Abstract. A new tool of EU cohesion policy, proposed for 2014-2020, that is, integrated territorial investments (ITI) was presented in the article. This tool, supporting sustainable development of urban areas, is supposed to encourage self-government units to cooperate more closely, above all, to motivate them to solve problems together. The goal of the article was to identify fundamental changes in approach to programming and financing the development in the years 2014-2020, present mechanisms and instruments of urban policy supported from the EU funds. The article systematizes knowledge concerning integrated territorial investments and new approaches to solve developmental problems of the cities and urban regions. Literature research was applied in this analysis and EU and domestic legal regulations concerning integrated territorial investments were reviewed. The implementation of integrated territorial investments in Polish functional areas was also identified.

Keywords: integrated territorial investments (ITI), integrated territorial development, territorial cohesion.
Introduction

One of the most significant assumptions of new EU cohesion policy for 2014-2020 is acceptance of territorial approach to development policy. As a result of the Lisbon Treaty, territorial dimension was added two previous dimensions of EU cohesion policy (social and economic) and developmental goals will be implemented with reference to territory, taking specific social and economic situation, cultural context, geographical conditions and dynamics of the processes into consideration (Mantey, 2013, p. 5; Żuber, 2011).

Territorial approach to implementation of cohesion policy means abandoning the perception of the areas from the angle of administrative boundaries in favour of their individual potentials, barriers and mutual relations. Application of such solution enables to provide high efficiency and added value and exploit territorial potential in a better way. The components of territorial dimension include urban areas, in which new goals, rules and support mechanisms were defined (Kogut-Jaworska, 2013, p. 223). One of the most important tools of supporting cities is integrated territorial investment (ITI), implemented mainly in the functional areas (Korenik, Rynio, Zakrzewska-Półtorak, 2016, p. 210; Kozak, 2016; Obrębalski, 2014, p. 63). Thanks to ITI, the cities and their functional areas were included in the management of operational programmes and may implement extensive projects adjusted to their needs. The basic goal of ITI is to ensure long-term cooperation of the members of local government from a given functional area through cooperation during implementation of the projects, which are supposed to solve social and economic problems. Uniform problems may occur in many communes at the same time without direct (territorial) relation between them or may occur at the edge of administrative boundaries of local government units.

The idea of ITI assumes including areas beyond administrative boundaries and taking actions with reference to them. Moreover, in this approach, the emphasis is put on the use of common potential of distinguished areas. On the other hand, the problems should also be solved together, among others, through implementation of ITI. An intervention of internal policy should be adjusted to the specificity of these areas. Due to its structure, ITI is an instrument developed for territorial approach to development, which may help to unblock unused potential at the local, urban and regional level.

A new tool of EU cohesion policy, proposed for 2014-2020, that is, integrated territorial investments was presented in the article. The goal of the article was to identify fundamental changes in approach to programming and financing the development in the years 2014-2020, present mechanisms and instruments of urban policy supported from the EU funds. The article systematizes knowledge concerning integrated territorial investments and new approaches to solve developmental problems of the cities and urban regions. Literature research was applied in this analysis and EU and domestic legal regulations concerning integrated territorial investments
were reviewed. The implementation of integrated territorial investments in Polish functional areas was also identified.

**EU cohesion policy for 2014-2020**

Cohesion policy supports harmonious development of the European Union and its regions and decreases disproportions in their development levels. It supports growth and it is defined by EU social and economic strategy Europe 2020. A European strategy for smart, sustainable and inclusive growth. This policy is becoming more and more important in the European Union, which can be seen in gradual, although minimal, increase in expenditures on cohesion policy in the EU budget for 2014-2020. Therefore, it may be said that cohesion policy is perceived as an effective and territorially diverse response to developmental challenges of the European Union.

Economic, social and territorial cohesion of the European Union, in a new extended form (27 countries), was presented for the first time in the Fourth Cohesion Report of 2007. Another report showing the condition of the European Union was presented in 2010. The theses contained in this document, concerning the methods of improving effectiveness of cohesion policy, have become a basis for discussion on the reforms of cohesion policy. An analysis of effectiveness of current policy was conducted and its results were presented in a report published under management of F. Barca (2009). Many changes that were supposed to reform current rules of providing aid within cohesion policy were proposed as a result of F. Barca’s report.

