

The Role of Public Administration in Tourism Development in the Case of the Torun County

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Abstract. *Tourism is an important section of economy representing a huge development potential. It has a large share in creating workplaces, the national product, etc. The market economy results in a situation where there is strong competition to win customers. On the world's competitiveness list, Poland is ranked on the 50th place and holds a fairly low position, i.e. 96th, among 136 countries with respect to a broadly understood tourism policy. The tourism policy, as other areas of the socio-economic policy, remain a domain of the government administration. The purpose of the article is to present the results of research into how this role is played by the administration of the Torun County and the 9 communes it consists of.*

Keywords: *public administration, local government, economic importance of tourism, tourism in regional policy.*

Raktažodžiai: *viešasis administravimas, vietos valdžia, ekonominė turizmo svarba, turizmas regioninėje politikoje.*

Socio-economic Importance of Tourism

Tourism is becoming more and more important part of the economy on a global, national and regional scale. The number of international tourists increased from ca. 50 million in 1950 to 1.2 billion. The 2050 forecast envisages the number to reach 1,8 billion. It means that currently, in statistical terms, every 6th resident of the world becomes an international tourist once a year. If we include local tourism, every other person living on Earth will become a participant in tourism.

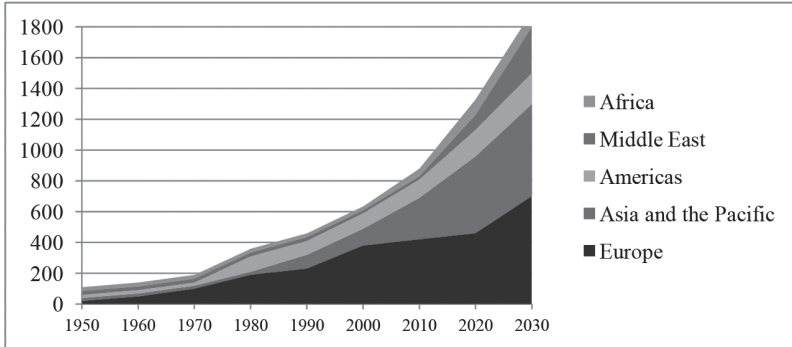


Figure 1. International tourist arrivals (million)

Source: [15, UN WTO Tourism Highlights , 2015 Edition]

On a global scale, tourism generates USD 3.5 billion worth GDP, and if we consider the so-called multiplier effect, it reaches the value of USD 10.8 billion (Figure 2). It is estimated that it is over 10% of the total global GDP. The tourism economy is also a very peculiar creator of workplaces. It is represented on Figure 3. 370 million work places all over the world taking into account direct and indirect employment. Tourism generates revenue and workplaces linked with direct tourist services (including hotels, transport, tour guides, etc.) and indirect tourist services (suppliers of hotel furniture, software, towels, etc.).

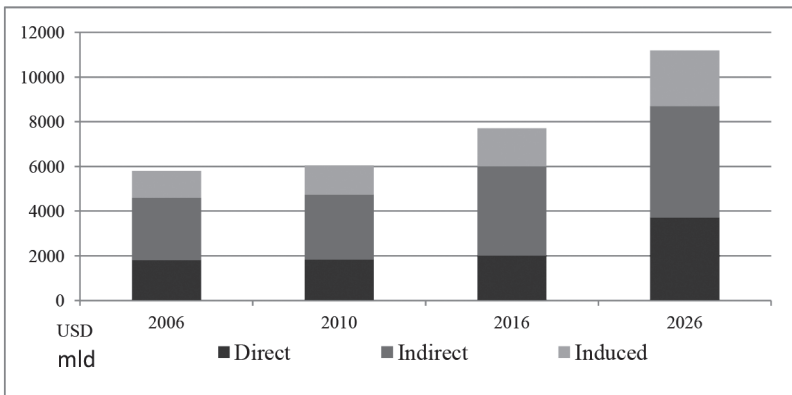


Figure 2. Total Contribution of Travel & Tourism to GDP

Source: [14, Travel & Tourism Global Economic Impact & Issues 2016, WTTC].

