DIFFERENCES AND SIMILARIETIES IN HUMAN CAPITAL MANAGEMENT IN PRIVATE AND PUBLIC SECTOR ORGANISATION – CASE STUDY FROM POLAND

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Presently, the success of each organisation depends on the effective use of knowledge, skills and on motivation system. It is possible only when the organisation has a necessary at a given time and place human capital and it is able to efficiently manage it [6, 22 p.]. The aim of this article is to present, on the basis of business organisation and public institution, the differences and similarities in the field of human capital management in those entities. The article constitutes an attempt to answer the question concerning the way in which the type of organisation and its connection to public or private sector determines the character of human capital management. The article ends with conclusions in terms of theory and practise and determines the direction for future studies in the field.

Keywords: human capital management, human capital, public administration unit.

Introduction

The growing number of reference studies on different theoretical and empirical aspects of human capital proves its strong position as a strategic resource of every organisation. Since many years the theoreticians and practitioners of management recognise human capital as the leading resource of an organisation which influences its proper functioning. In many publications (among others: T. Schultz, L. Edvinsson, T. A. Stewart, K. E. Sveiby, P.H. Sullivan) it is presented as a basic medium of knowledge and main source of its creation. The Director of the Institute for Intellectual Capital Research N. Bontis believes that human capital is the most important asset in every organisation as it provides products and services to the clients and solves their problems [5, 88 p.]. Despite the fact that the issue of human and intellectual capital management is a topic broadly discussed in the context of building competitive edge of a company [9, 20 p.], the problem of its management in public administration units, government-owned corporations or non - profit organisations is very rarely described. Those organisations also have to treat people as a resource, which has to be managed, as local government units are the ones that handle local problems, know the needs of their communities and are the most common place for people to contact government. Moreover, through public services they perform a significant role in the development of human capital on the macro scale. The superior purpose of the modern administration is to act for the benefit of general public [7, 19 p.]. The studies show that a full transparency of administration and increase of public's life democratization through the growth of general public's participation (especially local one) contributes to the development of social and human capital not only on the level of organisation, but also in the frames of the whole local society. The significant role of human capital in public administration units, as well as in business companies is connected with the necessity to point similarities and differences in the field of human capital management in those organisations in order to specify the conditions for its further development.

In the first part of the article the methodological assumptions in the study were presented. The specific character of case study implementation as a method for empirical research conduction and result analysis was also described.

The remaining part of the article focuses on the thesis that human capital is a strategic resource of each organisation regardless of its nature, i.e. if it belongs to a private or public sector. The presented case study shows the scope in which the organisations subject to the study manage human capital, as well as it describes the conditions for its further development. Moreover, the differences and similarities in the scope of human capital management introduced in those entities were presented.

The constantly changing management environment made business companies and public administration units (public offices) to pay greater attention to human factor. The increasing role of public administration in the structures of public affairs management arises certain questions – do the companies use their human capital in a proper way and what are the mechanisms to stimulate its development? [7, 19 p.].

1 Methodological assumptions in the study

The research was conducted on the basis of two entities operating on the local market. The organisations subject to the study are characterised by a similar scope of their activity and provide public (office) or financial and consulting services (finance agency). They also employ a similar number of people (about 300) and act on the basis of human capital. However, the rules of functioning, sources of financing, organisational structure and the targets of those entities are different and result from the specific character of the sector they operate in. The main factor influencing the development of the entities subject to the study is human capital. In both cases it is connected with non-material character of the provided services. The clients or petitioners evaluate an office/financial institution through the quality of provided services, for which the employees are mainly responsible. In both the office and finance agency the employees are required to have certain skills. The specialist knowledge is not the only requirement and people working in such institutions need to respect the regulations, instructions and the applied rules and norms. Moreover, they have to be disciplined, responsible, diligent, reliable, honest, cautions and have the distance to people and problems, and many more. At the same time they should pay attention to client/petitioner's interest and feel the responsibility for the entrusted financial funds. All of the features mentioned above create the existing or potential human capital of those organisations.

For the purposes of the article the internal documentation of the entities subject to the study was used, as well as results from participant observation (collected during interviews with employees and the management). The result of the study enabled to draw conclusions concerning human capital management in organisations of public and private sector.

