

Paulina Anna Chmielecka*

Directions of the Polish migration policy in cyberspace

Abstract

A state cannot exist without a defined territory, a population living within it, and a government. It is not insignificant for the maintenance of security in the country to ensure the stability of borders, law and order, and the protection of the people residing in the country. The protection applies to nationals as well as to economic immigrants and refugees. It takes place in real-time and in the virtual information space, which is one of the research areas in the security sciences. This article aims to highlight the most important challenges for the Polish migration policy in cyberspace.

Key words: information security, cyberspace, migration, political communication

* Paulina Anna Chmielecka, PhD Student, Faculty of Political Science and Administration, Kazimierz Wielki University in Bydgoszcz, pchmielecka94@gmail.com, ORCID: 0000-0002-5758-898X.

Introduction

The information revolution manifested by the appearance of the first computers and computer networks began the process of introducing individuals, social groups, and entire societies and countries into the sphere of information and communication technology. Political, economic, and social development is increasingly dependent on universal access to information. The expansion of networks and information systems has led to the opportunity for everyone to expand their knowledge, communicate with people across great distances, and develop their cyber skills. According to the PWN dictionary, the term cyberspace describes a virtual space in which communication takes place between computers connected via the Internet¹.

Globalization has led to the proliferation of migration in the modern world. It should be assumed that one of the most important challenges has become the unification of normative acts related to international migration. The same situation applies to the political and legal sphere of the information space, including cyberspace. Maintaining information security is about maintaining stability in the functioning and development of the global information society. In addition, access to widespread information becomes a source of knowledge about various places, and this may prompt interested parties to emigrate. This applies to citizens of the country with access to mass media as well as foreigners. In line with this, it seems important to address the topic of migration policy in the context of cyberspace. The 2020 National Security Strategy of the Republic of Poland will be analyzed in terms of the interdependence of migration policy and the information space. Interpretation of the draft „Poland’s Migration Policy – Directions for Action 2021–2022”² will also be necessary in the further part of the study. It should be emphasized that the document was edited based on the baseline diagnosis adopted in December 2020 and draws attention to the priority actions in the field of migration policy.

Research based on critical analysis of the literature presents and provides a solution to the problem expressed as the question: What are the directions of the Polish migration policy in the area of cyberspace? Therefore, this

1 *Cyberprzestrzeń* [in:] *Internetowy słownik PWN*, <https://sjp.pwn.pl/sjp/cyberprzestrze%C5%84;2553915> [access: 2.03.2022].

2 *Polska polityka migracyjna – kierunki działań 2021–2022*, <https://www.gov.pl/web/mswia/projekt-uchwaly-rady-ministrow-w-sprawie-przyjecia-dokumentu-polityka-migracyjna-polski--kierunki-dzialan-2021-2022-id179> [access: 3.03.2022].

article aims to determine the course of planned actions in shaping the Polish migration policy in cyberspace. The article uses theoretical methods in the form of critical analysis of literature, analysis of found data and synthesis, generalization, deduction, and analogy.

The role of information space in Polish migration policy

Nowadays, the Internet has become the fastest source of information and a space used to provide many services, including social networking activities, online stores and forums, avatars, and other instant messaging. It is worth distinguishing a few technological characteristics in cyberspace. The first is the immateriality embedded in and dependent on the physically existing information and communication technology infrastructure. The second is „non-geography”, or the absence of boundaries in the physical sense of the word. Another aspect is the open architecture, where there is no center, and one of its most important components is the Internet. The last differentiator is the presence of an electromagnetic field³. The aforementioned characteristics may affect the difficulties related to the evaluation of ICT incidents, including the identification of cyberattack perpetrators and the interpretation of their motives. According to Professor Zięba, creating an effective information and communication technology security system is difficult and expensive, and the attackers generally have an outright advantage over the defenders. It is worth mentioning that cyberspace is a convenient sphere for information warfare, including political propaganda and political public relations⁴. Therefore, it is critical to determine the importance of cyberspace and its interdependence on multiple cognitive levels. Studies of source materials indicate that one of the correlates may undoubtedly be the Polish migration policy.

