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## **THE COASTAL PROVINCES OF POLAND AS PLACES OF ECONOMIC MIGRATION OF CITIZENS FROM EASTERN EUROPE – CHALLENGES TO SOCIO-ECONOMIC SECURITY**

### **Abstract**

In the era of globalization, the issue of migration considered in the economic aspect acquires measurable significance both to migration-source countries and migration-destination countries. Premises for contemporary migration are varied and are treated as the most active factor of human activities. The aim of the article is to highlight the scale of the problem resulting from the very essence of migration of citizens from Eastern Europe on the example of the coastal provinces. The Authors of the article attempt to analyse the scale of employing foreigners from Eastern Europe in various sectors of the Polish labor market by types of permit, professional groups and professions and selected sectors of the economy resulting from the Classification of Occupations and Specialisations and Polish Classification of Business Activities.

**Keywords:** migration, labour market, foreigners

### **Introduction**

Migration means itinerating or mechanical (physical) moving undertaken by people and it comes as a basic element and a form of spatial mobility. It means movement within territories related to relatively permanent changes of residence places. Migration movements are insepara-

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ble elements of integration and globalisation processes which, by themselves, constitute the elements of globalisation infrastructure. The data on migration are of low quality and are generally not compared in international statistics, often because of the variety of migration definitions, various standards for data aggregation and data publications and also because migrants avoid registration for various reasons. In research studies on human migration, the following aspects are mainly considered: duration of migration, areas where movements of people are observed, methods of organisation and course of migration processes, reasons for (factors, causes) changing one's place of residence.

Migration is strongly related to labour markets, changes to residence places, more favourable constituent conditions of economic security (remuneration, improving/acquiring professional qualifications, access to new technologies, mastering/learning foreign languages), an increased sense of individual and collective security, cultural and religious conditions, a general global socio-economic and political situation that has been changing, an increase in the sense of security, disintegration of multinational countries, systemic transformation. The most frequent migration problems are: shortage of labour force and of specific skills, a low level of integration among legal immigrants, inefficient partnership with developing countries, inefficient adaptation of border management and the visa policy, aging societies, decreasing population in the societies of European countries, inefficient migration management and permanent burdens resulting from illegal migration. Migration processes should be treated as a phenomenon that is generally desirable socially which, however, poses a number of threats and brings irreversible consequences.

At present, citizens of Eastern European countries are perceived as a significant source of migration to Poland. Citizens of these countries take top positions in the statistics on arrivals, visas, settlement, the number of people who start employment and higher education in Poland and who apply for Polish citizenship. The key factors that foster migration processes include geographical and cultural proximity, relatively easy communication, adaptation to living conditions in Poland, positive perception of migrants by the Polish society, also shortage of workers on the labour market, unfavourable demographic statistical data that pose challenges to entrepreneurs and economy (demographic security). Hence, immigrants come as an alternative. Their unquestionable impact on economic development and on the labour market, levels of employers' satisfaction from immigrants' performance, administrative problems immigrants have to face, management of their development and diversity

come as significant areas characterised by the lack of knowledge that can spark interest in scientists specialising in various scientific disciplines, both in the country and abroad.

The basis for the considerations undertaken is the analysis of strategic documents and reports on the phenomenon of migration. In an attempt to indicate the validity of actions aimed at migration policy, I will also refer to theoretical assumptions and practice. The aim of the article is to indicate the impact of migration on the economic and social security of the country.

The article's hypothesis is that strategic actions have been taken in migration policy, but they are unsatisfactory and contain mistakes that may negatively affect economic and social security in Poland, therefore, the aim of the article is to indicate conclusions - guidelines for actions for migration in the social and economic idea in the future. The article uses literature and document analysis as the leading research method. However, the Methodology of this article also includes the following methods: analysis, synthesis and analogy.

### Migration in scientific disciplines

The notion of migration comes from *migratio*, a Latin word that means relocation and indicates movement of people who want to change place of their residence permanently or temporarily, within their native country or moving to various foreign countries<sup>1</sup>. Migration phenomena are of multidimensional nature. Most frequently, migration is defined as moving from a particular region to another or moving to a strictly defined distance, which has taken place in a particular interval and has resulted in a change of one's residence place<sup>2</sup>. In this sense, migration is defined as physical movement of an individual or a group of people from one society to another. Usually, such movement requires these people to abandon their social environment and to enter different environment of a different character<sup>3</sup>.

Considering its interdisciplinary nature, migration has been defined in various ways over the past decades, depending on scientific disciplines. This interdependence can be presented in the following way<sup>4</sup>:

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<sup>1</sup> W. Kopaliński, *Słownik wyrazów obcych*, Warszawa 2002.