In the next part of the study, the starting point for comparison analysis of human capital management made in reference to public and private organisation consists of individual factors influencing the quality of such management in those organisations. This quality is influenced by:

- The character of a source for acquiring human capital in individual organisation,
- Defined targets of human capital management,
- The existing conditions for human capital development,
- Adequate tools for human capital management development.

The presented case study allowed drawing conclusions for the purposes of theory and practice in the field of human capital management in public and private sector organisation.

${\bf 2}\ The\ structure\ of\ human\ capital$

Human capital is one of the components of intellectual capital, together with structural capital and client capital. Human capital consists of skills, knowledge and experience of organisation's employees, as well as of the management. However, it is not a simple collection of those components as it also comprises of creativity and innovativeness of teams of co-workers. It is employees who own the capital, not the organisation [3, 46 p.]. This is a very narrow approach towards human capital in the scope of an individual and a company. The review of most accurate definitions of human capital indicates that this term can be considered also for a broader scale. It enables to analyse

resources of knowledge, skills, state of health and vital energy of every person and of a society or a nation as a whole [4, 86 p.].

The human capital mainly consists of [8, 202 p.]:

- competences it is knowledge, willingness and abilities, skills to use structural capital, interpersonal skills, experience and education,
- relations ability to share knowledge and trust, which are to create the value for an organisation,
- values these are concepts distinguishing a unit or group, they influence the selection of tools and effects of actions by determining if a given action is right or wrong

The human capital plays a significant role, which is associated with a person, and with everything which he brings to the organisation as a strategic and non-material component of modern enterprises [9, 12 p.]. However, in reference books we cannot find a uniform, precise term of human capital. It is mainly described as resource of knowledge and skills acquired during the process of education and professional carrier, as well as health and vital energy.

Investments made in the human capital already existing in a company can have two forms. On one hand, they can lead to the development of employees learning process, searching for new solutions and enriching them. On the other hand, they should consist in taking care of employees' general condition, their health and lifestyle. Caring for employee's health has a long-term character [3, 52 p.].

M. Bratnicki [2, 49 p.] notices that human capital (skills, experience, education, attitudes of employees) has to be supported by structural capital (organisation routines included in organisational structure, procedures and organisational culture).

The proper direction for human capital development, as it is presented in the remaining part of the study, requires not only the dynamically operating economic entities, but also public institutions focused on its development in the frames of their structures (on the micro scale), as well as in the frames of all societies. Satisfying cooperation of public administration with other organisations should be done with reference to human capital development on micro and macro scale.

3 Case study description

3.1 Business organisation – finance agency

The finance agency subject to the study has been operating on the local market of financial and investment agencies since 1998, providing services to their clients which include consulting with problem-solving concerning hard and complicated problems in the scope of general investment activity and investment of funds. The basic purpose is to give clients the professional advice, and to help them develop small and medium enterprises.

The strategy of the organisation is based on the following factors:

- to provide high quality of services it is possible due to constant development of competences and specialists knowledge of the employees,
- innovativeness is a key factor of success understood as the ability to introduce new solutions. It enables to increase efficiency of actions, makes management easier and builds competitive edge.
- specialization allows focusing on the areas which the organisation is most familiar with. Constantly broadened knowledge of specialists, their human capital and continuously improved methodology of actions enables to offer best way of solving problems reported by potential clients.

Personnel strategy is based on the assumption that the employees are a main resource of a company and the development and

competitiveness of all organisations depends on their knowledge, skills, quality of work and engagement. From the established personnel strategy of the described organisation we can see that it makes its competitive edge dependent on the human capital it has. Management of this capital is taken into consideration during strategy preparation, which makes us conclude at the very beginning that the knowledge acquired during working process is used to develop competencies of a team and to increase the value of the whole organisation. The enterprise places emphasis on acquiring knowledge, improving skills and development of competences. Training programmes which result from personnel strategy provide possibility of improving qualifications. The company offers its employees support with education and selfimprovement. It monitors employees' careers, achievements, on basis of which direction for further development is determined. The employees participate in various training, conferences, seminaries, symposia and learn at schools of higher education. The management realizes personnel policy which is based on human capital model. The individual subsystems of human capital management (HCM) are being constantly developed through introduction of new solutions and undertaking actions mainly in the field of motivation, development and evaluation of employee work. The company provides every employee with the opportunity to improve, it stimulates innovativeness and development. Those actions result with employees' satisfaction from work and employment in the company. Consequently, a satisfied and well-motivated employee integrates himself with the organisation, is engaged in solving its problems, which increases the competitiveness of the entity on the constantly changing and sometimes unpredictable market.

