

LOCAL INITIATIVES CARRIED OUT BY NON-GOVERNMENTAL ORGANIZATIONS FOR THE BENEFIT OF THE DEVELOPMENT OF EDUCATION IN RURAL AREAS IN POLAND

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Summary

“This phenomenon is visible in the entire world. The old and new structures, mechanisms and created regulations for strengthening the public participation in the education are coming across a sea of troubles when they are supposed to be fulfilled. Formal barriers are their being, accustoming to bureaucratic rituals, mismanagement of the school in the new reality and shutting up to the image of the school which doesn't fit already to today's times and ordinary financial gaps (...). In the fact of such circumstances, the need of thinking the role of the school in the environmental over anew and keeping an eye on it not only, as the local community can to do for the school, but also to how the school can to contribute to the development of one's surroundings” [22]. The aim of this article is diagnosis of the situation of country non-governmental organizations in Poland. The author is fixing her attention on analysis of their role in shaping the educational system on rural areas and she is studying conditions created by the state with a view to stimulating the activity of non-governmental organizations in action for the development of education.

Keywords: non-governmental organizations, education, development of rural areas

1. Introduction

The disproportions that arise in the functioning of rural areas seem to glare at every turn, in a wide perspective and in the multitude of events and spheres of life. A discussion on this significant topic concerning the development of human capital will produce notable effects only when it will be based on solid fundamentals which should be formed by the educational system in a rural environment. However, it is still difficult to formulate answers for the following questions: How to bring into life solutions which will work well for years? What kind of method would improve the weak education system in order for its effects to constitute the fundamental element of man's development, society, region in which he lives in? When the actions of central and local politics fail, opportunities and solutions are being searched for in the actions of units the establishment and functioning of which should arise from the needs and expectations of citizens. This study constitutes an attempt at answering the question about the situation and role of non-governmental organizations in building the educational system in the rural areas in Poland.

2. The notion and functions of non-governmental organizations

The multitude of terms describing non-governmental organizations (e.g. social organizations, non-profit, NGO¹, public benefit organizations) has resulted in the formulation of a number of definitions. According to the basic one, included in the Public Benefits Act, non-governmental organizations are mostly units from outside the public finances sector, unoriented towards gaining profit (the so-called 3rd sector). Section 3 of Article 3 of this act in detail points out those units which may conduct public benefit activities. Each notion specifies the fundamental features and independence of such initiatives. The term *non-governmental organizations* indicates activities carried out independently from the governmental sphere, *public benefit organizations* are activities aimed at the public benefit, and the term *non-profit organizations* implies operating without generating profit [15]. In a situation where the state's role is to take care of the fall in unemployment, when each citizen should be prepared for browsing the job market, it seems essential to draw attention to the environment in which such problems have been intensifying for years.

The specificity of non-governmental organizations functioning is based on certain tasks assigned to this unit, namely [21]:

- taking care of individuals as well as the whole society's satisfaction, as well as the functioning in a small group while taking into consideration favour and integration;
- active civil activities aimed at the well-being of an individual and taking into account the local interest, in the view of the well-being of the whole society;
- promoting and supporting diversity, also in social matters;
- drawing attention to the necessity of coexistence of the social sector and the government;
- shaping the structure of cooperation of various sectors in creating the environment and surroundings;
- high autonomy.

It is worthy to draw attention to the functions which non-governmental organizations may and should fulfil. Kamiński [9] emphasizes the integration function, Winiarski [23] – supporting the comprehensive development of individuals, preparing them for life and promoting knowledge. Irrespectively of the adopted context and degree of detail in examining the functions of NGO's, the fact that the establishment of social organizations has one basic and fundamental function, namely acting for the benefit of humans' needs should be recognized as a priority.