In many countries, tourism is an important source of foreign currency revenue. Visits by tourist are a peculiar type of service export. Global figures reach 1.3 billion USD, in the USA it is USD 204 billion, in China 114 billion. In Poland, foreign tourists spend 11 billion USD.

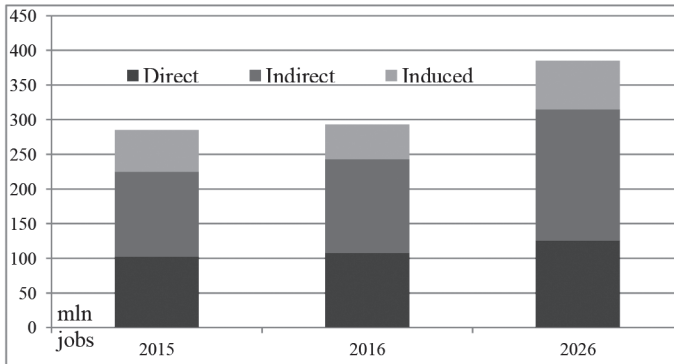


Figure 3. Total contribution of Travel & Tourism to Employment

Source: [14,Travel & Tourism Global Economic Impact & Issues 2016, WTTC].

In Lithuania USD 1.3 billion. According to WTTC, tourism-related export accounts for 6.2% of the global export. Considerable importance of the tourism economy derives also from the dynamics of the phenomenon. It is exemplified on Figure 4. Assuming 1995 as the base year, the growth of international tourism and tourist spending ranged from 200 to 220 %. A confirmation of the economic importance of tourism may also be the size of investment layout in tourism – 1.2 billion in 2016.

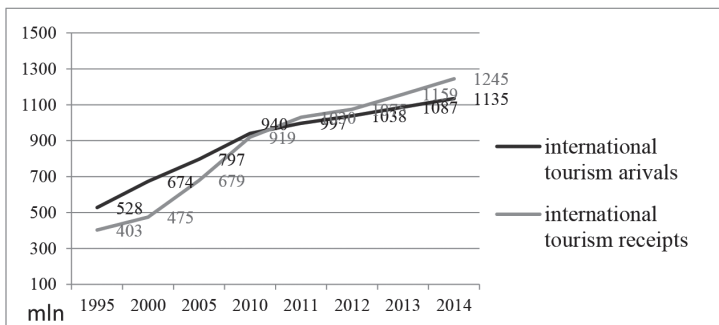


Figure 4. World inbound tourism

Source: [16,UN WTO Tourism Highlights , 2016 Edition]

The Function of Tourism

Tourism is a complex, multifaceted phenomenon, which gives rise to a number of intentional and accidental consequences. W. Gaworecki [7, p.302], broadly described this problem saying that “*tourism is a multidimensional and dynamic phenomenon of the contemporary social existence and culture and manifests itself in different areas of life: social, psychological, cultural, spatial and economic. Therefore, it performs specific functions construed as the impact of its development on different layers of the contemporary life*”. The functions of tourism construed as its intentional, positive outcomes may be considered in relation to tourists as well as in relation to tourist destinations (tourist reception). With respect to tourists, two functions are usually mentioned:

- Relaxation and rest function – tourism contributes to the regeneration and revival of physical and mental strength. It eliminates tiredness and helps to maintain physical and mental activity.
- Health function – by leaving the contaminated areas and adverse influence of urban areas our organism recovers strength. It promotes good health condition and well-being.
- Didactic function – tourism is a perfect didactic and teaching means. It moulds personality of tourists, determines their needs, allows to develop interests, teaches resourcefulness, behaviour within a group of other individuals as well as individual and collective responsibility.
- The cognitive function (educational) – through travelling satisfies the need to learn the world, seeing new places and meeting other cultures.
- Cultural education function – alludes to the cognitive function with a strong focus on cultural participation. Tourism satisfies aesthetical needs and allows to take delight in beautiful architecture, art, painting or sculpture.
- Urbanising function – each type of tourism favours the development of urban areas (cities). It also contributes to the expansion and development of the visited site.
- Ethnic function – visits of relatives and friends favour bond tightening. By visiting the countries of the ancestors, the attitudes including patriotism, sense of being separated and cultural awareness are moulded.
- Environmental awareness moulding function – tourism raises interest in issues linked with environmental protection. During Pro-environmental activities are usually undertaken during travels.