Human capital management in the enterprise is demonstrated, among others, through:

- Codification of the process of collecting and sharing knowledge with a use of IT tools, creating expert systems, networks with other entities.
- Rewarding original ideas and possibilities of improvements proposed by employees. Ensuring adequate conditions to develop new, helpful solutions, supporting creativity,
- Comparing own company with competition it allows to evaluate the value of the possessed knowledge and to find significant distinguishers,
- Adequate usage of knowledge acquired from business environment,
- Immediate undertaking of corrective actions aiming at quick removal of detected inconsistencies,
- Aiming at arrangement of unstructured knowledge, i.e. e-mails, presentations, training materials, documents, multimedia materials,
- Increasing the value of a company through development of non-material assets and creating human capital,
- Adequate coordination of team work,
- Undertaking actions based on knowledge and requiring development of human resources,
- Development of organisational culture supporting creativity and knowledge sharing,
- Propagating company's mission and strategy awareness especially among new employees, as well as undertaking actions aiming at identification of employees with company's targets,
- Determining quality targets, measures and their values, monitoring realization of assumed targets, revising the quality management system by the management,

- Engaging all team in qualitative problem solving compliance with ISO 9001:2000 and consequential improvement of the introduced quality system,
- Perceiving every employee as company's potential client, rich training system and possibility of following individual career paths, providing employees with the satisfying work environment, stimulating their engagement, and contributing to development and realization of personal targets,
- Stimulating initiatives, innovativeness and independency of personnel, and improvement of team work,
- Safe IT system supporting actions of work teams and cooperation with an expert (tax advisor, legal adviser) – All significant and public knowledge of a company is stored in computer data base, which is subject to periodic check-up aiming at elimination of errors, detecting incomplete or unclear records,
- Influencing employees so they are willing to broaden their knowledge, as well as to share it and use it during performance of their duties – i.e. to base communication within an organisation on mutual trust connected with the feeling of mutual favour, providing one another with substantive support, sharing negative knowledge – resulting from own mistakes,
- Limiting control systems for the benefit of self-control ones, and developing responsibility and trust instead of supervision,
- Fair treatment of employees, perceiving information as a common good.

3.2 Public administration unit

Commune Office (Urząd Gminy) as a public administration unit conducts actions on the territory of one of the communes from Silesian Voivodeship aiming at satisfying collective needs of local community and handling the problems of the individuals.

Ethical code of office employees determines values and ethical rules that the employees have to follow, which are of highest importance during realization of the entrusted tasks. In order to strengthen a positive image of commune local government, it undertakes actions aiming at improving public life's quality and guarantying high level of services provided to local community through observing the following rules by the employees:

- Disinterestedness, impartiality, legality and political indifference – The employees are obliged to follow the rules included in legal regulations in force, and search with due care for solutions which are best for the whole local community. They cannot be vulnerable to pressure which would influence the results of problem-solving.
- Competences, creativity and economy The office's employee can be mainly characterised by adequate qualifications to realize entrusted tasks, willingness to improve qualifications and skills by oneself and owing to the possibilities provided by the employer. The superior purpose of their actions is supposed to be perspective thinking about the development of the commune and aiming at improving the life of the local society. They take the responsibility for the undertaken actions, as well as they propose new, well-considered and justified solutions, keeping in mind the common good of the commune and office.
- Cooperation, mutual respect and courteousness. Being aware of the fact that the tasks performed by the employees are to satisfy the needs of local community through cooperation of office's units, they should provide environment enabling efficient information flow, exchange of experience and promoting best solutions. The employees should use their best efforts to ensure highest quality of office services, paying attention to explaining even the most complex issues in detail and in a clear and understandable way.

4 Human capital management in the commune office and private enterprise – comparative analysis

The satisfying fact is that, both the management of the office and enterprise subject to the study perceives the significance of employee potential – their skills, qualifications, experience influence the proper functioning (in the case of the enterprise also its survival) on the market. The office having improperly managed human capital will still function, the enterprise not necessarily. This fact broadly explains bigger interest taken in the issue of human capital, but in the private company this capital often decides about its "being still in the business".