3. The conditions under which NGO's operate in rural areas

The life of city and country dwellers, not including neighbourly and social bonds, is gaining a more and more anonymous character. As a consequence, man is becoming an element of a certain kind urban system instead of its integral, decisive part. Such observations should be used in a place where natural, specific bonds forming an inherent part of the environment have built the surroundings and have decided about its sovereignty for years. The rural area is progressing far more slower, lazily making attempts towards development. Traditional, political, economic and social conditions have lead to the deepening of the stratification in the image of the city and village in Poland. In a situation where the local government is not able to handle all the problems related

¹ Non-Governmental Organization (NGO).

to the rural environment, the activities of non-governmental organizations seem to constitute the hardest core in building long-lasting and solid social bonds, complementing governmental and self-government activities. The vision of cooperation between sectors has been sketched out by the state whose aim was to actively include NGO's in the activities for the benefit of the society. Such directions of cooperation have been specified on the central level in documents crucial from the perspective of the country's development in the following years. By handing over public funds to non-governmental organizations, the state is acknowledging these units as an important partner in priority spheres, and recognizes the grass-roots initiatives taken up by them as valuable due to the fact that "the society is a potential source of valuable assets: people know each other well; they are able to bring help to one another, they make contributions to the society's life in the form of their knowledge and awareness of local problems, their sense of property and deep-rootedness increases their involvement in new initiatives" [17].

In the UE countries delegating the state's tasks to non-governmental organizations is common. Organizations of the 3rd sector are becoming an important consultant as far as social or economic issues are concerned. In Poland the role of NGO's is still underestimated. In many cases public institutions are not capable of performing tasks because of proliferating obstacles such as: financial or infrastructural shortfalls, and the legal situation (Table 1).

Table 1. Types of problems of non-governmental organizations

Kinds of obstacles to the non-governmental organizations development			
<i>Problems of the formal-legal nature</i>	<i>Problems of the material nature</i>	<i>Problems of the personal nature</i>	<i>Problems of the local nature</i>
<ul style="list-style-type: none"> ▪ complicated, time-consuming, laborious legal articles, ▪ incorrect regulations in articles of association, reluctance to improve them and to supplement, ▪ need to use consultation of the expert (advice of the lawyer), ▪ formalised process of establishing the organization. 	<ul style="list-style-type: none"> ▪ infrastructure: base of functioning and acting, need to find the registered office, ▪ problems with the tools of the trade, ▪ insufficient financial measures. 	<ul style="list-style-type: none"> ▪ managerial mistakes, ▪ characteristics of members of the organization, ▪ problems with recruiting true "social" talents. 	<ul style="list-style-type: none"> ▪ associated with surroundings, with local conditions, ▪ degree of involving the local government body, of local institutions, of functioning enterprises, ▪ a local community is lacking due recognizing needs.

Source: Own elaboration.

The fundamental support of local government bodies given to non-governmental organizations may contribute to a significant and perceptible local development. The local government bodies can perform tasks by handing over them to the realization for NGOs. Spurring these organizations on is bringing the row of positive effects. In Poland, effects of this nature of the actions still fully aren't being used. In total budget expenditures of local government bodies subsidies

granted to independent individuals constitute not quite 2% (90% of them is the funds allocated for the own tasks) [2].

Rural non-governmental organizations which have their seats in villages or act for the benefit of the rural area and its inhabitants appear as specific, both from the point of view of the environment in which or for which they have been established, and from the perspective of the aim of their actions. In world, in which the development of the knowledge-based economy is possible through action shaping the quality of the human capital the most effective solution is to direct activities at the educational infrastructure [10]. When knowledge becomes a tool and indicator of progress and a creator of the future, education, understood as a well thought out and far-sighted process of learning, developing and experiencing, constitutes a goal in itself, comprehended as the far-sighted learning process thought over, for developing and experiencing and “Non-governmental organizations – their activities (specifically in the local environment) form the social capital, the human capital on which Poland’s development depends on” [19].