<sup>2</sup> A. Mordoch, *Emigracja lekarzy z Polski*, Warszawa 2011, p. 56.

<sup>3</sup> S.N. Eisenstad, *Analysis of Patterns of Immigration and Absorption of Immigrants*, "Population Studies", 1953, no. 7, pp 167-180.

<sup>4</sup> I. Szczygierska, *Migracje zarobkowe kobiet i ich wpływ na funkcjonowanie rodzin*, Warszawa 2013, p. 165.

1) Economy; 2) Demography; 3) Geography; 4) Political science and 5) Sociology. Carrying out scientific research on human population's movement, with the consideration of the interdisciplinary nature of this phenomenon, requires a formulation of some commonly acceptable definitions for migration<sup>5</sup>.

In accordance with the definitions recommended by the UN and UE, migration is divided into the following types:

- internal migration;
- external migration<sup>6</sup>.

Considering the way, organisation and course of migration, it is possible to distinguish individual, group, planned, legal, illegal, spontaneous, voluntary or forced migration. Considering some general regularities, migration can be also discussed in terms of distance: migrants travel short or long distance. The regularity indicates that the longer distance is travelled from places left by migrants, the lower numbers of them can be observed at their selected destination places. Migrants who decide to travel long distances usually select destination places such as large industrial or commercial centres; however, this factor does not come as a source of regularity. Another factor fostering contemporary migration is technical advancement. The dynamics of social and economic development, especially in highly developed countries, development of international corporations, commerce, services, accessibility of means enhancing abilities to fast travel, development of social and economic infrastructure contribute to an increase in migration and extended migration routes<sup>7</sup>. At present, development of tele-information technologies (cyberspace) plays a significant role in reinforcing migration processes.

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<sup>5</sup> One of the most renowned organisations that measure international migration and carries out research on this subject is the UN. For many years, the UN has been making attempts at providing a definition of migration that could be applied to statistical purposes. In 1953 migrants were defined as people who had come to a particular country and intended to stay there for at least 12 months (at least one year). See: J. Słodaczuk, Z. Kamecki, P. Bożyk, *Międzynarodowe stosunki ekonomiczne. Teoria i polityka*, Warszawa 1983, pp. 100-104; A. Kisiel-Łowczyk, *Współczesna gospodarka światowa*, Gdańsk 2000, p. 116.

<sup>6</sup> E. Kryńska, *Mobilność zasobów pracy*, Warszawa 2000, pp. 75-77.

<sup>7</sup> The combination of economic and social infrastructure forms a social and substantial basis for existence and economic development. See: W. Grzywacz, *Spoleczno-gospodarcze problemy ekonomii i polityki gospodarczej*, Szczecin 1996, p. 14; Z. Witaszek, M. Zaorski, *Migracje ludności w aspekcie mobilności społeczno-zawodowej na przykładzie Ukrainy*, [in:] *Europa w dobie kryzysu migracyjnego*, ed. A. Kwiatkowski, Kraków 2016, pp. 139-140.

## **The impact of migration trends on the social and economic development of Poland. An attempt at an analysis**

The demand for employing foreigners indicated by Polish employers has been growing. However, a following question should be considered: is it really more and more difficult to recruit Polish employees? Has employment of foreigners been incorporated into business and development strategies pursued by companies? Popularisation of the latter model would be unfavourable for the domestic labour market. On one hand, after some time it could lead to some preferences toward employing foreign workers and on the other hand, a tendency to employ foreigners by Polish employers could indicate that Polish companies refrain from training/improving professional qualifications of Polish employees, investments or innovations. A high number of foreigners employed in various sectors of economy has a significant impact on economic development. At present, Poland has got the highest index of foreign workers' share in the general number of people employed in the region. This is one of the factors that limit a dynamic increase in remuneration, including the inflation growth despite a decrease in the unemployment rate. While supplementing/supporting the labour market, foreigners contribute to the real increase in the GDP. In Poland, the number of companies that legally employ foreign workers has been growing systematically. This number could be even higher if it was not for a long time that is necessary to legalise employment of foreigners in Poland.

The longest waiting time for foreigners from the East, especially from Ukraine, necessary to legalise their stay and employment in Poland has been recorded in the Lower Silesian Province (263 days on average), the Silesian Province (120 days on average) and the West Pomeranian Province (150 days on average)<sup>8</sup>. The shortest waiting time for the discussed procedures has been recorded in the Podlasie Province, Lublin Province (45 days on average), in the Sub-Carpathian Province (58 days on average) and the Kujawy-Pomeranian Province (93 days on average)<sup>9</sup>.

