# Contemporary issues in scientific information and communication

STUDIES–ESSAYS–CONTRIBUTIONS

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SCHOLARLY EDITING
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UAM

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*Artur Zimny*
Państwowa Wyższa Szkoła Zawodowa in Konin

# Multiculturalism and regional strategic planning

During the interwar period Poland was a multinational country. Results of a national census conducted in 1931 reveal that Poles were only 70% of its population[1]. The most numerous minorities were Ukrainians, Jews, Russians, Belarusians and Germans[2] who, on the whole, constituted 25% of all population. Therefore, the national structure of the Second Polish Republic points clearly to the fact that it was a multinational country[3]. This structure, however, was radically altered in the years to follow. World War II, especially the Holocaust, changes in Poland's borders and forceful resettlement campaigns caused Poland to become one of the most ethnically homogenous countries in Europe, and also almost entirely uniform in terms of culture. After the War, policies of the authorities of the People's Republic of Poland who propagated absolute national homogeneity were conducive to Poland remaining a monocultural state. Due to the fact that the authorities implemented the principles of ethnic and cultural homogeneity, the few representatives of national minorities in Poland tried not to expose themselves, or were subjected to the process of assimilation, which led to their losing their cultural identity to a large degree[4].

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[1] *Drugi Powszechny Spis Ludności z dn. 9 XII 1931 r.*, The Polish Central Statistical Office GUS, Warszawa 1937, Access protocol: http://commons.wikimedia.org/wiki/Category:Polish_census_of_1931?uselang=pl July 20, 2011.

[2] H. Zieliński, *Historia Polski 1914-1939*, Ossolinemum, Wrocław 1985, p. 124-126.

[3] See also. H. Chałupczak, T. Browarek, *Mniejszości narodowe w Polsce 1918-1995*, Wydawnictwo Uniwersytetu Marii Curie-Skłodowskiej, Lublin 2000, p. 21-25.

[4] Loss of identity is only one of the negative results of the policies of the People's Republic of Poland. Another, just an important result is the fact that Poles, having functioned for many years away from cultural diversity may be susceptible to ideologies that promote discrimination and intolerance to "otherness". Further reading A. Weinar, *Tak daleko stąd,tak blisko – europeizacja a integracja legalnych imigrantów, uchodźców i repatriantów w Rzeczypospolitej Polskiej*, [in:] *Integracja czy dyskryminacja? Polskie wyzwania i dy-*

Today, 20 years after the first social-political changes, Poland continues to be considerably homogenous in terms of culture. Nevertheless, after 1989 there have been a number of phenomena that are gradually laying the foundations for multiculturalism in Poland[5]. These include national and ethnic minorities that have historically inhabited Poland making themselves visible, an influx of refugees, legal and illegal immigrants, and the repatriates returning. In mid-1990s multiculturalism was noticeable mostly in large cities[6]. However, the coexistence of diverse values and cultural traditions in the Polish Third Republic became more evident after the National Census of 2002, when it transpired that 1,23% of people living in Poland declare their ethnic or national identity to be other than Polish[7,8]. The vast majority of such declarations were made by inhabitants of the Opole province (12,52%), and then the following provinces: Podlasie (4,57%), Silesia (3,93%) and Warmia-Masuria (1,28%). In light of these declarations, the most nationally and culturally homogenous provinces are: Kujawy-Pomerania, the Lublin province, the Łódź province, Świętokrzyskie and Wielkopolska (less than 0,15% of their inhabitants selected a nationality other than Polish). People who perceive themselves as belonging to a different nation or ethnic group are often members of various national and ethnic associations. In 2008 there were 172 such associations in Poland – the majority of them founded by representatives of the German, Romani, Belarusian and Ukrainian minority[9]. It should also be emphasised that a considerable number of these associations are cultural organisations, which they explicitly acknowledge in their names.

Bearing the above considerations and information in mind, a number of questions arise. Will Poland become a multicultural country in the not-so-distant future? How could multiculturalism affect Polish identity? Can Poles integrate with people of different cultures? The author believes these topics to be important enough to be taken into consideration in Poland's development plans, by including them in strategic government documents[10]. Unfortunately the most important of such documents, namely *National Development Strategy 2007-2015*, does not even mention multiculturalism[11]. Development strategies of some provinces fare much better in this respect, and this will be the subject of the remaining considerations.

