed was recorded in all voivodeships, with the most significant in the following ones: Silesia (by 8.0%), Greater Poland (by 7.7%), Pomerania (7.2%) and Lower Silesia and Lubuskie (5.6% each). Compared to December 2020, unemployment also decreased in all voivodeships. The unemployment rate at the end of December 2021 was 5.4% of the civilian working population, 0.2 percentage points lower than in Q3 2021, and 0.9 percentage points lower than in the same period of 2020.[38] The cited data shows that declining unemployment in the face of increasing labor market needs indicates that there is a lack of resources for worsening labor deficits.

From the perspective of marketing management of local government units, the local labor market, and within it the workplace, can be treated as its sub-product for which a buyer is sought. They are created by the business entities operating in the local government, which LGUs should actively support. What is more, LGU ought to include this support in the development strategy. Existing labor market participants are subject to various influencing factors resulting in a decrease in the number of native employees. The market regulation of these processes in which business entities meet their own deficits currently seems to be an insufficient mechanism to guarantee the stability of the labor market. Demographic processes, migration, strong competition on the market of products and services enforce not so much the need for interventionism on the part of LGUs, but at least the necessity of assisting local labor markets in their own pro-development interests.

Management in the municipality is an interdisciplinary and a complex process. First and foremost, it should be subordinated to the growing expectations of society. Here appears not only the need to look for new ways to manage the municipality with the aim of stimulating local development. To function effectively and efficiently, especially in the face of new challenges, the managers of local government structures must act innovatively, adapt the best solutions used by other local governments, domestic and foreign, also using the marketing concept. It is paramount to professionalize the style of management, using expertise and transfer of science to practical applications. In the course

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38  "Registered unemployment 1–4 quarter 2021", Główny Urząd Statystyczny, Statistical information (Warsaw, 2022).

of professionalization of marketing communication activities it is necessary to understand that the success of LGU is determined by the ability to stay ahead of the actions of competitors. To the greatest extent possible, local authorities should not only recognize the needs of stakeholders, but use their potential in enriching their own resources. The latter aspect is often neglected in practice. The benefit for the organization as well as its stakeholders should be clearly defined and the objectives of the political authority should be transparent and accepted by the local community.

Literary research on the connection between the term "territorial marketing" and "integration processes" leads to the conclusion that in the Polish academic discourse there is a lack of examples of such relation. It will be even more difficult to see in the literature the phenomenon of using territorial marketing in relation to the labor market. Is it really valid to link territorial marketing with the labor market, and especially with the presence of foreigners in it? In attempting to answer this question, it was necessary to carry out literary research, as well as to identify the determinants that justify the use of the term in the area described. The theoretical reference is the description of the relationship between territorial marketing and competitive processes of municipalities, the basis of which, concerning the Polish ground, can be found in the studies of A. Szromnik.[39]

The analysis of the views of this author, presented in his publications, clearly shows that there is a link between marketing and migrants (immigrants), as well as with the labor market. The marketing management of municipalities includes its use in labor market processes through the following approach: "A settlement unit for which a spatial-administrative area is defined is the place of existence of the community associated with it. Satisfying its needs and desires is an essential motivation for the activities of municipal resource managers in connection with the flow of goods and financial resources, technology, labor and data from other areas."[40]

This finding seems to confirm the view adopted by Wiktor Widera of the possibility of using marketing in the local labor market. This view will form the basis for undertaking, in a strategic perspective, a planned set of activities that will result in an influx of the desired labor force into the municipality;

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39   Szromnik, *Marketing terytorialny. Miasto i region na rynku.*

40   Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 18-21.

a purposeful action taken to affect the increase in competitiveness of the municipality and strengthen its resources. The inflow of foreigners caused by the implementation of territorial marketing differs from their uncontrolled influx. Controlled actions allow, among other things, to minimize the effects of the negative phenomena associated with the presence of foreigners in the municipality. Additionally, planned activities allow preparing the municipality's resources for the temporary or permanent presence of immigrants in the local government. The experience of Western local governments' shows serious problems with foreigners, even when their presence is the result of economic migration.

Another perspective justifying the use of territorial marketing in the described context is the factor described by Patrick Hetzel. He points out that the globalization of certain aspects of development should force a counterbalance to the phenomena that take place across the globe through actions done at the local level.[41] The magnitude of the processes taking place within the scope of migration of people whose main motive is to improve their living conditions requires that they be taken into account in synergy with the potential benefits that can accrue to the local government unit managed using the marketing concept. A. Szromnik raises a fundamental, in the context of these considerations, aspect of territorial marketing which is externally oriented to "recognize the motives governing the migration decisions of individuals and their groups, owners and managers of companies and supervisory bodies, and then create for them a convincing offer based on the composition of the attractiveness qualities of a given settlement unit and present it, directly or indirectly, along with persuasive arguments, leading to success."[42]

The concept of labor market as a territorial product, applied in territorial marketing, together with methodological indications and tools used, should be synchronized in accordance with the marketing strategy of LGU.[43] Moreover,

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41 P. Hetzel: „Dlaczego marketing terytorialny ma obecnie tak duże znaczenie?", in: Red. T. Domański,. 32-33. As cited in: Szromnik, Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów. Op. cit., p. 23.

42 Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 1, 32.
 Using: Tadeusz Sumień „Marketing obszarowy miast, gmin, regionów – ważny instrument rozwoju zrównoważonego", *Człowiek i środowisko,"* vol. 21, no. 2, (1997): 123-137.

43 Sumień „Marketing obszarowy miast, gmin, regionów", 123-137. As cited in: A. Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów*, 31-32.

the inclusion of the labor market strategy in the discourse and formal framing of the strategy. Adopting the assumption that building an immigration strategy as a management tool in LGU, oriented to attract foreign workers, with possible partnerships with other local governments and collaborators from inside and outside the municipality, is consistent with another view of the already cited A. Szromnik. He stresses that the marketing impact of local government units is influenced by a factor that the author defines as synergistic enhancement related to the synergy of various means that are the focus of attention of various groups.[44] This author notes that it is more beneficial for the local government to take advantage of opportunities for cooperation with partners, which allows to reach out to greater resources that are available than to carry out marketing activities on its own. In this process, enterprises and their groups play a special role.[45] The basis of synergistic activities is to jointly increase the attractiveness of LGU. This is in everyone's best interest because the responsibility for the results of the implemented marketing concepts and programs is borne not only by the management of LGU, but also by associations or business unions, chambers of commerce, voluntary associations of businesses and residents.[46] An important view of the cited author, in the context of the thesis that marketing should be used in undertakings addressed for migrants, is to identify the segments to which marketing activities initiated by LGU belong. The author states that one of these segments is "new residents."[47]

The concept of LGU marketing management, according to the views of Sławomir Gawronski, will cover the process consisting of planning, implementation, and control of the implementation of the marketing concept, closely related to local and regional development in the market area where competition between local governments takes place.[48]

Returning to the view of A. Szromnik, he refers to Adrian Payne's model of six markets, that is, areas of marketing activity for which detailed marketing plans should be formulated:

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44   Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów*, 35.

45   Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów*, 35-36.

46   Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów*, 38.

47   Szromnik, *Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów*, 39.

48   Sławomi Gawroński, *Komunikacja marketingowa samorządów terytorialnych* (Rzeszów: BBConsult, 2009), 31.

1. The internal market of local government employees,
2. The market of residents,
3. The internal market of local institutions and enterprises,
4. The market of external investors,
5. The market of tourists,
6. The market of migrants,
7. The market of external suppliers of goods and services,
8. The market of external service recipients,
9. The market of technology suppliers,
10. A potential market of highly skilled workers,
11. The market of influential external institutions,
12. The market of intermediaries.[49]

Extending the indications of the cited typology, the cited author argues that activities aimed at attracting foreign investors by LGU should use the logic of the marketing system of thinking and operating, especially territorial marketing. Within the framework of this philosophy, enriching the resources of a municipality by attracting investments – new companies, requires the following set of indications:

1. Recognition of the needs and wishes of investors;
2. Collection of the necessary information about them;
3. Assessment of own resources, which should facilitate investors' endeavors and distinguish the municipality from other areas that make effort to attract business venture;
4. Anticipation of changes in expectations, attitudes and motives for action of investors;
5. Undertaking comprehensive, consistent, and planned actions.[50]

When thinking about creating conditions for investors enriching the development of local government it is increasingly crucial to think about the labor potential of the local labor market, which will ensure the functioning and development of business entities. Preparation of the investment process should be seen as effecting a transaction, as a bilateral transfer of value and

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49   Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 154.

50   Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 201.

creating comparable (equivalent) utility for both parties of the transaction. Understanding the term "preparation of the investment process" is inextricably linked to the provision of a labor force with characteristics desirable to future employers. In this context, the local labor market can be treated as a sub-product of local government, the proper formation of which begins the implementation of the marketing mix concept, in which there is identification of market segments to which the offer can be targeted (segmentation), the segments are selected (targeting) and steps are taken to place the offer in the segments (positioning). The degree of involvement of local governments can vary significantly, from mere supporting activities in the process of attracting migrants, to strong involvement in the process of integrating them. This approach is by far different from the view that the problem of needed workers is merely the problem of entrepreneurs'. In the case of foreign workers, the local employers will not be able to provide medical, psychological, educational assistance, or address housing needs of migrants without the support of the local government.

Explaining what a territorial product encompasses, Slawomir Komosinski cites the views of numerous authors describing this important issue. The key one is the view of A. Szromnik who links the territorial product with the category of socio-economic utility of the territorial area, aimed at internal and external customers (stakeholders) in order to meet their various needs.[51] This broad definition, to extend the thought of S. Komosinski, allows directing the territorial offer, including the local labor market, to a selected segment, due to „exploiting local resources of a natural, infrastructural, social, cultural, and intellectual nature."[52] S. Komosinski draws attention to the understanding of the role of local authorities, which „should put the emphasis on providing internal customers (residents) and external customers (potential residents, potential entrepreneurs) with the offer of territorial products."[53] When preparing a territorial product, within which there is a social sub-product, i.e. permanent

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51  Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 118. As cited in: Sławoir Komosiński, „Produkt terytorialny jako oferta rynkowa gminy,". *Studia z Zakresu Prawa, Administracji i Zarządzania*, vol. 9 (2016): 287.

52  Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 118. As cited in: Sławoir Komosiński, „Produkt terytorialny jako oferta rynkowa gminy.

53  Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 118. As cited in: Sławoir Komosiński, „Produkt terytorialny jako oferta rynkowa gminy".

and temporary jobs[54] and a social welfare system, LGU, when positioning the product in selected market segments, can use the 4P marketing concept (product, price, place, promotion). What is worth considering in the process of composing product features is the use of the 7P concept, especially because of the broader approach. For this purpose, three more elements are added to the scope of the 4Ps: people - the human resources available in the area of LGU drafting an offer, physical evidence - the physical features or material environment, and process - the procedure.

Territorial marketing requires calculated preparation of the selected product to be offered. This often requires the implementation of deliberate procedures engaging the LGU personnel and in some cases also independent entities or residents themselves. V. Girard, in turn, proposes to characterize the territorial marketing mix in two ways: as an organizational mix - closely related to the local community, and a territorial mix - relating to a specific area.[55] The local labor market is in line with the views of Philip Kotler and Nancy Lee for whom territorial products are tangible objects, yet they can also take an intangible, often symbolic, form. In their broad thinking, „a product is anything that a territorial unit can offer on the marketplace to satisfy a particular want or need."[56] Careful preparation of the local government's products, professionalization of the marketing process to find a buyer for the products offered is now a norm. Despite the increasingly widespread awareness of municipal managers of these considerations, the implementation of this postulate is very different. Marketing activities in LGU are most often identified as the development and implementation, with varying success, of a strategy for promoting the municipality.[57]

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54  Alicja Sekuła, „Marketing terytorialny", in Marianna Daszkowska, ed., *Marketing ujęcie systemowe.*, Red. Wydawnictwo Politechniki Gdańskiej, Gdańsk 2016, p. 237.

55  Zbigniew Frankowski *Działalność marketingowa gmin*, (Ciechanów: Wyższa Szkoła Humanistyczna. Instytut Marketingu i Reklamy, 2000), 11.As cited ina: Tresa Nowogródzka, „Rola i znaczenie marketingu terytorialnego na przykładzie Siedlec," *Zeszyty Naukowe Akademii Podlaskiej w Siedlcach*, no. 85, series: *Administracja i Zarządzanie* (2010) 89.

56  Philip Kotler, Nancy Lee, *Marketing w sektorze publicznym. Mapa drogowa wyższej efektywności*, (Warszawa: Wydawnictwa Akademii i Proesjonalne, 2008), 32. As cite in: Komosiński, „Produkt terytorialny jako oferta rynkowa gminy" 287.

57  „Strategia marketingowa ziemi Kłodzkiej", acessed February 17, 2019, .http://2ba.pl/portfolio-posts/strategia-marketingowa-ziemi-klodziej/.

The marketing strategy itself is much less common. LGUs develop promotion strategies[58] and focus on conducting public and media relations activities. The use of marketing strategy is far less frequent. Jacek Pogorzelski identifies the value of territorial products in abstract terms – territorial products seen as the subject of a sales transaction;[59] such approach extends the notion of exchange transaction to one in which a foreigner, purchasing a product such as a workplace, pays for it with his presence on the labor market, thus measurably enriches the resources of employers operating in a specific area, and as a result, the foreigner himself or through an entrepreneur, contributes to the enrichment of the municipality resources. S. Komosinski, discussing the territorial product, cites the views of Ph. Kotler who points out that a regional product offerer is obliged to direct it to the buyer in such a way that the buyer sees the attributes of the product, like: quality, design, characteristics, options for use or its symbolism. In the theory of territorial product, in the general category, following the views of A. Szromnik, it can be said that a specific form of territorial product is the local government identified as a spatial area with its inhabitants. It is composed of sub-products which combined constitute a mega product,[60] one of whose sub-products is the labor market.

Local government units, becoming bidders for territorial products, including workplaces, in their quest to sell them effectively, can make use of the foundations of value marketing, relationship marketing, etc., when formulating their long-term and short-term activities. This process should be accompanied by the understanding of local government authorities that the more intensive and professional the work of shaping the local government's brand and its image, the more efficiently the marketing concept will be implemented. Agnieszka Stanowicka-Traczyk states that the municipality is a subjective perception, also to a potential resident, entrepreneur, or a visiting tourist.[61] This leads to

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58 „Strategia promocji miasta Szklarska Poręba na lata 2010-2020," acessed February 17, 2019, http://www.szklarskaporeba.pl/files/biznes/strategia_promocji_miasta_szklarska_poreba_na_lata_2010_2020.pdf;Business Consulting „Strategia promocji Pszczyny na lata 2012-2014", acessed February 17, 2019, https://www.pszczyna.pl/ver/images/pliki/Strategia/Strategia-final.pdf.

59 Jacek Pogorzelski, *Praktyczny marketing miast i regionów* (Warszawa: Woters Kluwer, 2012), 35. As cited in: Komosiński, „Produkt terytorialny jako oferta rynkowa gminy", 288.

60 Szromnik, *Marketing terytorialny. Miasto i region na rynku,* 189.

61 A.gnieszka Stanowicka-Traczyk, „Rola marketingu mix w budowaniu tożsamości miasta," *Samorząd Terytorialny*, no. 9 (2007): 19. As cited in: Komosiński, „Produkt terytorialny jako oferta rynkowa gminy" 288.

the consolidation in the minds of potential stakeholders of the image of the municipality, and the region, and often leads to repeated use of the offer. The benefits that accrue to the local government and its residents from such a philosophy of selling its own territorial values, should force thinking about the territorial product in terms of its uniqueness, and require deliberate selection of products.

Equipping the product with features which make it stand out among competition and effective offer to present it and find a buyer for it facilitates the process of brand building and brand consolidation, increases the attractiveness of the territorial products, allows for more positioning methods to be adopted and simplifies the identification of market segments and targeting activities. The application of these assumptions, it should be added, requires the continuous improvement and professionalization of human resources involved in these activities, whose expertise will allow the implementation of territorial marketing in the routine LGU management.

The formation of the territorial sub-product, like the local labor market, and consequently its positioning, is not an easy process for a number of reasons. Some of the obstacles are the following:
1. it takes place under conditions of strong international competition;
2. the product is formed and subjected to sales most often without previous experience;
3. the product is often formed in a situation of inaccurate formal regulations;
4. the offer may be made in a bad atmosphere of media coverage, related to refugee migration and its consequences;
5. inadequate social support, which incurs risk to actions taken;
6. the action is taken by inexperienced human resources;
7. the urgency for action is not matched with LGU managers' full awareness of the prerequisite for consistent and long-term conduct of the process.

The marketing orientation of a municipality is a philosophy of management by local authorities in such a way that their actions are caused by the pursuit of exchange processes, building relations so that the assumed (global) product of a given territorial area effectively and efficiently meets the identified and anticipated needs of the target markets to which the offer is directed. In the feedback relation, it is expected to receive benefits for the territorial unit,

which is a conglomerate of its residents.[62] The need to compete for investments, structural funds, tourists, and the attention of financial institutions, academic institutions, highly specialized professionals, sooner or later must result in a marketing orientation of municipalities, districts, administrative or functional regions.[63] Anna Scheibe[64] claims that the marketing concepts of local government draw from the ideas of classical marketing, the concept of marketing mix. These actions are aimed at the employees of the organizations, building relationships with stakeholders in the long term. More importantly, they are increasingly oriented toward the creation and delivery of value. In the marketing of local government, based on territorial marketing, a large role of partner marketing activities and internal marketing is indicated. The use of marketing principles in public administration units is justified in view of the ongoing changes in the modern world, including major shifts in labor markets. The strategy built and implemented requires close cooperation with, i.e. the private sector which is the key element in the course of formulating the scope and specificity of supply. Moreover, apart from the migrants, it is the private sector that is the main beneficiary of the activity undertaken. From this follows the necessity of its dominant participation and fulfillment of the social expectations of the sector to engage in a consistent and responsible conduct. Today, private entities are expected to be active in solving social problems. M. Harris believes that the future belongs to such organizations that, in addition to creating real value, focus on building stakeholders and society as a whole.[65]

Necessary at the stage of implementation of the strategy, the process of establishing and maintaining relationships with immigrants is also related to understanding its importance in the provision of public services to new

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62  Teresa Żabińska, „Orientacja marketingowa gminy (podstawy, kierunki rozwoju)" in: Red. Lesze Żabiński, *Orientacje marketingowe podmiotów gospodarczych. Podstawy teoretyczno-metodyczne. Kierunki badań*, (Katowice: AE, 1999), 88.

63  Ewa Zeman-Miszewska, „Konkurencja międzyregionalna jako podstawa marketingu terytorialnego",in-: Agata Zagórowska, Kzysztof Malik, Maie Miszewski ed., *Rozwój regionalny w perspektywie integracji europejskiej*, (Bytom: Politechnika Opolska i WSEiA w Bytomiu, 2001, 72.

64  Anna Scheibe, „Marketing w administracji publicznej," *Studia prawa publicznego,* no. 2 (2013): 164.

65  Mihael Harris, *Value Leadership. Winning Competitive Advantage in the Information Age* (Wisconsin: ASQ Quity Pres, 1998), 17. As cited in. Scheibe, „Marketing w administracji publicznej", p. 169.

residents of the municipality. This aspect is often emphasized in foreign-language publications describing this issue in countries which successfully based their local labor markets in part on foreigners. Their presence is not only a potential benefit but also a serious liability.

According to A. Scheibe, the marketing of public service institutions, including public administration, requires a consistent, clear and positive image of the organization among all stakeholders. This is achieved through the use of marketing mix tools. The marketing mix, in its traditional formulation, is a marketing concept composed of four elements: product, price, place and promotion, referred to as the 4Ps. These elements should be interpreted differently with reference to public administration and the 4Ps marketing mix. „Product" is public, meaning that in addition to benefiting the buyer, it benefits society as a whole. Supply is largely shaped by the decisions of the public, and „price," another element of the marketing concept, has a social function.[66] The approach to product distribution also varies. The fundamental idea is that customers have access to universal participation in consumption (providing services on different terms to all citizens).[67] Slightly different are the planned and implemented promotional activities of public administration, which are directed at informing the society, modeling pro-social attitudes, as well as establishing positive attitudes towards the organization.

Although in management of LGUs may use similar or the same tools of the promotional mix concept as private organizations, the importance of individual tools in the effectiveness of promotional activities differs significantly. The most important role is played by public relations activities, responsible for creating the image of the organization, focused on planning long-term relations with the public. Not all possible promotional tools are always used by public organizations. It would seem that the reasons for this are similar to those of a non-profit organization. This is, for example, the question of knowing the scope of the promotion mix or the application of particular tools. High cost or ethical considerations mean that some forms of promotion may

66   Remigiusz Krzyżewski, *Marketing publiczny (zarys zagadnień)*„ (Warszawa: Wydawnictwo Wyższej Szkoły Zarządzania i Prawa im. Heleny Chokowskiej, 2008), 117. As cited in: Scheibe, „Marketing w administracji publicznej", 155.

67   Scheibe, „Marketing w administracji publicznej", 147.

be poorly received or restrained for fear of being accused of profligacy in the use of public money.[68]

Other views which deal with the elements of the marketing mix in relation to public administration postulate replacing the classic 4P with the 4C concept which is defined from the perspective of the customer. It replaces the concepts of product, price, place, and promotion with the concepts of value, cost to the customer or convenience of product acquisition and bilateral communication. This approach allows analysis through the lens of what the customer receives rather than what an organization could do to influence that customer. An alternative approach is to use marketing techniques in public administration activities which are characteristic of service companies. The services provided by the public administration are classified as the so-called general social services. These services meet the social-organizational needs of the society.[69] An important assumption for proper marketing planning of the municipality in the described area will be the value that will be obtained by the customer, the migrant, who is the purchaser of the offer, and at the same time the municipality, understood in this context as an organization that is a community of all residents. The existing and intensifying deficits of workers have not yet occurred on a large scale, hence the lack of preparation of LGU managers for this circumstance. This coincides with the policy of state authorities who show restraint in responding to the new grievous situation for the Polish labor market. Solving this problem requires the adoption of solutions at the various levels of state management, taking into account the experience of countries with long experience in this area.

Poland and Slovakia differ from Western European countries in factors affecting the ability to attract foreign workers. In Western countries these are: high wages, a strong economy guaranteeing a wide range of jobs, a high level of social welfare, good housing infrastructure and, most importantly - opening the market to immigrants. These factors are the motive for economic migration to these countries, most often with the desire for permanent residence of the worker, and in the perspective of bringing in his family. Higher wages in the West and the availability of better social infrastructure will exacerbate the problem of a shortage of workers in Poland and Slovakia. In this situation, in

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68  Andrzej Limański, Ireneusz Drabik, *Marketing w organizacjach non-profit,* (Warszawa: Diffin, 2007), 209. As cited in: Scheibe „Marketing w administracji publicznej", 156.

69  Scheibe, „Marketing w administracji publicznej", 155-169.

view of the factors indicated, it is particularly important to understand the need to use territorial marketing to attract the necessary employees. The development and implementation of a marketing strategy with strong participation of local governments is very important. The limited competitiveness of their own labor markets forces the need to seek innovative strategies, supported by scientific recommendations. It requires professionalization of human resources for managing municipalities and a new approach to strategic action. Managers of local governments, like business managers, „often get the impression that they are doomed to decide what is better: the sterile rigor of the usual strategic planning processes or the somewhat risky creativity of alternative methods."[70] By reconciling these two approaches, original yet viable strategies can be developed. A feature of the scientific approach is rigorous analysis, and conventional strategic planning involves a great deal of such analysis. However, what is also inherent in the scientific approach are the development of novel hypotheses and careful design of tailored tests to verify these assumptions - two elements that are usually absent in conventional strategic planning.[71] In this approach, the context of the application of marketing seems entirely legitimate. The methodology adopted in the field described requires obliging local government managers to formulate two seemingly mutually exclusive options that could provide a solution to a given problem. When the problem is framed as a choice, the analytical thinking and emotional approach of the managers will focus on what they should do and not on describing or analyzing the already present problem of labor and demographic deficits. Hence, the starting point in the approach based on the above options is the recognition that it is the local government that must make a choice, and that this choice will have serious social consequences. For managers, this is the proverbial crossing of the Rubicon - a step that is the beginning of strategy building.[72]

One of the essential determinants of the application of marketing in solving the problems of attracting and integrating immigrants is the skillful conduct

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70 A.G. Lafley, Roger Martin, Jan W. Rivkin, Nicolaj Siggelkow, „Naukowe metody budowania strategii. Harvard Business Review", accessed June 9, 2018, https://www.hbrp.pl/a/naukowe-metody-budowania-strategii/19kLsHGGC.

71 Lafley, Martin, Rivkin, Siggelkow, „Naukowe metody budowania strategii. Harvard Business Review".

72 Lafley, Martin, Rivkin, Siggelkow, „Naukowe metody budowania strategii. Harvard Business Review".

of marketing communications. The relationship of communication activities with territorial marketing and workplaces was pointed out as an object of his interest by Sl. Gawronski. He stated: „Territorial marketing is increasingly seen not only as a necessary activity that builds the image of the municipality, but as an indispensable tool for attracting tourists, investors, labor force and new residents necessary for the proper development of the settlement unit."[73] This context of the use of marketing also manifested itself much earlier in the views of Ph. Kotler, for whom the mobility of production and labor force is one of the factors that form the basis of territorial marketing.[74]

Marketing communication is one of the key elements adopted and then implemented in marketing strategies.[75] The importance of communication is emphasized by its inclusion in the American Marketing Association's (AMA) definition of marketing.[76] According to Andrew Bajdak, marketing communication is considered and described in the scientific literature as a fundamental determinant of building and maintaining organization's relationship with its customers, as well as with the subjects of its market environment. When communication is aimed at foreigners, it is necessary to keep in mind the view of the cited author that 'the dissimilarity of cultural factors undermines properly implemented marketing communication.'[77] Skillfully implemented communication processes can contribute to the growth of the municipality's resources. This phenomenon is also determined, according to the view of Artur Gnat, by the influx of new residents who, registered in the municipality and increasing its labor market resources, increase the revenue derived from personal income tax.[78] It is essential that the attitude of the local community towards, i.e. new

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73  Gawroński, *Komunikacja marketingowa samorządów terytorialnych,* 13.

74  Anieszka Kaczorowska-Budek, „U źródeł marketingu terytorialnego," *Handel Wewnętrzny,* vol. 2 (349) (2014): 17.

75  Radosław Folga, *Perspektywy i wyzwania marketingu w administracji publicznej w Polsce,* in: Krystyna Śliwińska, ed., „Perspektywy rozwoju marketingu",Red.. Seria: Zeszyty Naukowe Wydziałowe Uniwersytetu Ekonomicznego w Katowicach. *Studia Ekonomiczne,* (2014), p. 79.

76  Kaczorowska-Budek, „U źródeł marketingu terytorialnego", 16.

77  Andrzej Bajdak, ed., *Komunikacja marketingowa współczesne wyzwania i kierunki rozwoju,*(Katowice: Wydawnictwo Uniwersytetu Ekonomicznego w Katowicach), 2013, 7-8.

78  Artur Gnat, „Rola mieszkańców w komunikacji marketingowej jednostki samorządu terytorialnego na przykładzie gminy Tarnowo Podgórne", *Handel wewnętrzny,* 4 (357): 78-87, (2015), 81-82.

residents is consistent with the designated ideas of local development.[79] Municipal authorities impact these attitudes through communication.

Continuing the views of A. Gnat, it should be noted that a properly implemented process of marketing communication of LGU is one of the elementary tools supporting the process of internationalization of the idea of local development, having a direct impact on the brand identity of the local government. A poorly organized process of communication with residents or lack of such may result in the rejection of the adopted concepts leading to development, resulting in a slowdown in the implementation of activities leading to the realization of the development goals of LGU.[80] As part of these concepts, there should be a marketing strategy accompanying efforts to reduce deficits in the labor market, especially with foreign workers. The complexity of the communication processes taking place in the local government, especially with respect to new residents or people temporarily residing in the municipality for economic reasons, requires that the initiator of the communication processes - the local government authorities - apply appropriate tools used in the planned communication strategy. Properly implemented communication towards environments that are somewhat 'different' requires taking into account a number of specific factors, the starting point of which will be an analysis of the cultural factors of these environments.

Marketing communication should take into account the satisfaction of the objectives of individual stakeholders,[81] hence often requires very specific tools to customize the message. The most optimal variant of communication of Local Government Units is the use of multiple communication tools leading to continuous improvement of the communication process, the application of the principles and rules of Integrated Marketing Communication (IMC). The vital importance of IMC was pointed out by Bob Stone, who took into account its additional value in the communication process - the synergy of previously used processes and tools.[82]

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79  Artur Gnat, „Rola mieszkańców w komunikacji marketingowej jednostki samorządu terytorialnego na przykładzie gminy Tarnowo Podgórne", p. 81.

80  Gnat, „Rola mieszkańców w komunikacji marketingowej jednostki samorządu terytorialnego na przykładzie gminy Tarnowo Podgórne", 81-82

81  Krzysztof Przybyłowski, Steven W. Hartley, *Marketing*, (Warszawa: Gebethner & Ska, 1998), 8.

82  Bob Stone, *Succesful Direct Marketing Methods*, (Lincolnowood 1997), 7.

Sł. Gawronski points out that IMC not only emphasizes customer outreach, but also:

1. eliminates simple advertising processes as the basis for content presentation;
2. relies on relationship marketing;
3. regards public relations as a more reliable and less costly tool than advertising;
4. emphasizes the need for monitoring as a necessary part of receiving feedback;
5. emphasizes the importance of interactivity in the communication process;
6. uses synergy of communication tools;
7. uses communication innovations.[83]

The cited author bases his view on the rules of Fraser.P. Seitel developed by Mitchell Kozikowski.[84] They show that in the field of IMC, the essence is to understand the consumer of this communication and what will appeal most to him at any given time. Ph. Kotler identified several stages of building marketing communications, in which the following steps are taken:

1. the stage of identifying target segments with desired cultural characteristics;
2. identifying the objectives of the communication process being initiated;
3. designing the functions and forms of the message;
4. selection of communication channels;
5. determining the budget for communication activities;
6. constructing the promotion-mix;
7. organization and management of the marketing communication process.[85]

A properly designed and implemented system of communication of LGU managers and public service organizations operating in the local government area with residents, as well as with other groups of stakeholders, according to A. Szromnik,[86] should be characterized in particular by:

1. accessibility and openness to interested groups and institutions;

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83  Gawroński, *Komunikacja marketingowa samorządów terytorialnych,* 38.

84  Fraser P. Seitel, *Public relations w praktyce*, (Warszawa: Felberg 2003), 246; Mateusz Kozikowski, "The role of public relations in inegrated marketing", Speech delivered at forum National Conference of the Public Relations Society of America, 15 November 1993, Orlandi. As cited in: Seitel Seitel, *Public relations w praktyce,* 246-247.As cited in: Gawroński, *Komunikacja marketingowa samorządów terytorialnych,* 36.

85  Philip Kotler, *Marekting. Analiza, planowanie, wdrażanie, kontrola*, (Warszawa: Gebethner i S-ka, 1994), 555-560.

86  Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 139.

2. high information capacity;
3. functional efficiency;
4. high reliability;
5. high flexibility;
6. individualization;
7. responsiveness adapted to the needs of communication.

The cited author places marketing communication in the philosophy of forming a basic set of marketing activities towards the development of the municipality's potential by:
1. forming the marketing concept of the territorial product;
2. forming the price-cost conditions of investment attractiveness of the municipality;
3. shaping the network of transmission of offers and places of contact with potential investors;
4. shaping marketing communication processes.[87]

The labor market, in which the workplaces are a marketing product, is now part of a broad heterogeneous product consisting of the following elements, to list a few:
1. economic facilities;
2. material goods (equipment, machinery, etc.);
3. energy;
4. technical infrastructure components;
5. real estate;
6. public services;
7. administrative services;
8. subsistence services;
9. natural environment;
10. social environment.[88]

Communication activities organized around the indicated sub-products can be very diverse. Current efforts to create and then communicate a positive image of local government are a significant part of contemporary local and

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87   Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 203.

88   Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 203.

regional development strategies. Deficits of workers will significantly reduce the level of attractiveness of municipalities to potential investors, in line with the existing conditions:

1. the process of competing with other local governments, which often have larger and more superb resources;
2. requirements of investors demanding the best terms, and in the case of foreign investors –terms more favorable than at home;
3. a set of accompanying factors - personal, emotional, social factors;
4. consideration of the attractiveness of the place of investment in the long term - falling potential of the local labor market may be a factor leading to abandonment of investment.[89]

Analyzing the behavior of managers of European cities, taking into account the cited determinants, it should be noted that European cities and regions have long used various practices of place (territorial) marketing and marketing communication activities to attract business and immigrants guaranteeing the required potential of the local labor market.[90] Marketing communication meaning a specific dialogue between an organization and its environment, in which potential buyers are or will be present, requires such an arrangement that ensures the efficiency of the dialogue, which is carried out, on the one hand, through interactions that are informational and incisive in nature, and on the other hand, through feedback in the recipient-sender relationship of the message. In this process, the use of interactive media in communication channels is of vital importance.[91] These channels are used not only in the process of communication initiated by LGU, apart from being a means of direct communication; they are also the main tool for immigrant groups to communicate with each other and with their surrounding environment.

An example of the described phenomenon is the findings of an analysis of the use of the Internet by migrants in Germany, covering the following dimensions of migrant orientation:

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89  Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 213.

90  Place Branding and Public Diplomacy Vol. 4, 2, 102-114 © 2008 Palgrave Macmillan Ltd 1751-8040 $30.00 www.palgrave-journals.com/pb [available at: 12.07.2018].

91  Jan W. Wiktor, „Uwarunkowania komunikacji marketingowej w biznesie międzynarodowym". *International Journal of Management and Economics*, vol. 23 (2008): 132.

1. internal interactions of migrants within one online community and one country (exchange of information and data, discussion and political mobilization);
2. interactions with residents and organizations in the country of origin (contribution of alternative information; articulation of opposition, mobilization for action);
3. interactions with residents and organizations in the host country (information on the situation in the country of origin, lobbying for support);
4. interactions within the potential international public sphere (diaspora, global transparency, and influence).[92]

The Internet has expanded the sphere of possibilities for immigrants in terms of communication, representation, and imagination, as they are often excluded from the public sphere or mainstream media.[93] A necessary factor to take into account in both, communication and more broadly strategic efforts, is the phenomenon of ethnocentrism. Attitudes toward immigrants can be shaped gently, as in the approach to market products but they can also take a more radical form.[94] The hermetic nature of immigrant behavior in communication can be altered by using innovative forms that 'smuggle' the desired message content from message senders. One of these forms is computer games. Their unique feature, used as a channel of communication, is the unprecedented level of involvement of participants, playing the role of recipients in the process. Concentration of attention and full involvement is further enhanced by the strong emotional charge carried by participation in the various phases of the game. The indicated features can be perfectly conducive in positioning the territorial product in selected segments. The prerequisite is a professionally prepared content range blended into the possibilities of games.[95]

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92   Kathrin Kissau, Uwe Hunger, "Political Online-Participation of Migrants in Germany,"*German Policy Studies; Harrisburg*, vol. 4, (2008): 5-31.

93   Myria Georgiou, "Diasporic Communities On- Line. A Bottom Up Experience of Transnationalism". I*Hommes et Migrations*, vol. 10 (2002).

94   Magdalena Stefańska, „Społeczno-demograficzne uwarunkowania etnocentryzmu na Przykładzie Polski," *Marketing i Rynek*, vol. 6 (2014).

95   Maciej Mitręga, „Advergaming jako rozwijająca się forma komunikacji marketingowej", in: Bajdak, ed., *Komunikacja marketingowa współczesne wyzwania i kierunki rozwoju*, 135.

Advergaming is a growing form of marketing communication. The stereotype of a mono-dimensional world of game participants is at odds with the results of research published by the Entertainment Software Association (ESA). It was conducted on a representative sample of American households. The intriguing conclusions derived from the research process indicated that in as many as 72% of all households there are people who actively play computer games. Surprisingly, as many as 82% of all gamers are adults. Another interesting fact is that as many as 42% of gamers in the US are women. The use of games and new media tools in marketing communication can be one of the key elements in planning and implementing a marketing strategy for attracting and integrating immigrants into local markets.

Social media will play a fundamental role in communication via the Internet. Their ubiquity, reach, number of users and intensity of use elevate them as the main tool of the marketing strategy prepared for attracting and integrating migrants into local labor markets. The ubiquity of the perception of their possibilities, the functions they perform and their usefulness do not seem to require a longer explanation.[96] Speed, lack of spatial restrictions, variety of transmitted information, low cost of reaching and interacting with the user, multiplicity of possible applications make them a fundamental tool in the described issue.

When planning and organizing the communication process, it is necessary to be aware of potential mistakes. Among the numerous authors dealing with this issue is Horsta Rückle, who identifies three basic groups of communication errors:

1.  mistakes made by the sender - including faulty wording, incorrect accentuation of messages, body language inadequate to the content of the verbal message, poor or no understanding of the customs and culture of the recipients;
2.  errors related to the selection of information channels and media;
3.  errors related to the recipient - ignorance of the meaning of the messages.[97]

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96  Dominika Kaczorowska-Spychalska, „Marketing w mediach interaktywnych,” in: Muzahim Al-Noorachi, *Współczesne wyzwania marketingowe wybrane zagadnienia. Studia i Monografie No. 54*, (Łódź, Warszawa: Społeczna Akademia Nauk, 2014), 103.

97  Horst Rückle *Mowa ciała dla menedżerów*, (Wrocław: Astrum, 2001), 46.

Another approach is the identification of a set of error factors cited by Muzahim Al-Noorachi[98] after another author - Jim Plythe.[99] He points to possible errors in communication:

1. attribution of a different meaning to messages by the recipient;
2. distortion of meaning - the effect of interference that occurs in communication;
3. confusion of the recipient - resulting from distortion of meaning of the message, contradictory content, interruptions of the communication process;
4. conflict - a common phenomenon mainly involving rejection of the content, a possible cause of which is the lack of acceptance on the part of the sender;
5. misunderstanding - which may result from an unconscious mistake in the reception of the message;
6. insufficient flexibility in the behavior of the recipient of the message - maintaining flexibility facilitates not only understanding the meaning of the message, but is the basis for properly formulated feedback.

Communication with people from abroad requires special care and professionalism of the staff preparing it. It needs the use of the experience of organizations operating in the social, as well as economic area, resulting from a multifaceted analysis of the messages being formed. An example of the lack of professionalism in the use of messages adequate to the recipients' level of understanding and their habits are the actions of large companies that made serious mistakes in their communications related to, i.e. product names. 'Successful global brands do not always bring the expected results in the markets of Central and Eastern Europe. Before introducing Campbell Soup to the Polish market, no research was done, i.e. consumer habits were overlooked. The soup was canned, which on the Polish market caused an association with a higher price. When Hellmann's introduced "Hellmann's Original" mayonnaise to the Polish market, hopes for sales volumes compared to success in other markets proved to be overestimated. The product was later replaced by "Hellmann's Babuni," („Granny's Hellmann's") with a mild and sweet taste. Coca-Cola's commercial featuring young people from California and New York proved hard to get by the Polish consumer. In India or Indonesia, the company kept the traditional

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98 Muzahim Al-Noorachi, „Marketing – geneza i definicje oraz rodzaje orientacji", in: Al-Noorachi, ed., *Współczesne wyzwania marketingowe wybrane zagadnienia.* 34-35.