4. Social initiatives for the benefit of education

It is possible to define the education as “the whole of activities full of the lead of the second man and his own activity in achieving and specific for him possibilities and the whole of influences and keeping functions establishing and regulating the personality of the man and him in the relation to other people and towards world” [12]. Providing with the broad educational offer everyone for children on equal bases is in hands of the state. Educating for the youngest years is causing measurable results because the child is purchasing almost 50% intellectual abilities to 4 of year of the life [4]. While in cities the situation is pretty good, both in terms of their offer and the degree of benefiting from it, in rural environments the situation of educational chances appears problematic, and the UE and government level assesses these chances as unequal (over 30% rural communes in Poland don’t have pre-school institutions [3]). Each child not only has the right to effective education but also to participate in the education process in an environment which is near to him in order to gain broad knowledge not only about the world but also about his or her own surroundings, its advantages and needs. Children which are deeply-rooted in their environments will decide about its being and value in the future. They will not only associate that place will a happy, serene childhood but also with a favourable location for working, learning and living. Maturing in favourable conditions they will feel jointly responsible for the development of their community. Leaders of operating non-governmental organizations for the education are pointing that functioning of small country schools is a condition essential to keep direct relations and the individuality of the child. In their opinion, the institution, being an integral part of the village is becoming a place in which the child is developing politely, socially, but also the place of integration of the entire community, involving inhabitants. In this place can develop relations and real bonds, at the small school the weaker child can be noticed and appreciated [1]. Local initiative is a decisive factor in creating the climate and conditions not only for living but also by influencing the future vision of the village it determines inhabitants decision whether to stay in that environment. In order for the presented vision not to remain a pipe dream shortcomings, must be eliminated and problems which rural education faces must be solved. The problems which the rural educational system, has to battle with have been accumulating for many years, and the model functioning nowadays is consequence of the nature of adopted solutions and decisions. Very often

rural schools battle with financial problems, they lack funds for basic expenses connected with teaching means, modern tools, technological developments. Moreover, the offer consisting of extra classes, extracurricular classes, remedial classes is limited and so are the possibilities of teaching foreign languages. Reservations are also raised by the distance of the network of educational institutions from the place of residence of the pupils (particularly in the case of primary schools). The lack of a financial base results in the inability to battle architectural barriers in case of disabled pupils. As a consequence of the lack of funds education establishments are being liquidated. The extremely low level of propagating pre-school education constitutes a serious problem, which makes it impossible to effectively equalize educational chances. After all, the development of a small child has a significant impact on his life, his or her choice of educational path and future. 61% of Polish organizations declare that their basic problem is the lack of necessary means for functioning and poor financial condition. As much as 56,8% of organizations still rely on membership fees or financing from the local government (50,2%) [1].

An increase in the educational aspirations of rural youth leads to systematic fleeing from villages by young, talented and well-educated inhabitants. The number of non-governmental organizations is still scarce although it is those initiatives, inscribed in neighbourly activeness, which should operate most effectively here. Sometimes such a state may be ascribed to “the bad financial condition and lack of local leaders” and the willingness to “make use” of organizations and carry out initiatives by the local government [13]. However, not only activeness is responsible for the success of non-governmental activities but also the type of the relations which will be generated among various sectors. The identification of barriers related to the establishment of non-governmental organizations in rural areas proves that from a couple of years one may observe the slackening of social bonds, a gradual split in the traditional community and more importantly an increase in concentration on oneself, and a gross sense of identity in those environments [10]. Rural non-governmental organizations bear no resemblance to big-city undertakings. The relationships which function in tiny environments base their actions on social initiatives of inhabitants, and consult their activities with local government authorities. Activeness in the sphere of schooling and education as practised by them may be comprehensive and diverse: pre-school education, running schools (primary and secondary), organizing educational activities (extracurricular), as well as courses, trainings, local events – constitute the most important ones. It is particularly important as long as we bear in mind the fact that directing professional aspirations of inhabitants of villages towards non-agricultural directions and professions constitutes a challenge. Kowalska [11] claims that the activities of non-governmental organizations in the scope of education are local and marginal, however the author acknowledges their increasing role in equalizing the start depending on the place of residence.