With regard to the question of tourist reception (identified with the supply), tourism may play the following functions (consequences):

- economic – tourism is an important source of income in a number of regions and countries. It creates new workplaces and helps to reduce unemployment [11, p. 71-78]. It also provides support to the economy through production of goods and provision of services to tourists,

- it increases the variety of economic activity, especially with the use of local resources and products.
- investment,
- use of existing infrastructure,
- improvement of communal infrastructure by constructing tourist infrastructure,
- use of the existing tourist infrastructure by local communities,
- improved level of supply of local communities,
- preserving and supporting cultural goods, reconstruction of architectural objects,
- improved educational content,
- breaking barriers, e.g. linguistic, racial, social, religious, etc.,
- becoming familiar with the people from a particular region (area, town/city) and different sociological and cultural models, mixed civilisations,
- appreciation of own and foreign social and cultural values.

Practically all of the above-mentioned consequences are or may be of importance for each area of tourist reception including the administrative aspect for the regions and communes.

Territorial Self-government in Poland

The beginnings of the existence of local government in Poland date back as far as 13th century [3, p. 22]. Since 16th century onwards, there was a noblemen local government. In major cities, there were local governments consisting of the city council [13, p.14]. Their establishment was terminated by the consecutive partitioning of Poland and the decisions taken by the individual occupants. The third partitioning of Poland was particularly important in this regard. In that period, local governments were moulded according to the laws and by respective institutions of the occupants. After Poland recovered independence in 1918, it was decided that the principle of law continuity should prevail. Under the constitution of 17th March, 1921, the local self-government became part of the systemic institution. Considerable changes were brought about by the *Act of 1933 on Partial Amendment of the Local Government Systems*, introducing homogeneous structure of local governments. Furthermore, it separated the division of the institutions into executive and legislative parts [13, p. 17]. Such institutions were headed by mayors or presidents. On 23. 11. 1944, the Polish Committee of National Liberation (PKWN) decree was revived with respect to the organisation and scope of the local governments. According to the decree, participation of the national councils was the realm of all independence-oriented organizations [13, p. 17]. However, the Act abolished the Temporary Statutes and therefore “the local government functioning in communes, cities and regions and voivodships operated on one hand under the Merger Act of 1933 and on the other under the Act of 11 September 1944” [13, p.20]. The recession took place

on 20 March, 1950 with the passing of the Act on local units of the state authority [18, Ustawa z dnia 20 marca 1950 r. o terenowych organach jednolitej władzy państwowej [Dz.U. 1950 nr 14 poz. 130]. At that time, local governments were liquidated and their property was nationalised [13, p.19]. An attempt at reaching a compromise was the Act of 20 July 1983 on the National Council and Local Government System. The process of reactivation of the contemporary form of the local government was initiated on 8 March, 1990 by passing the *Law on Communal Government*. However, the key decisions and regulations were brought in by the Constitution of the Republic of Poland dated 02.04.1997r. [*Konstytucja RP*, Art. 163- 172, Rozdział 7: Samorząd terytorialny]. The state organisation system based on separation of the local units of authority was to follow the principles of subsidiarity and decentralisation. A culminating point of these activities was the enactment of the Act of 24.07.1998 on the Introduction of a Three-level Territorial Division of the State (Communal, Regional and Voivodship Governments). As Kornak and Rapacz rightly emphasise, the level of tourism development in a number of communes did not reflect their touristic attraction. It was mainly a consequence of the activity of tourist companies and not the units of territorial government. Only with the introduction of the three-level division of the local government, functioning since 01.01.1999, it was possible to make it the basic organization authorised to create the programmes of regional and local actions [8, p.67]. In consequence of the systemic transformations, the entities managing and using the resources became independent. The revival contributed to the development of market economy, improved entrepreneurship and activity of the community [2, p.7]. On one hand, the local government reform improved the scope of competence of local (communal) governments and on the other, it was the source of a number of duties. One of the most important duties was setting the directions of the social and economic development of a particular area and creating favourable conditions for their fulfilment [9, p.389]. The issues linked with the local self-government and the local development policy are governed by the following documents:

- Act of 8 March, 1990 on Communal Government,
- Act of 29 August, 1997 on Tourism Services,
- Act of 4 September, 1997 on Government Administration Operation,
- Act of 24 July, 1998 o Introduction of the Basic Three-level Territorial Division of the State,
- Act of 27 March, 2003 on Spatial Planning and Management,
- Act of 12 May, 2000 on the Rules of Regional Development Support,
- Act of 13 November, 2003 on the Local Government Revenue.