The 2020 National Security Strategy of the Republic of Poland sets the conditions for the development of both migration policy and information security. In the first aspect, it becomes most important to coordinate migration policies with economic, social and security policies. The document includes detailed objectives in this regard, such as the development and implementation of a comprehensive migration policy, the introduction of

3 *Bezpieczeństwo międzynarodowe w XXI wieku*, ed. R. Zięba, Warszawa 2018, p. 56.

4 *Ibidem*, p. 56–57.

the process of integration of immigrants into Polish society, ensuring the maintenance of social cohesion and counteracting possible threats to public order and security associated with migration processes⁵. The second aspect concerning cybersecurity and information space is included in the first pillar of the national security strategy of the Republic of Poland „security of the state and citizens”. The main objectives are to increase the level of information protection, promote good practices that enable citizens to better protect their information, and ensure the secure functioning of the state and citizens in the information space. It should be assumed that at the strategic level, it becomes important to build the capacity to protect the information space, including systemically combating disinformation and other cyber threats. Another assumption defines the creation of a unified system of strategic communication of the state including forecasting, planning, and implementation of consistent communication activities that will allow the development of a national cybersecurity system. In this case, it becomes important to use a wide range of communication and media channels and recognition tools. The involvement of citizens and non-governmental organizations will be important in the implementation of this task. A final important aspect is the effort to increase public awareness and knowledge of the dangers of information manipulation⁶. Taking into account the above analysis of the document, it can be concluded that the essential common denominator of the cyberspace sphere and the Polish migration policy is the security aspect. It should be assumed that the virtual information space has a significant impact on the integration of migrants into Polish society, the level of knowledge about the state of the labor market, or the communication system informing about possible threats to public order.

The assessment shows that there are interdependencies between the cyberspace sphere and the Polish migration policy. Therefore, it is worth distinguishing the directions of Polish migration policy activities in cyberspace and their possible consequences. To clarify them, it is worth looking at the content of the document „Polska polityka migracyjna – kierunki działań 2021–2022” (Polish Migration Policy – Directions for Action 2021–2022)⁷. It covers legal immigration issues in the economic, social, and demographic scope. In addition, it defines the scope of activities in the area of illegal immigration to Poland, providing necessary assistance and care to foreigners requiring

5 *Strategia bezpieczeństwa narodowego Rzeczypospolitej Polskiej*, Warszawa 2020, p. 32.

6 *Ibidem*, p. 21.

7 *Polska polityka migracyjna...*

protection, the need for integration of foreigners into Polish society. The aspect of emigration and re-emigration of Poles and the European dimension of migration policy are also important. The tasks contained in the document are to lead to the improvement of activities of entities involved in migration processes. The content analysis was divided into three parts including informational, communicational, and systemic aspects.

Information challenges faced by the Polish migration policy in cyberspace

One of the main functions of mass media is to universally inform the audience of media entities. In the political communication system, we can distinguish three entities involved in its process, namely media entities, audiences, and political actors. It is worth mentioning that the audience is a collective that interprets the political world and its shape is determined by it, therefore, in the system of political communication, the strong links (active participants) are political actors and mass media, while the weak links (passive participants) – the citizens. The first group has a strong organizational background and structures. Active participation is manifested by the frequent presentation of one's ideas, extensive background in conveying information, and the ability to focus the attention of the audience⁸. Citizens, on the other hand, limit their messages to statements in the media and at the polls if they are asked to do so. In addition, they comment on the achievements of political actors or media entities on social networks and by organizing and/or participating in protests.

Every activity of the entities in cyberspace is related to the realm of information security. The definition in NATO's document on strategic communications notes that it is the process of coordinating and appropriately applying operations and communications capabilities to achieve intended objectives. These are carried out through: information operations, public diplomacy, public affairs, military public affairs, and psychological operations⁹. The starting point for further consideration is the assertion that contemporary technologies can support immigrants' integration processes with citizens in the social and educational system. Immigrants with Internet access can

8 B. Dobek-Ostrowska, *Porozumienie czy konflikt? Politycy, media i obywatele w komunikowaniu politycznym*, Warszawa 2009, p. 39–40.

9 StratCom, *NATO Strategic Communication Policy*.

communicate with each other, contact family and friends remaining in Ukraine, access media, and instant messaging.