Examples from around the world, for instance from the US, show that it is worthy to work on stimulating creativity in rural areas. Leaders in this matter are the US and Great Britain [11]. Szomburg [20] notes that the state is obliged to direct itself towards the society by handing over to it tools and leeway and resigning from “standardizing school programs”. The findings of research carried out in Austria, Germany, Switzerland and Poland prove that children brought up in villages rarely become ill, and the county air has a positive effect on their development [8].

Taking into account the activities of non-governmental organizations supporting the human capital in Poland, organizations dealing with lifelong learning constitute as much as 19,9%, organizations dealing with acquiring funds and subsidizing units – 13,6%, organizations which provide

specialist consultancy for the units of the sector 10,8%, organizations dealing with running schools make up 10,2% and the same percentage is occupied with educational activities [10]. In analyzing data related to the number and structure of non-governmental organizations in Poland, aside from solely registered organizations also those functioning, active and unregistered ones should be taken into account. With respect to the functioning of the education system in rural areas also units such as: associations, foundations, partially the activities of the Catholic Church, elementarily also the educational activities of Volunteer Fire Guard are subject to analysis. According to official data there exist 13 thousand foundations and associations which differ in terms of their goals and basis of their activities (these data do not include Volunteer Fire Guard) [7]. In 2006 in a study of the basic activities of NGO's in rural areas 31,6% pointed out education as the basic field of activity, among Volunteer Fire Guard – 21,2%. When it was possible to choose a few important fields of activities – 6,8% indicated education, among Volunteer Fire Guard – only 2,5%. (For comparison, in cities 36,5% organizations have chosen education as the basic goal, while 11,1% have chosen it as one of the main goals) [6].

The research on based of report prepared by group of counselling – Invent – commissioned by The Jagiellonian Institute – is showing that costs of the organisation of the school through NGO's are about $\frac{1}{4}$ lower than costs of the organisation and managements of local government body's institutions. Reward of teacher was in researched schools about even 40% low from reward on base of act „counted” (but in the perspective this can lead it to problems with the teaching staff). At examined schools pays of teachers were lower about even 40% from the pays calculated in accordance with the act. The determined difference was also emphasized in case of the expenditure on infrastructure investments (examined expressed in 1 pupil) – much higher expenses were made a rude for this purpose. The ministry of national education recognised high employing parents into force school as a serious progress. It is worthwhile emphasizing the fact, that this kind of initiative can have a positive influence on system of education in rural areas in Poland [16].

There are foundations which exist on national grade in Poland, but they deal with local problems. They organize international and national seminars, conferences; they initiate creation of publication, preparation of instruction, conduct of consultation. They lead and scientific research commission as well as data pile about social activity in Poland. They establish cooperation with international institutions and effect development of (evolution of) cooperation and exchanges of experiences. It is a few still, but this work brings them measurable benefit. Foundation of Name of Komeński can be the best example of kind of that organisation, which takes theme of education in different contexts. Among others, foundation analyses many situations of children in rural areas. Results of research are widely available, between other on internet part of foundation.

The EU integration processes in which Poland participates from a couple of years have intensified demands, but they have also broadened the possibilities in priority spheres. In the years 2004–2006 non-governmental organizations have benefited from subsidies from structural funds and other initiatives such as the EQUAL initiative propagating and promoting innovative solutions in relation to the dilemmas and complications arising from the situation on the job market. Taking into consideration the previously mentioned position of the state and the conditions of NGO's surroundings in Poland, funds allotted for increasing the quality of the human capital based on equalizing educational chances of rural children through activities of non-governmental organizations have been secured between 2007–2013 as part of the European Social Fund and the European Regional Development Fund. The European Social Fund expends cash under projects carried out

as part of the Operational Program Human Capital. Priority IX defines activity 9.1. Equalizing educational chances and ensuring the high quality of educational services in the educational system, and even the detailed sub-action 9.1.1 Decreasing the inequality by means of promoting pre-school education and 9.1.2 Equalizing educational chances of pupils of groups who's access to education is hindered, and decreasing inequalities in the quality of educational services, activity 9.4. Highly qualified personnel of the educational system and 9.5 Grass-roots educational initiatives in rural areas. Whereas the Regional Operational Programs non-governmental organizations can to carry out actions as part of priority VII. activity 7.2. Infrastructure serving education.