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<sup>8</sup> Regulation no. 37/2018 of the Governor of the West Pomeranian Province of 31st January 2018 on the amendment to the Regulation no. 171/2010 of the Governor of the West Pomeranian Province of 15th April 2010 on issuing work permits to foreigners in the West Pomeranian Province supplemented with the current attachment The List of Shortage Occupations in the West Pomeranian Province According to the Structure of the Classification of Occupations and Specialisations (Journal of Laws, the West Pomeranian Province, 2018, item 862).

<sup>9</sup> Polish employment offices are inefficient and are not professionally prepared to handle foreigners. For example, in Wrocław the statutory waiting time for the consideration of submitted application forms has been two years; in other Polish cities (e.g.: in

In other provinces the waiting time for the legalisation of the stay and employment of foreign workers is more than 100 days on average<sup>10</sup>.

Such a situation creates conditions for developing and expanding the grey zone that is unfavourable for both employers and potential employees, also for the National Insurance Agency and taxation bodies. Considered in terms of an increase in employment of workers from Eastern Europe, an improvement in the situation on the labour market requires limiting bureaucratic barriers and streamlining processes of stay and employment legalisation, including enhanced social packages for foreign workers, e.g.: free Polish courses. Qualified workers from the East should become a source of professional and intellectual potential for the domestic labour market that could contribute to the improvement in economic conditions. An effective premise for achieving the discussed socio-economic goals should be also an attractive and friendly migration policy accepted by both parties.

A friendly migration policy should be a condition to the social and economic development of a destination country. During the years 2014-2018 in Poland, foreign workers from Eastern Europe, especially from Ukraine, contributed to 11% of the economic growth when the GDP was recorded at the following levels respectively: 2014 – 3.3%; 2015 – 3.8%; 2016 – 3.1%; 2017 – 3.9%; 2018 – 5.1%. In 2019 the GDP in Poland was estimated at the level of 4.3% - the reason for that fact was the worsening of the global economic conditions<sup>11</sup>. Polish employees entering the labour market contributed to the economic growth almost at the same level.

At the beginning of 2014, the economic growth increased by 2.2% and it would have been difficult to achieve without foreign workers. The significant role of foreign workers from Eastern Europe in the growth of the GDP was also recorded in 2018 when the numbers of Polish employees were decreasing. The number of Ukrainian migrants started to grow

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Warsaw) officials often do not request foreigners to complete missing documents (frequent changes to the legal regulations) and as a result, some application forms have been rejected. Foreigners whose visas are soon going to expire and who are waiting for their residence permits, have to wait for 6-8 months without any possibilities to leave the country because it would involve repeated administrative procedures. The appeal procedures in the Office for Foreigners is often protracted up to one year. P. Otto, M. Chądzyński, *Będzie coraz mniej przyjazdów z Ukrainy*, „Dziennik. Gazeta Prawna”, 18 December 2019, p. A3.

<sup>10</sup> Legal basis for the decision: The Regulation of the Minister of Labour and Social Policy of 1st April 2015 on issuing work permits for foreigners (Journal of Laws 2015, item 543).

<sup>11</sup> G. Siemionczuk, *Ukraińcy motorem polskiej gospodarki*, „Rzeczpospolita”, 2019, no. 255, p. A1.

successively in 2014 and it exceeded 1 million workers in 2017. The data on employment of foreigners come as a measurable indicator facilitating determination and evaluation of their role in the economic boom that has characterised the economic conditions of Poland and of the regions over the past years. Considering an inconsiderable growth in employment, the dynamic growth of the GDP indicates an increase in the productivity of employees. Such an approach suggests that the growth of Polish economy has been of much more labour-consuming nature<sup>12</sup>. In the future, a falling tendency observed in the inflow of migrants to the Polish labour market may become significant to the dynamics of the GDP growth.

It is estimated that starting from the immigration boom in 2014, by 2020 about 20% fewer foreign workers will have come to start employment. Such an analysis is based on the data resulting from the development of Ukrainian economy, the growth of which is estimated at the level of 4% approximately (in the first quarter of 2019 the Ukrainian GDP was 4.2%) with over 10% of remuneration growth, numerous investments in large agglomeration hubs, liberalisation of the labour market in Germany and, first of all, an active informational campaign encouraging staying in the country as well as promoting coming back from abroad<sup>13</sup>. Some forecasts indicate that the index of the migration balance in Ukraine shall be in plus after a dozen years and it means that the number of people who will leave Ukraine will be lower than the number of people who will come back there. During the first quarter of 2019, Polish employers issued 764,000 declarations about their intentions to employ foreigners; at the same time last year there were 692,000 of such declarations issued.