99 Jim Blythe, *Komunikacja marketingowa* (Warszawa: PWE, 2002), 36-44.

shape of the bottles, but at the same time modified the recipe and proposed a different name for the distributed sodas. A different strategy was adopted on the Chinese market - in the Hong Kong countryside, Coca-Cola is served hot, with a mixture of ginger and herbs.'[100]

Another example raising the importance of communication processes, this time with immigrants, is the Swedish experience, the essence of which is the proper preparation of the recipients for communication processes. Multilingual health care for immigrants, especially for the elderly who are part of the family of a migrant working in the Swedish company, required careful planning and multifaceted involvement of health care personnel and training for effective communication. This includes holding conversation, informing, various activities, and a social and communication network in daily life. Health care personnel found caring for the elderly coming from outside of Sweden very difficult, that is, too time-consuming, increasing the workload, requiring the use of body language in communication and hiring interpreters to ensure that the elderly understand what was said to them. Moreover, medical staff felt emotionally drained and frustrated because they were unable to communicate with their patients. Some claimed that many non-Swedish-speaking elderly patients had no, or restricted access to information, causing them withdraw from many social activities on a daily basis and be neglected by health care professionals. Communicating through an interpreter also posed a major challenge as it was an interaction between three people, which made conversation longer, raised questions about the interpretation methods, i.e. whether to translate word for word, made it difficult to translate medical intricacies, and provided no guarantee that the content of the messages being sent was properly understood and interpreter.[101]

The gravity of the command of foreign languages in marketing communication and awareness of cultural differences in communication is recognized by A. Bajdak, who raises the role of interference in the communication process determined by insufficient knowledge of foreign languages. At the same time,

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100 Paweł de Pourbaix, „Globalne i lokalne strategie marketingowe przedsiębiorstw," *Marketing i Rynek*, vol. 8 (2014), 376-377.

101 Sally Hultsjö, Katarina Hjelm, "Immigrants in emergency care: Swedish health care staff's experiences, "International Nursing Review, vol. 52 (4) (2005): 276-85, doi:10.1111/j.1466-7657.2005.00418.x.

he notes the significant role of cultural differences, which are overlooked in marketing communication. According to the cited author, cultural issues are barriers which lie at the root of difficulties in effective and efficient marketing communication.[102]

Errors in communication can discourage the recipient from contacting the initiator of the communication process. A systematic marketing research will be an essential element. Both, the process of attracting foreigners to the local labor markets, as well as the long-term integration process, should be based on thoughtful, planned, and effectively implemented communication, with comprehensive use of tools incorporated into technological devices that support Internet communication. Especially at the stage of attracting foreigners, it is advisable to use marketing communication based on the philosophy of Philip Kotler, Hermawan Kartajay and Ivan Setiawan presented in Marketing 4.0.[103] It is in this philosophy, shifting the marketing process to the Internet, and taking full advantage of the possibilities of communication, while supporting the use of traditional marketing tools, that the key to a successful acquirement of foreign employees lies.

Incorporating the concept of territorial marketing in the management of local government units enriches the whole management process. It allows to perceive the territorial area as a product, which becomes an offer directed to the local government environment. Careful preparation of this offer and selecting potential buyers can lead to an increase in the resources of the local government, raised living standards of the residents and territorial development. Understanding that the resources of local government can be a product is the beginning of effective competition with other local governments, domestic or foreign, for investors, tourists, but also for future employees, whose shortages are increasingly noticeable. Local governments in a global market faced the need to support their economic environments in soliciting and providing conditions for foreign workers not only to work, and this is the domain of entrepreneurs, but in organizing their stay. A foreign person working in a local government, for a temporary or permanent stay, becomes a client of the services provided by

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102 Andrzej Bajdak, „Komunikacja marketingowa przedsiębiorstw a budowanie relacji z podmio-tamiotoczenia na rynkach zagranicznych," *Studia Ekonomiczne. Zeszyty Naukowe Uniwersytetu Ekonomicznego w Katowicach*, vol. 140 (2013), 52-53.

103 Philip Kotler, Hermawan Kartajaya, Iwan Setiawan, *Marketing 4.0. Era cyfrowa*, (Warszawa: Mt biznes, 2017).

public service organizations. Deliberate initiation of employing more foreign workers requires a cautious strategy and thinking about their stay in long lasting terms. A tailored and diligently implemented strategy on the local labor market can serve this purpose.

**Summary:**

- Various approaches to marketing describe it as a part of the management process. Its application allows identifying, anticipating and, consequently, satisfying the identified needs and desires of customers, in the case of local governments - their stakeholders. In doing so, it is necessary to anticipate trends and variability of reality. A fundamental factor in the success of the marketing process is the ability to competently and rationally use the resources and potential of the environment.
- The main objective of territorial marketing is the process of influencing the opinions and attitudes of customers (internal and external) through the proper formation of a set of resources and instruments and the stimulation of interchangeable relations. An important indication is, in the case of territorial units, that their action should be in line with the interests of the Local Government Units (LGUs).
- Operational goals aimed at the external environment focus on identifying and later satisfying the needs of people and entities remaining outside the area of Local Government Units at the time of targeting. An important part of this process is the competent formation of the territorial product and sub-products. A detailed analysis of the resources of LGU, in the context of the directions of its development compared to its competitors, should be the basis for the formation and implementation of operational objectives. Key in the process of competing of territorial areas is the professional provision of services by local public organizations.
- Territorial management (management of territorial organizations), is the control of „the external and internal systems of an organization and running its structures for the achievement of the objectives set by the manager." The managing entity of a territorial organization is the public authority.
- The formation of territorial reality is based on a strategic approach, focused on set priorities. The concept of territorial organization is embedded in theoretical concepts and assumptions derived from the rules of institutional

economics and management science. One of the foundations of the functioning and development of the municipality is a functional labor market maintained by properly implemented or supporting marketing activities.

- From the perspective of marketing management of local government units, the local labor market, and within it the workplace, can be treated as its sub-product for which a buyer is sought. They are created by the business entities operating in the local government, which LGUs should actively support. What is more, LGU ought to include this support in the development strategy

- The concept of labor market as a territorial product, applied in territorial marketing, together with methodological indications and tools used, should be synchronized in accordance with the marketing strategy of LGU

- Incorporating the concept of territorial marketing in the management of local government units enriches the whole management process. It allows to perceive the territorial area as a product, which becomes an offer directed to the local government environment. Careful preparation of this offer and selecting potential buyers can lead to an increase in the resources of the local government, raised living standards of the residents and territorial development.

# Immigration Marketing Strategy as an Element of The Development Strategy of The Territorial Unit

Management in local government units is a complex process with variable conditions, determined by factors of internal and external influence. It is determined by statutory regulations and the resulting implementing regulations. The ability to manage the resources of LGU has a dominant impact on the standard of living of residents, as well as on the pace of local development. Pro-development management determines the ability to take advantage of opportunities and avoid risks. In doing so, a holistic integrated approach to solving current problems and anticipating future events is essential. Hence, at the core of good management, it is necessary to properly recognize the obstacles, specifics, and strength of relationships and relations. For a proper management process it is necessary to use the available tools, among which is the constructed and implemented strategy.

Management is, on the one hand, a process of decision-making of the local government, on the other hand though, it is a management activity that is in close connection with the environment. It should be considered through the prism of the ongoing changes occurring both, globally and locally. In the methodology of municipal development management, it is postulated to use the concept of strategic management with the application of the marketing concept. What is meant by strategic management is a deliberate, prospectively planned, effectively organized, efficiently implemented, and constantly controlled process of formulating and implementing the organization's development strategy. This concept focuses on the optimal use of resources over a long period of time. In both aspects, the use the organization's environment that is an added value to its own resources is recommended. The primary task of marketing in this concept is to identify the needs and values recognized by customers in order to provide them with the desired product or service that is a greater benefit to them than the one proposed by competitors.[1]

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1  Marek Ziółkowski, „Strategiczne zarządzanie rozwojem gminy," *Ruch prawniczy, ekonomiczny i socjologiczny*, vol. 1, (2015), 145-146.

Common instruments (tools) used in management are the following: development strategy, marketing strategy, long-term investment plan and financial strategy forecasting long-term trends. Designing long-term strategies is related to creativity and openness to innovation of the human resources.[2] This approach coincides with the view of Zbigniew Makiela, who identifies the development of regions with inventive management by LGUs. The innovative approach of local economic entities requiring support from the management of LGUs is part of this activity.[3] One of the key factors in their proper functioning is sufficient workforce.

Planning, which sets the goals and means of implementation, is related to the specifics of LGUs and statutory objectives of their activities. Organizing is a set of activities related to the type of the organization, its structure, and human resources. Leading and managing people are one of the conditions for the effective pursue of the goals of the organization. Supervision helps to evaluate the implementation of activities.[4] The overall activities of the LGU should be determined by a strategy that is calculated, socially consulted, and approved by the statutory body. It is the core of the short-term plans and determination of the current activities to follow. The development strategy should be accompanied by a marketing strategy, although it is not a commonly drafted document. When a decision is made to create a marketing strategy, its preparation, much more often than in the case of a development strategy, is outsourced to specialized companies.

Taking the marketing perspective into account when it comes to mapping out the activities of local government units is still insufficient among LGU managers. It can be contributed to their lack of skills due to an incomplete or inadequate education, as well as lack of proper marketing training. The result of such a situation is too little consideration for marketing thinking and marketing-related tools in management. A local government providing its product to a potential buyer is a player on the market. Effective marketing

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2     Jacek Sierak, „Zarządzanie strategiczne w jednostkach samorządu terytorialnego", *Myśl Ekonomiczna i Polityczna*, vol. 4 (43) (2013), 188-220.

3     Zbigniew Makieła, *Innowacje w zarządzaniu regionem*, (Kraków: Krakowskie Towarzystwo Edukacyjne sp. z o.o. – Oficyna Wydawnicza AFM, 2014), 8.

4     Jacek Sierak, „Zarządzanie strategiczne w jednostkach samorządu terytorialnego", 188-220.

supports branding and accentuating unique product features, attracts more investors, and tourists, the presence of who contributes to raising the residents' standard of living; hence the need to develop and enforce a marketing strategy consistent with the development strategy of the municipality.

Designing the development of local government unit with the use of a tool like strategy document allows achieving benefits such as the following:

1. making a comprehensive assessment of its resources, taking into account the values of the environment that are necessary and possible to use;
2. taking into account development scenarios in building the strategy;
3. linking together all categories of activities, functional and problem areas;
4. monitoring progression and modifying the process, as well as making adjustments;
5. creating conditions for the local community to identify with the goals and methods of the pursue of the strategy.[5]

The field of strategy boasts an enormous wealth of knowledge about it, and yet there seems to be a gap when it comes to the crucial matter of knowing how to establish and use strategy procedures. Even the best plan drafting (e. g. EU documents on migration) does not lead to the formulation of a strategy every time, and it is the strategy that can be the inception of finding consistent solutions to current and future problems. Absence of guidelines for strategy design, especially in novel areas, is not compensated for by the multitude of cited market and social behaviors of organizations, as they are descriptive and not normative. There is a deficit of a step-by-step model describing how to formulate a strategy in the described area. In the analyzed case - marketing strategy in LGUs, taking into account the current challenges of the labor market, the deficit of scientific descriptions is particularly noticeable; hence the need to seek grounds for the creation of this unique solution.[6] All the more so because the scientific theory describes markets focusing on models based on the issue of competition, and in the situation of service provision by public

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5    Wiesław Szopiński, „Wpływ marketingu terytorialnego na rozwój gminy," *Handel wewnętrzny*, vol. 5 (364) (2016), 297. As cited in: A. Olak: Rola marketingu terytorialnego w rozwoju miast i wsi. W: R. Fedan, M. Smoleń: Przedsiębiorstwo i region: współdziałanie i współpraca. Papirus, Rzeszów 2008.

6    Kim W. Chan, Renee Mauborgne, *Strategia błękitnego oceanu*, (Warszawa: MT Biznes sp. z o.o., 2015), 17.

organizations, especially services in the area of immigration, competition has so far occurred in a limited way. On the international market the attractiveness of the conditions under which different countries accept immigrants varies. The problem should be considered from two viewpoints. On the supranational scale the conditions created by particular countries are the primary determinant of the decision to choose a migration destination. Marketing strategy aimed at prospective migrants will be determined by what part of the activities directed at the distribution and promotion of jobs can be undertaken abroad, by LGU alone, versus in cooperation with selected partners. It may be helpful to realize that the local government where emigration takes place may be a beneficiary of the profits of a worker's presence in the foreign labor market, since its residents may be injected with funds from family members working abroad. This aspect partially humanizes recruitment activities, reducing the possible negative consequences of an area depleted of labor personnel.

An important aspect of the organization of the stay of foreign workers, from the perspective of local government management, is that the immigrant in the country of residence becomes a client of public services provided by the state through designated organizations. In the broader picture of labor migration issues, an international political consensus is needed for a proper, coherent migration policy that takes into account the interests and capabilities of individual member states. Sustainable migration management at the EU level is essential. Ill-considered, acute management of migration processes devoid of a long-term strategy can lead to many years of negative social phenomena. Potential conflict arises not only at the level of the growing needs of labor markets, a component of the needs of entrepreneurs and, especially, increasingly dominant corporate organizations. Big corporations often employ aggressive strategies that make significant changes in labor markets. Social conflict arises in the absence of integration of immigrants which also takes place when their stay in a new country has not been properly organized, or the local community has not been made ready to acknowledge their presence. It is the result of the lack of a consistently implemented immigration strategy in the territorial area.

With regard to supporting the processes of solving immigration problems with the potential of scientific achievements, the target proposals and their improvement should be done on the ground of scientific interdisciplinary

considerations. At the basis of the formation of the concept of marketing strategy can be theories and experiences concerning, e.g.:

1. organizations operating on the market for products and services;
2. organizations operating in the social area;
3. organizations providing public services;
4. political systems.

Currently, the local labor market does not seem to fit into the local development strategy which is a directional tool modified according to the variability of conditions.[7] Success in eradicating unemployment has not been confronted with the very different phenomenon of increasingly apparent labor shortages. Local governments are faced with the need to define their role in this situation and intensify the currently sluggish task of supporting local entrepreneurship, identifying, and defining their needs, supporting the implementation of economic development goals. This activity should mobilize LGU managers to apply mechanisms that boost economic success. The marketing concept can contribute to the success of LGU in this area. Managers of a region (voivodeship), in accordance with the Act on Voivodeship Self-Government, should stimulate economic activity and facilitate higher competitiveness and innovation of the economy of the voivodeship they manage,[8] and so should local government managers.

Strategic action in local government is a method of management focused on the long-term development of the municipality. It is based on rational principles of managing finances that the municipality raises on its own or obtains from external sources. An addition to this concept is the strategic-marketing plan of action. It is a desirable way of managing LGU in market economy conditions.[9] This concept includes, if the need arises, a strategy for attracting and integrating immigrants, which is an element of the municipal development strategy, using the marketing concept based on extensive cooperation with entities operating on the labor market and its environment. The municipal development strategy

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7   Elżbieta Wysocka, Jerzy Koziński, *Strategia rozwoju gminy*, (Warszawa: Fundacja Rozwoju Demokracji Lokalnej, 1992), 54.

8   Eugeniusz Wojciechowski, *Zarządzanie w samorządzie terytorialnym.*(Warszawa: Difin, 2003), 189-190.

9   Ziółkowski, „Strategiczne zarządzanie rozwojem gminy,151.

with elements of economic development is a tool for managing the local economy with the required action in the long term[10] causing the maintenance and expansion of existing resources.

The municipal advancement strategy has various functions in the management of the local government unit:[11]

1. regulatory function - in terms of actions taken;
2. controlling function –it serves to evaluate the effectiveness of the bodies responsible for local economic policy;
3. coordinating function –it integrates entities operating in the area of the LGU;
4. informational function - embedded in the communication process;
5. stimulating function - with regard to pro-active and pro-development actions;
6. promotional function - identified with marketing activities from this perspective.

Strategic goals, determined by the adopted action plan, should directly relate to the vision and mission of the municipality. The vision is a verbalized visualization of the desired state of the organization. It should refer realistically to the resources and development potential of the local government. The mission should contain a summarized declaration of the most urgent goals of the organization. Its content is to expose the qualities and features that distinguish the municipality from the competition. Mission statement sets the direction of growth and aspirations for both, management and employees. It represents the value of the organization and is motivating. The mission is a concept that concretizes the vision, allowing mapping out the strategy. The mission statement consists in the following elements:

1. the purpose of existence;
2. a specified area of activity;
3. values;

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10 Wysocka, Koziński, *Strategia rozwoju gminy,* 201.

11 Zygmunt Szymla, „Programowanie rozwoju gospodarczego i przedsiębiorczości na szczeblu lokalnym", in: *Regionalne uwarunkowania rozwoju przedsiębiorczości. Materiały konferencyjne. Katedra Przedsiębiorczości i Innowacji Wydziału Ekonomii AE w Krakowie, Kraków 23-24 października 1996,* 47-48.

4. organizational beliefs and assumptions.[12]

In the strategic documents of local governments, not only in the declarative but also in the executive action plans, there is often not a single indication of the area of activities[13]where programs to support the development of economic entities is going to be implemented. The strategy, as a tool for designing and implementing the development of LGU, should take into account the priorities of socio-economic development. The findings, preceded by numerous consultations, included in the strategy and accompanying documents, impinge on the budget that determines the feasibility of the strategy. Without the consistency of the assumptions with the financial means of LGU, the process of strategy implementation is likely to be complicated.[14] In the best interest of Poland's development, according to the experts drafting the document called 'Poland's migration policy towards demographic challenges',[15] from which the general scopes determining the areas of management are derived, is to increase the number of immigrants working for the good of the country. Hence, and this is a thought particularly relevant to the discussed issue, one of the main goals of immigration policy should be to encourage and prepare immigrants to settle in Poland. Management of immigration should enhance social and economic development, using the potential of immigrants. The document emphasizes the key role of local government units whose endeavors and preparation determine the effectiveness of this process. A special task of local government is to counteract social exclusion and marginalization of immigrants to prevent ethnic niches. Such measures towards immigrants should mobilize the management and quality sciences experts to fill the gaps in scientific description on migration management in various government structures.

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12 „Misja i wizja", Encyklopedia zarządzania, accessed April 11, 2018, https://mfiles.pl/pl/index.php/Misja_i_wizja.].

13 Uchwała LXVI/592/02 Rady Miejskiej Gminy Pobiedziska z dnia 4 October 2002 r. w sprawie przyjęcia Strategii Rozwoju Miasta i Gminy Pobiedziska na lata 2003-2012.

14 „Strategia rozwoju gminy Lutomiersk na lata 2014-2020", accessed April 08, 2018, 4, http://bip.lutomiersk.info/download/414-Strategii-Rozwoju-Gminy-Lutomiersk-1668417549-1672214403.pdf.

15 „Polityka migracyjna Polski wobec wyzwań demograficznych", *Biuletyn forum debaty publicznej*, no. 36, (2015): 62-64.

A properly planned integration process which is the result of a political delegation, but which is also, in its essence, a process of management activities, refers to three main lines of action:

1. arranging activities leading to the optimization and achievement of immigrants' independence, mainly economic. This implicates the involvement of immigrants in the management of institutions of education, culture, labor market, health care, and other broadly meant social services, by directing service offerings to them. It also constitutes the grounds for broader social participation.

2. arranging management activities that convince the local community of the usefulness of immigrants' presence, acceptance, respect for their differences, and respect for their rights; building the basis and gradual development of intercultural dialogue.

3. assisting community organizations aimed at supporting integration activities, as well as other entities working on behalf of immigrants. In doing so, it is essential that immigrants participate in the development, implementation and monitoring of activities that affect them.[16]

Immigrant integration processes should be associated with a key area of immigration policy. This should lead to a gradual increase in the attractiveness of the country in the international arena.[17] Building a strategy, including a marketing strategy, manifests itself as a creative, imaginative, and innovative activity, however, it is also fraught with the risk of not achieving the anticipated results. Strategy design should indicate the methods applied, or determine the use of resources.[18] The strategy becomes an indispensable tool in the implementation of new goals and/or new, previously discounted methods and tools. It is necessary to point out that local governments, as it is evidenced by their documents, most often identify the marketing strategy of the LGU with the promotion strategy. This common practice is based on the understanding that the main objective of PR services and promotion departments is to position the image of the municipality. The basic distinction between marketing strategy and

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16    „Polityka migracyjna Polski wobec wyzwań demograficznych".

17    „Polityka migracyjna Polski wobec wyzwań demograficznych".

18    Arthur A. Thompson, A. J. Stricland, *Strategy Formulation and Implementiation*, (Boston: IRWIN, 1992). As cited in: Wacław Demecki, Paweł Żukowski, „Budowa strategii jako narzędzia innowacyjnego zarządzania organizacją," *Prace Komisji Geografii*, vol 15 (2010), p. 78.

promotion strategy stems from the fact that marketing prepares the product, while promotional activities are one element of the marketing concept. In the case of a promotion strategy it is necessary to ask the question under what activities the municipality's product or its sub-products are prepared. In practice, this activity is most often the responsibility of those administering the municipality, which results not only in the insufficient preparation of products, but often in their failure to be noticed.

An effective strategy addresses the issue of competing interests with understanding. Building a strategy, especially when forming a proceeding vision, requires creative imagination, experience and the ability to solve problems and predict the future. Cognitive dissonance must be expected, stemming from the fact that one does not know what the future holds, as it depends on various forces and resources other than those that shape the current state of reality. Strategy implementers must make decisions under risk and uncertainty and with incomplete information. A spectacular example of the obliviousness of future events was the COVID-19 pandemic and the Russia-Ukraine armed conflict.

The implementation of a strategy must be supported by the awareness of many people in the organization of what it is for and how it is implemented. The term 'strategy' is associated with the concepts of policies, conduct procedures, and rules of operation. Policy – it is understood as a general, broad delineation of activities that aim to achieve a given goal. Typically, it does not set specific tasks to be undertaken but defines the framework within which the given goals are achieved. Hence, policies are helpful in practice when implementing strategies. Policies exist at all levels of an organization; they apply to the organization both, as a whole, and to its component parts. Procedure– it is a process of related activities established in chronological order, which leads to a specific goal. The procedure specifies the activities and the order in which they are to be performed, without allowing flexibility and concessions. The established and clearly formulated procedures are referred to as standard procedures. Rules – they determine the taking or stopping of certain actions in strategies, clearly indicating what is to be done. They have a small margin for flexibility and deviation from designated actions. Rules, unlike procedures, do not require a focus on the sequence of actions.[19]

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19  Demecki, Żukowski, „Budowa strategii jako narzędzia innowacyjnego zarządzania organizacją", 78-79.

Building a marketing strategy for attracting immigrants, proposed by Wiktor Widera, is a unique activity in Poland; so far absent in the reality of local governments. A spectacular document covering integration activities is, in the area of integration of immigrants, the document entitled 'Immigrant Integration Model',[20] developed in the local government of Gdansk. The process of forming documents in the area of the presence of immigrants, which is new to Polish reality, should take into account international experience, including especially crisis situations that can have a destructive impact on the social structure of the state, and particularly on local communities. In addition to consciously undertaken economic emigration, the presence of people from abroad is also caused by refugee phenomena. Their result can also be activity in the labor market. "Refugees in Sweden have caused a legal problem for the state. The issue is polygamy which is formally illegal and punishable by a fine or two years in prison. However, Swedish tax authorities have already registered 300 couples living in bigamous or polygamous relationships. Accepting polygamy is not awe-inspiring in a country whose government describes itself as feminist. Law professor Goran Lind warns that this could lead to the complete abolition of the institution of marriage. He appeals to the authorities not to accept polygamous unions, even if they have been concluded in countries where it is permitted."[21] The example indicated illustrates problems concerning new aspects of social life that far exceed previous experience. The lack of verified practices of how to deal effectively with arising problems forces the search for methods of forming strategies by generating a solution to draw on all available resources. All the more so that labor deficits - and their reduction may be the presence of foreign workers - may lower the level of attractiveness of local governments to potential investors, entering into the existing conditions of:

1. the process of competing with other municipalities which often have larger and more suitable resources;
2. the requirements of investors demanding the best terms, in the case of foreign investors more favorable terms than at home;
3. a set of side factors - personal, emotional, social factors;

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20  "Model integracji imigrantów". Urząd Miejski w Gdańsku. Wydział Rozwoju Społecznego, Gdańsk, June 201636-39.

21  „Szwecja ma problem z małżeństwami uchodźców", Onet.pl, accessed May 27, 2016, http://wiadomosci.onet.pl/swiat/szwecja-urzedy-akceptuja-poligamie/b4jwz3.

4. consideration of the attractiveness of the place of investment in the long term - deteriorating potential of the local labor market may be a factor leading to abandonment of investment.[22]

The basic problem in building a marketing strategy aimed at immigrants is to reliably assess the response with regard to future trends in the local labor market and foreseeable labor shortages, taking into account the growing negative attitude of the local, traditional for a given area, community. Especially since the aspect of the presence in the municipality of people from abroad, particularly their permanent presence, may not add value to the electoral programs of the local authorities but, on the contrary, may prove counterproductive. The need for rational planning should be supported by the accompanying immigration strategy, related to labor market deficits, aspect of social communication activities. The immigration strategy should therefore take into account, among other things:

1. Political consensus - the developed, sustained view of the main entities shaping the state's political order at various levels of governance. Developing a common approach, beyond differences in political agendas, is a prerequisite for rallying the public around a clear political position. This element is a condition for forming further actions. Disparities in the positions and statements of politicians destabilize society by making a permanent social division that transfers to subsequent generations.

2. Public support - politics should not be practiced in a vacuum. Members of government at various levels exercise power based on social delegation. Making decisions in isolation from the sovereign, which is the people, shows that the authorities have departed from their mission. The formation of political positions on issues fundamental to the state should be characterized by public support. Any process initiated by the authority and directed to the public is bound to be nullified without public support.

3. synergy of action of the main players in the area of social influence:
   - politicians,
   - academics,

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22 AndrzejSzromnik *Marketing terytorialny. Miasto i region na rynku*, (Kraków: Oficyna Wolters Kluwer Business, 2007), 27.

- representatives of economic organizations,
- representatives of local government,
- social representatives (NGOs, religious unions, trade unions) - the lack of agreement among the forces influencing the local area will prevent the implementation of any strategy aimed at the social area or will significantly diminish its effects.

Each of the aforementioned players has an important role in developing and implementing strategies in the labor market, taking into account possible aspects of the desired immigration at the local government level or at the supra-local government level, ranging from solving fundamental needs in infrastructure, health care, education. Policy decisions made at the local level should be the result of a consensus of the designated partners. Their passivity, or worse – opposition, will destabilize the moment of admission of immigrants and will have a long-term negative impact on the process of their social adaptation. Political leadership, setting the rules of multi-level management of the described issue, should be a factor stabilizing social and economic processes. Social stability can be achieved through economic development and by translating the effects of this process into the social area. It should be noted that economic development makes democracy possible, while political leadership makes it a reality. Leaders are expected to have a vision, to set development horizons for future generations. Politicians should focus on high standards in the execution of their mission, on the application of professional technology of governance oriented to the use of the best deposits of their own activity and available resources. This potential should be well managed and utilized. Technology should be understood as a set of methods and techniques of decision-making.[23]

The starting point in forming a strategy towards the phenomenon of immigration, using territorial marketing, should be its social usefulness. It is necessary to point out that this measure will apply to local governments in the area of which the support of foreign workers will be necessary. At the same time, it should be assumed that without the implementation of the program of the marketing concept the process of presence of foreigners in the local labor

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23  Zbigniew Widera, *Zmiana technologii sprawowania władzy jako podstawa nowoczesnego myślenia o zarządzaniu usługami w obszarze polityki*, in: *Zeszyty naukowe Katedry Nauk Ekonomicznych*, (Bytom:2008).

market may be the result of haphazard actions, with uncertain prognosis of positive effects. This phenomenon may produce effects in the short term. In view of the haphazardness of the selection of workers, future problems arising from cultural differences between the local community and the foreigners cannot be ruled out. The strategy, in outline, should consider how to attract the most valuable foreign workers for the companies located in a given local government and further work on their integration. Integration will also involve the families of employees, if needed. At the same time, integration involving workers staying only for a certain period of time, with the intention of returning to their country of origin, will differ, despite some common features, from integration of immigrants with the intention of staying permanently. The reason for the difference will be the need to lengthen and increase the sophistication of adaptation (integration) processes. An extremely important part of the immigration strategy is to prepare the community traditionally living in the municipal area for the presence of immigrants. The first part of the activities requires a professional approach, promotion related to product positioning, the second is a long-term activity. In both cases communication activities are a key element.

The application of marketing in solving the problems of attracting and integrating immigrants is part of the marketing orientation in local government management, which is determined, among other things, by the following factors:

- the transfer of marketing mechanisms used in commercial activities to the social area;
- the development of local governments, the growth of their self-reliance and their empowerment;
- processes of competitiveness;
- processes of knowledge acquisition;
- changes of residents' needs;
- the need to improve the quality of public services.[24]

The application of marketing to immigrants as temporary, future or permanent residents of the municipality is related to the belief that it is necessary to take into account their needs determined by the following factors:

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24   Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 27.

- empowerment of the immigrant in the marketing process;
- accurate discernment of their needs;
- consideration of the immigrant's needs against the needs of the community in which he resides;
- providing him with a job that satisfies him;
- providing him with a place to live;
- the local government's undertaking of proper service to the immigrant;
- taking into account the immigrant's opinion in constructing activities towards him.[25]

In conducting marketing activities in the social area:
- a strategic analysis is made based on the resources at hand;
- marketing research is conducted;
- a development strategy is constructed;
- a marketing strategy with an element of the promotion strategy is developed.[26]

Marketing in solving the problems of attracting immigrants can play a key role when its potential is recognized by local government managers. The basis for its implementation is the realized need for the presence of immigrants in the municipality, in close connection with the labor market. The adoption of marketing includes both, the process of immigrant acquisition and integration. Analyzing the presence of immigrants in labor markets in Western countries, the observation emerges that an important factor in the application of marketing is to give territorial products the attractiveness desired by immigrants. In the process it is important to build an image of a reliable bidder.[27] Examining the optimal activities when constructing the strategy should be preceded by an extremely responsible and professional diagnosis of the current state of local government resources and its future

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25  Szromnik, *Marketing terytorialny. Miasto i region na rynku*, 86.

26  Szromnik, „Marketing terytorialny – koncepcja ogólna i doświadczenia praktyczne", in: Tadeusz Markowski, ed., *Marketing terytorialny, Studia. Polska Akademia Nauk. Komitet Przestrzennego Zagospodarowania Kraju.* i, T. CXII, (Warszawa 2002), 13, in: Szopiński, „Marketingowe narzędzia oddziaływania władz samorządowych na rozwój gminy na przykładzie gminy Czarna", 233.

27  Szopiński, „Marketingowe narzędzia oddziaływania władz samorządowych na rozwój gminy na przykładzie gminy Czarna", 237.

needs. On the other hand, implementation of the strategy requires assigning responsibility for its implementation to the various parts of the local government's organizational system. Developing a strategy requires identifying and training the human resources assigned to designated activities and securing an appropriate budget. The first part of the designed strategy, after numerous preparatory activities, will include activities leading to the positioning of the offer towards the selected market segments. The transaction, the acquisition of a foreign worker, in its assumption, should bring benefit (value) to both, the product offeror and its buyer.

In the composition of the marketing mix, the product should be attributed to jobs in the local labor market. The formation of the product should be supported by close cooperation with the business community, essentially on their initiative, since they are the direct beneficiaries. It is they who, properly organized by the local government, should be an essential element in creating events in the local labor market. In the case of immigrants who constitute the targeted segment of buyers, a comprehensive analysis of their characteristics and needs, as well as the assessment of their social suitability for the local government initiating marketing activities is recommended. Forming a product requires a new way of thinking and following through. A. Makieła states that in regions where elderly people begin to dominate the geographical structure, problems of limited availability of labor force appear and, consequently the problem of inefficiency of the social security system appears.[28] Here, the issue of social utility of the transaction, i.e. meeting the needs of the local community through the adaptation (integration) of the purchaser of the offer - the immigrant appears more clearly. This process requires taking into account attention to the immigrant's security, comprehensive development, career prospects (including for his family) or the higher-order needs. Factors not present in the traditional segment of the workforce, such as no or insufficient command of language of the country of emigration, will pose problems. The conclusions drawn from the consumer needs analysis, when forming the product, will indicate the necessary resources, alliances, conditions that should be provided.

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28 Zbigniew Makieła, „Przedsiębiorcze i innowacyjne miasto jako koncepcja rozwoju regionalnego", in . Makieła, ed.„*Innowacje w zarządzaniu regionem*, (Kraków: Krakowskie Towarzystwo Edukacyjne sp. z o.o. – Oficyna Wydawnicza AFM, 2014), 23-24.

In the process of conscious, socially accepted increasing of the presence of foreigners it may be necessary to redefine concepts of strategic importance (e.g., family formal relationships, religious behavior) and significant regulations of legal acts, including local laws, which are also initiated by the local government. The next step is to determine the costs of adopting and following the strategy. In marketing composition, this will refer to the element of price. This moment is of particular importance because by price we will understand not only the material dimension of the activities undertaken. The price will also be the specific, possible, or unpredictable social consequences of adaptation and integration of immigrants into local society. Mitigation of negative results should be precisely described.

At each of the mentioned stages of strategy formation, benchmarking activities are indispensable. Benchmarking is a method of management that involves the systematic comparison of an organization operating on the market with competitors, especially with the leaders with similar offerings, and adoption of the proven patterns of behavior used by competitors (processes, organization, methods, and ways of operation). Benchmarking is a method that can significantly shorten the search for pro-development solutions. It helps to eliminate the basic problem of typical comparisons, i.e. the inability to have competition for the analyzed entity or its market behavior. Benchmarking is a process of systematically comparing an organization with other entities operating in the same area, or comparing different elements of an organization's operation with each other in such a way as to determine what its current state is, whether there is a need for change and, at a further stage, to determine how big or small the change should be. It can be applied according to the emerging needs of the organization at a certain time. However, it brings the most valuable results when it is applied continuously. In Polish reality, benchmarking is rarely practiced for the use of municipalities, despite the fact that the search for the best solutions is vital.[29]

Benchmarking at the various stages of the formation and implementation of the migration strategy can take on the following form:

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29  „Benchmarking", Encyklopedia Zarządzania, accessed August 22, 2018, https://mfiles.pl/pl/index.php/Benchmarking.

1.  Planning
    *   identification of the subject and desired scope of research of solutions used in other countries in addressing migration problems;
    *   identification of selected systems for detailed comparisons;
    *   identification of subsystems, including scopes of activities within the observed solutions;
    *   selection of the data collection method.
2.  Analysis
    *   conducting research;
    *   determination of deviations in the analyzed scopes;
    *   determination of the degree of adoption of desired solutions.
3.  Integration
    *   communication of benchmarking results, implementation of consultation mode with specialists, preparation of detailed reports;
    *   establishment of functional objectives.
4.  Implementation
    *   development of an implementation plan for the accepted benchmark results;
    *   launch of implementation activities;
    *   monitoring implementation according to accepted evaluation criteria;
    *   making adjustments;
    *   identifying new benchmarks.[30]

Implementing benchmarking requires the ability to perform analysis in foreign languages. It also requires experience, which in the case of local activities, can be replaced by creating a benchmarking action plan in consultation with specialists so that the activities undertaken are as effective as possible. This action will reduce the cost of experimentation, especially in new areas of local government activity. The effectiveness of activities in implementing the strategy depends on the degree of recognition of one's own needs, the needs of the buyer - the future employee, his needs, his values, and behavior. This makes it possible to determine the degree of awareness of the offer, the course of the process of forming the offer and its introduction. The consequence of not satisfying the person to whom the offer is addressed is dissonance nullifying the

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30  Zbigiew Martyniak, *Metody organizowania procesów pracy*, (Warszawa: PWE, 1996), 340.

actions taken. The skill that an organization implementing a strategy should have is to reduce this and other dissonances that arise. In difficult cases, the organization's response must not just be to invoke the obstacles and causes of disparities, but it is decisive to require immediate respect for the rights and interests of the buyer by making changes to the processes in place. Especially since a proper understanding of the inclusion of immigrants in the development strategies of municipalities involves, in the case of a conscious strategy for acquiring them, analyzing and comparing their desired qualities with the qualities with which they are equipped.

The next stage in the implementation of the strategy is employment of a subsystem of the marketing mix concept - promotion, including the conduct of public relations and media relations activities using traditional media and especially new media tools. The latter aspect makes communication global, which in the search for buyers of the offer is unconditionally necessary. Implementation of this stage should be carried out using both, indirect and direct promotion. Properly implemented promotion should be based on effective communication. The variety of communication tools allows not only a wide range of their use, it is also crucial to adapt the tools of promotional activities to the designated budget. A particularly important factor, and one that needs to be taken into account, is the considerable distance from the prospective buyer. The cell phone (smartphone) can be of fundamental significance in promotional activities. The subject literature repeatedly emphasizes the advantages of mobile marketing integrated into marketing activities.[31]

The choice of communication tools should be tailored to the specific segments targeted.[32] The right marketing communication will perform a number of functions, from providing information to monitoring the phenomena occurring in this environment. It will also help in the assimilation (integration) of immigrants in the new environment, as it will prompt and remind them of the necessary actions they should take. It will integrate them into the local society.

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31    Ewa Sadowska, „Marketing mobilny a komunikacja marketingowa", in Andrzej Bajdak, ed., *Komunikacja marketingowa. Współczesne wyzwania i kierunki rozwoju. Studia ekonomiczne*, (Katowice: Zeszyty Naukowe Wydziałowe Uniwersytetu Ekonomicznego w Katowicach, 2013), 122.

32    Bajdak, „Komunikacja marketingowa. Współczesne wyzwania i kierunki rozwoju", 7-8.

Help desks (front-office in CRM systems) can help solve emerging problems on an ongoing basis or suggest a solution.

An essential part of devising and enforcing a marketing strategy is to identify ways to monitor it, to be able to identify difficulties and to formulate instructions how to deal with them. It is important to accept the indication that problems may be different from those foreseen. A necessary activity is the planned and interventionist use of available methods, techniques, and research tools. The monitoring of processes in immigrant communities is particularly important, since the offer to immigrants to interest them in job opportunities entails problems such as finding a place for them to live, access to medical care or education. These issues are an indispensable part of complementing and improving the product. Directing the offer involves responsible predicting how long the adaptation (integration) process will take and what are the key factors determining it. From the measurable professional suitability of immigrants, their cultural background, to the predictable and hypothetical behavior of the environment, shaped not only by the behavior of immigrants themselves in the municipality and the reactions of the traditional population, but also by the atmosphere built by the media. Absence of a precisely implemented immigration strategy, which is now a requirement for rational local development planning, or the activity of entrepreneurs who change the social structure without the participation of the municipality, can lead to unpredictable consequences.

The uncontrolled influx of immigrants, whose main motivation is to improve their living conditions, is illustrated by the following announcement: 'Belgium's Minister of Internal Affairs has officially acknowledged that his country's authorities have lost control of the Muslim-dominated Molenbeek neighborhood in Brussels. Local services and police are unable to establish order there and infiltrate radical Islamic groups.'[33] An important indication for integration processes, professional and social development is the phenomenon of mass refugees for whom no process of marketing acquisition but

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[33] "Belgian Minister Says Government Lacks Control Over Neighborhood Linked to Terror Plots (NyTimes.com)", "Paris terror attacks: Visiting Molenbeek, the police no-go zone that was home to two of the gunmen (Independent.co.uk)". As cited in: "Belgijski rząd przyznaje: „Straciliśmy kontrolę nad zdominowaną przez muzułmanów dzielnicą Molenbeek w Brukseli", Niewygodne, accessed May 27, 2016, http://niewygodne.info.pl/artykul6/02619-Belgia-utraci-la-kontrole-nad-muzulmanska-dzielnica-Brukseli.htm.

proper management will be required. The armed conflict in Ukraine and the anticipated phenomena of climate migration require immediate preparation of the managers of regions and local areas to function in new conditions. Polish experience with the organization and effects of Ukrainian refugees will be invaluable in this context.

In activities aimed at immigrants, the following stages can be distinguished:
1. the acquisition stage - the full dimension of marketing activities;
2. the adoption stage - establishing relationships;
3. adaptation stage - building relationships;
4. the stage of functioning in the new society - maintaining relations.

It fits into the traditional view of local economic development, which obliges local government to act to meet important local needs through:[34]
1. the process of creating jobs, while minimizing expenditures on social welfare;
2. the increase in tax revenues, which leads to investment;
3. striving for a multiplier effect - optimal management of its own material resources and labor resources, outsourcing services to local economic entities, absorbing subsidies, striving to find outside investors.