It must be emphasized that European Commission regarded cohesion policy as a basis for implementation of strategy Europe 2020 and basis for programming the development in the years 2014-2020 (Polityka spójności 2014-2020..., p. 1). Cohesion policy in the years 2014-2020 is addressed to all (not only to less developed) regions and cities of the European Union. Above all, its goal is to make economies more competitive and innovative through supporting the economic growth and sustainable development, including improvement quality of life, employment and maintaining the competitiveness of the enterprises (Zakrzewska-Półtorak, 2015, p. 206-207).

Currently, EU cohesion policy is evolving from the policy focused strictly on the regions to territorial policy, aiming at development of the whole structure and reducing disparities in the level of development of between well-developed and the least developed European regions (Heffner, Gibas, 2012; Kudelko 2013; Zaucha, Komornicki, 2014). In the current budget perspective, cohesion policy is being continued, however, numerous documents specifying achievement of the goals of strategy Europe 2020 make its convergent context less important, giving new tasks in regional development (among others, increasing competitiveness of the regions and mechanisms of competition) and making them territorially oriented (among others, policy on rural areas and urban policy) (Heffner, Gibas, 2015; McCann, Ortega-Argilés, 2015, p. 127).
The fundamental goals of the reforms of EU cohesion policy for 2014-2020 are associated with changing the model of European social market economy, which will be based on interrelated priorities (Europe 2020...):

- intelligent growth – development of economy based on knowledge and innovations,
- sustainable growth – transformation towards low-carbon economy,
- more effective and competitive,
- growth supporting social inclusion – supporting economy,
- characterized by high level of employment and ensuring economic, social and territorial cohesion.

The support policy covers all regions of the European Union, however, the scope of interventions is different depending on the development level of the region. The member states were obligated to prepare implementation documents concerning the division of support funds with financing scale adjusted to the development level of the regions of the European Union. For this purpose, the European Commission divided regions into three categories (Gawroński, 2014, p. 55):

- well-developed regions, in which gross domestic product (GDP) per capita is higher than 90% of average GDP in the countries of EU-27; mainly the regions of the so-called old EU-15; these regions are inhabited by 61% of EU population – these regions will get support in the total amount of EUR 35 billion,
- the regions in transitional phase, in which GDP per capita is higher than 75%, but does not exceed 90% of average GDP in the countries of EU-27; less developed territories of the so-called old EU-15 (e.g. former East Germany); these regions are inhabited by 12% EU population – these regions will get support in the total amount of EUR 54 billion,
- less developed regions, in which GDP per capita is lower than 75% of average GDP in the countries of EU-27; mainly the regions in Central and Eastern and Southern Europe; these regions are inhabited by 27% EU population – these regions will get support in the total amount of EUR 182 billion.

All regions of Poland, apart from Mazovia, were classified as less developed regions. Mazovian province was classified as a transition region. The level of EU co-financing amounts to 85% of the value of the projects in less developed regions and 80% for Mazovia.

In the years 2014-2020, implementation of the goal of strategy Europe 2020 is based on the Partnership Agreement\(^1\) between Poland and European Commission

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\(^1\) Partnership Agreement 2014-2020 emphasizes the importance of adjusting interventions to the potentials and needs of specific territories. It identifies the areas of strategic intervention, in which integrated interventions within the funds will be taken.
and operational programmes. With reference to the Partnership Agreement and to any operational programme, member states should organize partnership with the representatives of regional and local authorities, social and economic sector and entities representing society, including people working for protection of environment, organizations and entities responsible for promotion of social inclusion, gender equality and the fight against discrimination.