In the directions of the Polish migration policy, there are activities in the field of information covering foreigners, refugees, immigrants, emigrants, or re-emigrants. In the case of the last group, the Polish migration policy should focus on promotional activities, counseling, integration, and preparation for the so-called return, including providing basic needs to the migrant¹⁰. One of the additional challenges identified in the analyzed document is to undertake information activities aimed at making foreigners aware of the consequences of an illegal departure to another EU country in the course of proceedings for granting international protection („Dublin” proceedings)¹¹. The purpose of this is to avoid sending asylum seekers to another country and abusing the system by duplicating applications.

From a user's perspective, cyberspace activities depend on access to the Internet, which is used more and more often by immigrants residing in our country. For example, Barometr Imigracji Zarobkowej (Economic Immigration Barometer) conducted a survey, which shows that three out of four Ukrainians use the services of mobile operators, and half of them subscribe to web data transfer plans¹². Moreover, employers employing immigrants from Ukraine declare that every third immigrant has access to free Internet. Foreigners can use official websites and profiles on social networking sites. As they go through them, they can get full information about the legislation on migrants and refugees, the governmental and non-governmental organizations in operation, and the range of assistance they offer. Examples of such information databases are the official websites of city halls, the Office for Foreigners, or the *uchodźcy.info* Internet platform launched by „Chlebem i Solą” in cooperation with the Batory Foundation¹³. Most of the sources listed include facilities such as translations of the site into Ukrainian or signage to aid navigation.

¹⁰ Ibidem, p. 12.

¹¹ As defined, the Dublin system is used to determine which Member State is responsible for processing an asylum application submitted by a third-country national on the territory of a member state of the European Union, *Polityka azylowa i migracyjna*, <https://www.gov.pl/web/mswia/polityka-azylowa-i-migracyjna> [access: 1.03.2022].

¹² Confer: *Barometr imigracji zarobkowej: Ukraiński pracownik w Polsce. Raport Personnel Service*, wyd. 4, https://personnel-service.pl/wp-content/uploads/2020/07/BarometrImigracjiZarobkowej_IIH2019.pdf [access: 28.02.2022].

¹³ Confer: Official website of the Office for Foreigners, <https://www.gov.pl/web/udsc/urząd-do-spraw-cudzoziemców> [access: 5.03.2022] & *uchodźcy.info* web platform, <http://>

Communication challenges associated with the information space in the Polish migration policy

Communication becomes a fundamental part of any relationship, according to Michael Fleischer: „everything is communication”¹⁴. It is worth adding that communication is a form of action, and the use of language is a social activity that individuals use to establish relationships with one another. Communication is the process of individuals, groups, or institutions communicating with each other. The goal of this process is to exchange knowledge, information, and ideals. This process takes place at several levels including intrapersonal, interpersonal, mass, group and intergroup, organizational or institutional level. In general, by using diverse means one obtains specific effects¹⁵.

Media shapes human beings according to Marshall McLuhan’s statement that we belong to the so-called global village. We should assume that mass media are involved in the diffusion of information. It is through them that public opinion is formed and contact between political actors and citizens is maintained. Institutional communication channels mainly concern members of political parties and pressure groups. It is worth adding that communication links within these structures and with members of other organizations create a coherent message directed to the audience. This integrity can accelerate the achievement of the intended goal. It is important to emphasize that there are communication channels concerning informal contacts between individuals and groups, i.e. interpersonal communication. In this case, the opinion leader who is the source of social pressure plays a key role¹⁶. The topics of the political issues addressed are strictly political, as well as economic, social, cultural, religious, technological, etc. It is the opinion leader, political actor or media entity that verifies the content of the message, and the recipient tries to interpret it. The mastery of structures in the system of political communication by the indicated subjects strengthens the awareness of building the message in such a way that it is assimilated by the citizen parallel to the thoughts of the sender.

uchodzczy.info/ [access: 5.03.2022] & Official Internet Portal of the City of Warsaw, <https://um.warszawa.pl/> [access: 5.03.2022].