Polish economy should look for an antidote to its dynamic economic growth (recorded at its highest level in the last decade) in economic migrants. Economic migrants have been a source of supplementing the shortage of cheap labour force that results from, among others, the scale

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<sup>12</sup> *Ibidem*.

<sup>13</sup> It is worth observing that the scale of migration of Ukrainian citizens was very high (in accordance with the Ukrainian Ministry of Social Policy) – approximately 3.2 million citizens who accounted for 18% of the professionally active part of the society. Belarus and Poland will lose their attractiveness, whereas German labour resources may increase by this number of workers (an additional barrier is the knowledge of foreign languages). The Czech Republic will also become more attractive (the country has doubled the number of workers with Ukrainian passports who can be employed by local companies. In this way, employment has been increased by 40 000 Ukrainian workers approximately), as well as the Baltic countries. In the third quarter of 2019 the quarterly vacancies were recorded at the level of 6.2% in Czech companies, whereas the EU average was 2.3% and in Poland this indicator was recorded at the level of 1.1% (the Author's note).

of Polish economic migration to the Western countries, the results of a demographic decline or the lowering of the retirement age. Legally employed in Poland, foreign workers from the East come as a source supporting the state budget, taxes and the National Insurance Agency or social insurance. They have contributed to the implementation of some social schemes (500+, the 13<sup>th</sup> pension) to a measurable extent. Workers from the East do not come as an answer and a tool that can be applied to face all the social and economic challenges. Poland is still a country of cheap labour force, low remuneration and it is not a very wealthy country in comparison to the Western countries. Most foreigners are employed to perform simple work and their remuneration is often by 10% lower than remuneration of their Polish counterparts<sup>14</sup>. Such an approach might be one of the factors which have delayed the adjustment of Polish economy to reach a higher level of social and economic development.

The circumstances that are favourable for the domestic labour market, stimulating an increase in its productivity, may include a rapid growth in the minimal remuneration. This, in turn, is translated into the labour costs and a change in the model of adjusting companies to the new reality, generating an increase in productivity. According to the current government, another solution may be restricting the process of economic migration at the cost of higher remuneration paid to Polish employees. The efficiency of such solutions will depend on the response of market mechanisms. Apart from radical solutions, remedial measures could include support to companies provided to develop international/national/regional projects under implementation, long-term investments, innovations, etc.

For a host country, economic migration may be of a complementary or substitutional character. In the first case, a country/a region experiences a positive result of the social and economic growth and of the labour market itself; the latter case comes as a form of compensating any shortages observed in the labour market (occupations, specialisations, qualifications). The substitutional character of employing foreigners can, over the long run, become a symptom of imbalance in the labour market for Polish workers and it can result in a decrease in remuneration paid in particular occupations or economic sectors.

The analysis provided by the Personnel Service indicates that an announcement about the opening of Germany to specialists from the outside of the EU itself resulted in a situation that at the end of 2019 it was estimated that approximately 250,000 Ukrainians withdrew from the

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<sup>14</sup> A. Cieślak-Wróblewska, *Ukraińcy pomogli, ale nie we wszystkim*, „Rzeczpospolita”, 2019, no. 255, p. A2.



Polish labour market (the above-mentioned agency estimates that about 100,000 Ukrainians went to Germany)<sup>15</sup>. In 2020 this number can grow up to 0.5 million and during the subsequent years about 1 million workers might be missing from the domestic labour market. Some long-term analyses indicate that by 2025 the number referring to the shortages in the labour resources can reach the level of 1.5 million people approximately (about 300,000 per year)<sup>16</sup>.

Growing availability of Polish employees in the domestic labour market will become a factor pushing foreigners out. A reason for that can involve difficulties in finding satisfying employment in Western Europe, economic slowdown or Brexit in Great Britain. The data provided by the National Insurance Agency for the 4<sup>th</sup> quarter of 2018 indicate that the number of registered Ukrainian workers has been decreased by over 20,000<sup>17</sup>.

Liberalisation of the employment policy towards migrants from Eastern Europe (the system of declarations) results in some increased interest in legal employment methods. Migration of citizens of Eastern countries to Poland is of a short-term and circular character. Ukrainians find employment in the secondary labour market (agriculture, construction, household services, retail trade) occupying posts that do not require high occupational qualifications, even though numerous workers have such qualifications anyway.