The tasks of the commune are governed by, among other things, the *Act of 13 September, 1996 on Maintaining Cleanness and Order in Communes*, *Act of 18 January, 1996 on Physical Fitness*, *Act of 22 August, 1997 on Safety of Mass Events*, *Act of 27 April, 2001 – The Law on Environmental Protection* and the *Act of 7 September, 1991 on Educational System*. Both the Constitution of the Republic

of Poland as well as the *Act on Local Governments* categorise the commune as the smaller and at the same time the basic unit of local self-government [1, p.16]. The communal government has the widest scope of authorisation to mould the local development policy. It affects, among other things, the directions, scope and speed of economic development and satisfaction of social needs [7, Art. 6 section 1 of the *Act on Communal Government* stipulates that “the scope of commune operation includes all public matters of local importance not restricted by the prevailing Acts as the scope of other entities”]. On the other hand, section 2 of the Act stipulates that: Unless the Act provides otherwise, resolution of disputes under section 1 shall be the duty of the commune”. Of great importance are also entities operating in a given area, i.e. households and agricultural organisations, non-government organisations, economic units and institutions. Together, they create a system of local authority. There is a strong dependence of functioning of communal entities on the decisions taken by local governments as they affect companies and requires that their activities should be in line with the directions and main objectives of the local development policy [19, p. 421]. The scope of commune activity is mainly regulated by the *Act on Communal Government* (Art. 7, Art. 8) and the *Constitution of the Republic of Poland* (Art. 16 section 2, Art. 164). “The principle of presupposition of the communal jurisdiction with respect to the performance of public duties of local importance clearly shows the priority in the execution of public duties over the region and voivodship” [10, p. 90]. The commune being the basic unit of the local self-government performs the widest scope of duties in comparison with all other territorial government units and is not subject to direct intervention by the state authorities. After transformation, the majority of rights and tasks was delegated to local governments. This creates conditions for the development of tourism, shows the direction and encourages to undertake business activity. However, the speed of their execution depends on, among other things, the level of development of tourism in the region, political situation, attractiveness of tourist landmarks and attraction and the scope of knowledge of local authorities with respect to tourism [12, p.160]. Big hopes are linked with the use of the potential of local community. The local government duties are divided according to different criteria. The most common is the division into one’s own and third-party ordered duties.

The ordered duties are external duties with respect to basic duties. They are carried out based on subsidies (grants-in-aid) granted with a view to fulfilling a specific objective by the party offering support [10, p. 89].

Own duties serve the purpose of satisfying the needs of the local community and other entities in the manner having a specific influence on local tourism. The local government carries out such duties in its own name and on its own responsibility using the available financial resources [6, p.265-286]. With respect to optional tasks, it takes independent decisions concerning their fulfilment and order of task execution. Own tasks are

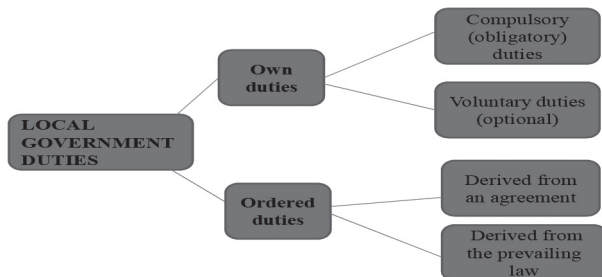


Figure 5. Division of duties of local government units

Source: [8]

independent decisions concerning their fulfilment and order of task execution. Own tasks are financed from the local government budget and general subsidies while the audits concern solely the legal nature of the government's operation.