According to Art. 2 Par. 2 of the Act on Province Self-Government of June 5, 1998[12] the duties of province self-government include performing public tasks concerning the province which are not restricted by acts referring to central government administration organs[13]. Among others the Act assigns province self-governments the duty of strategic planning. It is specified in Art. 11 Par. 1, which contains a clear instruction to devise a development strategy for the province. The strategy combines goals, intentions and directions for action in the province, while taking into consideration the reaction to its surroundings. It is a qualitative concept for the future, formulated before an action it refers to[14]. The benefits of having a development strategy are, among others, the ability to take an overall look at a given area by tying together all the spheres of activity, including the functional and problematic spheres, determining the possibility of a rational way of gaining resources and managing them, an ongoing supervision of progress and correction of errors by the authorities and the involved members of a regional community, integration of the inhabitants and an increase in their involvement in shaping their future, as well as the possibility to manage the province on long-term basis, regardless of the changing political situation[15]. Having a well-formulated strategy does not guarantee success, but it undoubtedly helps to stimulate the development of the province.

*lematy u progu wielokulturowości* ed. K. Iglicka, Instytut Spraw Publicznych, Warszawa 2003, p. 123. With respect to the above, it is advisable to follow reports from studies published yearly by the Public Opinion Research Center CBOS, which present the attitude of Poles to other nations and ethnic groups. Further reading *Stosunek Polaków do innych narodów,* a report from CBOS research, Warszawa, February 2011.

[5] Further reading I. Czerniejewska, *Edukacja wielokulturowa w Polsce w perspektywie antropologii,* doctoral dissertation, Adam Mickiewicz University in Poznan, Poznań 2008, p. 32, Access protocol: http://www.pracownia-wielokulturowa.pl July 19, 2011.

[6] See also. M. Golka, *Wielokulturowość miasta,* [in:] *Pisanie miasta – czytanie miasta* ed. A. Zeidler-Janiszewska, Wydawnictwo Humaniora, Poznań 1997, p. 172.

[7] Questions about national-ethnic identity and language were also included in the the National Census in 2011. However, while the present article was being written, the results were still unavailable.

[8] It is worth mentioning here that the results of the 2002 National Census concerning citizenship, nationality and mother tongue were used in works on a bill that regulates the matters of national minorities in Poland. See the Act of January 6, 2005 on National and Ethnic Minorities and the Regional Languages, Journal of Laws from 2005, No. 17, Item 141.

[9] Further reading: *Wyznania religijne, stowarzyszenia narodowościowe i etniczne w Polsce 2006-2008,* The Polish Central Statistical Office GUS, Warszawa 2010, p. 175.

[10] The issues of multiculturalism and tolerance towards people of different culture has recently become increasingly important in all of Europe. It is caused, among others, by an intensified influx of immigrants from the countries of Northern Africa and terrorist attacks related to matters of ethnicity, nationality and religion. Moreover, the economic crisis in European countries has been conducive to attitudes of intolerance and discrimination. It should also be mentioned that at the time when this article was being written, the massacre on Utoya island in Norway took place (July 22, 2011) that was perpetrated by an opponent of Norway's multicultural policy.

[11] Some aspects loosely connected to the topic of multiculturalism appear only within Priority 4: Building an integrated social community and its safety. Further reading: National Development Strategy 2007-2015, Ministry of Regional Development, Warszawa, November 2006.

[12] Journal of Laws from 1998, No. 91, Item 576 with further amendments.

[13] The extent of these tasks has been specified in Art. 14 Par. 1.

[14] A. Potoczek, *Polityka regionalna i gospodarka przestrzenna,* TNOiK Dom Organizatora, Toruń 2003, p.104.

[15] See also A. Potoczek, *Zarządzanie w systemie samorządu terytorialnego,* [in:] *Zarządzanie rozwojem regionalnym i lokalnym* ed. W. Kosiedowski, TNOiK Dom Organizatora, Toruń 2001, p. 152.