This issue, like many other theoretical approaches, should relate to current changes in the European labor market, determined by demographic trends that are already leading to serious deficits in national labor markets. Hence, the guideline that it is not only the creation of jobs that is part of meeting local needs, but also securing jobs in the labor force, requires a new approach.

The marketing strategy which is part of the strategic development activities of the municipality can be an optional document that regulates the determinants of the possible demand for economic immigrants in terms of the economic development goals of the municipality. It is an element of the municipality's development scenario, part of its long-term development vision, which begins with a detailed description of the current state of the municipality (SWOT analysis) in the area in question. The development of the strategy

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34  Stanisław Korenik, „Wydatki gminy jako przejaw jej samodzielności w kształtowaniu rozwoju lokalnego", in:*Finansowe aspekty rozwoju lokalnego i regionalnego u progu XXI wieku. Doświadczenia i perspektywy cz. I. Zeszyty Naukowe nr 15*, (Wrocław: Wyd. WSZiF, 2003), 14; Tomasz Wołowiec, Dariusz Reśko, „Strategia rozwoju gminy jako narzędzie zarządzania zmianą gospodarczą", *Zeszyty Naukowe WSEI seria: Ekonomia*, vol. 5(2) (2012), 66.

promotes the assessment of real opportunities and solutions on a local scale.[35]It will require new skills from managers with the awareness of obtaining optimal results through socialization of the strategy planning process.[36] It seems optimal to act taking into account unconventional solutions, as well as delegation of authority, with extensive cooperation with expert background. A significant conditioning of the development and implementation of the strategy is the required identification of the local community with strategic goals and methods of implementation.[37]

Immigration strategy of the municipality is a tool of the concept of strategic-marketing management of municipal development. It is a deliberate process aimed at increasing the attractiveness of the municipality and its position in competitive processes. Creating a positive image of the municipality requires activities that make optimal use of the municipality's resources, satisfying the needs of residents and their expectations, while observing the principles of rational management, sustainable development, and public participation.[38] A. Makieła expresses the view that regions with a positive migration balance have a higher level of settlement attractiveness resulting in an influx of young workers or educated entrepreneurs. The quoted author points out those immigrant regions strengthen their competitive potential, and in the long term gain a sustainable competitive advantage over emigrant regions. Of particular importance is the phenomenon of loss of intellectual capital which results in a reduction of development assets. These regions, under competitive conditions, become less attractive for large business entities and individual entrepreneurs due to their location.[39] This indicates composing in the migration strategy the necessity of directing marketing activities to employees with high competence values.

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35  Wołowiec, Reśko, „Strategia rozwoju gminy jako narzędzie zarządzania zmianą gospodarczą", 65-66.

36  Ziółkowski: wyd. cyt; Jerzy Parysek dodaje ponadto „wiodące dziedziny rozwojowe" (tzw. aktywarozwojowe) jako odrębną sferę analizy (cf. Jerzy Parysek, *Podstawy gospodarki lokalnej.* (Poznań: Wydawnictwo Naukowe Uniwersytetu Adama Mickiewicza, 1997, 63-64). As cited in:: Alicja Sekuła, „Struktura wybranych strategii rozwoju lokalnego a założenia teoretyczne", in: . Danuta Strahl, ed., *Gospodarka lokalna w teorii i praktyce.* Prace Naukowe Akademii Ekonomicznej we Wrocławiu No. 979, (Wrocław: Akademia Ekonomiczna, 2003), 139-154.

37  Sekuła, „Struktura wybranych strategii rozwoju lokalnego a założenia teoretyczne", 139-154.

38  Sekuła, „Struktura wybranych strategii rozwoju lokalnego a założenia teoretyczne", 153.

39  Makieła, „Przedsiębiorcze i innowacyjne miasto jako koncepcja rozwoju regionalnego", 24.

Marketing strategies aimed at attracting and integrating immigrants into local labor markets consistent with municipal development strategies can be the following:

1. competitive strategy - the municipality's resources, including the strength of the labor market, eliminate the competition characteristic of strong urban centers. In Polish conditions, this requires synergy of resources - entering into alliances;

2. the strategy of a strong specialized profile - characteristic of centers focused on a distinctive feature, such as health care, tourism;

3. strategy of developing and promoting a unique feature - characteristic of small centers with environmental assets, regional products, agro-tourism, etc.

4. strategy of a strong industrial center - skillful use and development of a strong manufacturing industry;

5. strategy of strong infrastructural and social support - support for the local labor market takes place through the municipality's activities in the area of housing, educational programs, integration, creating a climate of acceptance towards the presence of immigrants, etc.;

6. innovation and technology development strategy - deliberate development concepts of municipalities, supporting the development of the creative sector;

7. education development strategy - based on a high level of educational institutions the strategy allows to take advantage of the prospect of development, aimed at children including, or especially, the children of immigrants.

The rapidly increasing competitiveness of territorial areas forces a move away from passive attitudes. The immigration strategy responds to the challenges of the future, taking into account and anticipating the phenomena in local labor markets. These phenomena are extremely complicated and are characterized by a growing deficit in the staffing of jobs creating a threat to the development of local governments. In the Western European countries these deficits have for years been compensated by engaging foreigners, which involves creating conditions for their temporary or permanent residence, often with the granting of citizenship. Local governments often remain in an atmosphere of ignorance, often failing to see the problems, and often hiding them. The negative atmosphere around immigrants, carried by the media from Western European countries, causes negative attitudes toward foreigners. An additional element hindering the planned development of the local labor market is the danger

that addressing the possible presence of immigrants by local authorities may not be conducive to their relegation to governing the municipality.

The European Agenda on Migration, presented on May 13, 2015, is currently one of the most important documents relating to the migration phenomenon. The program, which is the result of the EU's response to the migration crisis, at the same time, indicates the need to build a strategic perspective on economic migration. It is based on the idea of a new policy on legal migration (allowing Europe to maintain its attractiveness as a destination for economic migration and its benefits for member states.[40] Key to the development of the expanding instrumentarium of EU migration policy, determined mainly by economic migration and migration marked by political aspects was to take action after the adoption of the strategic documents of the EU Area of Freedom, Security and Justice, which was constituted in 1997-1999. It laid the foundation for joint action by European countries. Tracing the evolution of its strategic documents, one can point out that the Stockholm Program, adopted in December 2009, indicated the need to construct a system that, taking into account demographic challenges and the growing demand for labor in the EU, would result in 'solidarity and proactive action in the face of fluctuating migration flows.'[41]

The uncontrolled influx of migrants has caused 'a deformation of the evolutionary model of migration management.' The accepted concept of the 'ajar door', through which selected and needed in the internal market migrants were to arrive, has been replaced informally by initiatives to create a 'fortress Europe.'[42] However, in this new situation, the issue of economic migration as a factor in stabilizing labor markets in individual European countries has not lost its relevance. Especially since labor market activity stabilizes the integration of migrants into traditionally resident society. Swedish Immigration Minister, Tobias Billström once stated: 'Sweden has failed; we do not know how to integrate migrants settling in our country into society. We also fail to bring

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40    Tomasz Morozowski, „Działania Komisji Europejskiej wobec kryzysu migracyjnego", Instytut Zachodni, accessed June 29, 2018, https://pl.boell.org/sites/default/files/uploads/2016/03/dzialania_komisji_europejskiej_wobec_kryzysu_migracyjnego_morozowski.pdf.

41    Magdalena Lesińska, „Państwa Partnerstwa Wschodniego w polityce migracyjnej Polski i UE – dylematy i uwarunkowania", *Roczniki Nauk Społecznych*, vol. 6 (42) (2014), 49-64.

42    Lesińska, „Państwa Partnerstwa Wschodniego w polityce migracyjnej Polski i UE – dylematy i uwarunkowania", 185.

them quickly into the labor market. Men settling in Sweden take their first job only after 7 years of residence, and women after 10 years. This threatens to collapse the extensive welfare state. To maintain the Swedish welfare state model, everyone has to work.'[43]

The set of actions programmed and taken by the EU towards the migration issue, formed in official documents, is reflected in numerous academic studies, e.g. "an extraordinary summit of the European Council was convened, where heads of state and government called on the European Commission to present a comprehensive migration strategy for the Union."[44] The need for strategic action at the local level is part of both, the thinking of European politicians and the feelings of the international European community. EU Commissioner for Regional Policy Corina Cretu said: Migration is very much a local and urban reality. 'According to a Eurobarometer survey conducted in April 2018, 69% of Europeans believe that integration measures are a necessary long-term investment, and a rough percentage see integration as a reciprocal process for migrants and host communities.'[45]

The discussion on the development and implementation of strategies at the European level is accompanied by critical voices, emphasizing the need to confront proposals for strategic solutions with the experiences of individual European regions. "Also, European and national legislation and programs to support the integration of migrants so far take into account too little of the experience that exists at the local level. One of the problems for local authorities is that most cities have not established a systematic reporting system that adequately documents the state of integration and practical experience at the local level. Therefore, it is very important to develop standardized monitoring

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43  „Wieloletni program 2010-2014 dotyczący przestrzeni wolności, bezpieczeństwa i sprawiedliwości w służbie obywateli – Program sztokholmski. (2010/C 285 E/02). Rezolucja Parlamentu Europejskiego z dnia 25 listopada 2009 r.", accessed November 16, 2011, http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:C:2010:285 E:0012:0035:PL:PDF. As cited as: Ewa Mazurek-Cieślik, „Polityka migracyjna państw europejskich a wyzwania migracyjne dla Polski", Bezpieczeństwo Narodowe, vol. 20 (2011): 127-147.

44  Jolanta Szymańska, „Strategia Unii Europejskiej wobec kryzysu migracyjnego: priorytety, bariery, efekty", *Studia BAS*, vol. 3 (51) (2017), 165.

45  "Bericht zeigt Erfahrungen europäischer Städte bei der Integration von Migranten", VERTRETUNG IN DEUTSCHLAND, accessed June 29, 2018, https://ec.europa.eu/germany/news/20180418-bericht-erfahrungen-europaeischer-staedte-integration-von-migranten_de.

and analysis of the impact of implemented programs in cities."[46] Many experts believe that the needs of immigrants are best met by local authorities, given their proximity to the population, their knowledge of the local context, and their ability to develop policies and programs, mobilize partnerships and evaluate impact.'[47]

The research shows that cities' approaches to immigration vary widely depending on their size, economic resources, human resource potential, local context, and decentralization. It is necessary for the managers to develop and implement integration policies based on an inclusive approach.[48] Many municipal governments facing the challenge of welcoming newly arrived migrants and refugees have established separate offices, units or commissions to deal with migrant and/or refugee issues. Some have introduced their own migration policies in cities or municipalities, either in line with or inconsistent with their national migration and refugee policies.[49] An example of building organizational activities in the area of immigration in the face of the refugee crisis is taking organizational action in Germany. The Federal Republic of Germany has appointed a national Refugee Coordinator.[50] National Refugee Coordinators are high-level officials such as the State Secretary in Berlin, or the head of a department in the Baden-Württemberg Interior Ministry.[51] Some municipalities have gone a step further and appointed their own refugee

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46    "Europas Städte auf dem Weg zu einer Politik der Vielfalt – Das Europäische Städtenetzwerk CLIP", Migrationspolitisches Portal, accessed June 26, 2018, https://heimatkunde.boell.de/2008/07/01/europas-staedte-auf-dem-weg-zu-einer-politik-der-vielfalt-das-europaeische.

47    Migration. Policy Institute. The Role of Cities in Immigrant Integration. MPI Feature by Brian Ray: MPI. Washington DC: October 2003.

48    Ayse Caglar, "Urban Migration Trends: Challenges and Opportunities in Europe. Background Paper. World Migration Report 2015", International Organization for Migration, 2014.

49    "Migrants and cities: A Public Administration Perspective on local governance and service delivery", UNITED NATIONS EXPERT GROUP MEETING ON SUSTAINABLE CITIES, HUMAN MOBILITY AND INTERNATIONAL MIGRATION, accessed June 26, 2018, http://www.un.org/en/development/desa/population/events/pdf/expert/27/papers/VI/paper-Blind-final.pdf.

50    Ina Radtke, Thurid Hustedt, "Master of Crises? The Establishment of Refugee Coordinators in Germany", IIAS Conference Paper. Aix-en-Provence, France, May 2017.

51    Jay Fleischer, "Reputational Risks in the Migration Crisis: The Federation Office of Migration and Refugees in Germany". IIAS Conference Paper. Aix-en-Provence: France, 29 May - 02 June 2017 – STI.

coordinators. Perhaps personalizing responsibility in individual territorial areas, in view of future problems in Poland, might be an example worth considering.

Looking for strategic solutions in other countries, there is an example of envisioning an increased role for local authorities in implementing migration strategy in the Russian Federation, the third largest destination of international migrants in the world. The National Migration Policy Concept (2012-2025)[52] adopted there states that appropriate migration regulations should be introduced to involve authorities at all levels, from local to federal. The national migration policy of the Russian Federation depends on the adjustment of the labor market and economic development generally characterized by the adoption and effort to use migration to make up for labor deficits, support aging populations and fuel economic growth.

One spectacular example of the creation of tools to address migration issues at the city level is the establishment of the CLIP network in the past decade with the participation of some 30 cities from 18 countries. In addition to large and medium-sized EU cities with a proven track record of integration policies, smaller cities forecasting their future development needs, such as Izmir and Zagreb, also joined the network. The idea behind the creation of CLIP was to exchange between public administrations and conduct parallel policy action research. An important intention was to promote innovative actions based on a scientific process of peer review of actions taken. The network, in cooperation with the Council of Scientific Excellence IMISCOE, is studying how to improve migrant integration policies and procedures at the local level. Advisory activities included the European Forum for Migration Studies (EFMS) at the University of Bamberg, the Center for Migration Policy in Communities at the University of Oxford (COMPAS), the Institute for Migration and Ethnic Studies (IMES) at the University of Amsterdam, the Austrian Academy of Sciences (IRS) and the Center for Ethnic and Migration Studies (CEDEM) at the University of Liège.

The establishment of the agreement filled the gap of institutionalized and thus continuous communication, to decision-makers at the regional, national and EU levels of information on solutions successfully applied in municipalities.

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52  Concept of the State Migration Policy of the Russian Federation through to 2025, accessed June 29, 2018, http://en.kremlin.ru/events/president/news/15635.].

The objectives of the CLIP network were:

1. to collect and analyze innovative strategies and attempts to implement them at the local government level;
2. to support the exchange of experience between municipalities and promote the learning process in the municipal network (benchmarking and peer review);
3. assessing the role of companies, community partners, religious associations, NGOs and volunteers in supporting successful integration strategies at the local level;
4. objective assessing current practices and initiatives and discussing their transferability;
5. providing information to municipalities outside the network on successful solutions;
6. developing guidelines on how to apply effective solutions and adapt them to local conditions;
7. supporting the further development of European integration policy by transferring policy-relevant experiences and results to the following bodies: European organizations of cities and local and regional authorities, European and national organizations of social partners, the Council of Europe and individual EU bodies.

The cooperation of local governments gathering experience in migration strategies at the local level resulted in certain benefits for the managers of the area. Local governments benefited from free high-quality case studies, as well as regular exchanges with the city and the research network. In addition, they participated in direct exchange of experiences in long-term structured mutual learning processes. The case study analysis formed the basis of a peer review process that can be used to develop guidelines for effective solutions and strategies. This stimulated the development, using human resources and organizational development, of new approaches that systematically took into account the increasing heterogeneity of societies and the resulting challenges, using them in a targeted way to provide ready-made solutions for the future. All this with the full knowledge that solutions need to be individualized, but in terms of overall scope they can be adapted to different areas of operation and organizations. CLIP research findings

and experience is a tried and tested tool for reviewing and re-evaluating one's own measures and strategies.[53]

The involvement of local governments in building and implementing local immigration strategies is particularly important. Not only as a way to prevent current events, but primarily as a stance in long-range thinking analyzing the effects of the influx of immigrants. The elimination of labor market deficits should not take place solely on the basis of indications arising from the state's acquiescence to the quantitative presence of foreign workers in certain occupations. Future problems, especially if the local government is passive and leaves the presence of immigrants to the law of supply and demand of the local labor market, are illustrated by the German example. In that country, the Turkish-Yugoslav diaspora, now a group of the country's citizens, who are of the Muslim faith, remains only marginally integrated into the society traditionally inhabiting the area. Among the dissimilarities that can be characterized are, e.g. a diametrically distinct lifestyle, a completely different value system, a disparate approach to education and an opposed attitude to work, including avoiding it and seeking maximum benefit from the welfare system. In his book 'Germany is liquidating itself', Thilo Sarrazin, a German economist, expressed the view that Muslim immigrants are not interested in adopting the cultural patterns of German society. This happens in both the second and third generations. The process of integration is minimal.'[54]

European experience leads to the initiation and implementation of joint programs. Another example, in addition to the one already cited, is the program 'URBACT III - Arrival Cities' (European project 'Arrival Cities').[55] At the basis of its implementation was a reflection on significant changes in the nature and structure of migration flows in the EU. Their effects, according to the project's description, are rapid changes in the population structure and interactions between individuals and social groups in cities. Migration cities

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53 "Europas Städte auf dem Weg zu einer Politik der Vielfalt – Das Europäische Städtenetzwerk CLIP".

54 Maur-Cieślik, „Polityka migracyjna państw europejskich a wyzwania migracyjne". file:///C:/Users/ZWIDERA/Downloads/Polityka_migracyjna_panstw_europejskich_a_wyzwania_migracyjne_dla_Polski%20(1).pdf. .

55 "Urbact network: arrival cities. Managing global flows at local level", accessed June 26, 2018, http://urbact.eu/arrival-cities.

are places of inclusion and exclusion. The presence of migrants should sensitize local authorities to prepare to 'face specific challenges, such as: more difficult economic integration due to the economic crisis, increasing risks of social exclusion; educational achievements of second and third generation migrants, the rise of racist and xenophobic movements, increasing diversification of the composition of immigration flows (e.g. migrants from member states and third countries, both skilled and unskilled migrants).'[56] As part of the necessary measures, it is necessary for municipalities to be proactive, to be able to utilize the human capital of migrants, to organize their access to key services such as housing, health and education, to activate to involve the private sector; e-integration (use of new technologies).

The European cities cooperation project addresses the following challenges facing cities:
1. strong concentration of migrants in certain communities / areas;
2. potential for local reception and integration infrastructure;
3. increased pressure on local markets (housing, labor) and services (education, health, security);
4. coordination of planned and undertaken activities at different levels of government, as well as at various levels;
5. taking public opinion into account in the strategies being built;
6. securing the financial costs of integration;
7. building community cohesion and combating growing xenophobia;
8. organizing measures against the large number of unaccompanied minors;
9. countering the effects of large differences in migrants' skills and qualifications;
10. preventing increasing discrimination against new and previously resident migrants;
11. addressing the problem of radicalization towards migrants and the attitudes of migrants towards the local population.[57]

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56   "Urbact network: arrival cities. Managing global flows at local level".

57   „Miasta międzykulturowe: przykłady dobrej praktyki", Council of Europe, accessed June 26, 2018, https://www.coe.int/en/web/interculturalcities/-/-arrival-cities-european-project-urbact-iii-eu-programme.

An important support for the actions of migration in the European countries is the position of the UN expressed in General Assembly Resolution A/RES/70/1: Agenda for Sustainable Development 2030.[58] In the text of the adopted position there was a reference to the rights of migrants in labor markets: 'Protect labor rights and promote a safe working environment for all workers, including migrant workers, especially migrant women and those in precarious employment.'[59] Patrycja Matusz-Protasiewicz characterizes the process of immigrant integration in the EU as a problem for all member countries; both those with long experience in this area and new members which are very cautious about these phenomena. The author argues that managing the integration of immigrants is a very complex issue. She notes that the management of immigrant integration policy in the EU is intensifying, and these changes are associated with a model of multi-level management of this phenomenon.'[60] The problems of the presence of foreigners, caused most often by labor emigration, will grow, as will the need to seek foreign workers to fill the growing deficits in local labor markets. The experience of countries with advanced economies indicates that the search for workers by companies requires increasing involvement of the state and its structures.

Proper development of a territorial unit should be based on strategic thinking. It should incorporate a long-term plan that takes into account the capabilities of the local government's resources, its strengths, and opportunities; with an understanding of weaknesses and threats. Going beyond the electoral term thinking of political authorities ensures not only the continuity of management based on the vision of development, a place in the increasingly competitive market of local governments providing stakeholders with the satisfaction of needs and development. The development and implementation of strategies for the development of LGU should be based on all the factors that determine it; enriching the management of the territorial area with the potential of its

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58  „Rezolucja przyjęta przez Zgromadzenie Ogólne w dniu 25 września 2015 r.", Organizacja Narodów Zjednoczonych A/RES/70/1, accessed June 26, 2018, http://www.unic.un.org.pl/files/164/Agenda%202030_pl_2016_ostateczna.pdf.

59       „Rezolucja przyjęta przez Zgromadzenie Ogólne w dniu 25 września 2015 r.".

60  Patrycja Matusz-Protasiewicz, *Wielopoziomowe zarządzanie migracjami,* (Wrocław: Prace Naukowe Wydziału Prawa, Administracji i Ekonomii Uniwersytetu Wrocławskiego, 2014), 129.

residents; with properly organized communication with the residents and professional marketing communication with the environment.

## Summary:

- Common instruments (tools) used in management are the following: development strategy, marketing strategy, long-term investment plan and financial strategy forecasting long-term trends. Designing long-term strategies is related to creativity and openness to innovation of the human resources.
- Absence of guidelines for strategy design, especially in novel areas, is not compensated for by the multitude of cited market and social behaviors of organizations, as they are descriptive and not normative. There is a deficit of a step-by-step model describing how to formulate a strategy in the described area. In the analyzed case - marketing strategy in LGUs, taking into account the current challenges of the labor market, the deficit of scientific descriptions is particularly noticeable; hence the need to seek grounds for the creation of this unique solution.
- Currently, the local labor market does not seem to fit into the local development strategy which is a directional tool modified according to the variability of conditions.
- The term 'strategy' is associated with the concepts of policies, conduct procedures, and rules of operation. Policy – it is understood as a general, broad delineation of activities that aim to achieve a given goal. Typically, it does not set specific tasks to be undertaken but defines the framework within which the given goals are achieved. Hence, policies are helpful in practice when implementing strategies.
- The basic problem in building a marketing strategy aimed at immigrants is to reliably assess the response with regard to future trends in the local labor market and foreseeable labor shortages, taking into account the growing negative attitude of the local, traditional for a given area, community. Especially since the aspect of the presence in the municipality of people from abroad, particularly their permanent presence, may not add value to the electoral programs of the local authorities but, on the contrary, may prove counterproductive. The need for rational planning should be supported by the accompanying immigration strategy, related to labor market deficits, aspect of social communication activities.

- The starting point in forming a strategy towards the phenomenon of immigration, using territorial marketing, should be its social usefulness. It is necessary to point out that this measure will apply to local governments in the area of which the support of foreign workers will be necessary. The strategy, in outline, should consider how to attract the most valuable foreign workers for the companies located in a given local government and further work on their integration. Integration will also involve the families of employees, if needed.
- In the process of conscious, socially accepted increasing of the presence of foreigners it may be necessary to redefine concepts of strategic importance (e.g., family formal relationships, religious behavior) and significant regulations of legal acts, including local laws, which are also initiated by the local government.
- Immigration strategy of the municipality is a tool of the concept of strategic-marketing management of municipal development. It is a deliberate process aimed at increasing the attractiveness of the municipality and its position in competitive processes. Creating a positive image of the municipality requires activities that make optimal use of the municipality's resources, satisfying the needs of residents and their expectations, while observing the principles of rational management, sustainable development, and public participation
- Proper development of a territorial unit should be based on strategic thinking. It should incorporate a long-term plan that takes into account the capabilities of the local government's resources, its strengths, and opportunities; with an understanding of weaknesses and threats. Going beyond the electoral term thinking of political authorities ensures not only the continuity of management based on the vision of development, a place in the increasingly competitive market of local governments providing stakeholders with the satisfaction of needs and development.

# A Model for Building a Marketing Strategy for Attracting and Integrating Immigrants for The Local Labor Market

The chapter includes a proposal of author Wiktor Widera's model of building a marketing strategy of attracting and integrating immigrants for the needs of the local labor market, which is a postulated strategy of local government units in the local labor market. The proposal for describing the possibility of using marketing activities in eliminating labor deficits includes a unique proposal for activities defined as pre-integration. It blends into the process of integration of immigrants in their new workplace abroad, with the difference that the activities carried out are done in the country of the potential emigrant, the future foreign worker. The foundation of the communication process is the professional use of new media tools and especially, automated marketing.[1]

Local labor markets closely related to the operation of local government units may undergo changes, including noticeable processes of destabilization, affecting the development process of the territorial area. The degree of this phenomenon will vary as it depends on many internal or external factors. To date, the state's activities on the local labor markets, closely related to the functioning of LGU, are focused on the process of counteracting unemployment and vocational activation. The elimination of labor deficits, as currently understood, differs from the elimination of unemployment in that the segment of workers from which deficits will be eliminated does not actually exist or is very limited. This necessitates intensive efforts to recruit workers from outside the territorial area in which the local government labor market is delineated. The recruitment impact is directed to people residing in other local governments in the country or to potential foreign workers. Labor market activity is initiated and coordinated, by law, by the District Labor Offices, which are

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1    Grzegorz Błażewicz, *Rewolucja z marketingiem automatycznym*, (Warszawa; Wydawnictwo Naukowe PWN, 2021).

organized in district local government areas, which are a collection of several local governments, or one with a significant population, operating as a district. The activity of the District Labor Offices is aimed at those who are unemployed or those who declare a desire to change jobs, to pursue a profession different from their current one.

Phenomena related to demographics - the aging of society, low fertility rate, economic emigration, but also the dynamics of economic development creating an increasing supply of workers revealed growing deficits, noticeable in many countries of the European Union; the greater the dynamics of economic development, the greater the deficits. In the labor markets of the European Union countries, the problems of labor deficits are varied and for many years they have been stabilized to some extend by the presence of foreign workers. The scale of deficits and their variability is conditioned by many factors, from demographic processes, the attractiveness of working conditions, social welfare, infrastructure security, the life of a person from abroad, to the key factor of political decisions. The organization of the immigrant presence in individual countries depends on the degree of immigration policy and the resulting involvement of state structures and their institutions. Positive examples of such a policy are the Scandinavian countries, especially Norway.

Management of the local labor market, the creation of tools to help solve problems in local labor markets involve, in addition to the formal delegation obvious for this process, described in the relevant legislation, the diagnosis, description and analysis of the phenomena occurring in it, the ability to draw conclusions and predict future trends. Especially the latter area of activity is absent in Polish conditions, in local labor markets. Local authorities are increasingly forced to organize activities on the market of competing local governments, national and supra-national, where there is, among other things, a struggle to attract investors and, consequently, workers. The latter aspect, unlike the former, is not very clear to local authorities and activity in the face of this challenge is negligible. However, the awareness that a properly functioning labor market affects the standard of living of all residents and their development is a phenomenon, in the operating of local government, increasingly present. The interest of investors in territorial areas is conditioned and can be, especially in highly specialized industries, increasingly ensuring laborers for the planned investments. This requires the creation of conditions, from education, housing, health infrastructure, etc., by local

governments, in broader cooperation. With regard to foreign workers, the process is more complicated. The lack of ability of LGUs to find themselves in the processes of competition leads to a gradual reduction in the value of the local government, a reduction in the degree of its development and sometimes its gradual depopulation.

The conducted research indicated that the phenomenon of labor deficits is present in the studied area, which was one of the key socio-economic regions in Poland - the Silesian Voivodeship. The need to increase the presence of foreign workers will grow. This issue is present in Poland and affects an increasing number of local governments. In this context, local governments will be forced to take thoughtful action in the area of managing their development with postulated consideration for solving problems in their labor markets. The increasing presence of foreign workers in local governments, as confirmed by the research, is so far the result of the activities of entrepreneurs, with the support of recruitment agencies, but the breadth of the effects of their presence, the increasing number of them requires now, and is bound to require in the near future, the support of local governments. In the process of competing with other local governments, professional implementation of marketing communications is increasingly required, and in the process of integration - social communication. Increasing problems in the labor markets, as already mentioned, resulting from the impact of many factors, authorize the thesis that optimal for the development of local governments, social security but also the effects of the stay of immigrants is the need to develop strategies in the local labor market, and in the case of revealed needs, taking into account the presence of foreign workers, along with the optimization of the process of conscious acquisition of them, associated with a properly organized integration process. A strategy with a studious offer directed to foreign workers, taking into account their desired professional but also cultural characteristics. It is the latter that will influence the process of their integration. The long-term strategy, carried out with analysis of the degree and effects of its implementation, will mainly depend on the degree to which the local government is prepared for it, including the possible presence of new members of its community; with full awareness that the benefits of working abroad accrue not only to the immigrants themselves, but also to the place where they work and live.

Factors influencing the decision to develop a model for building a marketing strategy for attracting and integrating immigrants (foreign workers) included, e.g.:

1. the conviction that the tool proposed by the author could be a contribution to territorial marketing theory;

2. the conviction that in the theory of territorial marketing there is a deficit of descriptions of its use in the labor market area;

3. the recognition that jobs (labor market) in LGU can be treated as a territorial sub-product;

4. the belief, which was confirmed by the research carried out in Silesian local governments, that there are deficits of laborers;

5. the assumption that these deficits will worsen, as proven by the research;

6. pointing out that the lower attractiveness of the Polish (Silesian) labor market requires a multiplied effort to attract workers from abroad;

7. recognizing that the concept of territorial marketing can be used in the process of attracting and integrating foreigners;

8. making the distinction that attracting immigrants requires the use of a marketing strategy (marketing mix);

9. making the assumption that segmentation, targeting and positioning of the prepared product will be used in the effort to attract immigrants;

10. adopting the assumption that one of the most important factors in attracting immigrants is to start the integration process before they leave their country of residence.

11. adopting the view that marketing communication plays a key role in these activities;

12. the assumption that the concept of Marketing 4.0 will be used in the process of attracting immigrants;

13. assumption that the basic document will be a marketing strategy for immigrant acquisition and integration;

14. assumption that LGU does not have a tool for planned acquisition of immigrants and support of entrepreneurs;

15. assumption that the strategy is a supplementary document to the strategic documents of LGU, especially for the municipal development strategy;

16. assumption that due to the social importance of the activities of the strategy in the described area, it should be consulted with the residents of the area to which it applies;

17. adoption of the reasoning that in the construction of the strategy should participate representatives of various institutions, including local government organizations, non-governmental organizations, trade unions and representatives of foreigners;
18. adoption of the reasoning that representatives of immigrant communities should participate in the implementation of the strategy;
19. assumption that the strategy should be modified according to the changes taking place, and its course and effects should be monitored;
20. the assumption that the basis for the formation of the strategy is discernment, the process of research and analysis of the experience of other local governments - domestic and foreign;
21. the assumption that the manner and method of formulating the strategy, detailed activities, should be based on mappable or adaptable models, verified in practice.

Planning the activities of local governments, as Andrzej Sztando[2] points out, is the result of a proper approach to carrying out the tasks set by law. The planning process requires the preparation of a number of detailed documents, which is not only due to the statutory disposition, but is also the result of taking into account the specific conditions, while maintaining the priority of the established goals, which are to meet the changing needs of the community living in a specific area and the development of the resources of the LGU.[3] The latter area includes the municipal development strategy and the resulting marketing strategy that should be developed. In the practice of local government operations, the latter is most often identified with the promotion strategy.[4] In the operation of local governments, the construction of strategic documents has a common denominator, with each having its own peculiarities based on

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2   Andrzej Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", *Biblioteka regionalisty,* no. 13 2013.

3   Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 249.

4   Marta Walczak, Tomasz Kretkowski, Sebastian Lewandowski, Żaneta Czarnecka, "Strategia marketingowa miasta Inowrocław", accessed February 24, 2019, https://prezi.com/ypazl79zze-hi/strategia-marketingowa-miasta-inowrocaw/.; Łukasz Drażba, Mateusz Przychoda, Robert Subocz, "Strategia marketingowa miasta Łeba na lata 2013-2017", accessed February 24, 2019, https://prezi.com/xzfov70amj5p/strategia-marketingowa-miasta-eba-na-lata-2013-2017/.

operating conditions and opportunities.[5] In the implementation activities, procedures are reviewed and adapted to the possibilities and new goals. The solutions adopted are the result of expertise, professionalism of local government employees and possible cooperation with external experts.

Building a model of the procedure for marketing strategy for attracting and integrating immigrants, integrated intentionally into the local labor market strategy, was based on the model of A. Sztando, who is the author of a model of the procedure for building the development strategy of a local government unit, constructed on descriptions of management processes in the literature and his own practical experience. The author has gained extensive experience participating in the construction and implementation of more than fifty local government development strategies.[6] Reference (adaptation) of the designed model, taking into account the problems of local labor markets, to a unique model, which is the result of many years of practical experience, made it possible not only to propose the author's solution, but also makes it credible in its own way. The procedure for building a model of marketing strategy aimed at attracting and integrating immigrants is a set of activities leading to the achievement of the formulated goals. A properly designed strategy should take

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5   Examples: Ewa Nowińska, *Strategia rozwoju gmin na przykładzie gmin przygranicznych*, (Poznań: Wydawnictwo Akademii Ekonomicznej w Poznaniu, 1997); Norton Berman, *Strategiczne planowanie rozwoju gospodarczego – budowanie lepszej przyszłości gospodarczej w polskich gminach*, (Warszawa: Municipium, 2000); Elżbieta Wysocka, ed., *Strategia i polityka rozwoju gmin i województw. Podstawy metodyczne*, (Warszawa-Poznań-Zielona Góra; Zachodnie Centrum Organizacji, 1996); Grażyna Pawelska-Skrzypek, ed., *Planowanie i zarządzanie strategiczne*, (Warszawa: Wydawnictwo Samorządowe FRDL, 1997); J. Bieniecki, B. Szczupak, "Strategia rozwoju lokalnego", in: *Zarządzanie strategiczne rozwojem lokalnym i regionalnym*, (Katowice: Wydawnictwo Akademii Ekonomicznej w Katowicach, 2001), 111-134; Ian Caulfield, John Schultz, *Planning for Change: Strategic Planning in Local Government*, (London: Longman, 1989); Gerald L. Gordon, *Strategic Planning for Local Government*, (Washington: International City/County Management Association (ICMA), 1993); "Guideline for the Realization of Strategic Development Plans in Medium-sized Cities", (Lisabon: CEMR. Oficina de Arquitectura, 1994); John M. Bryson, *Strategic Planning for Public and Nonprofit Organization*, (San Francisco: Jossey-Bass Publishers, 1995); Patsy Healey, *Collaborative Planning. Shaping Places in Fragmented Societes*, (London: Macmillan Press Ltd., 1997); Gabriele Schöler, Claudia Walther, *A Practical Guidebook on Strategic Management for Municipal Administration,* (Washington, D.C.: The World Bank. Bartelsmann, 2003). As cited in: Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 249.

6   Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 249.

into account a number of factors affecting it and the requirements facing it. The main one is the process of identifying the resources of active and potential elements related to the territory in which the strategy is planned, taking into account the postulate of prospectivism, the analysis of past and anticipated trends. Another is the vital, professionally designed communication process, aimed at multiple communities, with consideration of the aspect of integration of immigrants in the local community, while, at the same time, adapting the local community to the presence of immigrants. The strategy should make residents aware of the benefits that the presence of immigrants can bring in an effort to gain their acceptance. These benefits must be defined and transparent for residents. A prerequisite for success is the consistency of the strategy's assumptions with the results of the strategic analysis, regarding the specific characteristics of LGUs, including the specifics of their labor markets. The strategy responding to the needs of employers should be built with their active participation. In verifying the assumptions, the procedure for monitoring the implementation process will be indispensable.[7]

The model procedure for building a marketing strategy aimed at attracting and integrating immigrants will consist of the following areas:

1. Comprehensive labor market analysis.
2. Preparation of a document justifying the need to build a strategy.
3. Identification of benefits for stakeholders.
4. Identification of benefits for the organization.
5. Decision to proceed with strategy development.
6. Selection of partners for the development of the strategy and its implementation.
7. Establishment of rules of cooperation.
8. Appointment of a manager.
9. Delegation of resources.
10. Construction of mission and vision.
11. Defining goals and setting priorities.
12. Benchmarking.
13. Competition analysis.

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7    Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 250.

14. Analysis of own resources.
15. Public consultation.
16. Diagnosis of public opinion.
17. Submission of the strategy document.
18. Adoption of the strategy for implementation - resolution of the decision-making body.
19. Allocation of strategic tasks.
20. Defining guidelines for implementation projects.
21. Tying tasks to sources of funding.
22. Formation of the product.
23. Definition of market segments.
24. Targeting - selection of market segments.
25. Planning tools for product positioning.
26. Distribution of the product.
27. Promotion.
28. Making adjustments and changes.
29. Integration process.
30. Designation of participating entities.
31. Integration process initiated in the migrant's country of residence.
32. Employers.
33. Housing.
34. Health.
35. Local communities.
36. School education.
37. Higher education.
38. Violence and discrimination.
39. Culture.[8]

The proposed model includes 40 modifiable items covering three stages: the stage of preparing the strategy and approving it for implementation, the stage of activities related to acquiring immigrants, the stage of integration divided into activities initiated in the country of the potential emigrant and integration activities implemented in the territorial unit. The author incorporated into the

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8    Auhtors' own elaboration on the basis of: Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 251-252.

model elements of the Gdansk 'Immigrant Integration Model',[9] which proposed a unique solution for initiating the integration process in the country of the potential emigrant with the use of new media tools.

The marketing strategy, determined by the model, aimed at attracting and integrating migrants should be characterized by the following features:

**Constitutive elements:**
1. the unique nature of the offer under competitive conditions;
2. the identified, unique nature of LGU's own resources;
3. the possibility of building a lasting relationship with the recipient of the offer;
4. attractiveness of the formed territorial product;
5. careful process of segmentation, targeting and positioning of the product;
6. innovative implementation procedure with comprehensive use of available tools, especially new media;
7. attractive forms of advertising and promotion;
8. interactivity of the relationship created, allowing the customer to participate in the creation of product value;
9. orientation to maintaining cooperative relationships with participants in the partner chain;
10. short internal value creation chain: design, marketing, exchange;
11. multifaceted process monitoring;
12. public consultation at the stage of building, implementing and running the strategy;
13. implementation of changes and adjustments.

**Assessment elements:**
1. a high degree of mastery of selected key success factors, the ability to compete effectively in the market and a strong distinctive positioning of the offer; the operating strategy is conducive to the creation of differentiation advantage, due to the pursuit of product uniqueness;
2. strong ability to diversify operations and form partnerships;

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9    „Model integracji imigrantów", (Gdańsk: Urząd Miejski w Gdańsku. Wydział Rozwoju Społecznego, , June 2016).

3. pursuit of a strong bargaining position with stakeholders;
4. ability to co-create value with stakeholders for end users;
5. implementation of the most autonomous market strategy possible;
6. ability to make changes in implementation with the immediate effect of the stakeholder noticing the change;
7. the ability to benefit from the potential of stakeholders in building value;
8. the possibility of an attractive relationship between the financial outlay and the effect obtained;
9. great opportunities to diversify activities in strategy implementation;
10. opportunities to capture value within the value chain dependent on the level of competitive attractiveness and importance of the product offered.

**Selection factors, scope of application:**
The sources of possible market position in the model described are:
1. pursuit of product uniqueness;
2. innovation and quality of distribution, promotion, and advertising;
3. consistency in building or using LGU's own resources;
4. low costs in the next stage.

When constructing a strategy, evaluative elements are necessary for its effective verification. The basic evaluative elements - measures of economic efficiency, adapted from business models, will include:
1. the degree of mastery of key success factors;
2. ability to form strategic alliances, agreements, projects;
3. ability to implement autonomous market strategy;
4. ease of implementing change;
5. the ability to adapt the value created within the chain, which affects financial performance, especially profitability indicators.[10]

Factors of choice include high competitive potential, the ability of the organization to gain an advantage as a result of the integration of its own activities, as well as those of its partners, innovation, responsiveness to change, time advantage, and flexibility. The marketing carried out can be effective in a market

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10 Tomasz Gołębiowski, Teresa Magdalena Dudzik, Małgorzata Lewandowska, Marzanna Witek-Hajduk, *Modele biznesu polskich przedsiębiorstw*, (Warszawa: SGH, 2008), 1231-1241.

with intense competition, and its effectiveness will depend on the degree of determination and mastery of key success factors and efficiency of operations, using observation and cooperation with partners. The main determinant of success can be the reliable preparation of the offer, the strength of unique competitive advantage factors and the credibility of the offeror.