14 More on the subject: M. Fleischer, *Ogólna teoria komunikacji*, Wrocław 2007.

15 B. Dobek-Ostrowska, *Podstawy komunikowania społecznego*, Wrocław 1999, p. 11.

16 Eadem, *Komunikowanie polityczne i publiczne*, Warszawa 2009, p. 142.

Adopting the above reasoning, entities that use mass media are exposed to receiving content published by entities that are part of them. It is important to note that foreigners are more and more often using TV, banking and insurance companies in addition to mobile and Internet operator packages. According to the data, about 32% of Ukrainian immigrants use TV, treating it as an element of information and entertainment, which allows them to better understand the culture of the host country and immerse themselves in the language. Banking (including online accounts) is used by 13% of immigrants from Ukraine with Bank Zachodni WBK being the most popular. It is worth mentioning that due to the constant influx of immigrants, companies are proposing improvements to the system to facilitate using additional services for newcomers. They include translating pages, and documents, or hiring native speakers to staff a hotline in Ukrainian¹⁷. The public includes both the citizens of the country and the foreigners residing there. It is therefore worth reflecting on the information provided by the mass media, especially in their electronic forms, to which there is widespread access. Such treatment applies to government entities, interest groups, and individual political actors.

Systemic information space in the Polish migration policy

One of the directions of activity in the sphere of legal migration is to strengthen the institutional system in the area of legalization of residence and employment. Tasks in this area will include the development of information and telecommunications technology systems and efficient management of the legalization process from a central level taking into account information services¹⁸. The current model of the Polish migration policy is oriented toward short-term and circular stays of immigrants. One of the challenges is to push for an electronic workflow in the visa process and create a streamlined application pathway for foreigners. The new system could also incorporate changes to the temporary residence and work permit process. The project envisages the creation of a portal for the rapid exchange of information between provincial

17 *Ukraińcy w Polsce: z jakich usług korzystają najchętniej?*, <https://alebank.pl/ukraincy-w-polsce-z-jakich-uslug-korzystaja-najchetniej/?id=256023&catid=25926&cat2id=361> [access: 28.02.2022].

18 *Polska polityka migracyjna...*

offices and a knowledge base for ongoing cases¹⁹. Another challenge is to develop information and communications systems that guarantee the selected authorities access to foreigners, as well as to develop biometric identification tools²⁰. This will allow, on the one hand, to unify and streamline the procedures for legalization of the stay of immigrants, and on the other hand, to develop analytical systems of institutions of state administration.

In the directions of the Polish migration policy, attention was paid to the development of information and communications technology systems that significantly affect the labor market. According to experts, it is becoming necessary to create electronically accessible lists of qualified people with certificates, diplomas and degrees. In addition, from the scope of activities conducted in cyberspace, it is important to implement promotional and informational activities in selected educational markets²¹. Such activities include organizing promotional events, providing universities with analyses of selected educational markets, which will improve the possibility of attracting students from abroad, and other non-standard activities in the field of popularization of science. The realization of these intentions may encourage students of the Ukrainian population to study in Poland and later supplement the job market.

The paper identifies challenges for state and non-government institutions related to the re-emigrant group. Maintaining national identity and Polish traditions, being a part of the Polish culture, and learning the Polish language becomes extremely important²². In addition to providing Polish citizens with protection and care against discrimination and legal violations, it is important to implement measures to maintain ties with the country. The possibility of teaching the Polish language at a distance and widening the channels of information with the homeland may encourage emigrants to return. The problem is the verification of the veracity of the documents accepted by the designated public administration entity. It should be assumed that the use of the electronic circulation of information and digitization of archives would become a facilitation while maintaining the principles of personal data protection and secure transfer of data and documents between institutions²³.

19 Ibidem, p. 5.

20 Ibidem.

21 Ibidem, p. 6.

22 Ibidem, p. 18–20.

23 Ibidem, p. 20.

In addition, the introduction of the possibility of independent verification of the stages of the proceedings by the applicant using IT tools may become an added value.

Computerization of the process of legalizing residency will improve the exchange of information between ministries and, in the long run, will lead to the creation of a new central authority dealing with residence permits. It will unify the practice and interpretation of the law by provincial offices, and thus become a knowledge base for those employing foreigners. It will be a kind of statistical collection containing biometric data of the immigrants, their skills and current education, and the range of jobs they have undertaken in Poland so far.