While referring to the issues discussed in this article, it should be noted that two out of five goals that ought to be included in a province development strategy deal directly with aspects concerning culture. Art. 11 Par. 1 of the Act on Province Self-Government emphasises the necessity to "cultivate Polish identity, and develop and shape national, civic and cultural awareness of the population, as well as to cultivate and develop local identity" (point 1) and the necessity to "preserve the values of cultural and natural environment, taking into account the needs of future generations" (point 4). Such statements suggest that the legislator also had in mind the necessity to include the issue of various cultures co-existing in certain provinces in their regional strategies. The remaining part of this paper will be devoted to an analysis of development strategies of 16 provinces. It will be investigated whether (and if so, to what degree) strategic documents take into consideration the issue of multiculturalism, understood as the coexistence of diverse values and cultural traditions resulting from a national and ethnic background. It should therefore be emphasised that the analysis of multiculturalism understood as the existence of various local and subregional cultures has been omitted.

Strategies of provinces that will be the subject of our analysis were taken from their websites in July 2011. All of the strategies that are in effect at present were designed in years 2005-2006. As the titles or contents of the strategies suggest, most of them will be in force until year 2020. The only exceptions are the strategies of the Małopolska province and the Opole province that will be in effect until years 2013 and 2015 respectively.

A cursory analysis of the strategic plans of Polish provinces makes it possible to conclude that the issue of multiculturalism was included in only some of them. At this stage the following provinces can be removed from further investigation: the Kujawy-Pomerania province, the Lubuskie province, the Mazovia province, the Świętokrzyskie province and the Wielkopolska province, as none of their plans mention the topic of the coexistence of diverse values and cultural traditions in the region. When it comes to the development strategies of the remaining provinces, the situation is diametrically different. The issue of multiculturalism has been included in their strategies, although it should be observed that it has been highlighted in some more than in other. Therefore, provinces could be divided into two groups – those whose strategic plans deal with multiculturalism only in the diagnostic part, meaning that they only acknowledge cultural diversity, and those whose development strategies take the matter of multiculturalism into consideration both diagnostically and prognostically, meaning that the issue is dealt with on various levels of planning – the vision, the mission, goals or specific actions. The Lublin[16], Łódź, Małopolska, Silesia and West Pomerania provinces belong

to the first group, whereas the Lower Silesia, Opole, Podkarpacie, Podlasie, Pomerania and Warmia-Masuria provinces belong to the second. The following analysis will focus on strategic plans of individual provinces belonging to the above-mentioned groups.

*Development Strategy for the Lublin Province for the years 2006-2020* mentions the issue of multiculturalism in the SWOT analysis as a strength of the province, in the priority area "Coherent and Attractive Space". The rich and diverse cultural environment of the region has been highlighted, and especially the centuries-old, multicultural character of its cultural heritage[17].

The authors of *Development Strategy for the Łódź Province for the years 2007-2020* look for opportunities for development in the unique characteristics of the Łódź region; to be more precise in its pre-war multiculturalism. This matter has been mentioned in the SWOT analysis of the Łódź province[18].

Małopolska is a province that can pride itself in its unique cultural strengths, a strong identity, proud, regal history and beautiful, multicultural traditions. Such statements have been made in *Development Strategy for the Małopolska Province for the years 2007-2015* in the part that deals with the region's competitive advantage[19].

The Silesia province is a multicultural area with numerous cultural and civilisational links. According to the people involved in the works on *Development Strategy for the Silesia Province <<Śląskie 2020>>*, cultural diversity creates possibilities to enhance the region's attractiveness, both for its inhabitants and for visitors. This fact was emphasised within the specific strategic diagnosis[20].

Cultural diversity of the society is considered one of the strengths of the West Pomerania province. This topic received attention in the SWOT analysis of the province in the section "Society – human resources, education and qualifications, employment and social activity", which was included in *Development Strategy for the West Pomerania Province until year 2020*[21].