Economic migration supplements shortages of labour force in the Polish labour market. Most often, foreigners perform work that Polish citizens are not interested in or they accept it with reluctance. It is obvious that taking up work below one's occupational qualifications comes as the waste of intellectual potential and depreciation of occupational qualifications one has already acquired. Migration positively contributes to a decrease in unemployment in the country of origin and indirectly lowers social pressure related to unfavourable economic conditions in the country. A negative aspect of the labour force outflow is the fact that the highest social and economic mobility usually comes as an attribute of the most resourceful people.

Considered from the perspective of the country of origin, social and occupational mobility comes not only as the tightening of social bonds

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<sup>15</sup> *Barometr zawodów 2019*, Wojewódzki Urząd Pracy, Gdańsk 2019.

<sup>16</sup> *Na rynku pracy w Polsce zabraknie nawet 1 mln osób*. Money.pl, <https://www.money.pl> (29.12.2019).

<sup>17</sup> Central Statistical Office, *Koniunktura gospodarcza, opinie formułowane przez jednostki z siedzibą w województwie pomorskim – Centralny System Analityczno-Raportowego (MRPiS)*, December 2019.

with Polish citizens and employers but also as a situation that positively affects the development of the country of origin, due to financial transfers from abroad. It is translated into an increase in household incomes and into the growth of domestic consumption.

## Conclusions

World affairs related to the crisis on the border between Poland and Belarus, and above all the wars in Ukraine, are an example of the impact of migration on social and economic security. The purpose of the search for documents and reports was to assess the principles of migration policy and submit conclusions.

Based on the analysis of detailed reports and documents presented in the article, it should be concluded that the hypothesis was confirmed. As part of the research method (query of literature and documents), comprehensive activities in the field of literature were indicated, which highlighted valid and incorrect projects. The following conclusions were presented as a remedy for a better migration policy affecting social and economic security:

- running a more efficient informational and training campaign (e.g. by employment agencies, PUCC and their counterparts) in order to inform about the advantages of legal employment and consequences of illegal work;
- prosecuting and public stigmatising dishonest intermediaries (e.g. in regional press, television);
- systematic improvement in the efficiency of the institutional system that affects illegal employment, involving both employers and migrants;
- increased institutional surveillance over the system of issuing declarations to prevent declaration trading, including more efficient monitoring over the implementation of declarations and their contents;
- implementation of more liberalised and simplified procedures to obtain work permit, including extended time of the maximal employment period based on declarations (e.g. depending on the types of work permits, including temporary residence permits valid for over 3 years)<sup>18</sup>;

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<sup>18</sup> Changes aimed at simplifying procedures, See: Regulation of the Minister of Family, Labour and Social Policy of 7<sup>th</sup> September 2018 amending the Regulation on activities of the subclasses of the Polish Classification of Activities, under which permits for seasonal work are issued to foreigners (Journal of Laws 2018, item 1749). or: Regula-

- allowing migrants (who are interested in legalisation of their residence) to benefit from the *Mieszkanie na start* (An apartment for a start) programme;
- making social and occupational mobility more flexible for migrants through less formalised changes to the forms of employment by other employers and liberalisation of circular employment (e.g. by making the visa policy easier);
- selecting professional administration staff to handle foreigners that – along with the co-financing of such activities (an increase in the number of jobs) – will result in some shorter time required to handle foreigner workers.

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tion of the Minister of Labour and Social Policy of 20<sup>th</sup> July 2011 on cases where employing a foreigner on the territory of the Republic of Poland is permissible without the need to obtain a work permit (No. 155, item 919 with later amendments).

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## **Województwa nadmorskie Polski jako miejsca migracji ekonomicznej obywateli z Europy Wschodniej – wyzwania dla bezpieczeństwa społeczno-gospodarczego**

### **Streszczenie**

W dobie globalizacji problematyka migracji rozpatrywana w aspekcie ekonomicznym nabiera wymiernego znaczenia zarówno dla krajów będących źródłami migracji, jak i krajów docelowych migracji. Przesłanki współczesnych migracji są różnorodne i traktowane jako najbardziej aktywny czynnik działalności człowieka. Celem artykułu jest ukazanie skali problemu wynikającego z samej istoty migracji obywateli z Europy Wschodniej na przykładzie województw nadmorskich. Autorzy artykułu podejmują próbę analizy skali zatrudniania cudzoziemców z Europy Wschodniej w różnych sektorach polskiego rynku pracy według rodzajów zezwoleń, grup zawodowych i zawodów oraz wybranych sektorów gospodarki wynikających z Klasyfikacji Zawodów i Specjalizacji oraz Polskiej Klasyfikacji Działalności Biznesowej.

**Słowa kluczowe:** migracja, rynek pracy, cudzoziemcy