Conclusion

The collected facts allowed us to conclude that the Polish migration policy faces many challenges related to activities in cyberspace. Currently, in Poland, there are around 29 shortage occupations, and in some provinces, like in the case of Wielkopolska, even 46²⁴. Therefore, it is extremely important to systematize the immigration law and the entire process of legalizing the stay of foreigners in Poland. There are many entities involved in the implementation of tasks related to the Polish migration policy, including governmental organizations, public administration entities, non-profit institutions, citizens, and immigrants. Therefore, one of the key challenges is to improve the efficiency of the electronic exchange of information between authorities conducting administrative proceedings on foreigners and authorities reviewing subjects for security risks. The interdependence of the three areas of activity – information, communication, and systems – can make it easier for immigrants to decide whether to extend their stay or remain in our country permanently.

24 More on the subject: M. Ignatowicz et al., *Rząd opublikował projekt polityki migracyjnej dla Polski na najbliższe lata*, <https://studio.pwc.pl/aktualnosci/alerty/rzad-opublikowal-projekt-polityki-migracyjnej-dla-polski-na-najblizsze-lata> [access: 4.03.2022].

Bibliography

- Barometr imigracji zarobkowej: Ukraiński pracownik w Polsce. Raport Personnel Service*, ed. 4, https://personnelservice.pl/wp-content/uploads/2020/07/BarometrImigracjiZarobkowej_IIH2019.pdf [access: 28.02.2022].
- Bezpieczeństwo międzynarodowe w XXI wieku*, ed. R. Zięba, Warszawa 2018.
- Dobek-Ostrowska B., *Komunikowanie polityczne i publiczne*, Warszawa 2009.
- Dobek-Ostrowska B., *Podstawy komunikowania społecznego*, Wrocław 1999.
- Dobek-Ostrowska B., *Porozumienie czy konflikt? Politycy, media i obywatele w komunikowaniu politycznym*, Warszawa 2009.
- Fleischer M., *Ogólna teoria komunikacji*, Wrocław 2007.
- Ignatowicz M. et al., *Rząd opublikował projekt polityki migracyjnej dla Polski na najbliższe lata*, <https://studio.pwc.pl/aktualnosci/alerty/rzad-opublikowal-projekt-polityki-migracyjnej-dla-polski-na-najblizsze-lata> [access: 4.03.2022].
- Polityka azylowa i migracyjna*, <https://www.gov.pl/web/mswia/polityka-azylova-i-migracyjna> [access: 1.03.2022].
- Polska polityka migracyjna - kierunki działań 2021-2022*, <https://www.gov.pl/web/mswia/projekt-uchwaly-rady-ministrow-w-sprawie-przyjecia-dokumentu-polityka-migracyjna-polski--kierunki-dzialan-2021-2022-id179> [access: 3.03.2022].
- Ukraińcy w Polsce: z jakich usług korzystają najchętniej?*, <https://alebank.pl/ukraincy-w-polsce-z-jakich-uslug-korzystaja-najchetniej/?id=256023&catid=25926&cat2id=361> [access: 28.02.2022].

Kierunki działań polskiej polityki migracyjnej w cyberprzestrzeni

Streszczenie

Państwo nie może istnieć bez określonego terytorium, ludności na nim żyjącej oraz władzy. Nie bez znaczenia dla utrzymania bezpieczeństwa w państwie jest zapewnienie stabilności granic, porządku prawnego i publicznego oraz ochrony osób przebywających na terenie kraju. Ochrona dotyczy zarówno obywateli kraju, jak i imigrantów zarobkowych oraz uchodźców. Odbywa się ona w czasie rzeczywistym oraz w wirtualnej przestrzeni informacyjnej, która stanowi jeden z obszarów badań w zakresie nauk o bezpieczeństwie. Niniejszy artykuł ma na celu wyróżnienie najważniejszych wyzwań dla polskiej polityki migracyjnej w cyberprzestrzeni.

Słowa kluczowe: bezpieczeństwo informacyjne, cyberprzestrzeń, migracja, komunikowanie polityczne