Like West Pomerania, the Lower Silesia province considers its cultural diversity an advantage. Moreover, this region can boast tolerance towards other cultures, as was specified in the section entitled "Human resources, equal opportunities and social is-

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[16] The prognostic part of the *Development Strategy for the Lublin Province for the years 2006-2020* does mention multiculturalism in goal 3.2. "Preservation and strengthening of natural environment, landscape and cultural diversity", but an analysis of the markers of goal achievement shows clearly that it refers

only to natural environment and landscape, and not cultural diversity. Further Reading: *Strategia Rozwoju Województwa Lubelskiego na lata 2006-2020. Tom II. Cele i priorytety strategii oraz system wdrażania*, Lublin, July 2005, p. 56.

[17] See also *Strategia Rozwoju Województwa Lubelskiego na lata 2006-2020. Tom II. Cele i priorytety strategii oraz system wdrażania*, Lublin, July 2005, p. 14.

[18] See *Strategia Rozwoju Województwa Łódzkiego na lata 2007-2020*, Łódź, January 2006, p. 12.

[19] See *Strategia Rozwoju Województwa Małopolskiego na lata 2007-2015*, Kraków, January 2006, p. 33.

[20] See *Strategia Rozwoju Województwa Śląskiego <<Śląskie 2020>>*, Katowice, February 2010, p. 47.

[21] See *Strategia Rozwoju Województwa Zachodniopomorskiego do roku 2020*, Szczecin, December 2005, p. 75.

sues", which is a part of the province's strategic analysis. It is particularly noteworthy, however, that the matter of multiculturalism is included in the prognostic part of *Development Strategy for the Lower Silesia Province until 2020* as well. Priority 3 "Improvement of spatial order and harmonious spatial structures" that entails action 3 "Preservation of cultural heritage" was included within the "spatial" goal. This action involves support for activities related to cataloguing, preserving and propagating the region's cultural heritage, taking into account the cultural output of national, ethnic and religious minorities[22].

In year 2002 more than 12% of the inhabitants of the Opole province declared their national or ethnic identity to be other than Polish. This fact was duly reflected in *Development Strategy for the Opole Province,* both in the diagnostic and in the prognostic part[23]. In Śląsk Opolski there are visible influences of three cultures: Polish, German and Czech, additionally enriched with Kresy, Gorale and Romani traditions. As such, the issue of multiculturalism is highlighted in numerous places in the region's strategic analysis. The authors of the strategy list openness related to multiculturalism and a wealth of experience as a strength, while inadequate attention to multiculturalism in educational and cultural institutions is considered a weakness; moreover, potential conflicts resulting from multiculturalism are seen as a threat to the province's development. The existence of differing values and cultural traditions is reflected in the vision for development, which states that the Opole province is a "friendly, open, multicultural region of competitive economy and well-educated, active society, which participates in international cooperation". The mission of the province also contains a mention of its unique cultural heritage. What is more, one of the seven strategic goals is goal VII "Development of multicultural identity and international and national regional cooperation", which suggests taking a number of actions, such as: preserving historical monuments and cultural goods; emphasising the peaceful coexistence and tolerance of the population despite its diversity by the region's cultural and educational units in their publications; supporting the many branches of indigenous and migrant culture; encouraging cultural, educational and social activity of non-government organisations, including those of national and ethnic minorities, in the area of regional integration and tolerance; creating and maintaining a vision of the region that would point to multiculturalism shaped by history and national and ethnic diversity of society, emphasising its peaceful coexistence; accentuating historical and contemporary aspects pointing to the inhabitants' tolerance in media broadcasts; supporting integration events and use of the languages of minorities; emphasising the attractiveness of the province resulting from its multiculturalism to immigrants from other cultural circles, systems of values and religions.

Podkarpacie is a region that functioned in separate administrative structures for centuries and was characterised by ethnic, national, religious and cultural diversity. The authors of *Development Strategy for the Podkarpacie Province for the years 2007-2020* draw attention to the necessity of promoting the multinational, multicultural and multi-faith history of the region[24]. This need is presented in two out of eight strategic areas, namely social capital and international cooperation. When it comes to the first of the two, one of the postulated goals is nurturing the cultural identity of the region, including national and ethnic identities. In turn, in the area of international cooperation it is considered indispensable to initiate and support projects that popularise the cultural heritage of the Polish-Slovak-Ukrainian border area.