Own duties [8, p.70):

- Develop tourist information system,
- Satisfy the needs of the community,
- Maintain spatial order,
- Manage real estate,
- Protect the environment,
- Maintain and repair local roads, streets, bridges, squares and organise traffic,
- Take care of public sphere (educations, social care, health protection, etc.),
- Ensure water, electricity, heating and gas supply,
- Develop cultural centres,
- Maintain local and public use facilities and administrative buildings,
- Protect historical landmarks and monuments,
- Take care of commune green areas,
- Develop technical infrastructure,
- Maintain public safety,
- Develop telecommunication facilities,
- Cooperate with local communities of other countries,
- Maintain local public transport,
- Cooperate with the local organisations of tourist sector and LOT and ROT,
- Promote the self-government idea and the commune itself,
- Cooperate with the NGO-s, local and regional communities of other countries.

Communal Characteristics

„Toruń region is extremely interesting and varied geographically and environmentally. It is situated in the very heart of Kujawsko-Pomorskie Voivodship (Cuiavian-Pomeranian Voivodship) and has an area of 1229.7 km² comprising three historical regions, i.e. Kujawy (Cuiavia), Ziemia Dobrzynska (Dobrzyn Region) and Ziemia Chelminska (Culmen Region)” [21].

Toruń region has the population of 103 898 people 50.7% of which are women and 49.3% men. In the period 2002-2016, the population grew by 24.2%. The average age of the inhabitants is 37.7 and is lower than the average age of residents of Kujawsko-Pomorskie Voivodship, or the average age of residents of Poland [22].

The region comprises nine communes:

- City of Chelmza,
- Commune of Chelmza,
- Commune of Czernikowo,
- Commune of Lubicz,
- Commune of Lubianka,
- Commune of Lysomice,
- Commune of Obrowo,
- Commune of Wielka Nieszawka,
- Commune of Zławies Wielka.

32.5% of the active population works from Toruń County residents in the agricultural sector (agriculture, forestry, hunting and fishery), 33,1% in industry and construction and 9.4%. In 2015, total revenue of communes comprised in Torun region amounted to PLN 380 million including PLN 180 million of income generated by the communes themselves. Under the Budgetary Act, the revenue of the region amounts to PLN 88 million. Nearly 10 000 business units are registered in the region of which over 90% represent private sector. Approx. 80% of the entities are “self-employed individuals”. 38 foundations and 250 associations and social organisations are registered in the region. Unemployment rate according to 2015 data is 15.9% (19.4% of women and 12.7% of men). The data are much higher than the unemployment rate registered for the Kujawsko-Pomorskie Voivodship and much higher than the unemployment rate of Poland. The average monthly gross remuneration in Torun region amounted to PLN 3 107.90 PLN, which is 74.90% of the average monthly gross salary in Poland. 32.5% of professionally active residents of Torun region work in the agricultural service sector (trading, car repair, transport, hotels and catering, information and communication) and 9.4% are employed in the financial sector (financial activity and insurance, real estate service sector). In 2016, Torun region had 18 year-round hotel facilities offering 950 places. Over the year, nearly 60 000 visitors used them. A statistical tourist stayed for 1.5 hotel day.

Empirical Analysis

An important tool in the moulding of a long-term development including the local government units are development strategies. In the first part of the paper, the social and economic importance of tourism was emphasised. The tasks that communes/towns/cities are required to perform include among other things a broadly understood raising of the living standards of the inhabitants of the region. One of the modern ways is development through tourism. For the purpose of the paper, subject to analysis were strategic documents of all communes and regions (Starost). Of the communes, only 6 included tourism in their development strategies. For example, in the strategic development of the city commune of Chelmza, the following statements were included:

- „... use of nature in the development of local economy...”;
- „...the city of Chelmza has a development potential with respect to service and commercial activity as well as cultural and tourist initiative and tasks undertaken within the scope of the strategy should favour development of tourist service sector and related services based on the current natural assets of the town...”.

The strategic documents of the commune of Chelmza include tourism among the strategic and operating objectives [5].