In Poland, the Council of Ministers passed a resolution on January 8, 2014 on acceptance of the project of Partnership Agreement for 2014-2020 (Programowanie perspektywy finansowej 2014-2020...). The instruments of execution of the agreement are national operational programmes and regional operational programmes. These documents and the agreement form a coherent system of strategic and policy documents, binding in current financial perspective. Partnership Agreement for 2014-2020 defines, on the one hand, strategic context in thematic and territorial dimension, on the other hand, expected results and binding implementation and financial framework. It is a reference point to define detailed content of operational programmes. Territorial diversification interventions is taken into consideration, particularly referring to regulations of the National Strategy of Regional Development 2020 on the issue of the areas of strategic intervention. The instruments of territorial development in the Partnership Agreement include local development run by community and integrated territorial investments, as well as territorial cooperation and macroregional strategies, the areas with serious poverty problems and demographic problems (Gawroński, 2014, p. 56; Noworól, 2015, p. 24-25).

**Integrated territorial investment as a tool of implementation of territorial cohesion – illustrated with an example of Poland**

Integrated territorial investment (ITI) is a new instrument of the EU cohesion policy. This tool is used to solve problems that occur in the cities and urban functional areas. The support for these areas within cohesion policy is transferred from national level into integrated actions resulting from development strategy of urban

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2 In the years 2014-2020, in Poland, six national operational programmes will be implemented, financed in various combinations from European Regional Development Fund, European Social Fund, Cohesion Fund, European Agricultural Fund for Rural Development, European Maritime and Fisheries Fund. National Operational Programmes will have the following allocation of funds: Infrastructure and Environment – EUR 27.5 billion, Intelligent Development – EUR 8.6 billion, Knowledge, Education, Development – EUR 4.4 billion, Digital Poland – EUR 2.3 billion, Eastern Poland – EUR 2.1 billion, Technical Support – EUR 0.7 billion. At the regional level, 16 Regional Operational Programmes will be implemented, including 15 for the provinces classified as less developed regions and one program of Masovian province, classified as transition region (Gawroński, 2014, p. 57).

3 ITI has been created as a result of formalization of the provision of EU cohesion policy for 2014-2020 implemented on October 6, 2011 by the European Commission.
Joanna Wyrwa, Anetta Barska, Janina Jędrzejczak-Gas. Integrated territorial investments as a tool of building the capability of functional areas – illustrated with an example of Poland

areas or other territorial strategies (Kordek, 2014, p. 162-163). Therefore, ITI is an instrument promoting integrated use of funds and has potential to achieve better total results with the same amounts of public investments. In addition, ITI has always been provided with diverse funds, financing the integrated actions is more certain, which enables to effectively solve problems of particular cities or regions (Kowalska, 2017, p. 43-45; Szolek, 2015, p. 191).

Trying to define integrated territorial investment, we should refer to the legal source of this tool, that is, to General Regulation of the European Union. Art. 99 of this document defines integrated territorial investment as „a tool used to implement territorial strategies in an integrated way”. An integrated territorial investment is an instrument of support and its main goal is to integrate activities of various local government units. What is more, it is an element directly implementing common developmental assumptions of the units of public administration, formalized in a form of territorial strategy (Truskolaski, Waligóra, 2014, p. 123-124). In particular, the role of ITI was defined in the article 36 of the Regulation (EU) No. 1303/2013 of the European Parliament and of the Council of 17 December 2013, in which it was defined that in the event that integrated approach is required, ITI combining various EU funds is applied. Common Strategic Framework, in an annex this Regulation, also encourages to apply ITI. The regulation does not define the rules of implementation of ITI, the member states are given a great deal of freedom. The art. 36 sec. 3 of the Regulation says that „the Member State or the managing authority may designate one or more intermediate bodies, including local authorities, regional development bodies or non-governmental organisations, to carry out the management and implementation of an ITI in accordance with the Fund-specific rules” (Regulation (EU) No 1303/2013...).

The basic goal of implementation of ITI is to favour the development of urban functional areas through promotion of cooperation of administrative units and implementation of common integrated projects. In particular, the cities and their functional areas should be more involved in development, cooperation and integration of activities in the functional areas of the cities, in which complementarity of the actions and partnership of various public units is the key factor of the processes of development. Due to its structure, ITI is an instrument of territorial approach to development, aiming at unblocking unused potential at the local, urban and regional level and allowing local players to solve problems together (Słodowa-Hełpa, 2013, p. 50-51). The goals of practical implementation of this instrument are the following (Obrębalski, 2014, p. 65-66):

- development of cooperation and integration in the functional areas of the cities (particularly provincial cities),
- promoting the partnership model of cooperation of various administrative units in the urban functional areas,
- implementation of integrated projects addressing, in a comprehensive way, the needs and problems of the cities and their functional areas,
increasing the impact of the cities and their functional areas on the actions within the framework of cohesion policy (among others, within the scope of management of operational programmes).