In 2007 in rural communities only 20% of all non-governmental organizations were registered. Among actively operating ones 1/3 operated in rural communities. In the years 2004–2008 only 20% organizations have applied for aid funds. In the year 2006, 43% organizations have successfully carried out projects, and in 2008 – 58,5% [14]. It is worthy to mention that it is the cooperation of the central level with non-governmental organizations which is assessed as co-decisive in the effective use of structural funds [5]. Among the basic problems and barriers with which organizations have to struggle when applying for funds are the lack of personnel, financial problems, and the necessity to display experience.

5. Conclusions

While social organizations function in Poland, in Europe and all over the world beside state institutions which they support and complement their activities as well as those of the private sector, particular countries differ in the scope of activities and activeness of the 3rd sector. While the activeness of these units in the reality of the Polish educational system in rural areas is still rather small each year fills with hope as regards the improvement of their situation by providing them with opportunities and gaining valuable experiences. Barriers which are making impossible full using the potential of the III sector on rural areas in Poland it: the lack of local leaders, financial problems and barriers of the cooperation with the self-governmental body, the lack of the local organization of action and the skill-sharing, as well as the promotion and activities in opening roads of the communication with sponsors, deficiencies of volunteers. The roles attributed to rural NGO's in Poland within the scope of educational projects are constantly being broadened by the state, and their efficient performance would lend sense and enable many institutions and adopted educational solutions to make it through, hence improving the quality of the human capital and development of rural areas in Poland, particularly that it is possible to find a lot of successes of such initiatives [1], like: learning from each other, we are doing what we like, saving small schools from the liquidation and the reduction in the unemployment amongst country teachers, organization of the leisure time (educational, little day rooms, theatrical forms, workshops, trainings), successes of public campaigns (for example an action "Entire Poland is reading for children" – 77% Poles recognize the campaign), trainings for teachers in methods stimulating the subjective style of functioning at children from families touched with the long-term unemployment (after half a year 90% of teachers declared that they were using at least methods partly get to know), height of making interested in the education children, height at parents of education abilities and possibility of taking up work by them (especially by women which children entertained learning at institutions of the pre-school education).

6. Literature

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**LOKALNE INICJATYWY ORGANIZACJI POZARZĄDOWYCH
NA RZECZ ROZWOJU EDUKACJI NA OBSZARACH WIEJSKICH W POLSCE**

Streszczenie

„Ten fenomen widoczny jest w całym świecie. Stare i nowe struktury, mechanizmy i regulacje tworzone dla wzmocnienia społecznej partycypacji w edukacji napotykają mnóstwo problemów, kiedy mają być urzeczywistnione. Ich istotą są bariery formalne, przyzwyczajenie do biurokratycznych rytuałów, nieumiejętność zarządzania szkołą w nowych realiach i zamykanie się do obrazu szkoły, który nie pasuje już do dzisiejszych czasów oraz zwykle braki finansowe (...). Wobec takich okoliczności potrzeba przemyślenia na nowo roli szkoły w środowisku i zwrócenia uwagi nie tylko na to, co lokalna społeczność może zrobić dla szkoły, ale także na to, jak szkoła może przyczynić się do rozwoju swego otoczenia” [22]. Celem opracowania jest diagnoza sytuacji wiejskich organizacji pozarządowych w Polsce. Autorka koncentruje uwagę na analizie ich roli w kształtowaniu systemu oświaty na obszarach wiejskich oraz bada warunki, jakie stwarza NGO-som państwo, w celu pobudzenia ich aktywności w działaniach na rzecz rozwoju edukacji.

Słowa kluczowe: organizacje pozarządowe, edukacja, rozwój obszarów wiejskich

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