In the finance agency subject to the study human capital is treated as a key asset of the enterprise, as its functioning is determined by the level of employee competences, not by the material resources. In the case of the office, human capital management is treated as a way of improvement and a method to increase the quality of services.

On the basis of the below table we can see that the entities subject to the study have different approach towards human capital management. The unit of public administration uses mainly methods proven in practise, does not undertake innovative actions, contrary to the finance agency. The difference in approach results from the specific character of organisation's operation and its environment. In both entities we can see the lack of complex approach towards human capital management. However, the private company has more favourable conditions to its development resulting, among others, from flat organisation structure and character of organisational culture. In the case of traditional organisational structures (i.e. public administration) it is very hard to fulfil the demands of theoreticians in the scope of human capital management.

As it can be seen in table 1 the most common source of acquiring knowledge and creation of human capital, both in the case of finance agency and commune office, are trainings and knowledge of co-workers. However, in the private company trainings are a form of awarding and appreciating an employee by the management. They mainly relate to young employees and are not only professional trainings, but they also place emphasis on the shaping of soft-skills competencies, i.e. improvement of client service or communication within the organisation. There is a possibility of choosing trainings by an employee, which provides the opportunity to adjust them to the requirements of individual post or needs. The training needs are determined by competency model, according to which the company expects high efficiency from all employees, i.e. work of highest quality focused on meeting targets in the determined time.

In the case of the office professional trainings are offered by order from superior authority mainly to employees having longer work record (at least a few years). The subject of trainings is limited to the changes in law regulations. The HR department makes a mistake as they do not let many (almost none) young employees to participate in the trainings. In this way, the management wastes its potential to develop human capital of young but often well-educated employees. Their fresh approach, big determination and willingness to explore, develop and learn is the best asset of private companies which (the example is also the finance agency) assign tasks - pose challenges to low-paid employees in order to find a talented one which can develop to be a successful employee in the future. Contrary to the above, the graduate who starts career in the public office often just helps with administration tasks. The work record, not the individual achievements, determines possible promotion. However, the growing number of trainings every year is a positive symptom. Relatively recently there was a common belief, especially among local government representatives or other decision-makers, that investments in infrastructure should be bigger and made at the cost of investments in human capital [10, 9 p.]. Fortunately, this situation has changed for the better.

Table 1 Comparative analysis of human capital management in public administration unit and finance agency

	Public administration unit	Finance agency
	(public sector)	(private sector)
Sources of acquiring knowledge / human capital		
- - -	Trainings (substantive character) Magazines, bulletins and journals, Purchasing books and software, Other institutions having similar profile (commune offices)	Courses and monthly trainings (having substantive character as well as shaping employee soft-skills competencies) Acquiring knowledge from market participants – other employees, clients, external companies, information from people being outside the organisation, expert knowledge, internal benchmarking, Broadening knowledge during the work of project, task, and quality teams, Business practise, documents, reports, descriptions etc. Magazines, journals, Practices of competition, Coaching, mentoring and a so called support discussion (employee evaluation identifying his needs of self-improvement)
Existing conditions for the development of human capital		
Unv - - - -	Villingness to share knowledge caused mainly by: Inadequate organisational culture, Lack of benefits from sharing knowledge Lack of mutual trust between co-workers, feeling insecure and convinced of being not good enough, Fear of losing knowledge, limited trust, interpersonal conflicts Improper communication between employees, Insufficient identification of employees with the organisation,	There are actions taken which encourage and contribute to sharing knowledge between employees, among others, due to: - Working in project teams, - Having the system of rewards and benefits as a result of knowledge sharing, - Introducing actions to strengthen the employee attachment to the organisation, participation of employees in the decision-making process,
Communication tools		
- -	Internet, acquired data bases, electronic system of documentation management, Communication and information flow is done through official documents, The office distinguishes confidential information and determines access criteria	 Internet, acquired data bases, Management support systems, expert systems, teleconferences, Usage of extranet
Demonstration of employee innovativeness and initiative		
-	Repeating actions and paying attention to routine, reluctance to changes expressed by some employees, Procedures and routine do not contribute to undertaking innovative actions and to propose new methods of improvements	Trying to perform work of highest quality, Giving new ideas
Aims of human capital management Change of management style siming at realization of management style siming at the siming at t		
_	Elimination of problems connected with organisation management, among others, by improving effectiveness of information management, changing organisational culture and creating the one which would contribute to knowledge sharing Applied methods of hum	Change of management style aiming at realization of strategic targets, improvement of information management effectiveness, increasing engagement and satisfaction from work among employees capital development.
_	Employee evaluation system	Motivation systems
_	Uniform character of human capital development methods in respect to all employees	Employee evaluation system Shaping organisation culture which influences creativity, Diversification of human capital development methods in respect to individual employees