It must be emphasized that actions taken via ITI may contribute to achievement of goals of the operational programmes and goals of territorial strategy. They can be financed by European Regional Development Fund, European Social Fund and Cohesion Fund. Combining the funds is not mandatory, however, people are encouraged to treat ITI as a combination of soft projects and investments in physical infrastructure, especially in case of sustainable development of the cities.

The projects implemented by ITI should be interrelated (integrated) and complementary. ITI concerns mainly undertakings connected with (Zakrzewska-Półtorak, 2013, p. 271-272; Zasady realizowania Zintegrowanych Inwestycji Terytorialnych..., p. 6-7):

- restoration of degraded urban areas,
- sustainable development, including transport, above all, connecting core with an area, it may concern integrated urban cards, park and drive systems, bicycle lanes etc.,
- improvement of the condition of natural environment,
- improvement of energy efficiency (among others, insulating the residential buildings, replacement of windows, modernization of heating systems, energy-efficient lighting),
- creation of „international character and transregional prestige” urban functional area through strengthening development of symbolical functions, for example, promotion of common tourist product,
- improvement of quality and access to public services, for example, free access to the Internet, facilities for the disabled, improving of public security,
- supporting innovativeness of economy, development of research and stimulating technological progress.

Presented directions of support of various projects within the framework of ITI have a general outlines and their elaboration depends on specific individual problems, needs and capabilities of particular territorial units in a given urban functional area. To a large extent, it results from the scope of strategic goals and tasks defined and accepted in the programmes of long-term development of these areas. These programmes are a basis for providing appropriate support. However, the most important condition of implementation of ITI is the will of local government units to cooperate, express in a form of establishing institutionalized partnership form (Obrębski, 2014, p. 67; Zasady realizowania Zintegrowanych Inwestycji Terytorialnych...). It requires from the entities implementing ITI maturity in a sphere of making development policy at the level higher than local. An effective use of this instrument obliges to prepare both administrative potential and the rules of cooperation of particular local governments and local communities. An important criterion of implementation of ITI is also development of a strategy, which defines
actions aiming at long-term improvement of social, economic, environmental (including climatic), demographic conditions in a given functional area (Szafranek, 2015, p 110-111). A strategy defines, above all, the rules of cooperation, the direction of development, an analysis of potentials and barriers for an area as a whole and the most significant common investments. The last condition is signing an agreement on implementation of integrated territorial investment with territorially competent province government (Zakrzewska-Półtorak, 2013, p. 271).

To sum up, basic elements of ITI include (Gawroński, 2014, p. 63):

- selected territory (integrated functional area) with a cross-sectoral integrated strategy of territorial development of this area,
- implemented package of actions,
- the arrangements concerning the management of ITI.

In the practice of the member states of the European Union, implementation of ITI is possible in diverse, more or less complex spatial and thematic arrangements, that is (Obrębalski, 2014, p. 66):

- ITI in single cities or separated city areas (e.g. concentrating research and innovative functions, degraded post-industrial areas; cultural heritage areas),
- ITI in many dispersed towns or city areas (dispersion of uniform or diverse scopes of interventions),
- ITI covering the whole city (e.g. improvement of accessibility and quality of public services of city-wide range),
- ITI in conformity with functional areas of the cities (in practice more than one city can be covered by spatial range),
- ITI in conformity with system of main connections between the city and adjacent villages (e.g. modernization of the roads and local system of public transport),
- ITI oriented towards issues (e.g. problems of young people or activation of local labour market and creating new jobs).