<i>Strategic objective:</i>		
Recreation and Tourism Development		
<i>Operating objectives:</i>		
Develop the base and services related to recreation, tourism, culture and sport	Preserve and protect cultural heritage	Include local resources and traditions in tourist products

Figure 6. Tourism in the strategy of the City of Chelmza

Source:[4]

The development strategy of Lubianka commune, in item “key development issues of Lubianka commune” refers to the unutilised tourist potential of the natural environment and cultural heritage”. The strategic objective 3 of the commune is as follows:

- Attractive site for tourism and recreation
- Promotion of tourist attractions situated in the territory of the commune, development of tourist base and attracting tourists to visit the commune by managing and promoting the attributes of the cultural and natural heritage.

The Obrowo commune has also included tourism in the regional strategy.

II	Insufficient utilisation of natural, cultural and tourism assets of the commune and economic potential
II.1	Unutilised tourism development potential
II.2	Insufficient promotion of natural, cultural and tourist assets of the commune
II.3	Not fully developed tourism infrastructure and tourist service sector

Figure 7. Elements of tourism in the development strategy of the Obrowo Commune

Source: [23].

II.	Sustainable economic development of the commune
II.1.	Development of entrepreneurship and creation of workplaces outside agriculture
II.2.	Effective use of the tourist potential of the area by developing the tourist infrastructure and services
II.3.	Promoting the natural, cultural and tourist assets of the commune
II.4.	Creating and promoting local produce
II.5.	Protection and improvement of the condition of the natural environment including pro-environmental education of inhabitants

Figure 8. Elements of tourism in the sustainable development strategy of the Obrowo Commune

Source: [23].

The importance of the selected social and economic issues may and should be reflected in the importance attached to it in everyday activities. Of all the analysed communes, only three have separated a position/organisational cell responsible for tourism from within their structures. Only in one Commune Council there is a Commission which has tourism in its official name. One of the tools used in the fulfilment of the development strategy are current commune budgets. In seven cases, ‘tourism’ was not included in the expense items. In one case tourism expenses constitute 0.06% of the entire budget and in another commune, they are under 1/10% of the total budget.

Conclusions

1. The analysed region is abundant in tourist assets of different types. Their use could be a great contribution to the development of the region and its communes. Unfortunately, certain incoherence and lack of consistency in the activities of the local governments can be observed, i.e. local governments including Commune Councils and administrative authorities (the village leader (voyt) and the related offices). Although in verbal and general declarations, in majority of cases, the opportunities linked with tourism

are observed and appreciated, on practical grounds, the budgets and staff show significant lacks in this respect. Limited communal budgets which was one of the key arguments raised by local authority representatives in oral interviews cannot be regarded as a sufficient explanation.

2. Recommendations resulting from this state of things may concern three spheres: organizational, material and conscious. The organizational sphere is primarily the separation in the organizational structure of departments of offices (or even positions) in which the scope of responsibility will be tourism. In the material sphere, it is an increase of funds in budgets aimed directly at tourism infrastructure, complementary and also at promotion of tourism. The starting point must be changes in the awareness of commune councilors and officials regarding the understanding of the contemporary role of tourism. Tourism, which, by satisfying the growing needs of tourists, contributes to the social and economic development of the tourist reception area, and these are all municipalities. Local and administrative authorities of municipalities should become leading DMO (DMO, *destination management organizations*). About the role of DMO writes, inter alia [2, p. 89-90].
3. Combining tourism functions with tourists and residents of a given municipality finds its expression, inter alia, in the aspect of sustainable development [3, p. 104-105].

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Viešojo administravimo, turizmo plėtros atveju Torūnėje apskrities vaidmuo

Anotacija

Turizmas – tai svarbus ekonomikos sektorius, atspindintis didžiulį vystymosi potencialą. Jis turi didelį įtaką darbo vietų, nacionalinio produkto ir pan. kūrimui. Rinkos ekonomika sąlygoja didelę konkurenciją pritraukti klientus. Pasaulio konkurencingumo sąrašė, Lenkija užima 50 vietą, bei užima žemą, t.y. 96-ąją poziciją tarp 136 valstybių pagal plačiai suprantamą turizmo politiką.

Turizmo politika, kaip ir kitos socialinės-ekonominės politikos sritys, tebeišlieka vyriausybės administracijos sritis. Šio straipsnio tikslas yra pristatyti tyrimo rezultatus, kaip ši vaidmenį atlieka Torunės apskritis ir jai priklausančių 9 bendruomenių administracija.

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