Description of activities in the model of the procedure for building a strategy for acquiring and integrating immigrants into local labor markets (look at the Figure 6.1 on next pages)

To decide about building a strategy on the local labor market with the presence of foreign workers is to have a belief in the necessity of such action. The decision is up to the managers of the local government. Selection of personnel composition, at the first stage of activities, and the principles of its cooperation should be determined.

### *Comprehensive analysis of the labor market*

The first activity after deciding to build a strategy is a comprehensive analysis of the labor market, which includes not only its participants, their current and future behavior, but diagnoses currently occurring phenomena and factors affecting them. It builds a prognosis for the future, multilaterally comparing it to labor markets exhibiting similar characteristics to the market under study. The analysis serves a variety of purposes, among which, according to J. Matusiak and A. Szewczyk, 'we can indicate, among others, such aims: identification of the dominant model of the labor market, identification of key actors of labor market participants, study of mutual relations and potential of labor market participants, estimation of current and future supply of labor resources, estimation of current and future demand for labor, analysis of the level of matching of demand and supply for labor in various cross sections, e.g.: territorial, occupational, wage, analyses of unemployment taking into account multiple factors, determination of changes, flows, dynamics and trends occurring in the labor market, study of interdependencies between factors significantly affecting the state and changes occurring in the local labor market, identification of risk groups and areas requiring intervention and change.'[11]

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11    Joanna Matusiak, Agnieszka Szewczyk, „Jak badać rynek pracy efektywniej – nowa metoda analiz rynku pracy oparta na e-informacji", *Nierówności Społeczne a Wzrost Gospodarczy*, no. 17 (2010): 407.

**Figure 6.1** Model for building a marketing strategy for attracting and integrating immigrants into local labor markets of the Silesian Voivodeship.12

A MODEL OF THE PROCEDURE FOR BUILDING A MARKETING STRATEGY FOR ATTRACTING AND INTEGRATING IMMIGRANTS FOR THE LOCAL LABOR MARKET IN THE SILESIAN VOIVODESHIP

Comprehensive labor market analysis

Preparation of a document justifying the need to build a strategy

Identification of benefits for stakeholders

Identification of benefits for the institutions

Decision to proceed with strategy development

Selection of partners for the development of the strategy and its implementation

Establishment of rules of cooperation

Appointment of a manager

Delegation of resources

Construction of mission and vision

Defining goals and setting priorities

Benchmarking

Competition analysis

Analysis of own resources

Diagnosis of public opinion

Public consultation

Submission of the strategy document

Adoption of the strategy for implementation - resolution of the decision-making body

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12    Authors' own elaboration on the basis of: Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 252-265.
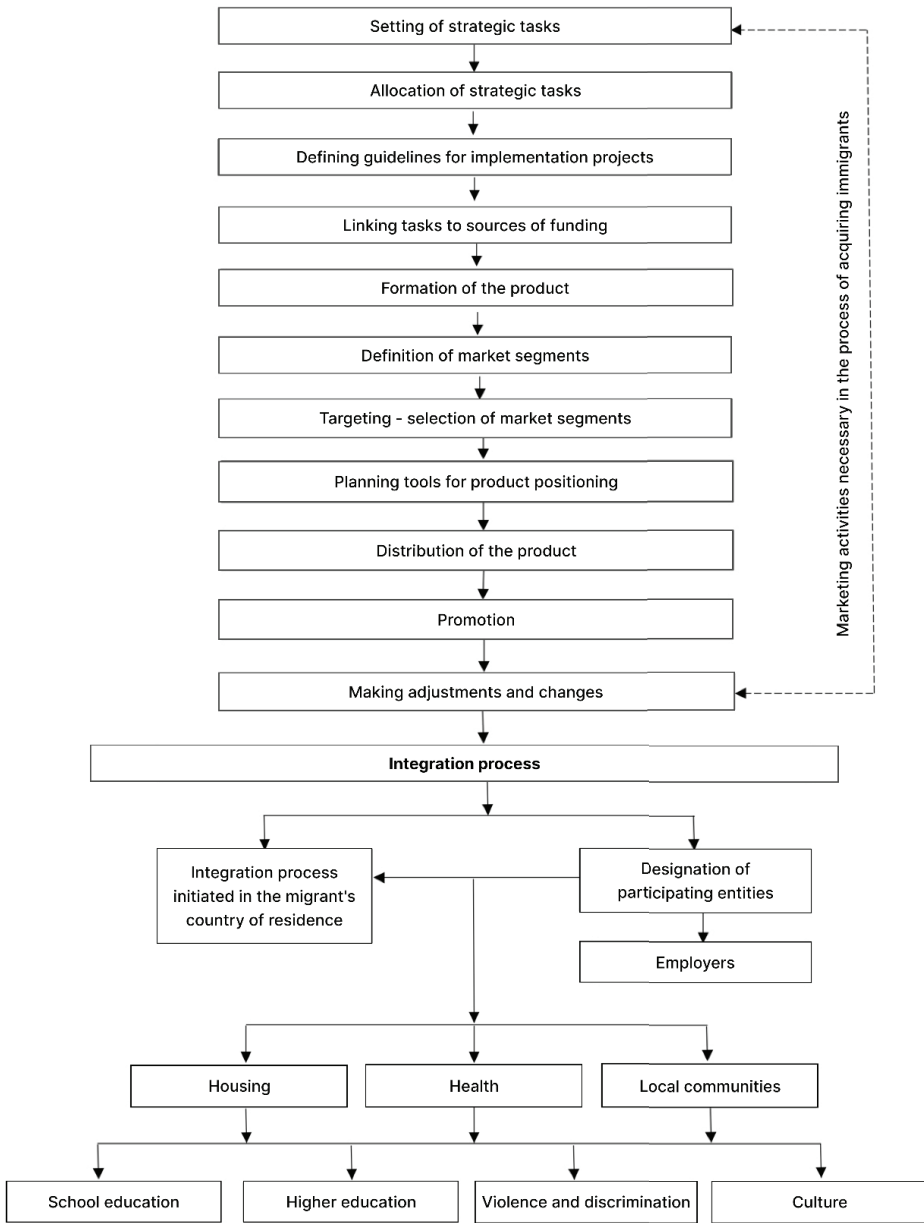
Source: own elaboration based on: Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 252-265.

*Identification of benefits for the organization and stakeholders*

Undertaking projects in the social area, especially by public service organizations, should be determined by meeting the needs of the stakeholders of these organizations and supporting their development, and at the same time, the development of the territorial area. Strategies implemented by the local authorities in the local labor market will affect the lives of residents of the territorial unit. Acceptance of the actions of managers strengthens their conviction in the rightness of the decisions taken. The actions taken should generate a benefit for the organization that is the local government - its proper development, as well as for the stakeholders of the local government. Determination of benefits makes the actions of managers and the managed coherent. The risk of failure of construction and implementation of the strategy is reduced. Building a strategy in which immigrants (foreign workers) will be an important factor should give consideration to their subjectivity. The synergy of the potential of the organization and its stakeholders strengthens the competitiveness of the local government against other local government units.

*The decision to proceed with the development of the strategy*

In local governments, power comes from the democratic election of residents. The competence of its executive body includes the decision to develop a marketing strategy complementary to the development strategy. In the case described here, its element is a marketing strategy for attracting and integrating immigrants (foreign workers). The decision to implement the strategy can be made by the same body acting under the authority of the decision-making body - the Council of the territorial self-government unit, or by itself. However, local governments, depending on their nationality, may have separate regulations. In the case of initiatives that are important for the local government community, and such will undoubtedly be the aspect of the presence of immigrants in the territorial area, the procedure for preparing the decision-making process should be supported by public consultation. This activity not only constitutes the democratic management of the local community, but can perfectly enrich the concept and its subsequent implementation.

*Selection of partners for the development of the strategy and its implementation*

The least expensive solution is to carry out all the work with the human resources of the LGU. However, it may not be sufficient. Hence, the necessity of participation of external experts should be envisaged, within the framework of a prepared contract defining the scope of their required activity. In practice, during the preparation of strategic documents, a mixed concept is most often used. The third pillar is the absolutely mandatory representation of local and complementary supra-local entities operating in the area of the municipality, i.e. associations of entrepreneurs, social organizations and other relevant entities or persons significant for the local society and the objectives of the activities undertaken. The team of people involved in the strategy may also include consultants from other local governments, together with foreign governments with experience. This solution, not used in the practice of local government management, can perfectly enrich the process of drawing on expertise.

*Establishment of partnership principles*

The establishment of relationships with partners (short or long-term) carried out at this stage should be preceded by a thoughtful formulation of the principles of cooperation. It provides for the local governments' and stakeholders' needs, and also partners' capabilities. Normally, the local government sparingly subsidizes its contacts with the surrounding entities, generally relying on its own conviction: how, what and when to do. When cooperating with the local entities, the local government employees could make use of the available research and expertise. It is important to define the rules of cooperation and develop flexible regulations, accepted by future partners. An important initial activity is to indicate the goals and assumed results of the expected cooperation and the formula of responsibility for the declared performance of activities. It is also beneficial to develop an incentive system for the individuals and organizations involved. Directly declaring to partners the support of those most important in the management of the local government will strengthen the commitment of contractors to joint projects. This can be important, especially when the duties imposed or voluntary commitments accepted will be carried out free of charge.

## Appointment of the manager

This stage is a consequence of the previous ones. It is followed by the personal appointment of the manager, teams, the signing of relevant agreements, the delegation of relevant authority by the executive body of the LGU. The team or teams formulating and implementing the strategy may have different shapes and rules, and adopt different ways of operation. For example, one team will be in charge of creating the strategy, and another will implement and execute it. What is important is the consistency of the goals set at the first stage and the methods of implementation. The team operates under the authority of the executive body of the local government, and is composed of people whose experience and competence are most useful. The full composition of the team can either be selected at the outset, or gradually formed in the course of ongoing activities. It can have a closed structure or open to the possibility of cooperation of members. The person leading the team should have the broadest possible authority to act and be subordinate to the executive body of the LGU. Also, when people with widespread authority in the local community are on the team it greatly strengthens its credibility. The rules of the team can be modified within the framework of the original authorizations. Clear rules of authorization and accountability are fundamental.

## Transfer of resources

The transfer of resources will be understood as putting at the disposal of those creating, and at subsequent stages implementing the strategy, the tangible and intangible assets necessary for these activities. They can be composed of the resources of the territorial unit, its partners', but they can also come from the resources of the environment, which will create added value to LGU's own resources. Resources can be placed at the disposal of the implementation team permanently or temporarily.

## Construction of mission and vision

A mission statement is a declaration of the goals of an organization's activities. It is a concretized statement derived from the vision, that is, a reflection of the future desired state. Its achievement will be the result of an effectively imple-mented strategy. The vision is primary to the mission and strategy, and should be complementary to the needs and articulated opinions of the local community. It should be clear to the inside and outside of the local government. It is an

important element that is also part of the promotion of the local government, because it visualizes its aspirations. The vision and mission of activities in which the acquisition and integration of immigrants (foreign workers) will be integrated should clearly indicate the motive for such action and reflect synthetically the benefits that the local community will derive from migrant presence.

### Defining goals and setting priorities

The construction of goals should result from a clearly defined mission. The set goals must be clearly, legibly formulated. The main ones are the scope of the strategic goals. Reaching them is the result of achieving specific goals. In the present case, the main strategic objectives include maintaining and developing the local labor market, including, in accordance with the marketing concept, acquiring optimal personnel resources to supplement labor deficits in the local labor market. Specific goals will include for example the implementation of education system for foreigners, integrating them into the local environment, creating a system of incentives for permanent residence if it is in the interest of the local government. The scope of the objectives will be determined by the peculiarities of a given LGU.

### Benchmarking

For effective management of territorial areas, information and expertise necessary for decision-making processes are of great importance. The awareness of managers to meet the challenges of the future and the pursuit of agility in current management depends on an efficient knowledge acquisition process; the greater the competence of managers, the greater the credibility of authorities. Its openness can lead to increased public participation and wider stakeholder participation in joint local governance. This way of thinking leads to the formation of a new standard of public service delivery,[13] absorbing the assumptions of value marketing. The management of local government, including the construction of strategies in the labor market can be perfectly enriched by drawing on the experience of other organizations. Benchmarking is a method of management based on comparative analysis, consisting in a systematic comparison of one's own organization with competing organizations, but also in

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13   Janusz Sasak, "Benchmarking procesów jako narzędzie doskonalenia administracji publicznej", *Współczesne Zarządzanie*, no. 3 (2011).

looking at other entities' experiences. This can lead to enrichment of one's own activities and adaptations of solutions to one's own needs developed in the environment; all this, of course, within the limits set by law. According to J. Brilman, benchmarking is the process of improving the efficiency of one's own organization through the identification, analysis, adaptation, and implementation of ideas used by efficient organizations.[14] This activity is essential for organizations that face challenges in areas previously unknown.

### The analysis of the competition

The analysis of foreign labor markets, the activities carried out in them and the phenomena taking place, done on a continuous basis, is an essential activity for designing marketing activities to attract and retain foreign workers in the local labor market. The analysis should not be limited to the labor market alone, but should also regard factors influencing its condition, including analysis of, for example, the education system, standard of living, social welfare, housing potential, assistance programs. The tool for effective penetration and analysis of labor markets are information systems. Analysis of competitive labor markets and consumer behavior in them is essential to properly build the competitiveness of one's own territorial product.

### The analysis of one's own resources

The analysis of LGU's own resources is one of the most important activities in the process of preparing a strategy and a determinant in taking actions. At this stage, issues related to, but reaching beyond the labor market are diagnosed, the data obtained is analyzed, and conclusions are drawn. One of the procedures used is the SWOT analysis, which is an assessment of the real possibilities of one's own resources in view of the established goal. It allows to see problems and identify opportunities, which can be an element supporting the implemented process. Outlined for the purpose of this study the SWOT analysis will refer most generally to describing:

1. strengths - characteristics of the territorial system, projecting activities on the labor market, which are factors of its development;
2. weaknesses - determinants that negatively affect the labor market;

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14   Jean Brilman, *Nowoczesne koncepcje i metody zarządzania*, (Warszawa: Polskie Wydawnictwo Ekonomiczne, 2002), 262.

3. opportunities - which are a set of both internal and external factors, the use of which can increase the value of one's own resources and projects implemented with their use;
4. threats - factors that can threaten the implementation of the adopted assumptions. They may arise from inside the organization, e.g. aging of the population, low fertility rate, increase in negative public sentiment, increased emigration to foreign labor markets, or from outside, such as the increase in the competitive position of another LGU, rise of incentives from foreign labor markets.

The use of SWOT analysis is essential as part of an intentional marketing process.

### Diagnosis of public opinion

Diagnosis of public opinion should be included in the practice of management of local government units. Commonly used research methods can serve this purpose. The surveys will be aimed at different segments of the population, according to the set objectives of the research. In the described context, they will initially serve in diagnosing the mood regarding the presence or potential presence of immigrants (foreign workers) in the area under study, and in the longer term, the surveys will help with obtaining opinions regarding the proposed solutions, resulting from the offered strategy. The most important elements allowing precise conclusions are clearly formulated questions, especially in quantitative research. The survey can be reinforced with quantitative methods, for example, using interviews with experts. In the case of the presence, or future presence of immigrants in the municipality, the research and its results are an essential element in the design of future activities in order to prevent destabilization of the social structure and the processes taking place in it. The research process will also serve to collect data as a result of monitoring the effects of the immigrants' stay.

### Public consultations

Consultations can be conducted in a variety of ways, including the use of new media tools, which provides the opportunity for broad, freely conducted analysis. However, it must be taken into account that with full anonymity, responses may not reflect the actual views of those surveyed. Research processes may also be disrupted by the increasingly prevalent 'hate speech'. The best results come from

direct consultations, such as through meetings in various communities. This form of consultation is widely used in local government units. A prerequisite for the effectiveness of consultations is that they are conducted by people who are well versed in the subject under discussion, equipped with the necessary communication skills and, crucially, arguments describing the potential bene-fits. Public consultations are not only intended to lead to confirmation of the validity of the adopted action, but can be a source of important insights or proposals derived from the experience of local community members. Direct consultations can also provide an excellent way to illustrate the phenomena taking place in the local government by showing their causes and solutions to the local government's stakeholders.

### Submission of the strategy document

The developed draft of the strategy is submitted through the executive body to the constituting body of the LGU, together with the opinion of the executive body. The team preparing the strategy may substantiate it with expert opinions of specialists or opinions of related persons as an appendix to the study, also with opinions of residents. A supporting measure is to use examples of similar actions taken in other local governments at home and abroad.

### Adoption of the strategy for implementation - decision of the legislative body

A prerequisite for submitting the prepared document to the legislative body of the LGU Council is to refer it first to a Committee of that body. The diverse nature of the Committee, due to the diversity of its members, makes it possible to obtain opinions from many points of view, for example, the commission includes chiefs of services responsible for public order in the area of a given LGU. A compilation of comments and objections goes to the executive body, which decides whether to make changes or submit the document to the LGU Council. The documents, before they are referred to the Council Committee, are consulted by the office staff on a multifaceted basis, in accordance with applicable laws. During the approval meeting, comments may be submitted by LGU councilors. The refined document is approved by the Council and referred to the executive body for implementation. In different countries of the European Union this procedure may have a different form.

*Determination of strategic tasks*

The designation of strategic tasks is a bridge between the theoretical stage - the formulation of the strategy, and the practical stage - the implementation of the strategy. At this stage, the suitability of team members is also verified. The scope of organizational activities, communication, or legal initiatives - often carried out in parallel - is determined. Careful management of one's own resources and use of resources of the environment is required.[15]

Making changes to the strategy is possible during its implementation, which should be indicated in the main document. The strategic objectives, taken in the long term, are essential for its effective implementation in the various areas of tasks carried out.

*Assignment of strategic tasks*

Proper formulation and later implementation of the strategy consistent with the strategy of the territorial self-government unit requires strict assignment of strategic tasks to the designated elements of the organization and the designated partners involved in the undertaking, after their prior self-commitment to specific activities. It is necessary to operate a coherent management system and the resulting internal and external communication, including the proper flow of information and reporting system. The optimal solution is to program activities or expectations also to external entities whose past activities indicate the feasibility of fulfilling the tasks assigned to them. This aspiration eliminates thinking of the LGU as an intermediary super-agency.[16]

*Defining guidelines for implementation projects*

The strategy is not a document demonstrating the isolated activities of the local government. It is linked to many aspects of the local authorities' activities, especially in the long-term integration stage. The integration process of immigrants, described in the theoretical part of the work, is a multidimensionally complex issue, rarely described in the subject literature. It is generally not supported by scientific research that could, on the one hand, diagnose the

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15   Tomasz Wołowiec, Dariusz Reśko, "Strategia rozwoju gminy jako narzędzie zarządzania zmianą gospodarczą", *Zeszyty Naukowe WSEI seria: EKONOMIA*, vol. 5 (2/2012): 69.

16   Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 263.

phenomenon and, on the other, propose specific management solutions. This stage will require preparation, also directly in organizations providing public services subordinate to local government authorities. The guidelines will be related to the preparation of appropriate procedures requiring highly specialized knowledge, not always available in the LGU; even more so, in local governments lacking experience. The effects of the armed conflict between Russia and Ukraine in the organization of the stay of refugees in Poland and Slovakia caused a lot of forced organizational activities in the area of receiving people from abroad. These experiences are very valuable in designing the presence of foreign workers, while formalizing their stay and preparing local government institutions to handle them.

### Tying tasks to funding sources

These activities consist of the following stages: drafting of the budget, adjustments to the budget which may differ from the postulated budget, approval of the budget, allocation of funds, disbursement of funds. Making adjustments may lead to requesting additional allocation of funds. The basis is proper estimation of overall costs. A good solution is to strive for the inclusion of the labor market strategy in the development strategy of the local government or one of its accompanying documents, and consequently ensure continuous financing through approved annual financial plans. Such plans are drawn up by local governments and approved through resolutions of the legislative body. Costs are a complex category and require deliberate planning in close connection with the constructed plan of specific activities. Funding of activities by local governments does not necessarily mean that they bear all the costs. All the more so since the primary beneficiaries are the employers and the employment agency mediating the process of acquiring employees. Responsible incurring of costs involves determining the future benefits that can be derived. Some of them are difficult to calculate in a simple current calculation, because they are related to long-term benefits, such as the replenishment of the resources of local governments, vacated due to demographic processes. The category of cost calculation shows the complexity of the phenomenon, whose short- and long-term perspectives differ significantly.

*Formation of the product*

In the case described, the product - the local labor market, as it has been mentioned many times before, is a territorial product (sub-product). Consequently, it is jobs for which employees are sought. Such product exhibits significantly different characteristics than the products of manufacturing plants or service companies. The territorial product responds to the revealed social demand in a specific area. Within the framework of the global product, territorial sub-products are distinguished (tourism, investment, housing, social - including permanent and temporary jobs, trade and services, education and culture, fairs and exhibitions, recreation and sports). Careful preparation of the product is crucial to the marketing efforts undertaken. An important indication for the strategy is the assumption that the product can be modified in the course of its implementation because the labor market is bound to record changes. In view of the demographic processes taking place in a given territorial area, their dimension should be anticipated as early as possible.

*Determination of market segments*

In the variant most favorable to local governments, immigrants who come from labor migration should represent cultural characteristics that are most desirable to the local government community; the traits that are very close to local residents. The resulting behaviors are consistent with those of the population living in a specific territorial area. This aspect should accompany the planned acquisition of foreign workers. It minimizes the negative effects of their stay. Efforts to attract foreign workers, in addition to the requirement that they perform work duties professionally, can be directed on the basis of a drawn up 'catalog' of desirable social characteristics expected of foreigners. Among the factors analyzed, for example, cultural and religious determinants are important, which will facilitate the process of integration, adaptation of immigrants to the loyal community. This is because cultural differences can be the primary factor preventing the absorption of new residents into the human fabric of the local government. It is in the interest of local governments to monitor the possible resources of workers abroad not only to avoid social problems, but also to initiate measures for their proper integration. Support for employers should be proactive. The experience of Western countries shows that haphazard acquisition of foreigners leads also to undesirable events, let alone unplanned ones. It is in the interest of LGU to anticipate trends in its

territory, including the local labor market. The market segments against which marketing will be carried out will influence the distribution of the territorial product, where it will be possible to expose features of interest to the bidder.

*Targeting - selection of market segments*
In the process of targeting - the selection of segments to which the offer will be directed – the fundamentals of the positioning process are decided. Segmentation, which is one of the most important foundations for the implementation of the marketing concept, ends with the identification of a set of segments to which the offer will be addressed. In the light of the research, future employees belonging to the selected segments should be characterized by reliability, dutifulness, competencies expected by employers, and in the cultural aspect - respect for work, family, religion, preferably the Christian religion. Ideally, the foreigners should be open to representatives of other cultures, committed to starting a family and finding a decent place to live. In Poland, the convergence of cultural traits of the local community and immigrants' traits indicates the social preference of foreigners from across the eastern border, with workers from the Far East in second place.

*Planning product positioning tools*
The marketing strategy being developed can abound in the diversity of co-implementers, from employers, to local administrations, to NGOs, and to residents. It makes use of territorial marketing by adapting effective, as well as efficient tools for influencing customers. The planning of the tools necessary for the implementation of the strategy may involve the result of the work of a subgroup dealing with this area, or a specialized organization commissioned in whole or in part for this activity. This organization should have the experience and tools to effectively implement the positioning process. The selection of appropriate tools should accompany the entire marketing-mix process. Calculated use of marketing tools, with monitoring of the effectiveness of their impact, optimizes the budget and scope of activities set for this area of activity.

*Distribution of the product*
The choice of distribution channels is located in two main ranges, i.e. direct distribution and indirect distribution, either done by the organization on its own, or done through the organization's partners. Partners can be recruited from

abroad. Optimally, it seems that the best results will be obtained by planning to use foreign partners based in the country indicated after the segmentation process. The choice of channels will be determined in the first instance by the highest probability of achieving the set goals while optimizing costs. Of key importance will be the use of the Internet and the latest tools for reaching the recipient of the offer, including automated marketing. This part of the marketing process will determine the success of the implemented strategy.

### Promotion

Promotion is an important part of the marketing concept. Promotion can take place in direct and indirect form. Direct promotion is the most legitimate form due to the possibility of direct presentation of the qualities of the offer. The disadvantage of this method is a very limited range, which in the issue at hand largely eliminates its use. Direct promotion of the territorial product can take place, for example, at job fairs organized in the countries or regions of interest. It can also be carried out by labor market agencies in these places. Indirect promotion may include the use of traditional media, and especially the unlimited possibilities of new media. Activities towards media institutions will be carried out within the framework of the media relations concept. Promotion prepared as part of the strategy requires careful planning, programming, and identification of partners who will co-implement it, as well as in-depth analysis of the content of messages and forms of message presentation.

### Making adjustments and changes

Strategy implementation is a set of activities that are necessary to:

1. realize the objectives of the strategy;
2. coordinate activities and undertakings;
3. monitor the effects and make adjustments;
4. monitor the validity of the strategy in a changing environment.

When performing monitoring activities it is necessary to set tasks in a well-defined order, select suitable methods, and their tools. Some of them require a higher frequency of monitoring activities, and some of them require verification of effects in the long term. Activities can be multifaceted, from monitoring the effectiveness of product positioning, to verification already at the stage of the presence of foreign workers and their integration which consists

in their professional activity, housing conditions, the degree of provision of health care, the foreigners' command of the Polish language, leisure activities or, which is particularly relevant, progress in the process of cultural integration. It is necessary to use an interdisciplinary approach. Therefore, the team initiating and conducting the research should include competent people from different career fields. Their task will be to specify the factors influencing the immigration movement, in order to construct counterfactual simulations that allow for the use of strategies to draw up analyses reflecting the current state of affairs and future trends.

*Integration process*

The consequence of the presence of immigrants including foreign workers in local governments is the necessary preparation and implementation of the integration process, i.e. planned activities, constantly monitored with maximum involvement of local government and social institutions. In the unique Gdansk model, which describes the process of integration of immigrants in local government, the philosophy of preserving cultural identity is invoked. Gradual, not forced, foreigners' identification with the culture of the society in which they found themselves is postulated. It is assumed that in the long term, coercion radicalizes attitudes and leads to social encapsulation. This in turn leads to the phenomenon of ghettoization, the isolation of ethnic groups from society in segregated neighborhoods. The process of integration enables the local community to indicate, in accordance with the law in force, a framework of cultural freedom allowing immigrants to maintain their own cultural values and customs.[17]

The cited Gdansk document, which is an illustration of the required integration activities carried out or assisted by the local government, indicates the important and indispensable role of LGU in the situation where foreigners stay in their territory. The labor market constitutes one of the elements of the document. According to the justification of the intention of the project, the authors mentioned the phenomenon of struggling with the process of acquiring labor, which leads, within the European Union, to an increase in population flows for economic reasons. Migration in Poland mainly concerns foreigners from

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17  Sztando, "Model procedury budowy strategii rozwoju jednostki samorządu terytorialnego", 37.

Ukraine, Belarus, as well as Asian countries. Simultaneously, there is a growing number of economic migrants from Southern European countries, Romania, Bulgaria and also from countries with a more complicated socio-economic situation, Spain and Italy. The authors of the document point to the need for migration management, which should route to the creation of conditions for the most optimal use of the potential of educated and enterprising immigrants who can add value to the resources of the local government, ultimately contributing to its development. The benefit to the local government of the presence of immigrants employed in the labor market has been highlighted. Obtaining this benefit sets additional obligations for local communities, as well as public, social, but also private organizations. The authors of the document recognize the need for the broadest possible discussion of peaceful integration.

Managing immigration processes simultaneously involves managing the risks and awareness of the occurrence of social segregation and possible ethnic or religious conflict. The complexity of the problems created by the presence of immigrants requires the professionalization of the management process with the involvement of various fields of public services in the local government area, from education to health care. In order to materially produce the document, the city of Gdansk multiplied foreign cooperation in the area of the described issue; in particular, with the association of major European cities - EUROCITIES. Some people involved in the project participated in the work of teams working in the area of migration and integration at the Social Affairs Forum. These activities indicate attempts to gain experience and expertise, and are means of professionalizing those appointed to work with immigrants.[18] The list of institutions vital for a proper integration process is presented in Figure (...). In light of the above considerations, the "refugee" depicted therein, as the subject of the activities of the indicated institutions, will be approached in the same way as an economic immigrant. The composition of the institutions involved will be the same.

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18  „Model integracji imigrantów", (Gdańsk: Urząd Miejski w Gdańsku. Wydział Rozwoju Społecznego, June 2016), 10.

*Entities involved in the immigrant integration process.*

**Figure 6.2** Entities involved in the immigrant integration process.
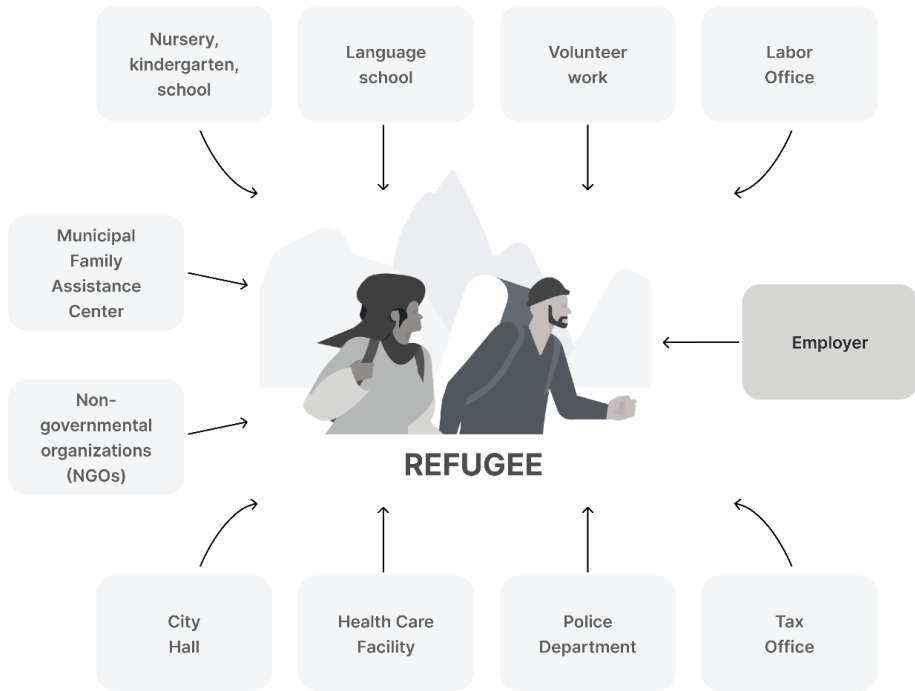


**Source:** Own elaboration based on: "Immigrant integration model.", Municipal Office in Gdansk, Department of Social Development, Gdansk, June 2016, 124.

Pointing to the unique and extremely useful nature of the Gdansk document for the purpose of this paper, some of the areas it covers are cited for the sake of example and to interest the reader (look at the Figure 6.2). The priority task in the integration process, according to the team drawing the document, is education. This lies in opposition to current practice in which the most important area is labor. It is to labor-related matters that immigrants' activities are concentrated on. However, the logic that education is crucial in a many years' and many generations' perspective is most valid. It should be assumed that the "Gdansk Model" is an indication ahead of the current state of affairs in the

Polish conditions and was drawn up based on the best European experience. A fundamental problem in the educational sphere, both for the adults and children, is the lack of knowledge of the Polish language. The field of education encompasses a wide range of activities, from training to improve professional skills, to long-term schooling, to cultural integration courses. Educational activities require the development of special programs on the one hand, and the continuous improvement of the qualifications of those involved in the education process on the other. An important aspect is the legal framework of the education process towards foreigners. A separate aspect that goes beyond the "Gdansk Model" is the ability to program and conduct educational activities among permanent Polish residents of the local government. It is the awareness of familiarity with foreigners leading to their acceptance that is an important condition for effective integration activities. The degree of involvement of Polish citizens will determine the pace of integration. Neglecting the sphere of educational activities may intensify pathological behavior, both on the part of immigrants and native residents. The effects of fulfilling compulsory schooling impact the pro-integration activities carried out for parents. Children, integrating the fastest, often become their parents' guides to the new reality. The most important element in the implementation of the strategy requiring state support is the proper training of cadres participating in educational programs.[19]

Universities are an area of accommodation for people from abroad. Properly prepared activities should be aimed at retaining for the labor market the most useful graduates of universities in the country where they study. Those students are the group best prepared for permanent residence due to their adaptation during the period of study. Universities can be a particularly important component of immigration strategy not only because of the preparation of human resources, but also because of the research processes in this area, with the development of specialized programs. It is in the interest of local governments, including those in whose territories universities are not located, to establish cooperation with them, supported by the assistance of the regional government. Open-minded, professional higher education may be the key to successful, optimal attraction of foreigners. Future graduates are potentially the best group of future residents, as they are subject to integration activities

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19 "Analysis of a survey on integration policy", The Ministry of the Interior and Administration, 2011, 30.

during their several years of study, taking part in them of their own free will. In doing so, they often have the opportunity to find life partners.

The Gdansk document, as a result of research conducted at the University of Gdansk, cited the most important problems that involve foreign students. These include:

1. disfunctionality of the universities' websites, e.g. the published information is in Polish, no explanations of procedures necessary for the educational process of foreign students, no educational offerings in foreign languages,
2. lack of comprehensive anti-discrimination support,
3. a sense of alienation,
4. lack of open-mindedness and cultural sensitivity on the part of Polish students and academic teachers,
5. unfamiliarity with Polish culture,
6. lack of comprehensive information on: where to stay, residence procedures, student rights and duties, how to report acts of violence and discrimination.[20]

Within the area of "local communities," one of several modules of integration activities, the most important is to strive to develop in foreigners the feeling that the place where they stay belongs to them and they can feel safe there. Satisfying the sense of security, especially with regard to the worker's loved ones, is the fulfillment of an elementary human need. It is worth noting that this feeling should also be present in the environment of residents - neighbors of immigrants. A disturbance in either side of the relationship will result in its long-term destabilization. The interdependence of the two groups is obvious, which does not mean that they should rely solely on each other. Monitoring the relationship is one of the tasks of the local administration, without which the process will not be correct. In the integration process the help of NGOs, religious associations and purposefully established support groups is essential. Moderation of their activities by representatives of immigrant communities will be beneficial.

Immigrants who often depend solely on low wages are condemned to stay in poor, often pathological neighborhoods, which are not conducive to integration and leads to ghettoization and the display of hostile attitudes. The fight against stereotypes must be supported by the effects of positive

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20 "Analysis of a survey on integration policy".

behavior on both sides. And the treatment of immigrants by the police and municipal guards in a conflict should be manifested by the cultural attitude of the interveners and their sensitivity to equal treatment of both sides of the conflict. The degree of integration requires the development of criteria for its assessment. Ongoing study of the degree of integration of migrants (a period of one or two years) is important in correcting actions. Among the possible criteria, taking into account the labor market and the results of the direct surveys conducted as well as the analysis of secondary sources, the following may be considered:

1. professional suitability,
2. expansion of qualifications,
3. degree of education,
4. knowledge of the language,
5. positive attitude to Polish traditions, customs, history,
6. effective organization of housing conditions,
7. economic independence,
8. social activity,
9. progress in civic education,
10. lack of conflict with the law,
11. assign of social insurance number (SIN).[21]

Developing criteria that are in line with expectations, but also with the monitoring ability, is a complex process. It requires confronting the systems used in countries with a tradition in the processes in question, taking into account national and local specificities, with a flexible approach to the formation of criteria. It is also important to confront their assumptions with different environments. The area of "cultural integration" is essential in the process of integrating foreigners into Polish society. It will aim at the gradual adoption of behavioral patterns of the Polish community, difficult to mark in time, called acculturation. Acculturation is one of the basic concepts of cultural change, adopted by J. W. Powell in the 1880s to denote the process of cultural borrowing; popularized in the 1920s and 1930s in cultural anthropology (M. J. Herskovits, R. Redfield, R. Linton, A. L. Kroeber). Acculturation is a process of qualitative and multifaceted cultural changes brought about by the contact of different

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21  "Analysis of a survey on integration policy", 26-27.

cultural systems in a situation of their continuous and direct confrontation, which leads to gradual changes and transformations in one or all of the interacting systems.[22] The presence of immigrants in a society traditionally settled in a certain territory gradually creates a multicultural society in which the culture, customs, and values of different ethnic and national groups mutually enrich each other. Managing these processes requires a high degree of competence, perceptiveness, and sensitivity in dealing with people of another culture, but also a constant search for ways of individual approach. An example is the serious question of whether it is possible to fully integrate adherents of Islam. Dealing with foreigners coming from different to ours cultural and religious regions is a measure of the civilizational maturity of both the managers of the municipality and its residents.[23]

One of the elements of providing public services to immigrants is the area of health care, which is extremely important for them. Currently, in most cases, foreign workers rely solely on themselves. In case of illness, they usually use private health care services. The presented below map of tasks in the area of health, developed by the Gdansk team of experts, captures the range of necessary actions to be taken.

### Health – Task Map.

In describing the scope of "work," the experts of the Gdansk model stated: "Gdansk is not taking advantage of the potential associated with immigration. The city lacks a coherent vision and communication regarding the demographic and economic benefits of immigration for Gdansk. There is also insufficient research of this issue. Information about the main growth directions of the local labor market is not communicated, so immigrants do not develop the competencies sought by employers, and employers lack competent workers. Employers, employees, and municipal institutions are uninformed on legal issues of hiring immigrants. There is no system for disseminating this knowledge, which results in both errors and abuses on the part of employers. As in Poland as a whole, immigrants in Gdańsk - mainly Ukrainians - fall prey to dishonest job brokers. They buy statements, invitations, and specific job offers,

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22  "Akulturacja", PWN, accessed May 10, 2018, https://encyklopedia.pwn.pl/haslo/akulturacja;3867111.html.

23  "Analysis of a survey on integration policy", 11-12.

sometimes fictitious. This is a system that is very unfriendly to immigrants."[24] One of the principal conditions for improving the local government's benefits from the presence of immigrants is language skills. Linguistic competence contributes to reducing social pathology and taking fuller advantage of laborers' skills. Running of public and low-cost language courses is mandatory in the integration process. It is necessary to assist immigrants in the nostrification of documents certifying the completion of higher education and professional entitlements. It is important to create conditions conducive to professional advancement, especially in organizations providing public services, i.e. in the area of direct influence of the municipality. On its initiative measures should be taken to promote a positive image of workers - foreigners.

**Figure 6.3** Health/Task Map.



**HEALTH**
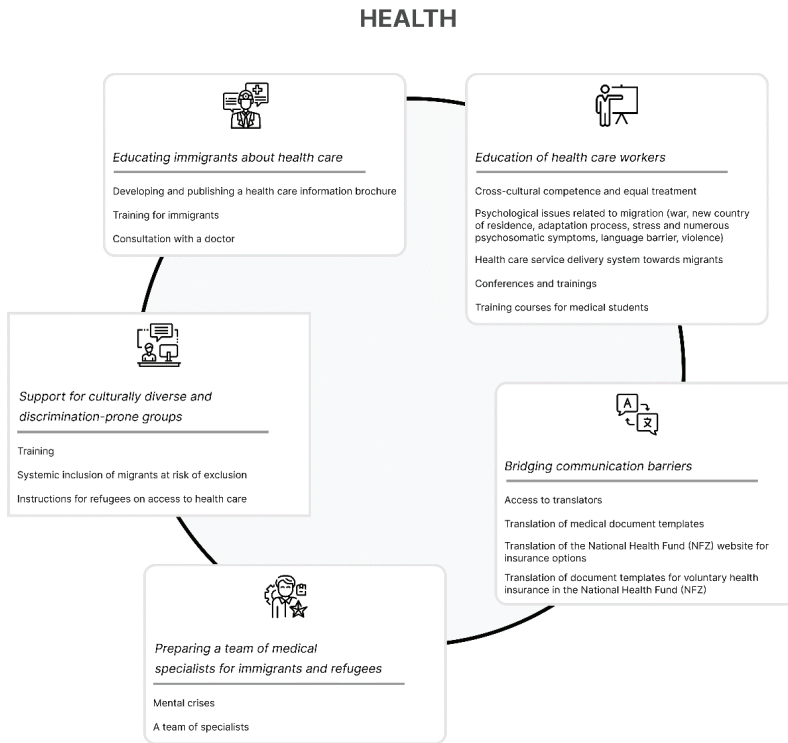
**Source:** Own elaboration based on: "Immigrant integration model" City Hall of Gdansk, Department of Social Development, Gdańsk, June 2016, 99, own processing.