Much thought was given to the matter of multiculturalism in *Development Strategy for the Podlasie Province until 2020.* It is in the diagnostic part already that the fact of Podlasie being a multicultural and multinational region is emphasised. Not only that, it is also the most ethnically diverse province in all of Poland[25]. The multinational character of this region where various cultures meet resulted in a statement being made in the mission for the Podlasie province that it is "a region of active and sustainable development where the advantages of national environment, multicultural tradition and its location at the border are put to use". The mission is realised by means of seven strategic goals. One of them, goal 5 – "Development of tourism with the use of natural environment and cultural heritage" lays emphasis on internal and external promotion of the cultural assets of the Podlasie province. Moreover, it is essential to undertake actions to inspire and support the development of folk culture, taking into account the unique ethnic, national and religious diversity of the region.

A diagnosis for the Pomerania province, which is a key element of a document entitled *Development Strategy for the Pomerania Province*, highlights the fact that the region stands out due to its original multiculturalism, which is a mix of Polish (including Kashubia, Kociewie and Kresy), Hanseatic, Ukrainian and other cultures[26]. Kashubian ethnic values are popularised particularly vigorously by means of regional education and the learning of Kashubian language. Pomeranian multiculturalism was reflected in a fairly comprehensive vision for the province, which is as follows: "The Pomerania province of 2020 is a significant partner in the Baltic Sea region – a region of clean environment; high quality of life; development rooted in education, activity and openness of its population; strong and diverse economy; partnership cooperation; attractive and coherent space, as well as the cultivation of its multicultural heritage and maritime and Solidarity traditions". Strategic goal 3 "Development of civil society", which was placed

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[22] See *Strategia Rozwoju Województwa Dolnośląskiego do 2020 roku,* Wrocław, November 2005, p. 50.

[23] *Strategia Rozwoju Województwa Opolskiego,* Opole, October 2005.

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[24] See *Strategia Rozwoju Województwa Podkarpackiego na lata 2007-2020,* Rzeszów, October 2006, p. 137.

[25] See *Strategia Rozwoju Województwa Podlaskiego do 2020 roku,* Białystok, January 2006, p. 8.

[26] *Strategia Rozwoju Województwa Pomorskiego,* Gdańsk, July 2005, p. 10.

in priority II "Coherence", points to the need for supporting actions which promote diversity and regional identity, preservation of the cultural heritage of Kashubia, Kociewie, Powiśle, Żuławy and other parts of the region, as well as the nurture and development of the Kashubian language and local dialects.

The last province whose development strategy takes into account the topic of multiculturalism is the Warmia-Masuria province. In the SWOT analysis, cultural and ethnic diversity was considered a strength of the region with respect to the development of human resources and society. Building upon this statement, the team that worked on the *Socio-Economic Development Strategy for the Warmia-Masuria Province until 2020* suggested, as one of their operational goals, supporting initiatives that take advantage of the region's cultural diversity and the complex history of Warmia-Masuria to build lasting economic ties, especially with Ukraine and Germany, and to increase the demand for tourist and cultural services of the region with the citizens of Germany and other EU countries[27].

Summing up the review of regional strategic plans one can conclude that the issue of multiculturalism was taken into account in development strategies of 11 out of 16 provinces. The fact that there is no mention of the coexistence of diverse values and cultural traditions in the documents of five provinces: the Kujawy-Pomerania province, the Lubuskie province, the Mazovia province, the Świętokrzyskie province and the Wielkopolska province should not be surprising, as a small percentage of the population of these provinces declare themselves as belonging to a nationality other than Polish, and there are few national and ethnic associations that operate there[28]. When it comes to the remaining provinces, the distinction into two groups made earlier seems accurate with regard to the percentage of their population that declares that they belong to a nationality other than Polish. The Silesia province is undoubtedly an exception, in that its multiculturalism, emphasised in the diagnostic part of the strategy, was not accounted for in the prognostic part and therefore not translated into goals or specific actions.

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[27] See *Strategia Rozwoju Społeczno-Gospodarczego Województwa Warmińsko-Mazurskiego do roku 2020*, Olsztyn, August 2005, p. 59.

[28] The only exception is the Mazovia province, which is home to almost 15% of all national and ethnic associations registered in Poland. One should bear in mind, however, that these associations function primarily in Warsaw itself, while the development strategy is for the entire Mazovia province.