In Polish legal conditions, implementation of ITI requires formal institutional cooperation between interested local government units. Currently, the following forms of cooperation of local government units are applied (Gawroński, 2014, p. 64-65):

- the unions of local government units – the unions of communes or districts having legal personality, established by way of administrative agreements approved later by the resolutions of competent councils,
- the associations of local government units – established on the basis of the Associations Act by the group of local government units having common goals or interests resulting, for example, from geographical situation,
- administrative agreements – the obligations concerning execution of the tasks from the sphere of public administration that provide for carrying out tasks imposed on the entities being the parties of an agreement together or transferring some tasks from one entity to another.
In Poland, the integrated actions for sustainable development of urban areas are taken with the use of ITI. The goals of implementation of ITI are the following (Kaczmarek, 2014, p. 12; Noworół, 2015, p. 194-195; Programowanie perspektywy finansowej 2014-2020...):

- promoting the partnership model of cooperation of various administrative units in the urban functional areas,
- increasing effectiveness of the interventions through execution of integrated projects meeting, in a comprehensive way, the needs and problems of the cities and areas functionally related to them,
- increasing the impact of the cities and areas functionally related to them on the supported actions within the framework of cohesion policy.

Due to the fact that integrated actions for sustainable development of urban areas are particularly supported in Poland, ITI are implemented mainly in provincial cities and functionally-related areas, constituting one of the key areas of strategic interventions of the state. The territories covered by „provincial ITI” include provincial city, all cities from the core of the functional area and other communes of the functional area – at least half of the communes selected on the basis of a document prepared for the Ministry of Regional Development entitled The criteria for delimitation of urban functional areas of provincial centres (Śleszyński, 2013, p. 180). An area of implementation of „provincial ITI” is selected by way of resolution of province government, taking above document and agreements with local government units interested in cooperation into consideration (Kaczmarek, 2014, p. 12-13). 17 obligatory areas of implementation of ITI were selected in Poland. In total, EUR 2,4 billion from domestic funds was allotted to obligatory ITIs at the level of Partnership Agreement. It was emphasized in this agreement that these funds should be increased by the funds of regional operational programmes (Kogut-Jaworska, 2013, p. 227). In accordance with the concept in the Assumptions of Partnership Agreement, regional programmes will consist of two funds, combining funds of the European Regional Development Fund with the funds of the European Social Fund. This assumption enables to finance ITI from two funds, which allowed, in a comprehensive way, to address this instrument to diagnosed needs of selected areas. This method of financing ITI is called direct financing. There is also a mechanism of indirect financing (without transferring funds to ITI, but directly to tasks). It may take place by way of arrangements of territorial

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4 It is connected with programming of territorially-oriented policies (KSRR 2010-2020, KPZK 2030, Założenia Krajowej Polityki Miejskiej, Projekt Krajowej Polityki Miejskiej) (Frankowski, Szmytkowska, 2015, p. 137).

5 This expert opinion pays attention to the need of combining conditions and knowledge about particular areas not only within their administrative boundaries, but also within functional boundaries (geographically selected on the basis of coherent profile of social and economic and spatial features) (Kogut-Jaworska, 2013, p. 229).

6 In Poland, at least 5,2% of allocation of the European Regional Development Fund and 2,4% of allocation of the European Social Fund will be spent on implementation of ITI in the years 2014-2020 (Ratuszniak, Struś, 2014, p. 248).
contract or obligations of an institution managing an operational programme – to finance, on its own, individual projects, which support achievement of the goals of ITI, or to apply preferences in the recruitments for the investments taken in the area covered by ITI (Szołek, 2015, p. 193). The provinces may initiate ITI also in the functional areas of the cities of regional and subregional importance.

The aspect of coincidence of the scope of ITI tasks with broadly defined public services of local government was taken into consideration. The following aspects were also taken into consideration: the possibility of realizing developmental policies, of which beneficiaries can be other entities (entrepreneurs, non-governmental sector, universities), synergy effect that gives cooperation of particular local government units within ITI (this instrument is focused on these areas, in which cooperation of local governments while determination of common developmental goals is particularly desired) and subsidiarity principle (implementation of policy at the lowest level, in which solving problems is possible, especially with reference to the possibility of delegating the tasks from regional level to local or subregional level).