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24    "Analysis of a survey on integration policy", 29.

An important task, according to the authors of the Gdansk model, is to skillfully manage immigration in the market and monitor the labor activity of foreigners. Experts with access to foreign experience stressed the fact of insufficient intercultural and linguistic competence of officials serving immigrants. There is also a lack of communication skills with temporary residents of the municipality and no system of support for immigrants in their professional development. Steady work with propitious prospects is crucial to the process of proper integration of immigrants in their new place of residence. The earning activity of immigrants can put a positive perspective on their long-term stay. One of the basic elements of local government support for the presence of immigrants in local labor markets is to help provide them with accommodation. This is an indispensible factor of gaining foreigner's attention. This can be done directly, for example by giving them housing to renovate at their own expense, or indirectly, by helping them obtain housing in private resources. Practice shows that a serious problem is the reluctance to rent housing to immigrants from private resources due to the lack of guarantees in the event of damage for example. Establishing a local government guarantee fund could remove this obstacle.[25]

Discrimination measures are crucial to the stability of immigrants' residency. They should provide security, forming an atmosphere around the presence of immigrants. Educational activities directed at both immigrants and residents and preparation for possible security emergencies will be necessary. A particularly principal element in the implementation of the strategy is the adequate preparation of professional security services in the municipalities: the police, municipal guards, or emergency services. In terms of eliminating discriminatory and pathological acts, it is important to create and implement programs in cooperation with immigrant organizations.[26]

Gdansk's unique "Immigrant Integration Model" exposes the need for the local government to take action upon the arrival of an immigrant. The primary purpose of the actions taken is to provide such a person with:
1. accommodation,
2. social welfare,
3. health care,
4. education,

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25 "Analysis of a survey on integration policy", 32.

26 "Analysis of a survey on integration policy", 29-30.

5. security,
6. an effective process of absorption into the new society.

The creators of the model, driven by the benefits that a local government can gain from the presence of immigrants in its area, pointed out several factors that negatively affect the integration process. Among them there are:

1. absence of studies diagnosing the current state of affairs and future trends;
2. absence of a properly organized communication process focusing on labor market development trends;
3. due to the above - the failure of employees to develop the competencies necessary to meet the needs of employers;
4. insufficient preparation of employees whose scope of work includes the area of immigration-related issues;
5. common deficiency in clarification in the current legal regulations of the provisions determining the establishment of employment relationships with foreigners;
6. absence of monitoring of unfair practices of labor intermediaries.

An immigrant becomes a temporary or permanent resident in a new country, in a place accepted by him, which may involve the arrival, especially if he remains for permanent residence, of his family. This indicates that the emigration decision is also shaped by the emigrant's family, which, it should be assumed, has little knowledge of the country of future residence. A factor that regulates the possibility of foreigners' stay is legislation. In the case of countries with well-developed labor markets and a high level of social welfare, they are a sufficient motivating factor for labor emigration. Official permission to perform work then becomes a sufficient incentive. In this case, the implementation of marketing activities will take place in the internal market of local governments competing for the presence of foreigners, or directly of various business entities. However, this state of affairs may change together with the increasing deficits in local labor markets. An example is the process of recruiting Polish workers by the BMW concern, which is creating an offer of permanent residence for Poles in a particular local government in Germany. Regulations permitting employment in that country are then a determining factor in the emigration process, but are not a sufficient factor to guarantee their satisfactory presence. With growing competition in attracting workers, it should be assumed that

Western European countries will be forced to intensify the marketing process. These countries implement the integration process the moment the immigrant arrives. A well-planned integration process is a factor in the marketing process of attracting foreigners that increases the value of the territorial product. In this case, it can be a component of the offer, positioned in selected segments. Hence, in the opinion of the dissertation author, the process of integration of foreigners, in model terms, can begin in their country of residence, before arriving in the destination country. Making a simplified illustration of this idea it can be stated that learning a foreign language used in the country of future emigration should begin in the emigrant's country before his decision to leave materializes. Similarly to the acquisition of language skills, a factor that contributes to the decision to leave is collection of information about the conditions determining future residence.

### Pre-integration

A major component in the concept of attracting employees, based on the idea of territorial marketing and, as a result, also their integration, is the ability to reach them with an offer. The full spectrum of offers is a job offer with emphasis on the conditions of their stay outside the workplace. The existing forms of outreach now seem insufficient not only for the traditional way of building communication, but especially in view of the activities of competitors using a rich spectrum of new media tools. The use of the achievements of technology companies, allowing the maximum identification of the customer of the targeted offer, in this case the stakeholder of the local government supporting entrepreneurs, is a complex process and requires specific financial resources. The emerging synergy of cooperation between business entities and local government should determine the mutual benefits, their scale and sustainability so that the search for financial resources is fully justified. The indicated process should be supported by professionally acting partners materializing the idea of attracting future employees. Therefore, the activity of local government will be done in two areas, identification of the needs of the labor market, prognosis of trends and co-organization of the process of acquisition and, if it is effective, implementation of integration measures; in the case of long-term immigrants, implemented on a continuous basis. The current level of outreach based on automated marketing tools[27] makes the targeting process realistic and doable

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27   Błażewicz, *Rewolucja z marketingiem automatycznym.*

for strategy implementers. Especially since the necessary competence in this area will lie with the partners, to whom their benefits must be clearly specified. In this context, it is required to define clear criteria for financing this element of the process of acquiring economic immigrants. It will be necessary to consider the amount of the outlay with view of tangible benefits for the local government in the long term. Serious consideration also needs to be given to the aspect of attracting workers from the domestic market, regardless of their nationality. In this case, the local government is taking action by joining the process of competition of local governments in the national market. This aspect of self-government development is now a legitimate activity, also in view of the not functioning in practice concept of sustainable national development, which is designed, implemented and supported by the political authorities of the national level and coordinated regionally.

The postulated action, with the observation of all ethical dilemmas and the possibility of mitigating negative effects, fits into the reality of a globalized IT world knowing that there are no alternative, more humanized development paths. This leaves the dilemma of how much it is necessary to use technological tools knowing that they use techniques that result in mass surveillance. Jan Kraft in his extensive and riveting study states: "Modern media content and media perception organized in accordance with the logic of accumulation, the assumptions of which are largely based on tacit consent, and the mechanisms for shaping the field of action remain invisible. According to the new logic of accumulation goals are defined, criteria for success and failure are established, the scope of action is set, what is to be measured is defined, how resources are to be obtained and organized is regulated, people are assigned and organized, and roles in which they perform are valued. The logic creates its own social relations, determines the ways in which actions are taken and what their purpose is. It determines the applications of power and authority. This logic prevails in an environment where every aspect of daily activities beyond the traditional workplace is computer mediated in a new symbolic way as an event, object, or process, and people are visible (or not visible) and cognizable to others and to algorithms in new ways. The modern world is represented as data, and the digital record becomes universal, globally understood.[28]

28    Jan Kreft *Władza algorytmów. U źródeł potęgi Google i Facebooka*, (Kraków: Wydawnictwo Uniwersytetu Jagiellońskiego, 2019), 171.

If the integration process was to begin earlier, according to the views of Wiktor Widera, one could speak of pre-integration, done while still in the emigrant's home country, before his departure to the country of emigration. This concept assumes that integration activities are undertaken by local governments, cooperating or independent entities working for their own purposes, offering jobs and accompanying description of the place where professional activity will be carried out. Intentionally formulated content delivered even before the emigrant decides to leave. It is necessary to identify him/her, which with the use of Big Data philosophy and algorithms can be done. Pre-integration will then be a parallel process to positioning the product of jobs in a specific territorial area. Customer outreach will be the result of comprehensive and thoughtful marketing practices. For this purpose, a collection of information about the recipient of the offer will be used to personalize communication in each channel; hence the recipient of the offer will receive an offer tailored to his needs.[29] While the workplace, which is the center of the offer, is unambiguous to define, the content that is part of the pre-integration will perfectly enrich it. This is possible by monitoring the potential emigrant's online activity and reaching out to him with prepared messages. These can range from simple newsletters to more complex forms, to deliberately prepared games. Gamification can be a very good tool for conducting pre-integration. The prospective employee (emigrant) can get acquainted with the advantages of the area where he will work. It will also enable the family and relatives of the potential labor emigrant to get acquainted with them. This action can lead to strengthening the decision to leave. It is necessary to keep in mind that reinforcement of the decision is one of the goals of marketing conducted towards the acquisition of foreign workers. The scope of content is unlimited, from emigrants' accounts of where they are currently staying, to kind statements from local community representatives, to declarations of support from political authorities, to prepared, simplistic language courses and opportunities to make direct contact with properly trained persons selected by the local government.

The expediency of the process of targeting messages to selected target segments, as opposed to filling deficits with workers from random migration, has a fundamental value for local governments and the community living there. The premise of such an action is the message that the result of the arrival of

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29 Błażewicz, *Rewolucja z marketingiem automatycznym* 79.

migrants can take place not in an uncontrolled and sometimes undesirable way, but will be deliberately initiated. The fundamental assumption is to approach a situation where a well-educated (qualified) immigrant, possessing the cultural characteristics desired by the place of his new stay, interested in his presence, will be an added value for the territory, in a broader sense like a good employee. Implementation of the presented conceptual assumptions on integration activities combined with the offer of work can be done at the level of the following areas:

1. national,
2. regional,
3. local - municipal and supra-municipal,
4. mixed, involving two or all of the areas indicated.

Predictions of labor shortages in specific industries can be made from the national level, from which will be made pre-integration activities potentiating the offer of employment, maximally raising the value of the country of future, possible emigration. Attractively positioned, in the minds of foreigners, territorial product, reliably but intriguingly constructed, can be a decisive factor, with the support of the family of a potential emigrant. This aspect is an important element in the composition of communication because its use should lead to an increase in the security of the family remaining in the country of the foreign worker.

Taking into account in the process undertaken the families of future emigrants is of utmost importance as they can be the best participants in integration programs, being good marketers of the offer positioned in their environment. Optimizing messages plays a great role because each of the people around a job candidate has their own distinct sensitivity to perceived content.

The prerequisites for implementing the concept boil down to:

1. obtaining a political consensus accepting the targeting process,
2. preparing society for the presence of immigrants,
3. developing a long-term forecast of the labor market, against the background of demographic processes and processes of increased competitiveness of domestic and foreign labor markets,
4. initiating changes in the laws granting work permits to foreigners,

5. introducing changes regarding entrepreneurship support by local government units and designating appropriate tools;
6. adjusting the capacity of LGUs to the requirements of the described issue, including ensuring their flexibility of operation.

An innovative approach to the process of attracting and integrating immigrants is possible using the advantages, as already noted, of automated marketing. Technological capabilities, which are products of technology companies, make it possible to implement a wide range of communication projects. Properly designed and implemented marketing communication, which is a particularly large element of the marketing strategy for the acquisition and integration of immigrants, will be the main tool for both the process of acquisition and integration of foreigners done remotely. Information technology, in turn, will be the primary tool of the proposed concept of distance integration activities. According to the views of M. Castells, it has the value of an irreplaceable medium for creating links between diverse segments of the labor force across national borders. The increasing economic globalization intensifies the spreading penetration of the conditions in which the available or potentially available labor force of individual countries is located. It is possible to identify various factors specific to economic globalization, such as discernment of wage levels and social protection. A new feature of the labor force is the progressively noticeable disappearance of the difference between qualifications and the ability to master a variety of labor technology.[30]

Data processing mechanisms, synthesizing the content and form of the message with the existing frameworks (matrices of neural networks) of message recipients, are activated through the messages created in the sphere of communication. A particularly vital aspect will be to understand how the prepared content message will be selected and interpreted by the recipients, with the indispensable use of comparisons to their existing living conditions, the culture in which they were raised and the value system they follow. Remote integration should create a system of depiction of the new reality that is as consistent as possible with their experiences. In any case, the composition of the individual content must not be inconsistent with the positively diagnosed social norms

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30   Manuel Castells, *Społeczeństwo sieci*, (Warszawa: Wydawnictwo Naukowe PWN, 2010), 257.

adopted in the area of residence of the future emigrant. The optimal solution, worth considering, is the temporary presence of a member of the programming team in the country of the potential emigrant, in order to thoroughly discern his potential needs, and obtain relevant information to facilitate the formation of offers. This allows verification of content assumptions and modes of presentation. It can contribute to the elimination of mistakes due to ignorance about the living conditions and environment of the addressee of the offer. An alternative or integral activity is the acquisition of partners residing in the country of future foreign workers.

One of the objectives of the formulated message will be to strive to activate emotional mechanisms. The assumed effect is the creation of a state in which higher-level decision-making abilities are activated, intensifying the process of focusing attention on information. Consequently, this gives an intensification of the pursuit of further messages. The ability to evoke strong emotions will have the effect of increasing the audience's motivation to seek information, while increase the recipients' motivation to seek information and enhance their readiness to make new choices. The creation of a narrative will take place through the structure and its forms and, crucially, through the right choice of sounds and images.

The use of media messages in composing integration content aimed at targeted recipients will take into account recommendations from communication research, which has identified three fundamental processes that engage message senders and recipients and simultaneously build relationships between them:

1. setting a hierarchy of topics – this process will result in giving special meaning to selected content and collections of information. The results of research conducted on media messages have shown that properly formulated messages can influence what recipients think about a particular topic. Hence, the presentation of the subject should be such that it evokes a long-lasting positive association affecting the positive decision expected by the sender,

2. exemplification – this process will consist in a composition used to achieve the effect of regular repetition, resulting in the use of assimilated information when making future choices and behavior,

3. framing – this will be the process of providing information, stating specific aspects contained in the content and the relationship between them in

such a way as to produce in the recipient the effect of the sender's desired interpretation, evaluation, and choice of solution.[31]

An important aspect of designing the use of the Internet in online integration processes is the awareness of those implementing a marketing strategy for attracting and integrating immigrants into local labor markets that the most effective distribution, in the digital age, is horizontal distribution between network users.[32] The attractiveness of the content and its forms is required to cause an effect of passing it on to the next recipients. The effectiveness of such influence, especially through social networks, is due to the fact that users get the impression that they are among friends.[33] This increases the credibility of the communicated messages. An important element is to know the composed content well, since in the era of the comprehensive capabilities of the Internet almost every element which is a component of the messages can be immediately verified by the recipients. It is recommended that in the case of events less favorable to the country (local government) sending the offer, more attention is paid to messages interpreting crisis situations, however, always bearing in mind great credibility. It should be pointed out that the indicated activities can take place through companies cooperating with the local government, with its active involvement. The process of acquisition alone, without creating the conditions for stay, may not be efficient in the long term.

Dissemination of integration content, encouraging and at the same time preparing emigrants for their stay in the country of destination, should, as a priority, aim to attract people with tangible influence in the virtual world in the country where they reside. M. Hauben refers to them by the name "Netizen."[34] It is their involvement in the process of gathering information, processing and reviewing content that can play a significant role in the actions done. Netizens, through their network activity, generate information flows. In an optimal, desirable scenario, they can be excellent "ambassadors" of labor markets. Nitizen communities can provide serious support for online activities, serving to effectively build the brand that the strategy will shape.

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31    Manuel Castells, *Władza komunikacji*, (Warszawa: Wydawnictwo Naukowe PWN, 2013), 160-165.

32    Philip Kotler, Hermawan Kartajaya, Iwan Setiawan, *Marketing 4.0. Era cyfrowa*, (Warszawa: Mt biznes, 2017), 67.

33    Clara Shih, *Era Facebooka*, (Gliwice:Wydawnictwo Helion, 2012), 140.

34    Kotler, Kartajaya, Setiawan *Marketing 4.0* 51.

The integration process undertaken online will be served by the following tools, among others:

1. Twitter – it allows constant contact with foreigners; the content is quick to update;
2. Facebook – it allows posting sponsored material, advertisements, and posts. This tool will also be indispensable for obtaining recipients' ratings of content;
3. websites – they are integrated into a system of consistent communication with different content;
4. YouTube with deliberately developed content;
5. LinkedIn, Indeed – they enable the presentation of sponsored articles;
6. Instagram – it allows for experts to follow and comment on posts;
7. Newsletter – it is used for relationships with identified recipients;
8. mobile applications – they are customized to the needs arising from the strategy of activities in the long and short term.

The wide range of available communication tools makes it possible to convey a large spectrum of content, while creating an active system. Examples of thematic scopes will allow to post, e.g.:

1. instructions for the visa application process and necessary documents;
2. current programs on labor markets;
3. broadcasts of virtual open days - moderated broadcasts from service points; selected sites of the municipality's infrastructure, interviews with companies, etc.;
4. an updated database of job offers;
5. a list of non-governmental organizations;
6. a constantly updated database of housing offers, with an indication of the ownership;
7. a database of available benefits and services;
8. rules for the use of public and private services;
9. a multimedia guide to the local government and business entities located in its area;
10. a list of possibilities and places for leisure activities;
11. ongoing online consultation.

Of particular importance will be the mobile application, profiled in terms for particular groups of stakeholders - employers, employees, municipal institutions, NGOs, etc.[35] Another tool that can be used in the process of communication with potential immigrants, which is essential for sustaining the shape and development of local labor markets, is gamification. This is a tool for composing a message on integration activities using elements found in modern computer games. The intention of such an activity is to influence the behavior of those to whom the message is directed. The integral elements in the use of games are: the designated challenges of each game level, engaging competition, prizes awarded levels that bring one closer to mastery. The right composition of content and form creates the rules of the "game", which should lead to the desired behavior of the player. The implementation of an online integration system is determined by two main contexts. The first concerns the ability to prepare and conduct communication activities, to achieve a high efficiency of communication management and efficiency of operation of the system. The second is the way and willingness of the recipient to use the offer, preceded by the process of reaching him. However, regardless of the assumed effect of the indicated activities, it should be clearly stated that the possibilities of creating content and ways of its distribution are unlimited. The issue of pre-integration is extremely developmental. On the one hand, it strengthens the effectiveness of intended and ongoing activities, and on the other hand, it can reduce the disappointment of those undertaking economic emigration. It can build future relationships and reduce the fear of the emigrant's family remaining in their own country.

## Summary:

- Management of the local labor market, the creation of tools to help solve problems in local labor markets involve, in addition to the formal delegation obvious for this process, described in the relevant legislation, the diagnosis, description and analysis of the phenomena occurring in it, the ability to draw conclusions and predict future trends.

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35   The scope of the content was confronted with the works of students of journalism and social communication at the Uniwersity of Economics in Katowice: Sandra Wieczorek, Klaudia Swoboda, Katarzyna Taras, Krzysztof Sikora, Milena Sadowy, Patrycja Walaszek, Anita Struzik, Jagoda Rzemieniec, Karolina Trojak, Marzena Widlarz (2018).

- The long-term strategy, carried out with analysis of the degree and effects of its implementation, will mainly depend on the degree to which the local government is prepared for it, including the possible presence of new members of its community; with full awareness that the benefits of working abroad accrue not only to the immigrants themselves, but also to the place where they work and live.
- A major component in the concept of attracting employees, based on the idea of territorial marketing and, as a result, also their integration, is the ability to reach them with an offer. The full spectrum of offers is a job offer with emphasis on the conditions of their stay outside the workplace. The existing forms of outreach now seem insufficient not only for the traditional way of building communication, but especially in view of the activities of competitors using a rich spectrum of new media tools.
- If the integration process was to begin earlier, one could speak of pre-integration, done while still in the emigrant's home country, before his departure to the country of emigration. This concept assumes that integration activities are undertaken by local governments, cooperating or independent entities working for their own purposes, offering jobs and accompanying description of the place where professional activity will be carried out. Intentionally formulated content delivered even before the emigrant decides to leave. It is necessary to identify him/her, which with the use of Big Data philosophy and algorithms can be done. Pre-integration will then be a parallel process to positioning the product of jobs in a specific territorial area. Customer outreach will be the result of comprehensive and thoughtful marketing practices.

# Problems with Obtaining and Integrating Immigrants in the Silesian Voivodeship in the Light of the Results of Empirical Studies

The legitimacy of introducing strategies for attracting and integrating immigrants into local labor markets was confirmed by the results of the 2019 research conducted in Poland's Silesian Voivodeship. The Silesian Voivodeship is a unit of local self-government and a unit of administrative division of Poland with an area of 12,333.09 km², with a population of 4,472,703, of which 51.9% are women and 48.1% are men, population density of 370 persons/square kilometer. The population of the Silesian Voivodeship in 2010-2020 showed a decreasing trend and at the end of 2020 amounted to 4492.3 thousand people (11.7% of the population of Poland). The population of the Silesian Voivodeship is systematically aging. At the end of 2020, a statistical resident was 43.0 years old on average (median age), while in 2010 - 39.7 years old. In 2020, the number of people checked out of permanent residence, exceeded the number of people registered for permanent residence. The balance of internal and foreign migration for permanent residence was minus 3.5 thousand (in 2019 - minus 4.7 thousand), per 1,000 population was minus 0.8 (in 2019 - minus 1.0).

The premise of the conducted research was to meet the guideline that the highest degree of scientific cognition is empirical cognition, which verifies sensory and rational cognition. It should provide data that could not be achieved by sensory and rational cognition alone. On this basis, the postulate of formulating scientific theories and laws was realized. The researcher assumed that the low competitiveness of the Polish labor market in relation to the markets of Western Europe requires that LGU support local employers in the process of attracting desirable workers from abroad. The adopted research concept allowed strengthening the proposal of a model for building a marketing strategy for attracting and integrating immigrants for the local labor market. Scientific generalization of the inference from the study requires conducting extended research; however, the results obtained signal the awareness of the managers of District Labor Offices, statutory bodies dealing with local labor markets in the area of local governments. The survey questionnaire prepared

in electronic form was addressed to the directors of all PUPs (District Labor Offices) in the Silesian voivodeship. The survey was an exhaustive study and was conducted on the full research group of 33 PUPs. The questionnaire was developed taking into account the translation of the theoretical research problem into specific questions, the clear formulation of which was to result in obtaining information in accordance with the demand determined in the research process. The quantitative research was preceded by qualitative research, i.e. Individual In-Depth Interviews (IDIs) held with experts who confirmed the need to take measures in the area of supplementing labor deficits with foreign workers. Twenty-six correctly completed questionnaires were submitted for analysis in the quantitative research, which accounted for 78.78% of the referred questionnaires. A five-point Likert scale (Strongly Disagree, Disagree, Neither Agree nor Disagree, Agree, Strongly agree) was used for evaluation.

## Research methodology

The result of the scientific research which is the foundation of the dissertation should be "a measurable and innovative conclusion of creative work, consisting in the acknowledgement and establishment of relationships between organizations, structures, processes or other studied phenomena."[1] The premise of the construction of the conducted research process was to meet the guideline that the highest degree of scientific cognition is empirical cognition, which verifies sensory and rational cognition. It should provide data that could not be achieved by sensory and rational cognition alone. On this basis, the postulate of formulating scientific theories and laws was realized;[2] in this case - the application of territorial marketing in the processes of local labor markets, with the participation of foreign workers.

When embarking on the research process, the expected results - the extent of knowledge that could be obtained, and the means of achieving the intended goal - were very precisely determined.[3] It was assumed that the deficits of

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1   Jerzy Apanowicz, *Metodologiczne uwarunkowania pracy naukowej*, (Warszawa: Centrum Doradztwa i Informacji Difin sp. z o.o., 2005), 21.

2   Apanowicz, *Metodologiczne uwarunkowania pracy naukowej*, 23.

3   Earl Babbie, *Podstawy badań społecznych*, (Warszawa: Wydawnictwo Naukowe PWN, 2018), 106.

workers in the local labor markets in the Silesian voivodeship are noticeable and will get worse. Undertaking the study required a responsible attitude on the part of the researcher because research, according to the views of E. Babbie, is nowhere as controversial and intertwined with politics as in the area of race relations.[4] The researcher assumed that the low competitiveness of the Polish labor market in relation to those of Western Europe requires that LGU support local employers in the process of attracting desirable workers from abroad. It was assumed that the tool of LGU management activities would be the use of territorial marketing. It was also assumed that local jobs are a territorial sub-product and are the subject of the offer which should be positioned in selected market segments. In order to effectively carry out marketing activities it is necessary to develop strategies for attracting and integrating immigrants. The research issue taken up by the author pointed out the shortcomings of the theory of territorial marketing,[5] and the developed model of the strategy-building procedure, by design, was to be the author's contribution to this theory.

Proper understanding of the essence of the research problem made it possible to construct the research hypothesis. The hypothesis was identified with the research assumption, whose purpose was to clarify the formulated issue, related event, and facts, and as a result, predict the occurrence of new issues.[6] The main hypothesis and auxiliary hypotheses were verified only after empirical research. When setting the hypotheses, the dissertation author did not know whether they would be positively verified or not. The researcher assumed that if a hypothesis was rejected, it would be necessary to build another one, while if it was verified positively, it would have a chance to be incorporated into scientific knowledge. The research plan adopted by the researcher was a logical model of causal inference.[7]

In planning the study, the researcher took into account the postulate of triangulation of research methods, i.e. combining research from different research

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4    Babbie, *Podstawy badań społecznych*, 95.

5    Marek Lisiński, „Problemy badawcze i metody ich rozwiązywania w naukach o zarządzaniu." *Ekonomika i Organizacja Przedsiębiorstwa*, no. 8 (2017):12.

6    Anna Maria Jeszka, „Problemy badawcze i hipotezy w naukach o zarządzaniu," *Organizacja i kierowanie,* no. 5/2013 (158), 33-34. As cited in: Stanisław Stachak, *Podstawy metodologii nauk ekonomicznych*, (Warszawa: Książka i Wiedza, 2006).

7    Stachak, *Podstawy metodologii nauk ekonomicznych*, 67-68, 77, 113.

perspectives at all stages of diagnosis. This approach allowed to develop, enrich, and detail the analysis of the studied subject.[8] The adopted research concept made it possible to realize a proposal for a model for building a marketing strategy for attracting and integrating immigrants for the needs of the local labor market in the Silesian voivodeship. The inclusion of immigrants in the marketing process is part of the extending of the area of interest in marketing, which is the result of a new aspect of value exchange.[9] Conducting research from the perspective of the needs of LGU was motivated by a polemical view of the general assumption present in the subject literature that the main benefit is gained by the immigrant working abroad. Determination of benefits for areas of new residence,[10] in this case Silesian municipalities, was the result of literature research and Individual In-Depth Interviews (IDIs) with experts. Conclusions and recommendations from the research carried out do not so much argue with the above view, but draw attention to the perceived benefits, not only for the immigrant finding work, but also for the host municipality. Conducting individual in-depth interviews was of particular importance, as it allowed the research area to be broadened to include issues that emerged during the interviews. Also, it led to the formulation of postulates for the implementation of necessary, according to experts, activities of LGUs, which are not currently undertaken.[11]

The area of the conducted research, as already noted, was the Silesian voivodeship. The selection of the area was justified by the assumption that the described issue has its determinants arising from the area. Unevenly, in different regions of Poland, look the specifics of the labor market and the factors shaping it. Although generalizing the phenomenon at this stage of the research may be symptomatic of the overall situation in Poland, but too authoritatively

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8    Katarzyna Czernek, „Wprowadzenie do badań w naukach o zarządzaniu", in: Wojciech Czakon, ed., *Podstawy metodologii badań w naukach o zarządzaniu*, , (Warszawa: Oficyna WoltersKluwer S.A., 2015), 179.

9    Andrzej Szromik, „Marketing terytorialny jako atrybut rynkowej orientacji miast oraz regionów", in: Adam Grzegorczyk, Agnieszka Kochaniec, ed., *Kreowanie wizerunku miast*, (Warszawa: Wyższa Szkoła Promocji, 2011, 18).

10   „Wpływ emigracji zarobkowej na gospodarkę Polski", Ministerstwo Gospodarki, Departament analiz i prognoz, Warszawa, February 2007.

11   Katarzyna Czernek, Wprowadzenie do badań w naukach o zarządzaniu", 183.

stated, could lead to unauthorized conclusions. All the more so since the case study cannot lead to scientific inference as it would be legitimate to assume that the conclusions derived would apply to the wider area of the phenomenon's occurrence.

The researcher assumed that the effect of the research conducted by this method will be descriptive conclusions, allowing to verify the correctness of the existing description of the studied phenomenon or to formulate, according to the idea of the dissertation, proposals for new original conclusions. In "empirical research, if the researcher attempts to test whether the hypothesis is true, a question of resolution can be formulated, the falsity or truthfulness of which will be decided by the result of the study."[12] The survey questionnaire, developed in electronic form, was addressed to the directors of District Labor Offices in the Silesian Voivodeship working directly in the local labor market. The survey had the character of an exhaustive study and was conducted on the full research group of 33 District Labor Offices. The questionnaire was developed with regard to the translation of the theoretical research problem into specific questions, the clear formulation of which was intended to result in obtaining information in accordance with the researcher's interest.[13]

The two research stages indicated were preceded by studies of domestic and foreign subject literature and secondary data analysis (studies of legal acts, statistics, and documents produced by local governments: development strategies and marketing strategies). The literature review made it possible to identify what was poorly recognized. It also allowed, in the next step, to create a research model and to derive research hypotheses. The researcher assumed that the results of the research would serve to develop the model, and in doing so, enrich the existing theory, as well as discussion about the model[14] preceded

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12   Tomasz Wachowicz, „Metody ilościowe w naukach o zarządzaniu – miejsce badań operacyjnych i modelowania ekonometrycznego", in: Czakon, ed., *Podstawy metodologii badań w naukach o zarządzaniu*, 279.

13   The study was conducted as part of a doctoral thesis: „Marketing strategy for attracting and integrating immigrants for the labor market in the Silesian Voivodeship" University of Economics in Katowice, Katowice 2019 (work not published).

14   Wojciech Dyduch, „Ilościowe badanie i operacjonalizacja zjawisk w naukach o zarządzaniu", in Dyduch, ed., Podstawy metodologii badan naukowych o zarządzaniu, (Warszawa: Wolters Kluwer, 2016), 307-308.

by a literature review.[15] Secondary data analysis also showed many advantages. First of all, secondary data - if reliably developed - provides opportunities for replication. The researcher took the view that the results of secondary studies are more trusted in the scientific community, especially when repeated in other studies. Secondly, the availability of data collected at different times can allow the use of longitudinal research plans - comparing studies conducted much earlier with those conducted currently. Thirdly, carrying out the analysis of secondary data can positively affect the quality of measurement. Secondary data can be used in the triangulation method, influencing the increased relevance of the results obtained in the process of analyzing primary data.[16]

The analysis of local government documents and unclassified documents showed thatlocal government units are conscious organizations, subjected to competitive processes, applying (or not) territorial marketing. The analysis of data from local labor markets facilitated examination of the scale of the presence of immigrants in the Silesian labor market. One aspect of the research was to clarify whether they are included in municipal development strategies. In addition, the research method used was media content analysis. A method closely related to the research processes in the field of media science. The information collected was deliberately put in the thesis, showing, on the one hand, the importance and relevance of the issue raised for local development, and on the other hand, its complex nature and multidimensional effects.

In the final part of the research, the available literature and the empirical data obtained werecompared. An important element of the research process was the selection of respondents. In qualitative research, it was determined by the researcher's belief that the selection of experts with different stands on the issue under study would provide different perspectives on the problem. Interviews were conducted with people with significant influence on the described phenomenon in their areas of professional activity. The experts included: Jerzy Kędziora - Director of the District Labor Office in Chorzów, Chairman of the National Convention of District Labor Office Directors, Zygmunt Frankiewicz - President of the Association of Polish Cities, Kazimierz Karolczak - Chairman

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15  Czakon, "Metodyka systematycznego przeglądu literatury", in Czakon, ed., *Podstawy metodologii badań w naukach o zarządzaniu*, 120.

16  Chava Frankfort- Nachmias, David Nachmias, *Metody badawcze w naukach społecznych*, (Warszawa: ZYSK i S-ka, 2001), 324.

of the Board of the Upper Silesia-Zagłębie Metropolis, Tadeusz Donocik - President of the Regional Chamber of Commerce in Katowice, Andrzej Kowalczyk - Rector of the University of Silesia, Janusz Janeczek - Chairman of the NCN Council (NCN – National Science Center)

## Discussion of expert findings

The qualitative research process (Individual In-Depth Interview - IDI) was based on the drafting of an interview script. All questions included in it were open-ended. The semi-structured interview technique[17] adopted allowed comparisons to be made in the research material obtained. The originally assumed topics were expanded during the research to include additional information from the respondents.

The interviews were conducted in a matter-of-fact manner, without imposing answers, with a great deal of freedom for the respondents. Conducting the interviews in a face-to-face manner also allowed observation of the respondents' behavior. This important cognitive aspect facilitated the formulation of follow-up questions. The survey was conducted among people with experience in activities in the area indicated by the dissertation topic. The interviews were held after the researcher reviewed literature, industry reports, EU positions, and revised foreign experience. The study conducted 12 individual in-depth interviews (I-1 - I-12). The plan for the semi-structured interviews included questions common to all respondents:

1. Does migration management at the national level carry over to the regional and local levels?
2. Should migration management take into account the local level?
3. What kind of management model should be adopted at the local level?
4. Are LGUs equipped with sufficient tools to support the local labor market?
5. Should LGUs build a strategy for attracting and integrating migrants consistent with the state migration strategy?
6. Should the PUPs (District Labor Offices) participate more actively in the phenomenon of foreigners' presence in local labor markets?
7. Should LGUs closely monitor the effects of foreigners' stay in their area?

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17    Henryk Dźwigoł, *Współczesne procesy badawcze w naukach o zarządzaniu*, (Warszawa: Wydawnictwo Naukowe PWN, 2018), 163.

8. Should LGUs cooperate with foreign municipalities with experience in managing migration at the local level?

9. Is it advisable to use territorial marketing in the process of attracting and integrating foreigners into local labor markets?

## The analysis of IDIs conducted as part of the research process

The respondents were asked to give answers to the prepared survey questions, including structured questions. In order to organize the citation of statements, an order related to these issues was adopted.

### *Does migration management at the national level carry over to the regional and local levels?*

As a result of the interviews it can be concluded that the interviewees noticed a lack of consistency in the measures taken at the national level and at the regional and local levels. The following statements were obtained: "There is a lack of described Polish experience in this regard. We note absence of joint effort in this area between the government, the provincial labor office, district labor offices, the municipality, and employers. There are no relevant programs, or more importantly, no legal regulations." (I-3). The lack of consistency between the actions of the current government and previous governments was recognized: "From the perspective of PUP (District Labor Office), a consistent state policy is mandatory. Guidelines should be created at the central level and permeate below." (I-1). Specific examples of the necessary unity of action in key areas for the state were pointed out: "The Polish energy economy relies on the raw materials of the mining industry. The alternative now is not another model of this economy but where the raw materials come from. Of course, they can be imported from abroad but the question arises – what for, when Poland has its own deposits? Choosing this direction, contrary to the logic of current layoffs in the mining industry, there will be a growing need to hire new employees in the mining industry. The atmosphere around mining discourages our citizens from working in mines. The alternative is foreigners, preferably skilled and experienced Ukrainians. They will work not in Warsaw, but in many Polish municipalities, hence the need for a coherent migration policy, especially towards the labor market." (I-2). The issue under discussion was also expanded to include the EU level, which did not appear in the question: "It is

impossible to seriously solve the problems of the state without the participation of its basic structures. At the same time, it is necessary to add that national guidelines should be consistent with the positions and following guidelines at the EU level. This is where national experiences should be analyzed in order to create consistent policies. Individual countries must accept the positions being worked out. Regulations, then, should permeate the national, regional, and local levels. Each of these is equally important." (I-4).

The following statement seems to be a sound comment: "Agreed, the national level should work out regulations in the area of migration management, this is forced by the current shortage of workers and there is no escape from this problem. However, management from the national level will be ineffective if it does not take into account the demands of local government officials. The central decision-making model has never worked." (I-12).

### Should migration management take into account the local level?

Interviewees emphasized the importance of management at the local level, noting that: "So far, the experience of municipalities with migrants is very modest compared to that of other European countries. For years, municipalities have recorded their residents migrating to the West, especially for labor purposes, and consequently, for permanent residence. They have struggled with unemployment and the current situation of labor shortages is quite new; hence the unpreparedness of local governments to act in this area." (I-7). In the respondents' statements, municipalities play a key role as locations for immigrants: "Economic entities are located in municipalities, and their problems weaken the state. Its role is to assist economic processes, in this case improving procedures to facilitate the presence of foreigners." (I-4). Those who took part in the research emphasized the lack of penetration from Western EU countries to Poland of experience in migration management: "The phenomenon of the presence of migrants coming to Silesia, and not only here, will grow, hence it is necessary to draw as much as possible from the experience of other European cities on how to deal with this problem. The lack of our own experience needs to be replaced with something. Our municipalities cannot cope on one's own, and what can be seen very clearly, they do not seem to be aware that standing still can significantly complicate the situation on the local labor market." (I-9). "Regardless of the state policy, more or less coinciding with that of the EU, we are not an isolated island on the map of Europe, and although we may resemble

it with our attitude to the issue of migrants, I think we still need to watch what is happening around us. Not to keep a distance, but to avoid the problems that others have. To prepare for the obstacles and manage them wisely." (I-10).

### What kind of management model should be adopted at the local level?

The answers obtained, in general, do not allow to unequivocally indicate the management model; however, the diversity of the issues raised allowed to show the factors that should be taken into account in its construction. "Municipalities increasingly have to compete with each other. They compete for investors, tourists, residents. Their development depends on these environments; all the more so as they compete not only domestically, but also across the continent. Examples of Italian towns offering communal real estate for 1 Euro show that the solution to the problem is not sought only in Italy. The management problem should be looked at very broadly and from different angles." (I-6). Respondents raised the broad context of the local governance issue: "When building a governance model, local authorities must be aware that they do not operate in a vacuum. Their actions must respond to specific demands. Today these are the needs of entrepreneurs. Local authorities must have the support of residents and community organizations for their actions and communicate their intentions, showing the benefits, but also honestly address the risks." (I-12). A common stance toward the question of the determinants of the governance model in local government was the view that it should stem from central regulation, but taking into account the peculiarities of the regions, with the resulting delegation of authority allowing for flexible governance at the local level: "The state balances the interests of the regions and the constituent municipalities. Immigrants are an increasingly important part of the labor market. This requires legal regulation of the presence of immigrants." (I-1).

Some respondents pointed to the need for supra-municipal action, especially in the context of the labor market: "The topic of the presence of migrants is currently neglected in the management of the municipality, being still mentally in the period of unemployment problems. In Ruda Sl. unemployment is currently at 3.5%, and filling jobs with migrants seems inevitable. The fundamental question that needs to be resolved is not only what institution should deal with this, but above all, in what area should a strategy be formed in this regard. In my opinion, it should involve more than one municipality. The labor market of one municipality is too narrow, and the joint actions of municipalities can

lead to filling the labor market in neighboring municipalities. The strategy is necessary, but its consideration is fraught with the dilemmas indicated. It is a vital tool around which actions can be taken in different perspectives. Another issue is the motive for taking up this issue, in my opinion driven by the Silesian tradition of work ethos. A special value of this region strongly rooted in Christian values." (I-8).

Statements in which the issue of the local labor market appears allowed us to move on to the next issue.

### Are LGUs equipped with sufficient tools to support the local labor market?
"In a municipality, the labor market is the foundation of its development. Its problems with emerging deficits require appropriate action, mainly at the national level through the implementation of the national migration strategy. Municipalities' actions should stem from it. The stronger the local labor market abundant with good entrepreneurs, the less of a problem on the part of the municipality. It should absolutely create the right climate for the presence of foreign workers, perhaps future permanent residents. It should be remembered that they are subject to the provision of public services, for which public institutions must be prepared. Municipalities should cooperate with each other in this area, perhaps the problem should be addressed by the Upper Silesian-Zagłębie Metropolis." (I-7).

In response to such a formulated belief, there was a dissenting voice, pointing to a lack of consistency in views: "Migration management is not currently within the competence of the Upper Silesian-Zagłębie Metropolis, which is at the stage of working out forms of supra-municipal cooperation. This does not mean that in the future this important issue will not be taken up on its forum. The demographic crisis will force the activity of state structures. Their activity must take into account the needs of municipalities, it is in them that the most important management processes take place; it is they who formulate programs for their development. However, a strategy is unavoidable, a strategy that will determine what, when, how and by whom should be implemented. The labor market will be one of the key issues." (I-9).

In detailing the topic of the municipalities' support of the local labor market and the presence of immigrants in it, it is necessary to quote the views of a former member of the government, one of whose tasks was the issue of entrepreneurship: "The issues under discussion are very relevant, and at the same

time very complex. The Labor Code regarding the work of foreigners certainly lacks good regulations. No described Polish experience in this regard can be found. The provincial labor office, district labor offices, the municipality, and employers do not know how to act together with regard to handling the issue of foreigners. There are no relevant programs, or worse, no legal regulations. The problem is being handled by employment agencies and companies that make money on the foreign labor force, responding to the shortage of our labor market. There are no effectively implemented concepts at the municipal level, coordinating economic development. Each municipality makes its own policy according to its own view, without having the right tools to assist entrepreneurs. The principle of subsidiarity of the state should cause the support of local labor programs based on entrepreneurial development. With that said, there is no shortage of foreign experience in this area. The severity of the situation is compounded by the effect of the demographic disaster, which is evident throughout the country." (I-3). Those who took part in the research pointed out that changes in legal regulations are vital to ensure support for entrepreneurship by LGUs.

Another research problem was formulated in the question:

***Should LGUs build a strategy for attracting and integrating migrants consistent with the state migration strategy?***
There was no discrepancy in the answers given. Virtually all of the interviewees answered in the affirmative, especially since they had similarly accentuated their view in earlier questions. The importance of the strategy in the area of migration was recognized both by politicians creating state policy and by LGU managers: "I am absolutely convinced that we will not avoid the presence of migrants in local labor markets in the future. Already today I am approached by entrepreneurs with a growing shortage of jobs in their companies. To help them I directly use recruitment agencies. An example of effective assistance is providing a nurse from Ukraine with an apartment for renovation from municipal resources. Now she is one of the best employees of our municipal hospital, and she stands out because of her great motivation. I consider the development of a strategy absolutely essential. The municipality can play a key role in managing migration at the local level, alone or in a team of municipalities with similar problems. The strategy at the municipality level should

be in line with the national strategy, which in turn should be in line with EU guidelines." (I-11). Respondents emphasized the need for the state to be proactive in supporting management at the local level: "The presence of foreigners in the labor market is increasingly critical for employers. An example is the area of medical services. Municipalities are and will continue to be the place where the foreigners work and live, hence it seems necessary to identify municipal support for these processes." (I-1).

Another issue was the perception, by those taking part in the interviews, of the role of the PUPs, to whose current tasks belong activities towards the labor market.

### Should the PUPs (District Labor Offices) participate more actively in the phenomenon of foreigners' presence in local labor markets?

In view of this issue, opinions were divided. Respondents pointed to the problem of insufficient material and personnel resources of the PUPs, which in the case of additional tasks should force the necessary support for their activities. The most frequently raised was the necessity to change the regulations on the powers and the area of PUP's activity, taking into account the possibility of flexible actions within the framework of the municipality's strategy in this area. All the more so since PUPs are subordinate to the structures of LGU: "PUPs currently operate in close relation to local government. The solutions of other countries also fix them directly in the structure of the state. Perhaps from this aspect it would be appropriate to start a discussion about their active attitude towards new phenomena in the labor market, the participation of foreigners in it. Currently, the problem of the presence of foreign workers seems insignificant; contrary to the logic of its urgency. It is related to the migration crisis in Europe and its negative consequences; a difficult problem for state authorities. However, the sooner solutions are found to the presence of immigrants creating a benefit for the state, for municipalities, the better. Labor offices have been the most knowledgeable about labor market problems for years, and it seems most logical to involve them in eliminating labor deficits. However, this requires the preparation of specific resources and competencies. It is probably difficult to build a separate institution whose discernment of labor market problems will be none." (I-11).

*Should LGUs closely monitor the effects of foreigners' stay in their area?*

The answer to this question did not raise any doubts among the respondents. They unequivocally indicated the need to monitor the effects of foreigners' stay in municipalities in the Silesian Voivodeship: "Without monitoring the effects of the stay of foreigners it is difficult to counteract particularly negative phenomena that may occur. Almost every day, the media provide accounts of the problems that arise at the interface between foreigners and residents of the country where they are now staying." (I-2). The problem of the lack of acceptance of immigrants and the cultural differences that divide immigrants and residents traditionally living in the area came up in the interviews: "Monitoring is essential, as the problem is very complex. However, it is no substitute for a rational strategy, which should result in the presence of immigrants with desirable characteristics, i.e. educated, skilled, and susceptible to the integration process." (I-9). In the interviews, there was a view that drew attention to another aspect of monitoring issues related to the presence of foreigners: "The logic of proper monitoring is to include in this process a check on the feelings and behavior of existing residents toward immigrants. This aspect should be one of the key elements of the immigration strategy at the municipal level. Integration is an extremely complex process and it cannot unilaterally point to the needs of immigrants. There are needs on both sides, and unmet needs lead to disastrous consequences." (I-7).

Discussions on the conditions that should be met by a properly conducted integration process warranted detailing the topics covered in the next issue.

*Should LGUs cooperate with foreign municipalities with experience in managing migration at the local level?*

This question did not raise doubts among those who participated in the interviews. They answered in the affirmative; however, some of them raised the aspect of consistency of local conditions with those of the municipalities from which patterns of behavior will be drawn. This is illustrated by the following statement: "The search for solutions should not be an attempt at simple mapping. This is because there is no one universal pattern or course of action. Each labor market, each municipality or district has its own peculiarities. And so have the residents. Some people are prone to change, others not at all. What seems more important now is a system of drawing patterns - organized

anticipatory activities, internships of local government employees abroad, continuous educational activities to improve their skills." (I-8). In discussing the issue of preparing municipal employees to respond appropriately to migratory phenomena, the following theme also emerged: "Today, local governments have problems with fluency in foreign languages among their employees, let alone in the necessary competencies. The mundane of life creates a picture of possibilities, which should in no way lead to abandonment of the intention to meet the challenges of new phenomena. So far, no mass activity of LGU managers can be seen. The commendable exception is the Gdansk "Model of immigrant integration." Professionally prepared, but extremely isolated in trying to understand what it is to follow the requirements of civilization. In municipalities it is necessary to have a strategy towards integration, but also a deliberate strategy towards laborer acquisition." (I-7).

In the process determined by this citation, territorial marketing seems essential.

### Is it advisable to use territorial marketing in the process of attracting and integrating foreigners into local labor markets?

Interviewees accentuated the need to anticipate the effects of changes in labor markets, with regard of the demographic processes that threaten social security (lack of workers), the aging of the population, low fertility rate. In this context, the respondents considered it reasonable to conduct activities aimed at thoughtful and planned acquisition of immigrants. They also recognized that the Silesian Voivodeship and the municipalities included in its area should have a developed and implemented immigration strategy. The experience of marketing is extremely valuable here. "A serious concern for me is the unfamiliarity with the issue of marketing implemented in local governments." (I-6). "Municipalities most often identify marketing strategy with promotion strategy, and promotion is far from marketing in the broadest sense. In this context, a rapid process of education of officials is necessary. Can it be done? It is hard, but not impossible. Just as many years ago no one knew what RIS Silesia (Regional Innovation Strategy) was. It is a pity that universities do not initiate such skill development." (I-5). "Marketing action in municipalities is practically non-existent. The fact that this is the case makes it all the more necessary to take educational action. In order for desirable employees to be found in the local labor market, activities leading to their acquisition are

mandatory; with increasing competition in the market." (I-3). "Europe needs more and more people to work. Deficits also exist in countries much richer than Poland. This is shown, for example, by the actions of the German government, which is making efforts to acquire Ukrainians currently working in Poland. Without the use of marketing for the labor market, it will be difficult to attract workers from abroad." (I-8).

The quoted statements are part of the rich material obtained through interviews. This information confirmed the author's assumption about the existence of deficits in local labor markets in the Silesian Voivodeship, the importance of this problem for the stability of the labor market and social benefits. They confirmed the necessity of LGUs' active attitude towards the phenomena occurring in the labor markets and the necessary support of employers in attracting immigrants. Particularly importantly, they revealed demands for the development of a strategy in the area of immigration - attracting and integrating immigrants into local labor markets in the Silesian Voivodeship.

## Discussion of the results of surveys conducted at PUPs.

The postulates formulated as a result of the experts' research allowed to conduct quantitative research. For the reliability of the research process, the survey questionnaire was developed and made available in the form of an anonymous electronic survey in an exhaustive study. The survey covered all units of the study population. The questionnaire was addressed to all directors of PUPs (District Labor Offices) in the Silesian Voivodeship - the rationale behind this choice was the assumption, present in the literature, that in general, purposive sampling when studying the effectiveness of specific managerial and decision-making interactions is desirable in each case.[18] 26 correctly completed questionnaires were submitted for analysis, which is 78.78%. The full list of PUPs is attached in the appendix at the end of the book, as is the survey questionnaire. The survey technique used enabled the author of the dissertation to edit a list of questions that, after qualitative research, constituted an informed, logical, consistent, and coherent set of issues to solve the scientific problem.[19]

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18  Apanowicz, *Metodologiczne uwarunkowania pracy naukowej*, 160.

19  Marek Matejun, „Metodyka badań ankietowych w naukach o zarządzaniu – ujęcie modelowe", in Marek Lisiński, Bernard Ziębicki, ed., *Współczesne problemy rozwoju metodologii zarządzania*, (Kraków: Fundacja Uniwersytetu Ekonomicznego w Krakowie 2016), 342.

*Data analysis methods used*

Verification of the formulated research hypotheses required the following analyses:

- analysis of the frequency distribution of respondents' answers;
- analysis of the distribution of respondents' evaluations;
- analysis of relative importance of characteristics;
- association (linkage) analysis.

Bar Figures were used to analyze the frequency distribution of respondents' answers. Box plots (box and whisker plots) constructed using positional measures[20] (suitable for analyzing ratings measured on a five-point Likert scale) were used to analyze the distribution of interviewees' responses.[21] The box and whisker Figure allows analysis of the average rating, variation, and asymmetry of the distribution of responses (look at the Figure 7.1)and is useful in assessing differences between groups of respondents.

***Box plot construction with explanation.***
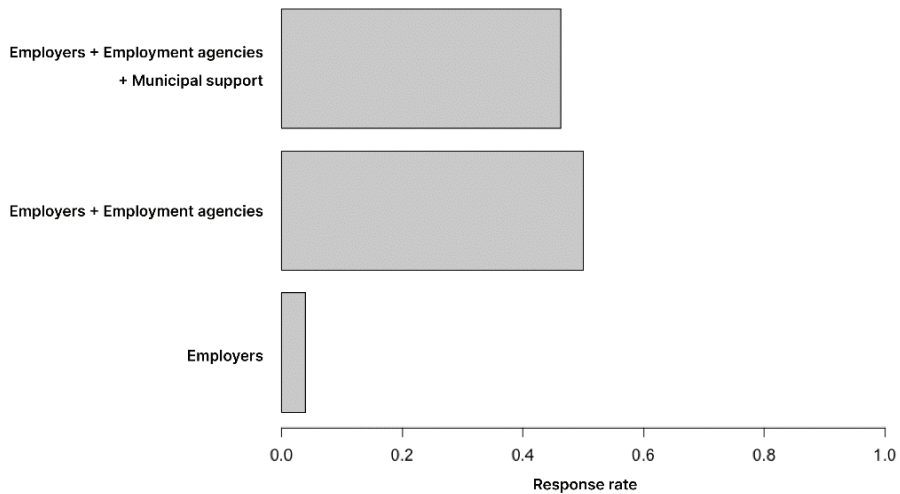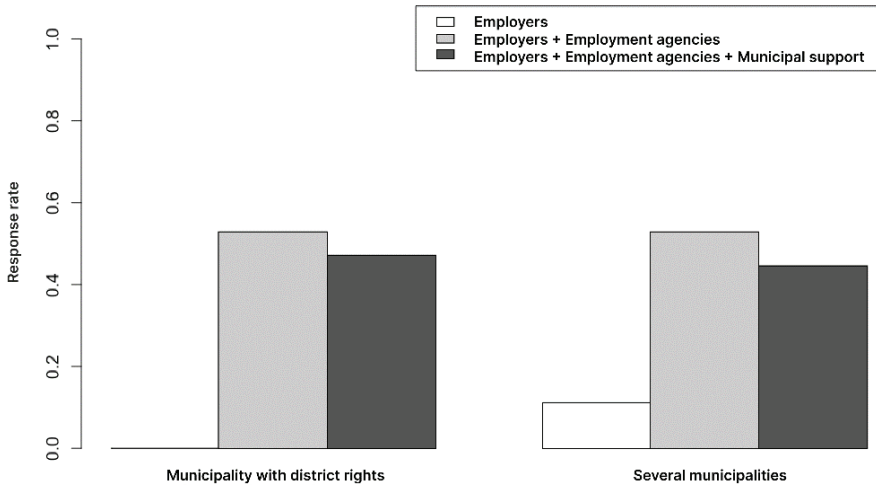
**Figure 7.1** Box plot construction with explanation.
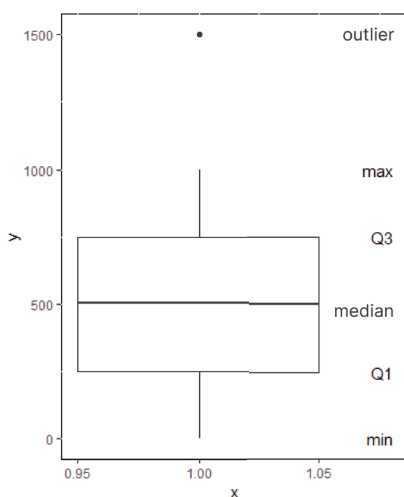


Source own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

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20  Quartile 1 - Q1, Q2 (median) and Q3.

21  Amir Aczel, *Statystyka w zarządzaniu* (Warszawa: PWN, 2007), 52.

The relative importance index (RII) was used to identify the most important factors that may have an impact on discouraging foreigners from working for employers in Silesian municipalities, on measures to attract foreigners to local labor markets, and on the employment of foreigners in the labor market. The indicator was calculated based on the formula (Tam et al., 2000[22]):

$$RII = \frac{5 * n_7 + 4 * n_6 + \cdots + 1 * n_1}{5 * n} \in [0,1]$$

Where ni (i = 1,2,...,5) is the number of respondents marking an item in a single question, and n - the total number of responses. It is assumed that the closer the RII value is to 1, the more important the factor.

Linkage (association) analysis was used to find interesting relationships (dependencies or correlations - generally referred to as associations) between respondents' indications in the areas of:
1) reasons why employers hire foreigners;
2) activities related to the presence of foreigners that are undertaken by the PUPs;
3) partnership of the municipality and entities commissioning duties in the implementation of the strategy;
4) elements of integration of foreigners.

The result of the association discovery process is a set of association rules. An association rule is represented in the form of the relation $X \to Y$, where $X$ and $Y$ are disconnected sets of elements selected from a certain universe of elements.[23] Associated with each rule are measures to assess the statistical value of the rule.[24] The first is the support of the rule (support) – it determines the percentage of responses containing the left (predecessor, $X$) and right (successor, $Y$) side of the rule in the set of all analyzed responses. The second measure is the

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22 C. M. Tam, Z.M. Deng, S. X. Zeng & Ho: C. S. 2000, "Quest for continuous quality improvement for public housing construction in Hong Kong", *Journal of Construction Management and Economics*, vol. 18, no. 4, 437-446.

23 Tadeusz Morzy, *Eksploracja danych. Metody i algorytmy* (Warszawa: PWN, 2013), 10.

24 In addition to support and confidence, correlation, certainty factor, coverage factor or leverage factor, among others, are used to assess the quality of rules. Mariusz Łapczyński, *Analiza asocjacji i sekwencji w badaniach marketingowych* (Kraków: Wydawnictwo Uniwersytetu Ekonomicznego w Krakowie, 2014).

confidence of the rule (confidence) – it determines the percentage of responses containing the left and right sides of the rule in the set of responses containing the left side of the rule. For example:

**issuing statements for work → cooperation with employers**

[support = 0.2; confidence = 0.7]

It means that 20% of respondents indicated that they issue statements as part of their activities. 70% of those surveyed issuing statements are cooperating with employers. The above rule is an example of a one-dimensional association rule. Multi-dimensional rules can also be considered, such as issuing statements and issuing permits → cooperation with employers. Mostly, rules that exceed preset threshold values are sought. In the empirical analysis, in questions where the respondent could indicate more than 1 answer, rules with a minimum support of 0.4 and a minimum confidence of 0.4 were sought. In most cases, the rules were very many, so the results were limited to a maximum of 15 rules.

In addition, the increment (lift) index was used to assess the complementarity of responses. The increment is a measure that determines whether the fact that one answer occurs causes the probability of another answer within a question to increase. The increment takes positive values: if the value of the increment is equal to 1, then we say that the products do not influence each other, if it is less than 1, then we say that they are antagonistic products, and if greater than 1, then we say that the two products are complementary.[25]

As a rule, linkage analysis is presented using tables, but with a large number of rules, it turns out to be an important convenience to make a graph, the so-called network of linkages between the answers selected by respondents. Analysis of the graph allows a quick assessment of the strength of the created rules as follows:

1. the larger the circle, the greater the value of support;
2. more intense color of the circle indicates a higher value of confidence;
3. the arrow indicates the direction of the link, with the more intense color indicating a higher value of the increment indicator.

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25   Grzegorz Harańczyk, *Co z czym i po czym, czyli analiza asocjacji i sekwencji w programie Statistica.* (Statsoft Polska, 2012), accessed November 6, 2018, www.statsoft.pl/czytelnia.html, 4-5.

All calculations and figures were made using the programming language.[26]

## H 3: The number of foreign workers in the Silesian Voivodeship will increase.

In two questions, interviewees were asked to respond to the given statements by indicating the appropriate rating on a five-point Likert scale (Strongly Disagree, Disagree, Neither Agree nor Disagree, Agree, Strongly Agree). Both statements concerned the evaluation of the employment of foreigners in the Polish market.

One in two respondents believed that in the coming years the development of the Polish economy will require the hiring of foreigners, and one in three believes that the development will definitely require the hiring of foreigners (Figure 7.2). 12% of respondents have no opinion on this issue.

*Distribution of ratings of agreement with the statement: The development of the Polish economy will require the hiring of foreigners in the coming years.*

**Figure 7.2** Distribution of ratings of agreement with the statement: The development of the Polish economy will require the hiring of foreigners in the coming years.
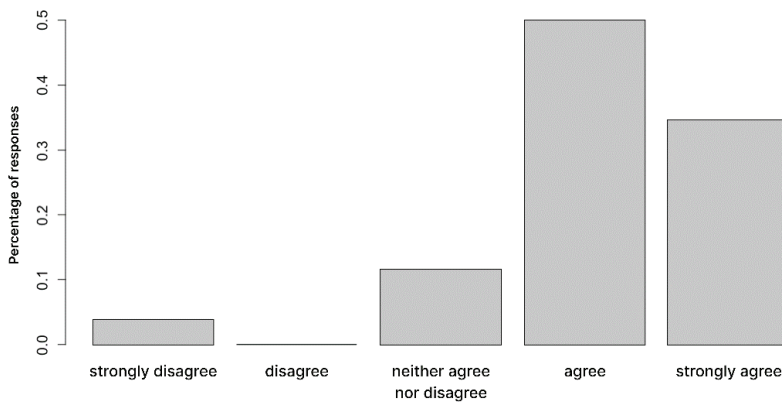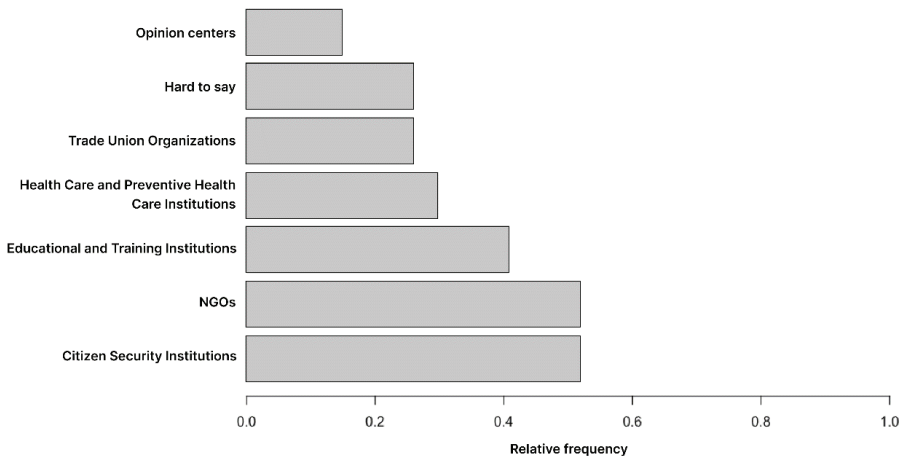


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

26    R. R. Core Team. (2019). *A language and environment for statistical computing* (Vienna, Austria: R Foundation for Statistical Computing), accessed November 6, 2018, http://www.R-project.org/.

A total of 75% of respondents agree or strongly agree with the statement that the Polish labor market is a market that is far less attractive to foreigners looking for work than the markets of other highly developed European countries (Figure 7.3). On this issue, one in five respondents has no opinion.

***Distribution of ratings of agreement with the statement: The Polish labor market is a market that is far less attractive to foreigners looking for work than the markets of other highly developed European countries.***

**Figure 7.3** Distribution of ratings of agreement with the statement: The Polish labor market is a market that is far less attractive to foreigners looking for work than the markets of other highly developed European countries.
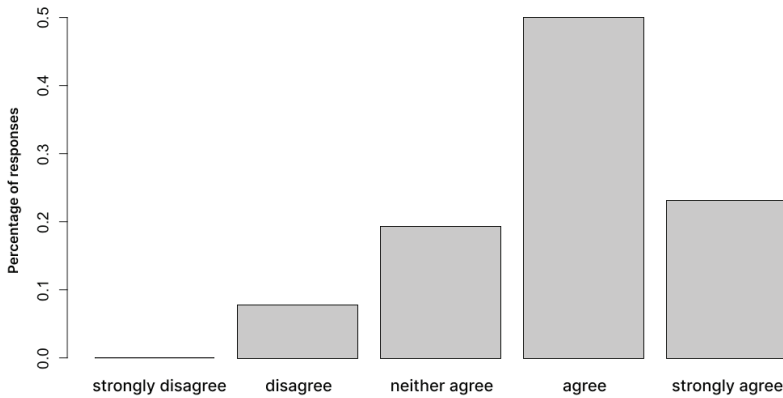


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

The ratings of both statements did not depend on the area covered by the PUP activities (municipality with district rights, several municipalities)[27] (Figure 7.4). A municipality is understood as a Local Government Unit. It can be concluded that respondents on average declare agreement with both statements. It should be noted that respondents working in PUPs covering municipalities

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27    In the general collective in the Silesian Voivodeship, there are 17 PUPs acting in several municipalities, and 14 PUPs acting in one municipality with district rights. In the surveyed group, respondents represented 17 offices covering several municipalities and 9 - one municipality.

with district rights were least in agreement with the second statement (at least 25% either had no opinion or disagreed with the statement).

The results of the survey may cause concern about anticipated changes in the Silesian labor market. The lower attractiveness of the labor market in Poland and - as can be seen from the analysis of data obtained from other research methods - the much higher level of social welfare with more attractive employee benefits (e.g., housing, company cars, language courses) in other European countries, may prognosticate that foreigners will choose other countries as a place of temporary work or destination residence. Data obtained through ongoing analysis of media content shows that there are increasing numbers of Ukrainian workers heading for Germany and the Czech Republic, as well as a growing presence of foreigners in the labor market in Slovakia. These countries are taking very intensive measures to attract foreigners, for example, by simplifying formal procedures (Germany). The suggested marketing activities go out of the way to create conditions for planned and, more importantly, thoughtful action, as a result of which the strategy of attracting immigrants, which seems inevitable, will bear fruit in the form of partial elimination of labor shortages.

*Distribution of ratings of agreement with statements.*

**Figure 7.4** Distribution of ratings of agreement with statements.
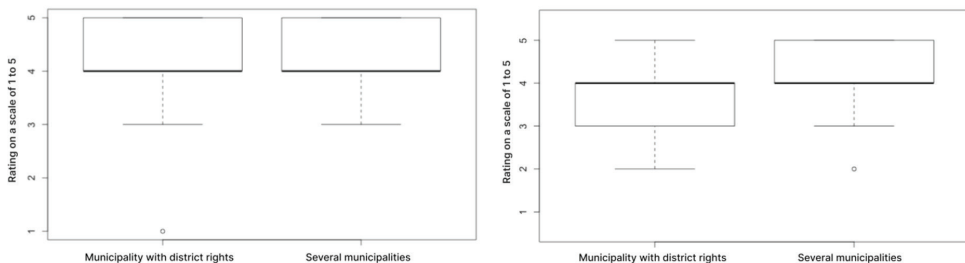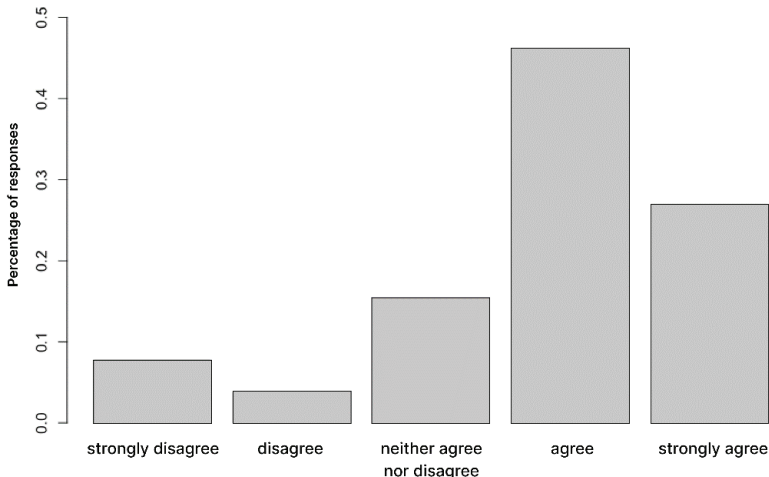


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

The development of the Polish economy will require the hiring of foreigners in the coming years (left) and the Polish labor market is a market with a much lower attractiveness for foreigners looking for work than the markets of other highly developed European countries (right) by area of PUP operation.

The majority of respondents (85%) rated the scale of the phenomenon of the presence of foreign workers as significant, with varying assessments of the direction and speed of these changes in the future (Figure 7.5). 15% of respondents were of the opinion that the phenomenon will increase rapidly, 58% were of the opinion that it will increase slowly, and 12% were of the opinion that it will not increase. 15% of respondents believe that the scale of the phenomenon is small, but will increase. The phenomenon of deficits in the labor market varies according to local specifics and may proceed in different ways in the future. This is how the respondents assessed it. The construction of the strategy should take into account the specifics of the territory and all relevant determinants so that it is useful for local government managers.

***Distribution of assessments of the scale of employment of foreigners by employers in the area managed by the surveyed PUP.***

**Figure 7.5** Distribution of assessments of the scale of employment of foreigners by employers in the area managed by the surveyed PUP.
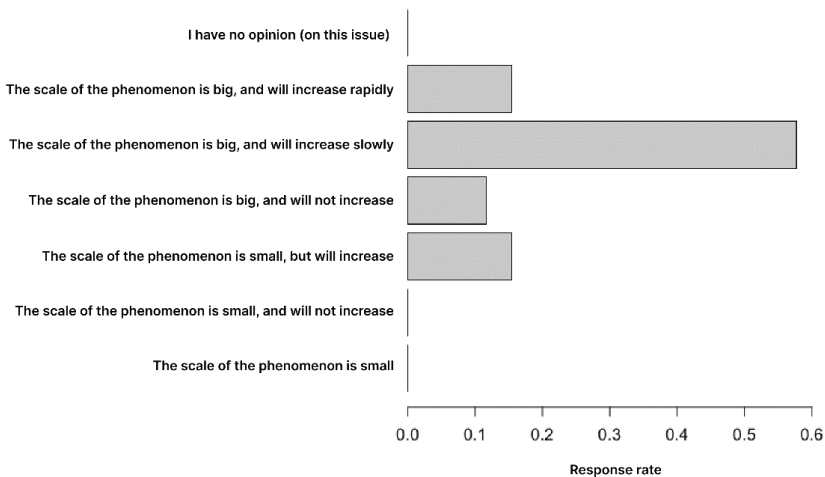


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Respondents from PUPs covering municipalities with district rights were the only ones to indicate that the scale of the phenomenon is small, but will increase (24% of respondents in this group) (Figure 7.6). One can conclude from the result that the phenomena of deficits in the Silesian Voivodeship are more pronounced in large cities. The design of the questionnaire did not detail this issue. An analysis of the peculiarities of the Silesian Voivodeship indicates that parts of it have a conurbational nature, striving for a metropolitan structure, which distinguishes the region from other regions in Poland. Cities situated in close proximity to each other compete in soliciting employees, which should be taken into account in building strategies, leading in justified cases to synergizing strategies shared by several cities. This view was confirmed by the results of research obtained after conducting individual interviews with local government officials.

*Distribution of assessments of the scale of the phenomenon by respondents from the PUP covering a municipality with district rights and several municipalities.*[28]

**Figure 7.6** Distribution of assessments of the scale of the phenomenon by respondents from the PUP covering a municipality with district rights and several municipalities.
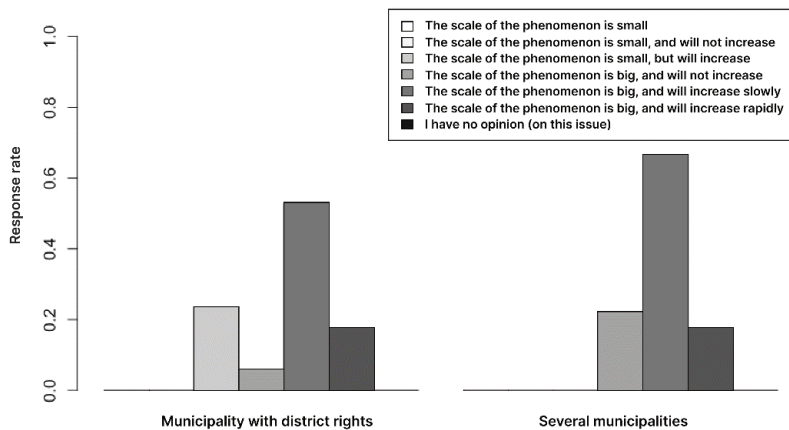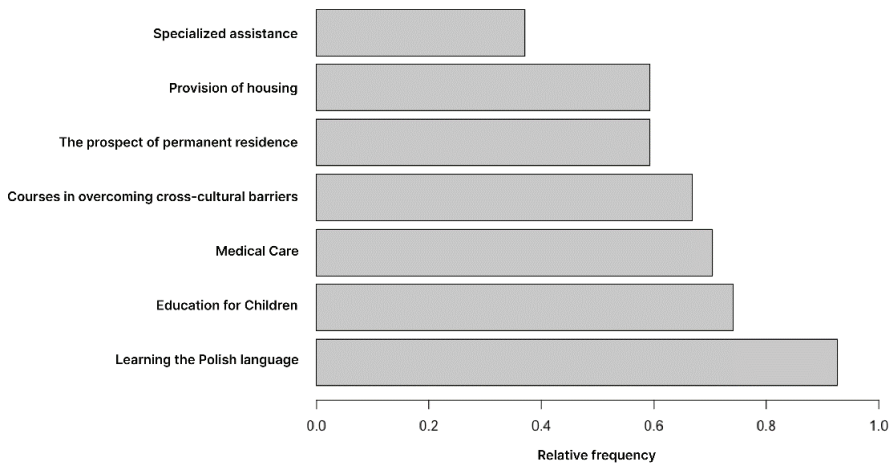


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

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28   Each group of respondents represents 100%.

According to the respondents, the main reason for hiring foreigners is the shortage of Polish workers (over 90% of the respondents), followed by lower costs of hiring foreigners, high availability of foreigners and higher motivation of foreigners to work, and then favorable terms and conditions offered to the employer by recruitment agencies (Figure 7.7). Respondents did not identify the qualifications of foreigners as better than those of Polish workers.

***Frequency distribution of answers to the question: What are the reasons for hiring foreigners?***

**Figure 7.7** Frequency distribution of answers to the question: What are the reasons for hiring foreigners?
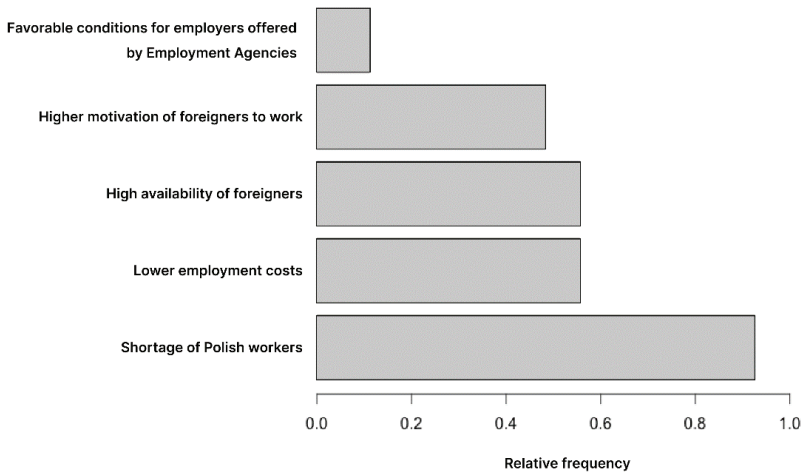
Respondents could indicate more than one reason for hiring foreigners. Therefore, the linkage analysis conducted allows assessing which reasons were indicated simultaneously by the respondents. The reason for the shortage of Polish workers was most often chosen along with lower employment costs (52%, rules 4 and 5), high availability of foreigners (52%, rules 6 and 7), and higher motivation of foreigners to work (48%, rules 9 and 10). All those who indicated higher motivation of foreigners in the first place also indicated a shortage of

Polish workers (Rule 9). The results of the survey are a contribution to serious consideration of the need to take measures to eliminate the shortage of laborers. Labor market professionals acting on behalf of LGU confirmed the existence of the phenomenon of deficits in the local labor market. The solution to this situation is to attract foreigners to work, according to the updated demand, with the active participation of local governments. The results of the study also indicated what characteristics of foreigners are desired by employers.

Table 7.1 Association rules for reasons for hiring foreigners.

| Rule no. | Rule | Support | Confidence | Increment index |
|---|---|---|---|---|
| 1. | {} => {Shortage of Polish workers} | 0.926 | 0.926 | 1.000 |
| 2. | {} => {Lower employment costs} | 0.556 | 0.556 | 1.000 |
| 3. | {} => {High availability of foreigners} | 0.556 | 0.556 | 1.000 |
| 4. | {Lower employment costs} => {Shortage of Polish workers} | 0.519 | 0.933 | 1.008 |
| 5. | {Shortage of Polish workers} => {Lower employment costs} | 0.519 | 0.560 | 1.008 |
| 6. | {High availability of foreigners} => {Shortage of Polish workers} | 0.519 | 0.933 | 1.008 |
| 7. | {Shortage of Polish workers} => {High availability of foreigners} | 0.519 | 0.560 | 1.008 |
| 8. | {} => {Higher motivation of foreigners to work} | 0.481 | 0.481 | 1.000 |
| 9. | {Higher motivation of foreigners to work} => {Shortage of Polish workers} | 0.481 | 1.000 | 1.080 |
| 10. | {Shortage of Polish workers} => {Higher motivation of foreigners to work} | 0.481 | 0.520 | 1.080 |

**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

*The network of relationships of indicated reasons for hiring foreigners.*

**Figure 7.8** The network of relationships of indicated reasons for hiring foreigners.
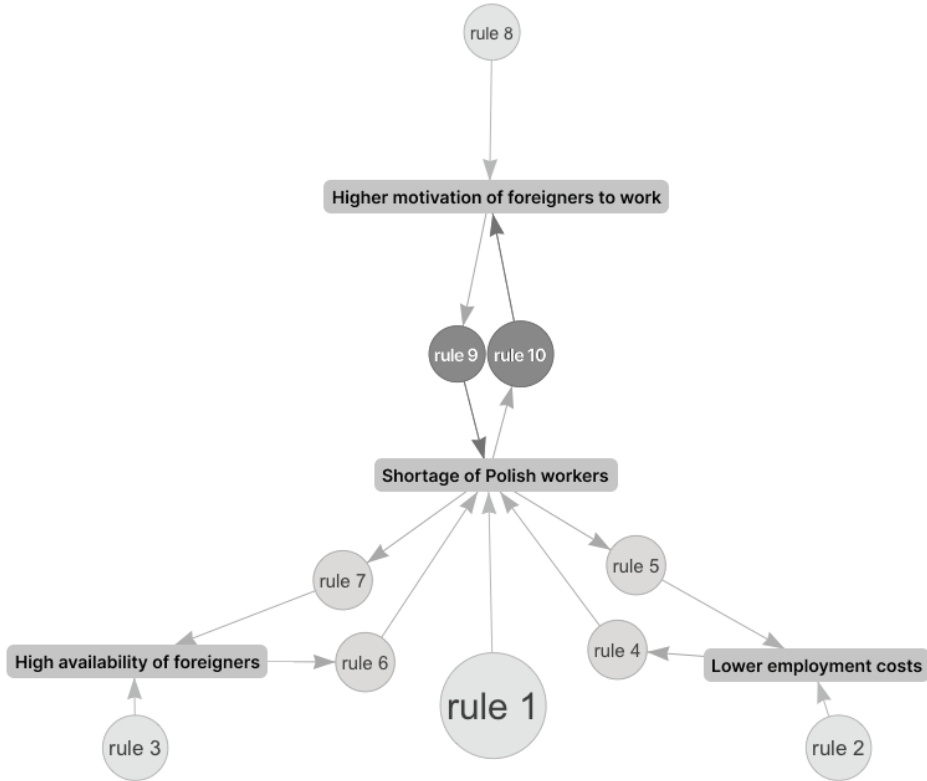


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Respondents also assessed the impact of the factors given in the questionnaire on discouraging foreigners from working for employers operating in Silesian municipalities. According to them, the biggest problem is the way foreigners have to deal with formalities and documentation - administrative barriers. This is followed by the amount of paperwork they have to do and no prospect of permanent stay with the possibility of bringing in their family. The least influential, according to respondents, are insecurity, language barriers, and lack of support in accessing specialized courses. An important indication, resulting from the survey, is the opinion of PUP directors that the procedures for

obtaining a work permit by a foreigner are excessively bureaucratic. There are three contexts that come to mind after analyzing the interviews. The first is the question of what is the reason for this state of affairs. Is it rooted in the failure of those making political decisions at the central level to recognize the phenomenon of deficits? Does it come from a deliberate failure to introduce replacements, the reason for which may be the public's aversion to immigrants against the background of refugee problems in Western European countries? The antithesis to this view is the repeated raising by the Polish authorities of the argument that there are more than 1.2 million citizens of Ukraine in the country, which, according to many opinionated politicians, represents Poland's participation in European migration policy. On the other hand, the situation of excessive paperwork for foreign workers may be the result of a low susceptibility to change and the requirements of modern circumstances, characteristic of state and, consequently, local government administration. Nevertheless, it seems incomprehensible to make it difficult to legalize the work of foreigners, which may lead to the growth of the phenomenon of the gray zone labor market. This creates not only social risks, but does not translate in any way into state revenues from foreign workers.