In Poland, funds allotted to implementation of ITI are, above all, oriented towards (Obrębalski, 2014, p. 66-67):
- sustainable development, efficient transport between city and its functional area – the execution of natural environmentally friendly and low-carbon strategies of organization of public transport for the whole functional area (implementation of the projects concerning, for example, introduction of integrated urban cards, realization of innovative transport systems of information and traffic management, building of Park & Ride systems, car parks and bicycle lanes),
- restoring social and economic functions to degraded areas of an urban functional area – implementation of revitalization plan for the whole functional area (implementation of revitalization undertakings in an integrated way, taking infrastructural, social, economic and environmental aspects into consideration; combining activities related to conversion of the buildings or remediation of post-industrial areas with the activities connected with social and vocational activation of people who are excluded or who are in danger of exclusion, for example, long-term unemployed, the disabled, large families, children and teenagers, women on the labour market),
- improvement of the condition of natural environment in the urban functional area (e.g. the undertakings related to removal of asbestos, wastewater treatment, protection of biological diversity and existing green public areas in the urban areas, replacement of conventional sources of heat with more ecological),
- supporting energy efficiency (among others, extensive energy modernization of residential buildings and public utility buildings, for example, insulating the buildings, replacement of windows and lighting with ener-
gy-efficient lighting or redevelopment of the heating systems; the use of renewable sources of energy, energy-efficient street lights etc.),

– strengthening development symbolical functions forming international character and transregional prestige of an urban functional area and improving the access and quality of public services in the whole functional area (e.g. protection and promotion of common cultural heritage, promotion of tourist product, improvement of system of information about the town in the urban functional area, improving the access of the disabled to the places and institutions of public services, development of free hot spots, improvement of the access to basic services in the housing estates, connected with, among others, education, public space or public security),

– supporting the research, technological progress and innovations (e.g. development of services provided by the institutions of business environment).

Conclusion

1. Integrated territorial investment is one of the instruments dedicated to urbanized areas and it is used to increase involvement of the cities and their functional areas in the management of structural funds of the European Union and to support the development of urban functional area through promoting cooperation of administrative units and implementation of common, integrated projects. It was assumed that ITI will increase cooperation and integration in the functional areas of the largest cities in Poland, help to implement integrated projects and make cities and their functional areas more involved in the management of operational programmes (Kogut-Jaworska, 2013, p. 227).

2. Currently, ITI plays an important role in development of cities and urban functional areas in Poland through (Obrębalski, 2014, p. 69):

   – directing the support for urban areas, playing key role in settlement system of the provinces or areas with structural problems (contributing to achievement of the goals of regional policy, national strategy of regional development and development strategy of particular provinces),

   – identification of individual needs of urban areas and implementation of more effective policy in a form of integrated support („instilling” territorial approach in practice will be a lasting effect),

   – promotion of thinking in terms of an urban area and its functional area (functional approach),

   – building multi-level management system and supporting the cooperation of local government units in the functional areas,

   – contributing to the increase of efficiency of development policy (through integrating various instruments managed at the national and...
regional level and allocation of strategic thought to the operational level, that is, of executed projects).

3. Taking into consideration goals and assumptions of execution of integrated territorial investment in Poland as the most important criterion of their implementation, integrated character and complementarity of the projects were accepted and the following preferred directions of interventions were selected (Programowanie perspektywy finansowej 2014-2020...; Szafranek, 2015, p. 110):
   - sustainable development of transport integrating functional area,
   - creating social and economic functions of degraded areas,
   - improvement of the condition natural environment,
   - energy efficiency and promoting low-carbon strategies,
   - supporting the development of symbolic functions building the prestige of an area in transregional dimension, improvement of quality of public services,
   - supporting the research, technological progress and innovations.

4. At least two directions selected from the ones mentioned above may be realized in the process of programming the development of functional areas. The criterion for their selection depends on developmental conditions and challenges of the functional areas. It is a rational rule, because each area has specific developmental conditions and social and economic and functional and spatial situation must be diagnosed in order to select appropriate directions of interventions. The selection also depends on the scope of national operational programmes, particularly regional ones. It results from the fact the projects are financed from the funds allotted to the operational programmes.

References


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**Integruotos teritorinės investicijos kaip funkcinį sričių pajėgumo kūrimo priemonė – iliustruota Lenkijos pavyzdžiu**

**Anotacija**


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