***Importance of the influence of individual factors to discourage foreigners from taking up employment with employers in Silesian municipalities.***

**Figure 7.9** Importance of the influence of individual factors to discourage foreigners from taking up employment with employers in Silesian municipalities.
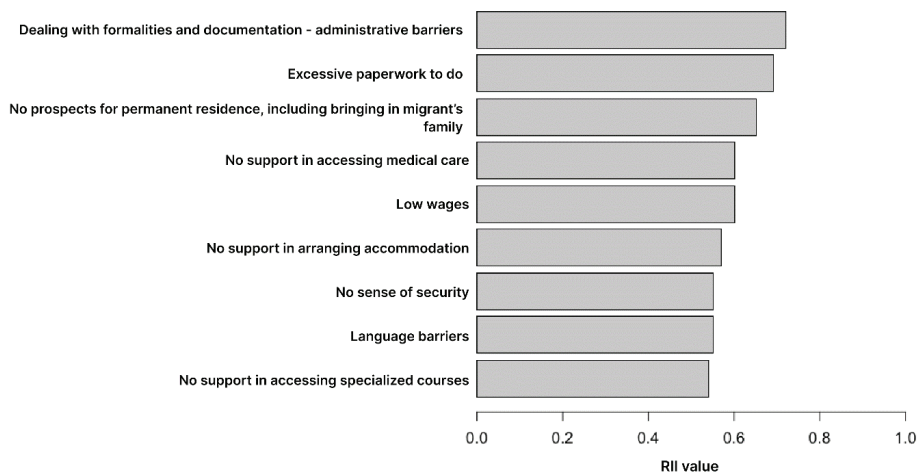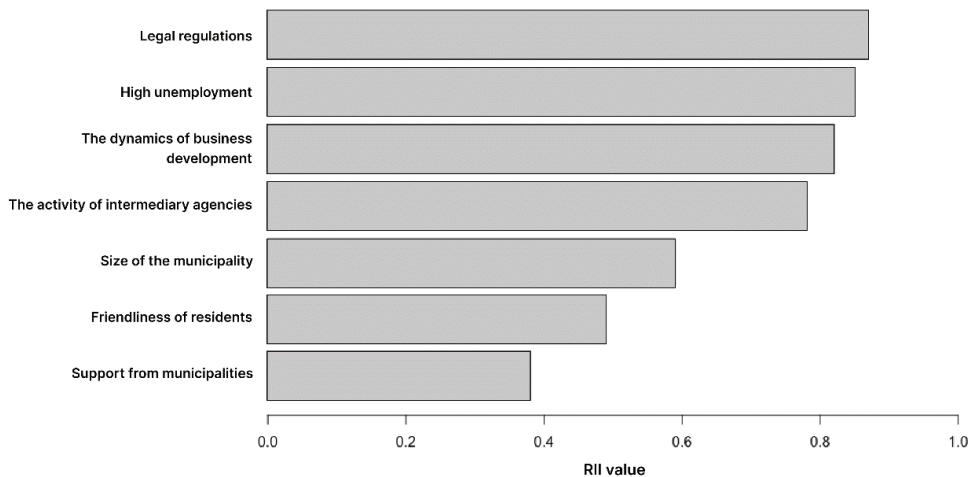


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Opinions are divided on the extent of employers' participation in the process of acquiring foreigners necessary to run their businesses efficiently. 50% of respondents said that employers themselves or through labor agencies bringing in foreigners should participate in the process of acquiring foreigners necessary to run their businesses efficiently. On the other hand, 46% of respondents said that this should be done by employers themselves or through employment agencies bringing in foreigners with the support of the municipality where the foreigners will work Figure 7.10).

*Frequency distribution of answers to the question: What should be the participation of employers in the process of acquiring foreigners necessary for employers to run their business efficiently?*

**Figure 7.10** Frequency distribution of answers to the question: What should be the participation of employers in the process of acquiring foreigners necessary for employers to run their business efficiently?

*Frequency distribution of answers to the question: What should be the participation of employers in the process of acquiring foreigners necessary for employers to efficiently run their businesses, broken down by respondents from PUPs covering a municipality with district rights, and several municipalities?*[29]

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29   Each group of respondents represents 100%.

**Figure 7.11** Frequency distribution of answers to the question: What should be the participation of employers in the process of acquiring foreigners necessary for employers to efficiently run their businesses, broken down by respondents from PUPs covering a municipality with district rights, and several municipalities?
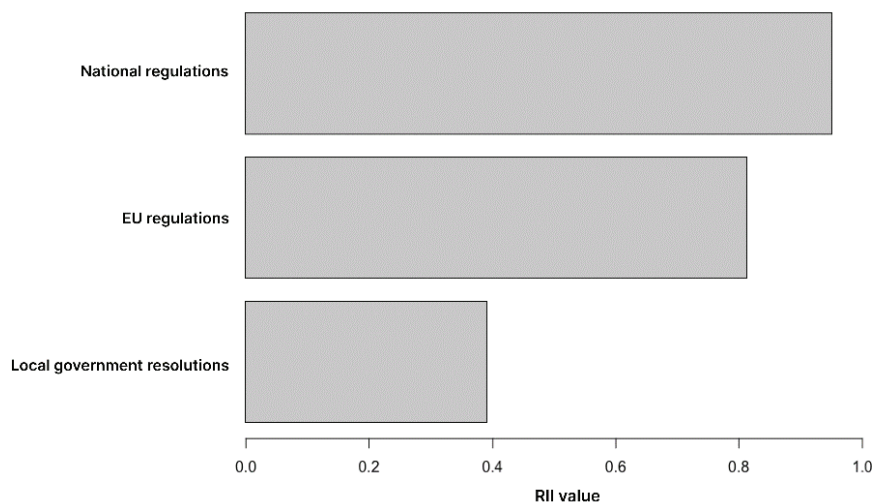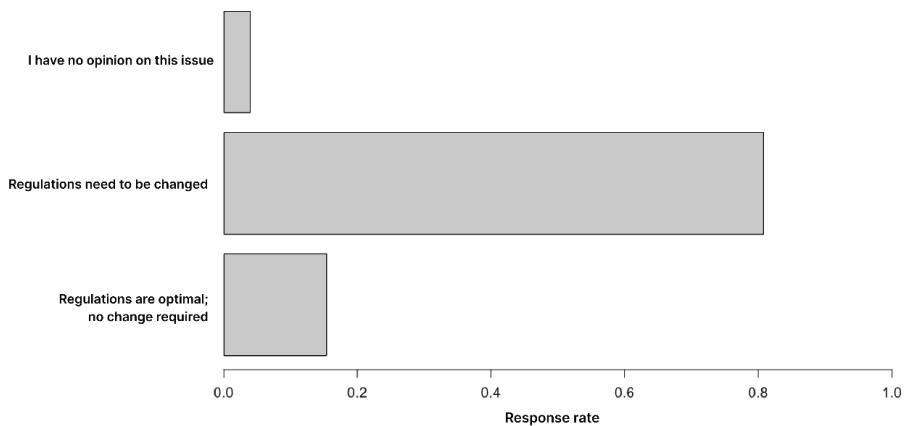


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Only respondents from PUPs covering several municipalities indicated that only employers could participate in the process (Figure 7.11). An interesting cognitive context is the fact that as many as 46% of respondents indicated that the municipality should participate in the process of attracting economically active immigrants. This new area of required activity of the local government in supporting entrepreneurs shaping the labor market in the area of LGU is beginning to gain substance for the management processes of these units. This issue requires further research for confirmation of both the need and ways of forming activity in this area.

# H 4: There is a need to include in LGU strategies and activities the issue of attracting and integrating immigrants.

More than 75% of the respondents said that the basic principles governing the presence of foreigners finding employment in Poland should be determined by the strategy adopted by the government of the Republic of Poland, and it is this strategy that should be the guideline for regional and, consequently, local strategies. Such high ratings and agreement were not obtained for the statement: The district/municipality development strategy should include provisions for the development of the labor market with the possible presence of foreigners in it. Almost one in four respondents had no opinion on this issue, but just over 60% agreed or strongly agreed with the statement.

### Comparison of distributions of evaluation of the essence of the strategy.

Nearly 75% of respondents believed that the strategy in the local labor market with foreigners should be coordinated by an entity/team/attorney authorized by the district/municipality with district rights (Figure 25).

**Figure 7.12** Comparison of distributions of evaluation of the essence of the strategy.
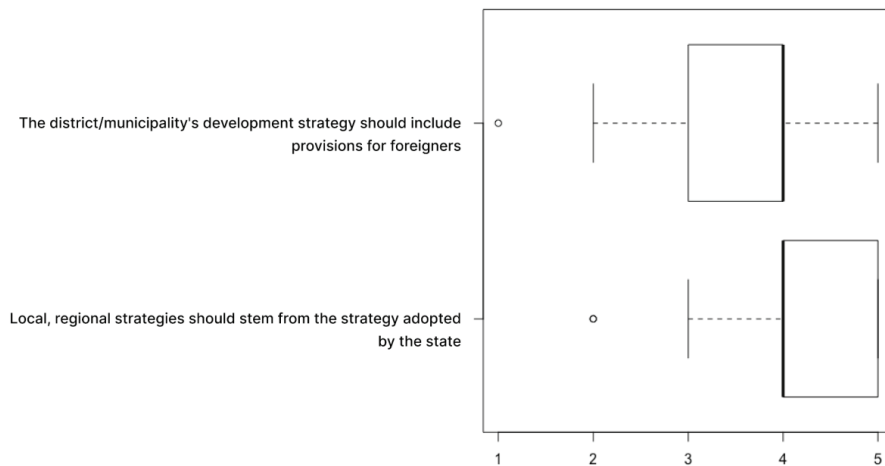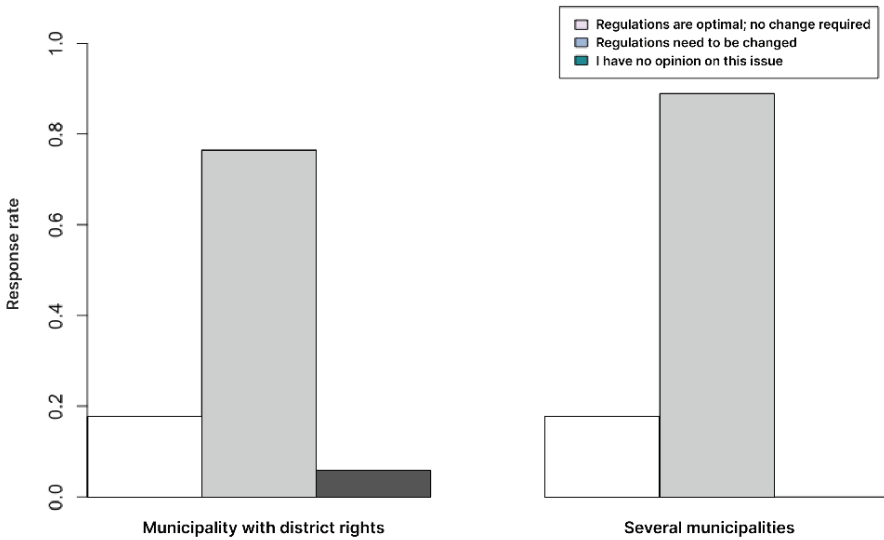


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

*Frequency distribution of answers to the question: Should the strategy on the local labor market with the participation of foreigners be coordinated by an entity/team/attorney authorized by the district/municipality with district rights?*

**Figure 7.13** Frequency distribution of answers to the question: Should the strategy on the local labor market with the participation of foreigners be coordinated by an entity/team/attorney authorized by the district/municipality with district rights?
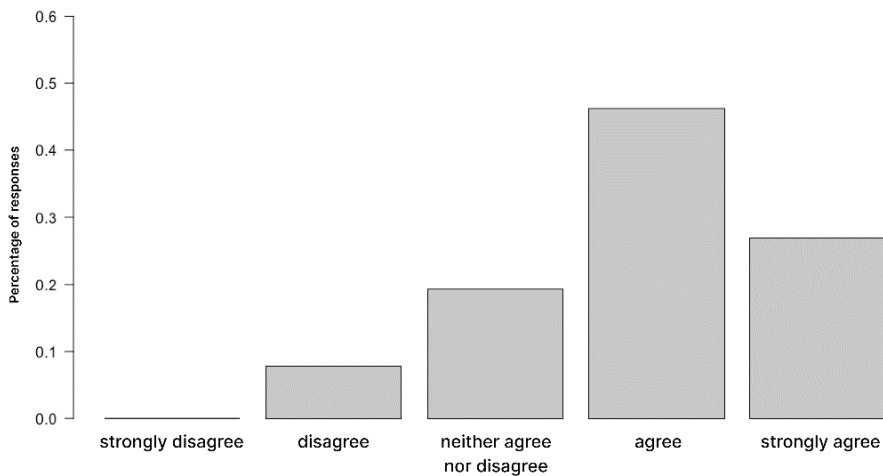


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Another important piece of information obtained as a result of the survey is that 60% of the respondents indicated the need for consistent regulations and coordinated approaches, which in view of the presence of foreigners finding employment in Poland, should be determined by the strategy adopted by the Polish government, and the resulting regional and, consequently – local strategies. Moreover, as many as 75% of PUP directors said that the strategy on the local labor market with the participation of foreigners should be coordinated by an entity/team/attorney authorized by the district/municipality district rights. This indication, which is important for the present considerations, seems to confirm the assumption of the author of the dissertation about the legitimacy of creating a proposal for a tool for local government managers in the area of

labor market with the participation of foreigners. The respondents' opinions on who should be the partners of the municipality and work entrusting entities in the implementation of the strategy are divided. Respondents could indicate more than one institution/organization.

*Frequency distribution of answers to the question: Who should be the partner of the municipality and entities entrusting work in the implementation of the strategy?*

**Figure 7.14** Frequency distribution of answers to the question: Who should be the partner of the municipality and entities entrusting work in the implementation of the strategy?



**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

**Table 7.2** Association rules for the partnership of municipalities and entities entrusting work in the implementation of the strategy.

| Rule no. | Rule | Support | Confidence | Increment index |
|---|---|---|---|---|
| 1. | {} => {Citizen Security Institutions} | 0.5185 | 0.5185 | 1.0000 |
| 2. | {} => {NGOs} | 0.5185 | 0.5185 | 1.0000 |
| 3. | {} => {Educational and Training Institutions} | 0.4074 | 0.4074 | 1.0000 |
| 4. | {Citizen Security Institutions} => {NGOs} | 0.3704 | 0.7143 | 1.3776 |
| 5. | {NGOs} => {Citizen Security Institutions} | 0.3704 | 0.7143 | 1.3776 |
| 6. | {Educational and Training Institutions} => {Citizen Security Institutions} | 0.3333 | 0.8182 | 1.5779 |
| 7. | {Citizen Security Institutions} => {Educational and Training Institutions} | 0.3333 | 0.6429 | 1.5779 |
| 8. | {Educational and Training Institutions} => {NGOs} | 0.3333 | 0.8182 | 1.5779 |
| 9. | {NGOs} => {Educational and Training Institutions} | 0.3333 | 0.6429 | 1.5779 |
| 10. | {} => {Health Care and Preventive Health Care Institutions} | 0.2963 | 0.2963 | 1.0000 |
| 11. | {Health Care and Preventive Health Care Institutions} => {Educational and Training Institutions} | 0.2963 | 1.0000 | 2.4545 |
| 12. | {Educational and Training Institutions} => {Health Care and Preventive Health Care Institutions} | 0.2963 | 0.7273 | 2.4545 |
| 13. | {} => {Hard to say} | 0.2593 | 0.2593 | 1.0000 |
| 14. | {} => {Trade Union Organizations} | 0.2593 | 0.2593 | 1.0000 |
| 15. | {Health Care and Preventive Health Care Institutions} => {Citizen Security Institutions} | 0.2593 | 0.8750 | 1.6875 |

**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

### *The network of relationships of the indicated institutions involved in the implementation of the strategy.*

**Figure 7.15** The network of relationships of the indicated institutions involved in the implementation of the strategy.
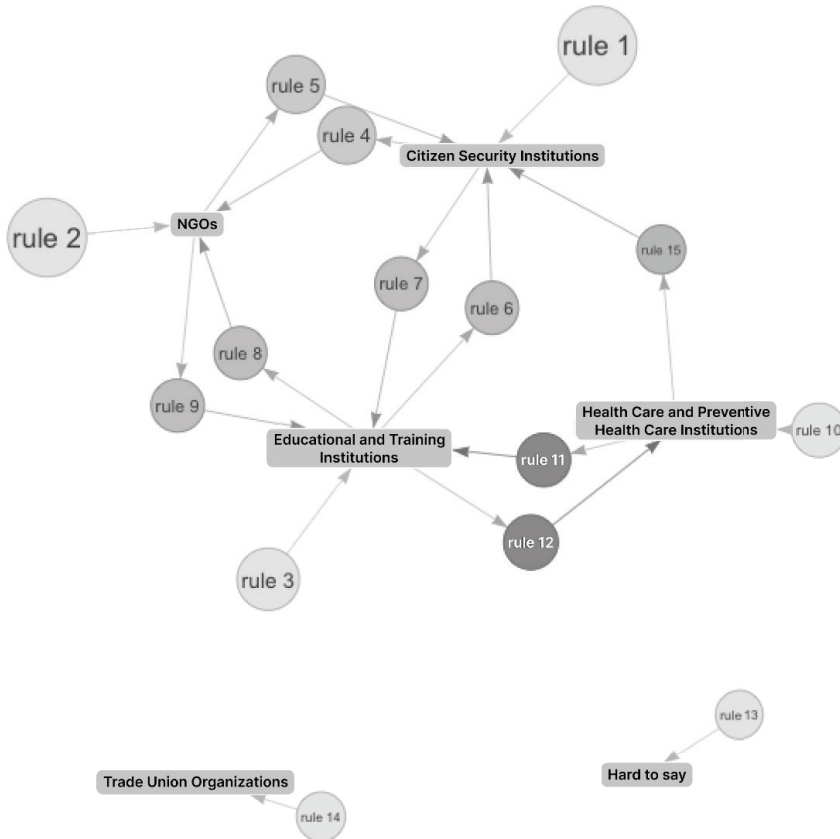


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Getting to know the views of specialists in the labor market on the participation of organizations, in partnership with which it will be possible to create a procedure for building a strategy for attracting and integrating migrants seems justified. Scarcity of theoretical descriptions, and practical experience in this area should strengthen the theoretical proposals and, if applicable, the resulting tools, with the opinions and indications of those with the greatest

expertise on the issue; it ought to be a contribution to further research. The organizations indicated by the respondents confirm the view that the support of NGOs plays an important role, while security issues are a priority. Respondents also pointed to indispensable activities in the field of education. In the integration process, a crucial element of the municipality's activity should be offering Polish language courses. At the same time, the necessity of organizing courses to overcome cultural barriers was indicated. 75% of the respondents believe that it is in the interest of the district/municipality with district rights to actively support activities aimed at attracting foreigners with cultural characteristics accepted by the local population (Figure 7.16). Just over 10% of the respondents disagree with this statement.

***Distribution of ratings of agreement with the statement: It is in the interest of the district/ municipality with district rights to actively support activities aimed at attracting foreigners with cultural characteristics accepted by the local population?***

**Figure 7.16** Distribution of ratings of agreement with the statement: It is in the interest of the district/ municipality with district rights to actively support activities aimed at attracting foreigners with cultural characteristics accepted by the local population?

Respondents considered knowledge of the Polish language to be the main element in the integration of foreigners. This was followed by education for children, medical care and courses on overcoming cross-cultural barriers. Only 40% of respondents considered the provision of specialized assistance to be an important element.

*Frequency distribution of responses to the question: What elements of foreigner integration are important?*

**Figure 7.17** Frequency distribution of responses to the question: What elements of foreigner integration are important?



**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

*Network of associations between elements of integration of foreigners.*

**Figure 7.18** Network of associations between elements of integration of foreigners.
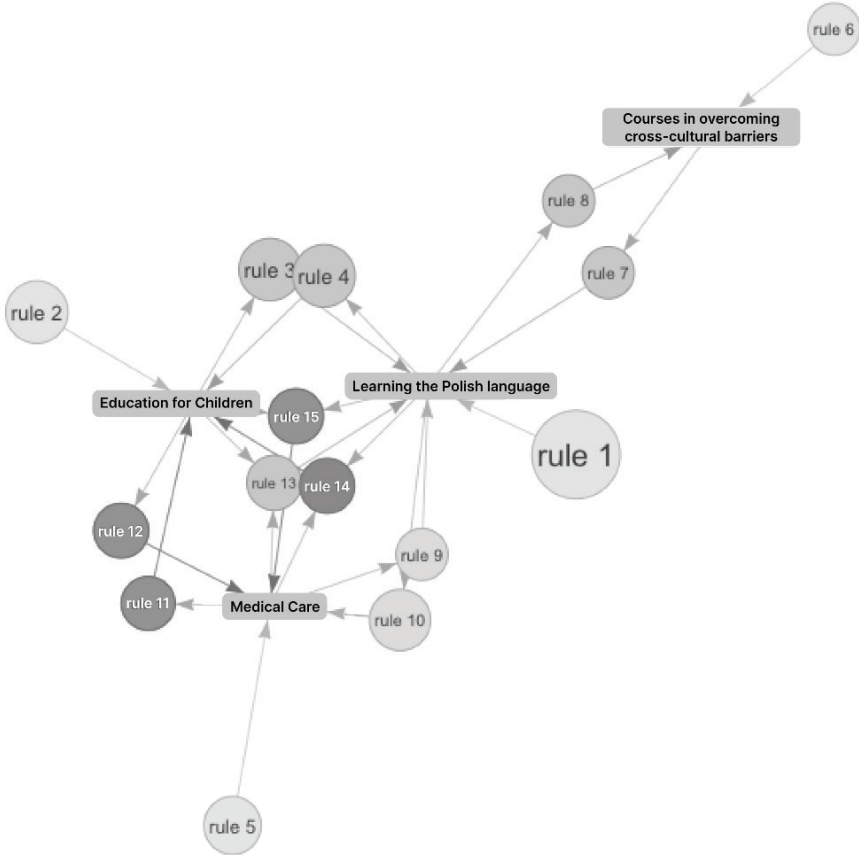
**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

**Table 7.3** Association rules for elements of foreigner integration.

| Rule no. | Rule | Support | Confidence | Increment index |
|---|---|---|---|---|
| 1. | {} => {Learning the Polish language} | 0.926 | 0.926 | 1.000 |
| 2. | {} => {Education for Children} | 0.741 | 0.741 | 1.000 |
| 3. | {Education for Children} => {Learning the Polish language} | 0.741 | 1.000 | 1.080 |
| 4. | {Learning the Polish language} => {Education for Children} | 0.741 | 0.800 | 1.080 |
| 5. | {} => {Medical Care} | 0.704 | 0.704 | 1.000 |
| 6. | {} => {Courses to overcome cross-cultural barriers} | 0.667 | 0.667 | 1.000 |
| 7. | {Courses to overcome cross-cultural barriers} => {Learning the Polish language} | 0.667 | 1.000 | 1.080 |
| 8. | {Learning the Polish language} => {Courses to overcome cross-cultural barriers} | 0.667 | 0.720 | 1.080 |
| 9. | {Medical Care} => {Learning the Polish language} | 0.667 | 0.947 | 1.023 |
| 10. | {Learning the Polish language} => {Medical Care} | 0.667 | 0.720 | 1.023 |
| 11. | {Medical Care} => {Education for Children} | 0.630 | 0.895 | 1.208 |
| 12. | {Education for Children} => {Medical Care} | 0.630 | 0.850 | 1.208 |
| 13. | {Education for Children, Medical Care} => {Learning the Polish language} | 0.630 | 1.000 | 1.080 |
| 14. | {Learning the Polish language, Medical Care} =>{Education for Children} | 0.630 | 0.944 | 1.275 |
| 15. | {Education for Children, Learning the Polish language} => { Medical Care} | 0.630 | 0.850 | 1.208 |

**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

75% of respondents considered both education for children and learning the Polish language to be important (rules 3 and 4). The rules with the highest confidence are {Education for Children} => {Learning the Polish Language} (all respondents who first indicated Education for Children chose Learning the Polish language), {Courses to overcome cross-cultural barriers} => {Learning the Polish Language} (all respondents who first indicated Courses to overcome cross-cultural barriers chose Learning the Polish language), {Education for

Children, Medical Care} => {Learning the Polish Language} (all respondents who first indicated Education for Children and Medical Care chose learning the Polish language).

Respondents were almost unanimous about the monitoring of the effects of the presence of foreigners, especially their relationship with residents (Figure 7.19). Nearly 90% of respondents agreed or strongly agreed.

***Frequency distribution of responses to the question: Should the district/municipality with district rights monitor the effects of the presence of foreigners, especially their relations with local residents?***

**Figure 7.19** Frequency distribution of responses to the question: Should the district/municipality with district rights monitor the effects of the presence of foreigners, especially their relations with local residents?
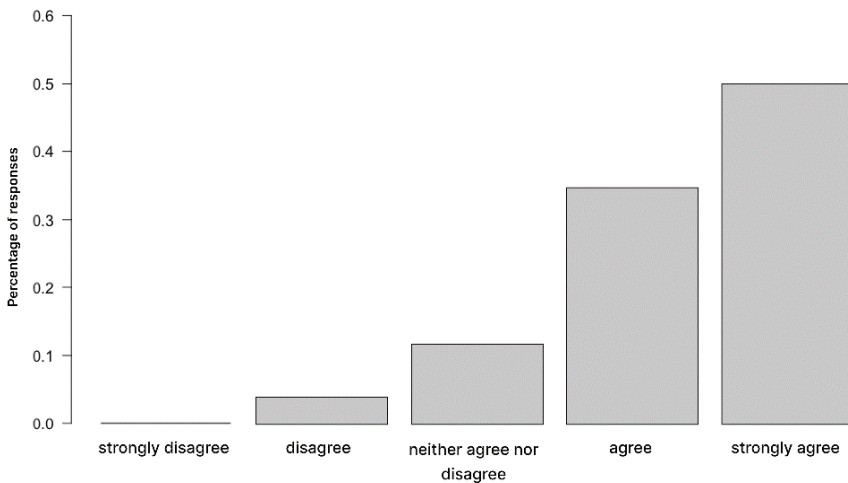


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Respondents were overwhelmingly in favor of the need to take measures leading to the attraction of foreigners with cultural characteristics acceptable to the local population; as many as 75% of respondents. The responses confirm the assumption justifying intentional action and not just formally allowing

foreigners to stay in Silesian municipalities. As many as 90% of respondents accepted the view of the necessary monitoring by LGU of the effects of foreigners' stay. This postulate confirms the validity of the active attitude of municipalities towards the described issue. Foreign experience and evident problems arising from the presence of immigrants, as is seen in e.g. media content, should sensitize LGU managers to take planned measures in this sphere. Monitoring the effects, as understood by the author of the dissertation, is a complex process, two foundations of which are related to observing the behavior of foreigners, and observing the behavior of residents to events resulting from the presence of immigrants. The fundamental goal is to strive for proper relations and integration of foreigners while preserving the values they held. The goal is to gradually and gently accustoming them to new social and cultural conditions.

Respondents commented on the role of the PUP in the case of the presence of foreigners in the labor market. Over 75% agreed that the PUP should be one of the institutions that actively support the activities of districts/municipalities with district rights towards future residents - foreigners, finding employment in the local labor market. Respondents were no longer so unanimous on the issue of equipping the PUP with additional powers mandated by law in the case of emerging labor shortages. Almost 35% of respondents disagree, 10% have no opinion, and almost 25% neither agree nor disagree. An important indication is the acceptance of PUP managers to include these institutions in the process of attracting and integrating foreigners. This prospective new task could be one of the demands in the ongoing discussion of new PUP tasks due to "record low unemployment."[30]

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30  Martyna Kośka, „Urzędy pracy po nowemu. Mają działać sprawniej i szybciej", Money.pl, accessed April 12, 2019, https://www.money.pl/gospodarka/wiadomosci/artykul/urzedy-pracy-po-nowemu-maja-dzialac,81,0,2410321.html.

*Comparison of the distributions of ratings for the role of the PUP in the case of the presence of foreigners in the labor market.*

**Figure 7.20** Comparison of the distributions of ratings for the role of the PUP in the case of the presence of foreigners in the labor market.
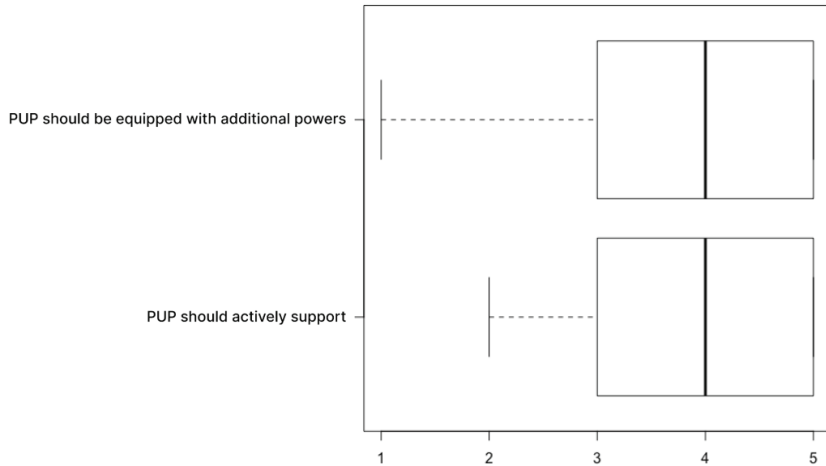


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

## H 5: the formation of a marketing strategy for attracting and integrating immigrants for the needs of local labor markets requires the consideration of many external and internal factors, with legal conditions (EU and national regulations) playing a major role.

Among the factors that can affect activities to attract foreigners to local labor markets, the most important were: legal regulations, high unemployment, the dynamics of business development, the activity of intermediary agencies. It turns out that support from municipalities has the least impact on activities.

*Influence of individual factors on attracting foreigners to local labor markets.*

**Figure 7.21** Influence of individual factors on attracting foreigners to local labor markets.



**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Considering only legal factors that can affect the hiring of foreigners in the labor market, national regulations have the greatest impact, and local government resolutions have the least impact (Figure 7.22).

***Importance of the impact of legal factors on the employment of foreigners in the labor market.***

**Figure 7.22** Importance of the impact of legal factors on the employment of foreigners in the labor market.



**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

The overwhelming majority of respondents believed that regulations on the employment of foreigners need to be changed. Only 15% of respondents thought they were optimal and did not need to be revised.

*Frequency distribution of responses to the question: Do the regulations on hiring foreigners need to be changed?*

**Figure 7.23** Frequency distribution of responses to the question: Do the regulations on hiring foreigners need to be changed?

These responses relate to the consideration earlier raised in the dissertation about the excessive bureaucratization of procedures. A significant number of respondents see the need for change. This view is important in that it was expressed by PUP managers whose professional activities include handling foreigners and contact with employers in this area. Both in the group of respondents from PUPs covering municipalities with district rights, and among respondents from several municipalities, there were single opinions that the legislation is optimal.

*Frequency distribution of answers to the question: Does the legislation on employment of foreigners need to be changed, divided into respondents from PUPs covering a municipality with district rights and respondents from several municipalities?[31]*

**Figure 7.24** Frequency distribution of answers to the question: Does the legislation on employment of foreigners need to be changed, divided into respondents from PUPs covering a municipality with district rights and respondents from several municipalities?



**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

The survey questionnaire included a question about the scope of activities that PUPs perform with regard to foreigners. The respondents' answers confirmed the assumption that the offices do not participate in diagnosing and forecasting the situation in the local labor markets, which should be of interest to LGU. PUPs carry out various activities related to the presence of foreigners in the labor market. These mainly include (Figure 7.25):

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31   Each group of respondents represents 100%.

- Issuance of an opinion of the District Governor (Starost) competent for the foreigner's main place of work on the inability to meet the employer's personnel needs based on the registers of unemployed persons and job seekers, or on the negative result of the recruitment organized for the employer, taking into account the priority of access to the labor market for Polish citizens with the exclusion of the list of professions specified in the Regulation of the Minister of Family, Labor and Social Policy of June 28, 2018.;
- Register of declarations on assignment of work to foreigners at the PUP competent for the registered office or place of residence of the entity assigning work to a foreigner
- Cooperation with other institutions, e.g. ZUS (the Social Insurance Fund), Border Guard.

***Frequency distribution of answers to the question: What activities related to the presence of foreigners in the labor market are carried out by the PUP?***

**Figure 7.25** Frequency distribution of answers to the question: What activities related to the presence of foreigners in the labor market are carried out by the PUP?
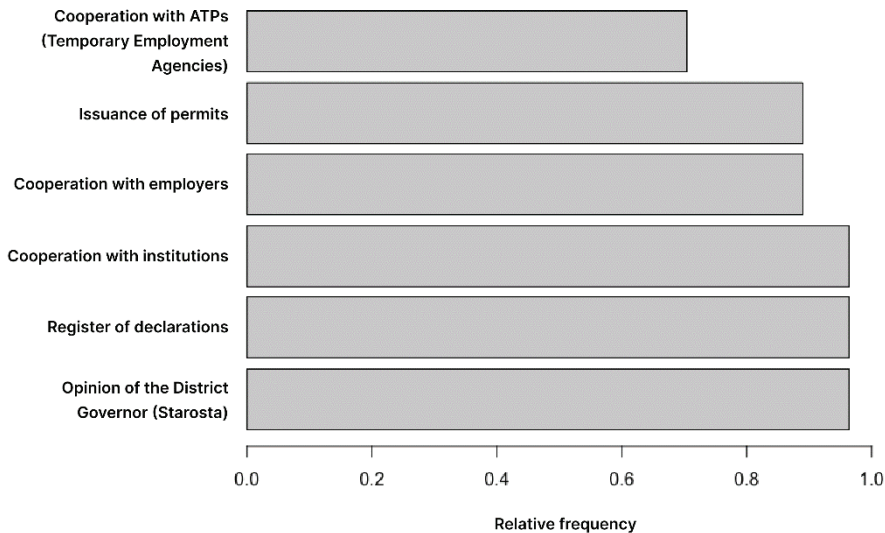


**Source:** own elaboration based on: Wiktor Widera, "Marketingowa Strategia Pozyskiwania i Integracji Imigrantów na Potrzeby Rynku Pracy w Województwie Śląskim", (PhD diss. University of Economics in Katowice, 2019).

Respondents do not monitor the quality of foreigners' work and do not conduct surveys of residents' attitudes toward foreigners. 90% of respondents work with employers, and 70% work with ATPs (temporary employment agencies). Table 7.4 contains selected association rules. 92% of those surveyed who keep register of declarations, issue opinions, and cooperate with other institutions interact with employers. 81% of respondents both issue permits and cooperate with employers. Only 59% of respondents do all of the following: issue opinions, keep register of declarations, cooperate with ATPs, with other institutions, issue permits and cooperate with employers.

Table 7.4 Selected association rules: Activities related to the presence of foreigners in the labor market carried out by the PUP.

| Rule | Support | Confidence | Increment Index |
|---|---|---|---|
| {Opinion of the District Governor (Starost), Register of declarations, Work with institutions} => {Work with employers} | 0.889 | 0.923 | 1.038 |
| {Issuance of permits} => {Work with employers} | 0.815 | 0.912 | 1.031 |
| {Opinion of the District Governor (Starost), Register of declarations, Work with employment agencies, Work with institutions, Issuance of permits} => {Work with employers} | 0.592 | 0.941 | 1.059 |
| {Opinion of the District Governor (Starost), Register of declarations, Work with institutions, Work with employers, Issuance of permits} => {Work with employment agencies} | 0.592 | 0.727 | 1.033 |

The presented research results verified the research hypotheses set.
**Source:** own elaboration based onhttps://www.gov.pl/web/udsc-en/
changes-in-the-act-on-foreigners.

The results of the research proces using quantitative research verified positively the idea of creating a tool for more active participation of LGUs in the process of attracting and integrating foreigners into local labor markets. According to

PUP directors, the phenomenon of deficits in the labor market will grow and require support from LGU. The scarcity of tools available to LGU managers has justified the logic of constructing a marketing strategy and, more broadly, a strategy for the local labor market in Local Government Units.

The results of the research conducted in the PUPs of the Silesian Voivode-ship were important for designing a model procedure for building a marketing strategy for attracting and integrating immigrants into the local labor market. First of all, they confirmed that the phenomenon of labor shortages and the consequent need to employ foreigners exists and will increase. Besides, it was noted that foreigners are equipped with professional qualities positively assessed by Silesian employers. The results of the survey also confirmed the need to develop a marketing strategy at the level of LGU for attracting and integrating immigrants, consistent with the national migration strategy. Respondents indicated that in the process of integration, it is necessary to monitor the effects of the presence of migrants, and that assistance to entrepreneurs in attracting them from municipalities is essential. As many as 75% of the respondents pinpointed that it is necessary in the interest of LGU to attract migrants with characteristics acceptable to the local population, which entails deliberate marketing activities. Detailed conclusions and recommendations from the research are presented in the next chapter of the dissertation. Required, in the opinion of the researcher, is to take into account the difficulty of monitoring the parameters affecting the model-building procedure due to the variability of conditions. Such an understanding of the essence of model building confirms the view of S. Smyczek that a model is a reflection of reality in a simplified manner, showing at the same time the relationships occurring between the various elements of a certain system, having first analyzed it. When constructing a model, based on the results of the research process carried out, the author had the conviction that it would be a simplified representation of the designed behavior, created to show the relationships between the various elements of the system or process."[32]

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32  Sławomir Smyczek, „Metodyczne aspekty budowy modelu zachowań konsumenckich na rynku", in Czakon, ed., *Podstawy metodologii badań w naukach o zarządzaniu*, 333.

**Summary:**

• The results of the research process using quantitative research verified positively the idea of creating a tool for more active participation of LGUs in the process of attracting and integrating foreigners into local labor markets. According to PUP directors, the phenomenon of deficits in the labor market will grow and require support from LGU. The scarcity of tools available to LGU managers has justified the logic of constructing a marketing strategy and, more broadly, a strategy for the local labor market in Local Government Units.

# Conclusion

Addressing the issue of using territorial marketing in the process of managing immigration at the level of Local Government Units refers to several factors of key importance. Migration is a very serious problem in the multi-level management of public organizations. They are the subject of numerous scientific publications in many scientific fields. In contrast, the social sciences, especially management and quality sciences, record a serious deficit of scientific descriptions in this area. Secondly, the issue of the use of territorial marketing in relation to labor market phenomena is very rare in scientific publications. Jobs (labor market) are rarely identified as a territorial sub-product. The importance of the topic raised is justified by the prospect of negative consequences of a further deficit of workers, which in the long term can not only disrupt the processes of economic growth and negatively affect the resources of LGU, but also affect the efficiency of the social welfare system. The labor shortage phenomenon is compounded by demographic trends. Disturbing demographic forecasts are illustrated by Prof. M. Okólski's statement at the 2nd Demographic Congress: "Demographic forecasts are unfavorable not only for Poland, but for all of Europe. These forecasts show that soon, in 15-20 years at the latest, all of Europe will derive its demographic stability (in the sense of demographic growth) from migration growth to an increasing extent with each five-year period. (...) Without further immigration, the percentage of the youngest age group and people of working age in the population will fall, and the percentage of the elderly will rise. (...) So we have a really serious problem in Europe in assessing the role of immigration and choosing favorable migration strategies or policies for the future."[1]

One pragmatic solution to the postulated need to manage local labor markets is to consider the prospect of using foreign workers, thus assisting

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1    Marek Okólski, „Europa – kontynent imigrantów", in Janusz Balicki, Mariusz Chamarczuk, ed., *Wokół problematyki migracyjnej. Kultura przyjęcia,* (Warszawa: Rządowa Rada Ludnościowa. Międzyinstytutowy Zakład Badań nad Migracją Uniwersytet Kardynała Stefana Wyszyńskiego, 2013), 25-26.

local economic entities that have an impact on the development of the local government. This process should be integrated at the local level with the guidelines of the national migration Strategy. The planned presence of foreigners in local governments, should not only be supported by the local government, but also monitored after their arrival. It is congenial to point out that building a marketing strategy for attracting and integrating immigrants, either in full or limited scope, will apply to LGUs that are experiencing labor deficits now or will in the future. It is important, however, to point out that it is in the interest of local governments to anticipate not only labor market trends but also the demographic trends that fundamentally condition them.

Marketing strategy for attracting migrants to local labor markets is a solution that requires improvement supported by research processes, i.e. wider discussion in the scientific community with the active presence of practitioners of management of local government and its institutions. The submitted model proposal can inspire further studies of this type. It is aimed at formulating theses for the discussion of the role of Local Government Units in relation to local labor markets and the presence of foreigners in them. The model is also aimed at serious reflection on guaranteeing the organizations of public services continuity and efficiency of operation. In the increasing attractiveness of work in corporations that appeal to young people. It refers to the current and future realities of local government. The proposed model can be adapted in different territorial areas, taking into account the characteristics of their local labor markets. The desired result should be the spread of a new area of management at all levels of local governments, using territorial marketing, which can project an increase in the pace and efficiency of their socio-economic development. In the implementation of the marketing strategy for attracting and integrating immigrants into local labor markets, formed on the basis of the proposed model, once the design and formal activities are completed, activities aimed at attracting foreigners can be applied as a consequence of successfully completed integration. The relationship formed between immigrants and their host society is bilateral and the parties to this relationship are extremely reactive. The success of this process depends on mutual respect for each other's cultures. Each individual or group, while maintaining an awareness of their cultural heritage, should be aware of the value of cultural diversity and respect the heritage of another group.

**Individual In-Depth Interview Script**

*Individual In-Depth Interview Script (IDI) with Experts*

A script for an individual in-depth interview (IDI) with experts: representatives of employers' organizations, representatives of LGU, politicians, former government representatives, academics, employees of the PUP in the Silesian Voivodeship.

The tool was prepared as part of a doctoral thesis done at the University of Economics in Katowice entitled: "Marketing strategy for attracting and integrating immigrants for the needs of the labor market in the Silesian Voivodeship."

My name is Wiktor Widera; I am a doctoral student at the University of Economics in Katowice.

The purpose of our conversation will be the problem of management in the area of immigration in the LGU and the role of the state in this process. The premise of the work is, among other things, to find an answer to the question: whether the shortage of labor in the local labor markets is to be replaced by the presence of foreigners, and whether, in this context, municipalities should have a strategy for attracting and integrating immigrants.

*I would like to take notes on this interview. Do you agree with this form of recording the interview?*
*1) Does migration management at the national level carry over to the regional and local levels?*
*2) Should migration management take into account the local level?*
*3) What management model should be adopted at the local level?*
*4) Are LGUs equipped with sufficient tools to support the local labor market?*
*5) Should LGUs build a strategy for attracting and integrating migrants consistent with the national migration strategy?*

*6) Should PUPs participate more actively in the phenomenon of foreigners' presence in local labor markets?*

*7) Should LGUs closely monitor the effects of foreigners' stay in their area?*

*8) Should LGUs cooperate with foreign municipalities with experience in managing migration at the local level?*

*9) Is it sensible to use territorial marketing in the process of attracting and integrating foreigners into local labor markets?*

## List of Experts

**Table 8.1** List of Experts.

|  | Experts |
|---|---|
| I-1 | **Monika Liszka** – a long-time employee of PUP, employed as an employment intermediary/customer advisor, responsible for foreigners' affairs. Ms. Liszka improves her knowledge of the issue of migration by regular participation in specialized training courses. |
| I-2 | **DEng Eng. Jerzy Markowski** – Polish politician, mining engineer, former Deputy Minister of Industry and Trade and Economy, senator of the 4th and 5th term. |
| I-3 | **Tadeusz Donocik** – head of the Political Cabinet of the Minister of Economy in the government of Jerzy Buzek in 1997-1998, later Undersecretary of State in that ministry until 2001. From 2004 to 2006 he was a member of the European Economic and Social Committee (EESC) in Brussels, and in 2006 he became a delegate to the Consultative Commission on Industrial Change (CCMI). He is currently head of the Regional Chamber of Commerce in Katowice. |
| I-4 | **Zygmunt Frankiewicz** – President of the Association of Polish Cities. Mayor of Gliwice since 1993, professor at Silesian University of Technology. Decorated with the Order of Polonia Restituta (PR). |
| I-5 | **Andrzej Kowalczyk** – Polish hydrogeologist, academic, professor of Earth Sciences, Vice-Rector for Science and Cooperation with the Economy of the University of Silesia from 2008-2016, Rector of the University of Silesia in the 2016-2020 term. Mr. Kowalczyk has participated in international projects, inter alia: under the framework programs of the European Union, as well as in more than a dozen research projects of the Committee for Scientific Research and the Ministry of Science and Higher Education. Awarded the Golden Laurel of Skills and Competence in the field of science and innovation by the Regional Chamber of Commerce in Katowice (2015). |

| I-6 | **Janusz Michałek** – President of the Management Board of the Katowice Special Economic Zone S.A. Graduate of the Faculty of Mechanical Engineering and Robotics at the AGH University of Science and Technology in Cracow, as well as Postgraduate Studies in Management and Organization in Local and Subordinate Units at the Cracow University of Technology. Mr. Michałek received a PhD degree from the Faculty of Social Sciences at the University of Silesia. Since 2006 he has served as Chairman of the Board of the Intercommunal Union for Ecology in Żywiec, where he has managed the implementation of the project entitled "Sewage treatment in the Żywiec region Phase I and II" in the Intercommunal Union for Ecology in Żywiec since 2014. |
|---|---|
| I-7 | **Jerzy Kędziora** – Chairman of the National Forum of Directors of District Labor Offices, Director of the District Labor Office in Chorzów. Expert in the area of local, regional, and national labor market. |
| I-8 | **Michał Pierończyk** – Second Vice-Mayor of Ruda Śląska for spatial development, Councilor of the City Council of Ruda Śląska from 2006 to 2010. |
| I-9 | **Kazimierz Karolczak** – Polish politician, local government official. Member of the Board of Directors of the Silesian Voivodeship from 2013 to 2017, Deputy Marshal of the Silesian Voivodeship from 2013 to 2014, Chairman of the Board of the Upper Silesian and Zagłębie Metropolis from 2017. |
| I-10 | **Janusz Janeczek** – Professor of Earth Sciences, from 2002 to 2008 Rector of the University of Silesia. From 2005 to 2008, Mr. Janeczek served as Vice-Chairman of the Conference of Rectors of Polish Universities, Chairman of the Council for Nuclear Safety and Radiation Protection. From 2016 to 2018 he served as Chairman of the Council of the National Science Center. |
| I-11 | **Anna Zasada-Chorab** – Deputy Mayor of Siemianowice, Assistant Professor at the TWP Pedagogical University in Katowice, Member of the Central Examination Commission of the Ministry of Politics and Labor in Warsaw. Promoter of dozens of social projects for the disabled, children, the elderly. Specialist in social assistance, social work and social economy. |
| I-12 | **Wacław Piska** – Director of the M. Dabrowska Catering and Service School Complex in Chorzów, a specialized school whose graduates take up jobs abroad. |

**Source:** own elaboration based on: https://glogow.praca.gov.pl/-/8297451-centrum-aktywizacji-zawodowej, 2020.

# Summary of Statements from the Conducted Individual In-Depth Interviews

**Table 8.2** Summary of statements from the conducted individual in-depth interviews.

| | Opinions |
|---|---|
| I-1 | *"From the position of the PUP, a consistent state policy is necessary. Guidelines should be created at the central level and permeate below."* |
| | *"The state balances the interests of the regions and the constituent municipalities. Immigrants are an increasingly important part of the labor market. This requires legal regulation of the presence of immigrants."* |
| | *"The presence of foreigners in the labor market is increasingly necessary for employers. An example is the area of medical services. Municipalities are and will continue to be the place where they work and live, hence it seems vital to identify municipal support for these processes."* |
| | *"An essential aspect is the continuous analysis of labor market needs in districts and urban municipalities. At the moment such activities are very limited."* |
| | *"In the case of additional tasks for the PUP, additional powers but also additional financial resources are necessary."* |
| I-2 | *"The Polish energy economy relies on the raw materials of the mining industry. The alternative now is not another model of it, but the place of origin of raw materials. Of course, they can be imported from abroad, only that the question arises 'why?' if Poland has its own deposits? Choosing this direction, contrary to the logic of the current layoffs in the mining industry, there will be a growing need to hire new employees in mining. The atmosphere around mining discourages our citizens from working in mines. The alternative is foreigners, preferably educated and experienced Ukrainians. They will work not in Warsaw, but in many Polish municipalities, hence the need for a consistent migration policy, especially towards the labor market."* |
| | *"Well-implemented marketing will certainly help in attracting foreigners. The beginning of planned activities is the development of a strategy; every well-functioning enterprise has one."* |
| | *"Without monitoring the effects of the stay of people from abroad, it is difficult to counteract particularly negative phenomena that may occur. Almost every day the media give accounts of the problems that arise at the interface between foreigners and residents of the country where they are now staying."* |
| | *"I don't know if the PUP should fulfill this role, but it absolutely must be assigned to some organization. It is the government that should designate it, giving it the necessary authority to act."* |
| | *"Both the necessary monitoring of phenomena related to people from abroad and cooperation with cities that have the same problems are obvious to me."* |

| I-3 | "The issues under discussion are very urgent, and at the same time very complex. The Labor Code lacks regulations regarding the work of foreigners. Also, there is no description of Polish experience in this regard. The activities in this area between the provincial labor office, district labor offices, the municipality, and employers are not coordinated."|
| | "PUPs need to address phenomena that are emerging today and not just those that are slowly becoming obsolete. Unemployment may reappear in the event of widespread robotization, but no one knows what it will actually be like. There are no proper programs, but, especially importantly, regulations."|
| | "The topic is created by temporary employment agencies and companies that make money on foreign labor, responding to the shortage of our labor market. There are no effectively implemented concepts at the municipal level, coordinating economic development. Each municipality makes its own policy according to its own view, without having the tools to assist entrepreneurs."|
| | "The principle of subsidiarity of the state should cause the support of local labor programs based on entrepreneurial development. At the same time, there is abundance of foreign experience in this area. The severity of the situation is compounded by the effect of the demographic disaster, which is increasingly evident throughout the country."|
| | "Marketing activity in municipalities is practically non-existent in a conscious way. The fact that this is the case makes it all the more necessary to take educational measures. In order to find desirable employees in the local labor market, activities leading to their acquisition are required, especially with the increasing competition in the market."|
| I-4 | "It is impossible to solidly solve the problems of the state without the participation of its basic structures. At the same time, it should be remembered that national guidelines should need to be consistent with the positions and following guidelines at the EU level. It is there that national experiences should be analyzed in order to create a coherent policy. Individual countries must accept the positions being worked out. Regulations, then, should permeate to national, regional, and local levels. Each of these is equally important."|
| | "Coherence of local government activities with national authorities is obvious, but often lacking."|
| | "Economic entities are located in municipalities, and their problems weaken the state. Its role is to assist economic processes, in this case improving procedures to facilitate the presence of foreigners. It is the state that designates the institutions in charge of particular tasks."|
| | "I see the municipality's participation in creating a good atmosphere towards foreign workers rather than any great activity, but this certainly applies to very large cities, where immigrants flock to. It may be different in smaller municipalities. They should unite to solve problems common to them."|
| | "There are cities in Europe that are coping with the problem of an influx of people from abroad. There are also those that are not coping. It seems advisable to confront these two situations in order to, taking into account their own specificities, build solutions."|

| I-5 | *"Municipalities most often identify a marketing strategy with a promotion strategy, and promotion alone is far from marketing in the broadest sense. In this context, a rapid process of education of officials is postulated. Can it be done? It is not easy but certainly doable. Just as many years ago no one knew what RIS Silesia was. It is a pity that universities do not initiate such skill development."* |
|---|---|
| | *"Cooperation between local governments and universities is all the more justified if new problems arise. Universities have a huge research potential, which should be taken into account in strategic actions."* |
| | *"As in many social areas, it is the state that established the organization of structures that undertake certain tasks. The region, municipalities participate in this system in the roles envisaged for them. Wherever activity goes beyond the national level, sufficient financial resources and organizational solutions are crucial, and in social problems, the widest possible participation of NGOs and public participation are of critical importance."* |
| | *"The difficult issue of the presence of immigrants requires a serious consideration of the consequences of their stay, but wherever there is a problem in the labor market and demographics, they seem to be increasingly necessary. Their presence should be as little haphazard as possible, and increasingly the result of rational strategies, both national and local."* |
| | *"The efficient functioning of the PUP is essential, as other countries are better organized in legalizing foreigners' stay."* |
| | *"Silesian universities have good experience with foreign students. After all, graduates are the best integrated group of foreigners. Foreign graduates should be included in the immigrant targeting strategy."* |
| I-6 | *"Municipalities increasingly have to compete with each other. They compete for investors, tourists, residents. Their development depends on these communities. All the more so as they compete not only domestically, but also across the continent. Examples of Italian towns offering communal real estate for 1 Euro show that the solution to the problem is sought not only in Italy. These are precisely marketing activities. The management problem should be looked at very broadly and from different angles."* |
| | *"A serious concern for me is the unfamiliarity with marketing implemented in local governments."* |
| | *"Certainly, institutions that formally receive immigrants must operate efficiently. And the strategy itself, and I believe it is needed by municipalities, must follow from the national strategy."* |
| | *"There is no escaping the problems that affect most European countries. The presence of immigrants in our country requires drawing a framework for this phenomenon."* |
| | *"We cannot dodge the problem. Foreigners do not have proper medical care, and their labor rights are often violated. They live just anywhere, at a time when they are being offered housing in the West. Such issues must be included in strategies towards immigrants."* |

| I-6 | *"A big element in discussing this issue is the distinction between a refugee and an economic immigrant. The 'unwanted' immigrant from the 'desired' one. Currently, these concepts are getting mixed up. This does not make it easier to approach the subject either the country's authorities let alone its citizens."* |
|-----|-----|
| I-7 | *"To date, the municipal experience with migrants has been very modest compared to that of other European countries. For years, municipalities have recorded their residents migrating to the West, especially for labor purposes, and consequently, for permanent residence. They have struggled with unemployment and the current situation of labor shortages is quite new. Hence the unpreparedness of local governments to act in this area."* |
| | *"In a municipality, the labor market is the foundation of its development. Its problems with emerging deficits require appropriate action. Mainly at the national level through the implementation of the national migration strategy."* |
| | *"Municipalities' actions should stem from national migration strategy. The stronger the local labor market abundant with good entrepreneurs, the less of a problem on the part of the municipality. At all times it should create the right climate for the presence of foreign workers, perhaps future permanent residents. It should be remembered that they are subject to the provision of public services, for which public institutions must be prepared. Municipalities should cooperate with each other in this area, perhaps this problem should be dealt with by the Upper Silesian-Zagłębie Metropolis."* |
| | *"The logic of proper monitoring is to include in this process control of the feelings and behavior of residents towards immigrants. This aspect should be one of the key elements of the immigration strategy at the municipal level. Integration is an extremely complex process, and it cannot unilaterally point to the needs of immigrants. There are needs on both sides, and unmet needs lead to disastrous consequences."* |
| | *"Today, local governments have problems with fluency in foreign languages among their employees, let alone the necessary competencies. So far, no mass activity of LGU managers to meet the requirement in the face of new developments can be seen. The commendable exception is the Gdansk "Model of immigrant integration." Professionally prepared, but extremely isolated in trying to understand what it is to follow the requirements of civilization. In municipalities, it is necessary to have a strategy towards integration, but also a deliberate strategy towards acquiring labor."* |
| | *"Labor offices should act as the labor market situation dictates. In many countries it is the state and not local governments that bears responsibility for handling these problems, and this seems to be the best solution."* |
| | *"We can learn a lot by taking an example from German solutions. This is a country with a very rich tradition in this sphere of social activity and developed very interesting solutions."* |

| I-8 | *"The subject of the presence of migrants is now hardly present in the management of the municipality, being still mentally in a period of unemployment problems. Unemployment in Ruda Sl. is currently at 3.5%, and filling jobs with migrants seems inevitable. The fundamental question that needs to be resolved is not only what institution should deal with this, but above all, in what area should a strategy be formed in this regard. In my opinion more than one municipality ought to be involved."* |
|---|---|
| | *"The labor market of one municipality is too narrow, and the actions of municipalities can lead to filling the labor market in neighboring municipalities. The strategy is necessary, but its consideration is fraught with the dilemmas indicated. It is a necessary tool around which actions can be taken in different perspectives."* |
| | *"Another issue is the motive for taking up this issue, in my opinion driven by the Silesian tradition of work ethos. A special value of this region strongly rooted in Christian values."* |
| | *"The search for solutions should not be an attempt at simple replication. For there is no single universal pattern or way of doing things. Each labor market, each municipality or district has its own peculiarities. And so have their residents. Some people are prone to change, others not at all. What seems more important now is a system of taking examples - anticipatory activities, internships of local government employees abroad, and continuous educational activities to improve their skills."* |
| | *"Europe needs more and more people to work. Deficits also exist in countries much richer than Poland. This is shown, for example, by the actions of the German government, which is making efforts to have Ukrainians currently working in Poland present in Germany. Without applying marketing to the needs of the labor market, it will be difficult to attract workers from abroad."* |
| | *"A marketing strategy is essential; it is integral to the municipality's development strategy. We need to enter into discussion about whom and how it should be implemented. What is lacking here is not only experience, but, more importantly, a model of how to act."* |
| I-9 | *"The phenomenon of the presence of migrants coming to Silesia, and not only here, will grow, hence it is necessary to learn as much as possible from the experience of other European cities on how to deal with this problem. The lack of our own experience needs to be made up for by something."* |
| | *"Our municipalities can't cope alone, and, very clearly, they seem to have no awareness that inaction can significantly complicate the situation on the local labor market."* |
| | *"Migration management is not currently within the competence of the Upper Silesian-Zagłębie Metropolis, which is at the stage of working out forms of supra-municipal cooperation. This does not mean that in the future this important issue will not be taken up in its forum."* |

| I-9 | *"The demographic crisis will force the activity of state structures. Their activity must take into account the needs of municipalities, it is in them that the most important management processes take place; it is they who formulate programs for their development. However, it is necessary to have a strategy that will determine what should be implemented, when, how and by whom. The labor market will be one of the key issues."* |
|-----|---|
|     | *"Monitoring is essential, as the problem is very complex. However, it is not a substitute for a rational strategy, which should result in the presence of immigrants with desirable characteristics - educated, skilled, and susceptible to the integration process."* |
| I-10 | *"Regardless of the state policy, to a greater or lesser degree coinciding with that of the EU, we are not an isolated island on the map of Europe, and although we may resemble it with our attitude to the issue of migrants, I think we still need to watch what is happening around us. Not to keep a distance, but to avoid the problems that others have. To prepare for the obstacles and manage them wisely."* |
|     | *"Without a coherent policy of the state and local governments we will never catch up with countries that have been coping with the presence of immigrants for years."* |
|     | *"We ought to build on the best solutions, if the analysis points to the PUPs as institutions that should support entrepreneurs in attracting foreigners to work, they should be appointed to these tasks."* |
|     | *"It is important not to detach intentions from sources of funding."* |
|     | *"One of the main activities is to monitor the effects of the presence of immigrants. The experience of Western countries is not always a good model for action here in Poland. Not everyone copes well with immigrants, as the press reports show every day. This should be thought-provoking."* |
|     | *"Analysis of labor market trends is crucial, as is demographic analysis. It is this area that may surprise most in the future. The population is aging and with that comes the threat of efficient running of social programs."* |
|     | *"The strategy is the basic document that is developed in the long term, and with respect to immigrant presence, it cannot be created in isolation from the municipalities. It is the municipalities that play a key role, because immigrants appear and work in their territories. They don't live in the companies where they work, they don't get medical treatment there, and they don't learn languages in the company premises."* |
|     | *"The strategy must include bringing in immigrants - and this is where the role of marketing comes in, but also their integration. The most important thing is to look for prospective residents who have characteristics that coincide with our culture, and then monitor the relationship with the residents of the municipalities where they will live."* |

| I-11 | *"I am absolutely convinced that we will not avoid the presence of migrants in local labor markets in the future. Even today I am approached by entrepreneurs with a growing shortage of jobs in their companies. My assistance consists in direct use of recruitment agencies. An example of effective aid is providing a Ukrainian nurse with an apartment for renovation from municipal resources. Now she is one of the best employees of our municipal hospital, and her high motivation distinguishes her from other hospital staff."*<br><br>*"I consider the development of a strategy absolutely essential. The municipality can play a key role in managing migration at the local level, alone or in a team of municipalities with similar problems. The strategy at the municipality level should be in line with the national strategy, which in turn should be in line with EU guidelines."*<br><br>*"PUPs currently operate in close relation to local government. The solutions of other countries also put them directly in the state structure. Perhaps the discussion of their active attitude towards new phenomena in the labor market - the participation of foreigners in it, should start from this aspect."*<br><br>*"Currently, the problem of the presence of foreign workers seems insignificant. Against the logic of its importance. It is related to the migration crisis in Europe and its negative consequences."*<br><br>*"A difficult problem for state managers. However, the sooner solutions are found for the presence of immigrants creating a benefit for the state, for municipalities, the better."*<br><br>*"The application of the experience of marketing will be beneficial, especially when the developed strategy will define it."*<br><br>*"Labor offices have been the most knowledgeable about labor market problems for years, and it seems perfectly logical to involve them in eliminating labor deficits. However, this requires the assembly of specific resources and competencies. There is no point in establishing a separate institution whose discernment of labor market problems will be none."* |
|---|---|
| I-12 | *"When building a governance model, local authorities must be aware that they do not operate in a vacuum. Their actions must respond to specific demands. Today these are the needs of entrepreneurs."*<br><br>*"Local authorities must have the support for their actions from local residents and community organizations, they should explain their intentions showing the benefits, but also openly address the risks."*<br><br>*"Agreed, the national level should work out regulations in the area of migration management. This is forced by the current shortage of workers and there is no escape from this problem. Nevertheless, management from the national level will be ineffective if it does not take into account the demands of local government officials. The central decision-making model has never worked."* |

| I-12 | *"The truth is that students at my school stay abroad. They sometimes don't come back from the internships they do there, or they go back there right after graduation. They earn better, and they do what they would be doing at home. So what is their motivation to stay in Poland? We educate them with Polish money, and it's a very decent education. And then?"* |
| | *"In the West, marketing is easy, it's better there, you get a work permit much faster, it's easier to make a living and, generally, live."* |
| | *"We are not very competitive in the labor market, and there are professions that are in high demand. And these are sometimes the simplest ones, which do not require academic degree. If we want to encourage someone to work with us, we do not only have to reach them, but, most importantly, prepare the conditions of their stay with us."* |

**Source:** own elaboration based on interviews taken by Wiktor Widera, 2022.

## Survey Questionnaire

### *Attracting and integrating foreigners into local labor markets*

Dear Ladies and Gentlemen, Directors of District Labor Offices of the Silesian Voivodeship,

The issues of employment and unemployment are the traditional domain of economics. It results from the interest of economists in the phenomenon of unemployment, measures to alleviate it, the issue of employment, labor market activation, and analysis of market trends. The local labor market is supported by the activities of the organization you manage.

At the University of Economics in Katowice, a research project is being carried out on migration management in the municipality, with reference to the phenomenon of the presence of foreigners in local labor markets. The result of the project will be the creation of a tool for municipal managers, building a marketing strategy aimed at the labor market. Your experience is invaluable to the project. You have hands-on experience in dealing with this issue.

We would appreciate it if you could fill out the questionnaire. The information obtained from the questionnaire is intended only for those conducting the research. The questionnaire is short; it takes 10 minutes to complete. In the second half of 2019 you will receive access to the full version of the study.

\* Required

1. **The development of the Polish economy will require the employment of foreigners in the coming years.***

   I strongly agree / 1 2 3 4 5 / I strongly disagree

2. **The Polish labor market is a market significantly less attractive to foreigners looking for work than the markets of other highly developed European countries.***

   I strongly agree / 1 2 3 4 5 / I strongly disagree

3. **How do you assess the scale of employment of foreigners by employers in the area of the PUP under your management?***

   o the scale of this phenomenon is small
   o the scale of this phenomenon is small, and will not increase
   o the scale of this phenomenon is small, but will increase
   o the scale of this phenomenon is big, and will not increase
   o the scale of this phenomenon is big, and will increase slowly
   o the scale of this phenomenon is big, and will increase rapidly
   o I have no opinion on this issue

4. **For what reasons do you think employers hire foreigners?***
   You may choose more than one answer.

   o shortage of Polish workers
   o lower employment costs
   o better qualifications than Polish employees'
   o high availability
   o higher motivation to work
   o favorable terms and conditions offered to the employer by employment agencies
   o other:

5. **Employment of foreigners in the labor market is currently affected by the following legal factors:***
   definitely yes / rather yes / hard to say / rather no / definitely no

   EU regulations
   National regulations
   Local government resolutions

6. **What impact do the following factors have on activities aimed at attracting foreigners to local labor markets?*** 
   Please rate each indicated factor from 1-5; where 1 - the least influence, 5 - the greatest influence.
   > Legal regulations
   > Activity of intermediary agencies
   > Dynamics of business development
   > Low unemployment
   > Support of municipalities
   > Friendliness of residents
   > Size of the municipality

7. **What can discourage foreigners from taking up work with employers doing business in Silesian municipalities?*** 
   Please rate each indicated factor from 1-5; where 1 - the least influence, 5 - the greatest influence.
   > excessive paperwork to do
   > dealing with formalities and documentation - administrative barriers
   > low wages
   > language barriers
   > no support in arranging accommodation
   > no support in accessing health care
   > no support in accessing specialized courses
   > no prospects for permanent residence, including bringing in their family
   > no sense of security

8. **How do you assess the regulations on the employment of foreigners?*** 
   > o regulations are optimal; no change required
   > o regulations need to be changed
   > o I have no opinion on this issue

9. **If you answered in the previous question that the regulations need to be changed by adapting them to the current conditions, please kindly indicate the most important areas requiring change:**
   > Your answer:

10. **What activities related to the presence of foreigners in the labor market are currently performed by the PUPs (District Labor Offices)?***
    You may choose more than one answer.
    - o register of declarations on assignment of work to foreigners at the PUP competent for the registered office, or place of residence of the entity assigning work to a foreigner;
    - o issuance of permits for seasonal work (work for 9 months in a calendar year). Seasonal work permit may be issued to citizens of all countries outside the European Union, and the European Economic Area;
    - o issuance of an opinion of the District Governor (Starost) competent for the foreigner's main place of work on the inability to meet the employer's personnel needs based on the registers of unemployed persons, and job seekers, or on the negative result of the recruitment organized for the employer, taking into account the priority of access to the labor market for Polish citizens with the exclusion of the list of professions specified in the Regulation of the Minister of Family, Labor and Social Policy of June 28, 2018;
    - o monitoring the quality of work of foreigners;
    - o conducting surveys of residents' attitudes towards foreigners;
    - o cooperation with ATPs (Temporary Employment Agencies);
    - o cooperation with other institutions, e.g. ZUS (the Social Insurance Fund), Border Guard;
    - o cooperation with employers;
    - o other:

11. **Who, in your opinion, should be involved in the process of obtaining foreigners necessary for employers to run their businesses efficiently:***
    - o employers only
    - o employers themselves or through employment agencies
    - o employers themselves or through employment agencies with the support of the municipality where the foreigners will work
    - o other:

12. **The basic principles governing the presence of foreigners finding employment in Poland should be determined by the strategy adopted by**

**the Polish government. The indications for regional and, consequently, local strategies should come from the state strategy.***

I strongly agree / 1 2 3 4 5 / I strongly disagree

13. **In your opinion, should the district/municipality development strategy include provisions for the development of the labor market with the potential presence of foreigners in it?***

I strongly agree / 1 2 3 4 5 / I strongly disagree

14. **In your opinion, should the strategy on the local labor market with the participation of foreigners be coordinated by an entity/ team/ legal representative authorized by the district/ municipality with district rights?***

o definitely yes, the municipality should create conditions for the stay of foreigners, e.g. facilitate accommodation on favorable terms, provide educational and medical services, language courses and other trainings.

o rather yes

o hard to say

o rather no

o definitely no

15. **Who should be the partner of the municipality and work entrusting entities in the implementation of the strategy?***

You may choose more than one answer.

o trade union organizations

o non-governmental organizations

o citizen security institutions

o opinion polling centers

o education and training institutions, regardless of ownership status

o health care and preventive health care institutions, regardless of ownership status

o cultural institutions, regardless of ownership status

o hard to say

o other:

16. **It is in the interest of the district/municipality with district rights to actively support activities aimed at attracting foreigners with cultural characteristics accepted by the local population.***

    I strongly agree / 1 2 3 4 5 / I strongly disagree

17. **What elements of integration of foreigners are most important?***
    You may choose more than one answer.
    o learning the Polish language
    o providing accommodation
    o courses in overcoming cross-cultural barriers
    o education of children
    o medical care
    o specialized assistance
    o the prospect of permanent residence
    o other:

18. **Should the district/ municipality with district rights monitor the effects of the presence of foreigners, particularly their relations with residents?***

    I strongly agree / 1 2 3 4 5 / I strongly disagree

19. **PUPs (District Labor Offices) should be one of the institutions actively supporting the activities of districts/ municipalities with district rights in relation to prospective residents, i.e. the foreigners finding employment in the local labor market.***

    I strongly agree / 1 2 3 4 5 / I strongly disagree

20. **In the case of emerging labor deficits, with decreasing unemployment, should the PUPs be equipped with additional legitimate powers?***

    I strongly agree / 1 2 3 4 5 / I strongly disagree

21. **From my own perspective, I can indicate the main areas of desirable changes to improve the activities of the PUP: ***

    Your answer: …

**Length of service in the PUP** *
     o less than one year
     o 1-4 years
     o 5-8 years
     o 9-13 years
     o 14 and more years

**Seniority in the position of PUP Director** *
     o less than one year
     o 1-4 years
     o 5-8 years
     o 9-13 years
     o 14 and more years

**Have you previously worked for the district/ municipal government?***
     o yes
     o no

**Does the PUP managed by you include:***
     o a municipality with district rights
     o several municipalities

# List of PUPs (District Labor Offices) in the Silesian Voivodship

**Table 8.3** List of PUPs (district labor offices) in the Silesian Voivodship.

| Office | Municipalities served |
|---|---|
| PUP in Będzin | Będzin, Bobrowniki, Czeladź, Mierzęcice, Psary, Siewierz, Sławków, Wojkowice |
| PUP in Bielsko-Biała | Bielsko-Biała, Buczkowice, Jasienica, Jaworze, Kozy, Porąbka, Szczyrk, Wilamowice, Wilkowice |
| PUP in Bielsko-Biała, branch office in Czechowice-Dziedzice | Bestwina, Czechowice-Dziedzice |
| PUP in Bytom | Bytom |
| PUP in Chorzów | Chorzów |
| PUP in Cieszyn | Brenna, Chybie, Cieszyn, Dębowice, Goleszów, Hażlach, Istebna, Skoczów, Strumień, Ustroń, Wisła, Zebrzydowice |
| PUP in Częstochowa | Blachownia, Częstochowa, Janów, Kamienica Polska, Kłomnice, Konopiska, Kruszyna, Mstów, Mykanów, Olsztyn, Poczesna, Rędziny, Starcza |
| Communal Employment Center in Koniecpol | Dąbrowa Zielona, Koniecpol, Lelów, Przyrów |
| PUP inw Dąbrowa Górnicza | Dąbrowa Górnicza |
| PUP in Gliwice | Gierałtowice, Gliwice, Knurów, Pilchowice, Pyskowice, Rudziniec, Sośnicowice, Toszek, Wielowieś |
| PUP in Jastrzębie Zdrój | Jastrzębie Zdrój |
| PUP in Jaworzno | Jaworzno |
| PUP in Katowice | Katowice |
| PUP in Kłobuck | Kłobuck, Krzepice, Lipie, Miedźno, Opatów, Panki, Popów, Przystajń, Wręczyca Wielka |
| PUP in Lubliniec | Boronów, Ciasna, Herby, Kochanowice, Koszęcin, Lubliniec, Pawonków, Woźniki |
| PUP in Mikołów | Łaziska Górne, Mikołów, Ornontowice, Orzesze, Wyry |
| PUP in Mysłowice | Mysłowice |
| PUP in Myszków | Koziegłowy, Myszków, Niegowa, Poraj, Żarki |
| PUP in Piekary Śląskie | Piekary Śląskie |

| | |
|---|---|
| PUP in Pszczyna | Goczałkowice, Kobiór, Miedźna, Pawłowice, Pszczyna, Suszec |
| PUP in Racibórz | Kornowac, Krzanowice, Krzyżanowice, Kuźnia Raciborska, Nędza, Pietrowice Wielkie, Racibórz, Rudnik |
| PUP in Ruda Śląska | Ruda Śląska |
| PUP in Rybnik | Czerwionka Leszczyny, Gaszowice, Jejkowice, Lyski, Rybnik, Świerklany |
| PUP in Siemianowice Śląskie | Siemianowice |
| PUP in Sosnowiec | Sosnowiec |
| PUP in Świętochłowice | Świętochłowice |
| PUP in Tarnowskie Góry | Kalety, Krupski Młyn, Miasteczko Śląskie, Ożarowice, Radzionków, Świerklaniec, Tarnowskie Góry, Tworóg, Zbrosławice |
| PUP in Tychy | Bieruń, Bojszowy, Chełm Śląski, Imielin, Lędziny, Tychy |
| PUP in Wodzisław Śląski | Godów, Gorzyce, Lubomia, Marklowice, Mszana, Pszów, Radlin, Rydułtowy, Wodzisław Śląski |
| PUP in Zabrze | Zabrze |
| PUP in Zawiercie | Irządze, Kroczyce, Łazy, Ogrodzieniec, Pilica, Poręba, Szczekociny, Włodowice, Zawiercie, Żarnowiec |
| PUP in Żory | Żory |
| PUP in Żywiec | Czernichów, Gilowice, Jeleśnia, Koszarawa, Lipowa, Łękawica, Łodygowice, Milówka, Radziechowy-Wieprz, Rajcza, Ślemień, Świnna, Ujsoły, Węgierska Górka, Żywiec |

**Source:** Own elaboration based on: "Provincial Labor Office in Katowice", accessed May 5, 2018, http://wupkatowice.praca.gov.pl/.

# Expansion of Abbreviations Used in Tables and Figures from Full Names Used in the Survey Questionnaire

Table 8.4 Expansion of abbreviations used in tables and figures from full names used in the survey questionnaire.

| | |
|---|---|
| Lower employment costs for foreigners | Lower employment costs |
| High availability of foreigners | High availability of foreigners |
| Higher motivation of foreigners to work | Higher motivation of foreigners |
| Favorable conditions for employers offered by Employment Agencies | Favorable conditions for employers offered by Employment Agencies |
| Citizen Security Institutions | Citizen Security Institutions |
| Educational and Training Institutions, regardless of ownership status | Educational and Training Institutions |
| Health Care and Preventive Health Care Institutions, regardless of ownership status | Health Care and Preventive Health Care Institutions |
| Register of declarations on assignement of work to foreigners at the PUP competent for the registered office or place of residence of the entity assigning work to a foreigner | Register of declarations |
| Issuance of permits for seasonal work (work for 9 months in a calendar year). Seasonal work permit may be issued to citizens of all countries outside the European Union and the European Economic Area | Issuance of permits |
| Issuance of an opinion of the District Governor (Starost) competent for the foreigner's main place of work on the inability to meet the employer's personnel needs based on the registers of unemployed persons and job seekers, or on the negative result of the recruitment organized for the employer, taking into account the priority of access to the labor market for Polish citizens with the exclusion of the list of professions specified in the Regulation of the Minister of Family, Labor and Social Policy of June 28, 2018. | Opinion of the District Governor (Starost) |
| Cooperation with ATPs (Temporary Employment Agencies) | Cooperation with ATPs |
| Cooperation with other Institutions, e.g. ZUS (the Social Insurance Fund), Border Guard | Cooperation with Institutions |

**Source:** Own elaboration based on: "Provincial Labor Office in Katowice", accessed May 5, 2018, http://wupkatowice.praca.gov.pl/.

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Wiktor Widera, Zora Hudíková

# Acquisition and Integration of Immigrants for Local Labor Markets Using New Media Tools

S u m m a r y

Demographic changes are among the most important long-term challenges facing Poland. In 2019, the theoretical fertility rate TFR reached in Poland with a value of 1.42 children per woman which puts Poland in 190th place in the world out of 208 classified countries and territories. This trend will, in the long term, together with the factor of demographic aging of the population, its progressive disappearance. This state of affairs will have a number of negative, long-term consequences affecting the condition of the Polish economy, causing the risk of secular stagnation. It will adversely affect the value and structure of income and expenditures from the central budget, the size of the budgets of Local Government Units and caused problems in local labor markets. This situation will jeopardize the quality of the provision of public services in territorial areas. It will have a radical impact on the level of pension security for the elderly.

The systematic decline in the population of working age, may lead to a situation in which it will decrease from its current size to only about 10.8 million in the year 2100, i.e. by 52.3%. According to expert projections, the indicated forecast effect of this trend will be a contributing factor to secular stagnation or long-term recession economy. The state and especially local governments face a number of serious challenges, on a scale not known before. These processes will be compounded, no doubt, by the negative effects of a warming climate and ongoing environmental degradation, the climate crisis energy, climate migration not to mention the threat of military conflict, which not so long ago was difficult to imagine, as was a global pandemic. Preparing communities for such profound changes, should now not only be the subject of scientific deliberations and theories built by the environment, but is already a declaration of the present time, for the sake of future generations of Poles.

The growing deficits in the labor force, being the result of a number of factors, are becoming increasingly acute in the global labor market. The problem is spreading to national, regional, and especially local labor markets. The dynamics of business development, changes caused by technological progress, and demographic processes resulting in aging societies with declining fertility rates are among the determinants of the phenomenon causing changes. The labor market is increasingly becoming a market with the growing importance of workers. The scramble for workers is intensifying the recruitment efforts of business entities with increasing support from the state and local governments of individual countries. Labor shortages are increasingly being eliminated by targeting foreign workers, intensifying the phenomenon of labor migration. This entails the implementation of integration programs with varying degree of effectiveness. Problems resulting from integration processes involve not only the immigrants themselves but also the societies to which they emigrate. The resulting relationships in the place of their new

residence are often very complicated, especially when the immigrants are characterized by great cultural differences from the societies in which they arrive. The question arises to what extents the changes taking place require the consideration of local labor markets in the development strategies of Local Government Units. Is it possible to eliminate labor deficits with the help of foreign workers of convergent cultural characteristics with the local community, and what methods and tools are necessary for this process?

Comprehensive immigration management is the series of implemented and postulated management activities at multiple levels: supranational, national, regional and local, with the interpenetration of spheres - public and private, domestic and international. This component is intended to define the dynamics of governance and remove the barriers of the decision-making system, understood physically as the boundaries of territorial units and functionally as political constraints. This governance is a complex process, as spatial and process relations form a complex network of relationships. The intention of the authors of the presented book is to try to look at the ability of local governments to build in their labor markets a strategy that takes into account foreign workers and is consistent with the national strategy, if there is such. The local labor market in the proposed approach will be understood as a territorial product, which fits theoretically into the concept of territorial marketing. The present study is the result of cooperation between the authors from the University of Silesia in Katowice, Poland, and the University of St. Cyril and Methodius in Trnava, Slovakia. Against the background of selected theoretical and practical issues, including the citation of the results of research on the presence of the subject of immigration in the Slovak media, a model for building a marketing strategy for the acquisition and integration of immigrants for the needs of local markets has been proposed. The model developed by Wiktor Widera contains a unique concept of pre-integration, initiated before the arrival of the immigrant to a place outside the borders of his homeland, which is, by his own choice, the place of professional activity and consequently, periodic or long-term life activity.