There is a wide range of communication tools which are very beneficial for the office as well as for the finance agency. Unfortunately, the most modern system of information management and flow will not remove the reluctance towards sharing information with co-workers.

The main aim of human capital management in the organisations subject to the study is elimination of problems connected with management. During making analyses in the finance agency, the inefficiency of the introduced management by objectives was determined. It was explained by inability to fully use the knowledge existing in the organisation.

The smaller quality of human capital in the office can result from mentality and attitude towards work inherited from the economic system governed by the state. People got used to paternalism, they do not feel they have to take responsibility for own actions, own success, as they are subject to autocratic mechanisms of management [11, 170 p.]. As long as the office workers will be convinced about the lack of influence of their actions on the quality of functioning of the whole unit, we cannot talk about complex management of human capital in such entities. As M. Woźniak indicates, such syndrome of learnt helplessness becomes a kind of negative human capital which is in opposition to entrepreneurial attitudes. It is often like that that the employees of public administration work as hard as the ones

from the private sector. Their reluctance towards changes and being used to routine is mainly the effect of everyday dealing with strict and old administrative procedures. Moreover, every demonstration of innovativeness, ideas for improvement expressed by young employees is often nipped in the bud by employees having longer work record. In this case the significant potential of human capital is simply wasted. This situation is very disadvantageous as low quality of human capital at the level of public institution conditions the development of this capital in the scope of the whole local community.

The excessive bureaucracy in the office constitutes the main barrier to human capital development. It is expressed, among others, by problems with introduction of innovations, as they are unusual situations and require reorganisation of existing organisational structure; they cause conflicts between experts, for whom knowledge is the authority, and office workers which rely on hierarchy of organisation. A situation in which observance of regulations is more important than meeting targets, which the organisation is supposed to meet due to its mission, does not contribute to the increase of human capital quality. The ability to properly and fully use human potential decides on the success of the assumed plans and projects on the territory of the commune. In order to realize existing strategy and concepts of its development it is necessary to select adequate, competent, and well cooperating work teams.

4.1 Results of comperative analysis

On the basis of the conducted comparative analysis we can observe two different approaches towards human capital management. Its final shape is influenced mainly by: existing organisational structure, type of business activity (sector character), organisational culture, management style and financial abilities. Those factors mainly determine that human capital management is perceived as something necessary in the organisation. The more efficient usage of the existing resources of human capital can be observed in private sector company. In the office there is a necessity to introduce stimuli which would make people express innovative behaviours and create environment appreciating new ideas. Now, it is not enough only to concentrate on repeatable procedures, but it is necessary to be aware of practical significance of knowledge and the things that can be achieved with the use of it. The final shape of human capital management in public administration units requires new approach. The existing one is based on old thinking pattern. The management of public administration has to be aware of the fact that investments made in human capital constitute a condition of economic growth of a region and country. The situation when human capital is underestimated in the office can result in dissatisfaction of employees who only hear how important they are for the organisation, but the practise shows otherwise. Treating employees instrumentally is not good for functioning even of institution which is not focused on generating profit (such as commune office), as it results in low quality of services, and consequently social dissatisfaction. We can presume that after changing the existing and old stereotypical thinking in hierarchical public administration, it will be possible to create human capital management system integrated with work environment. Undoubtedly, the limitations of human capital development result in a way from external conditions, on which the office workers do not have direct influence. The mentioned barrier can be a rate of change or instability of Polish law regulations. However, it cannot constitute justification for the public administration units as the changing law determines also introduction of adaptation actions in the private sector, where they are undertaken much more efficiently. Bad information flow and unnecessary bureaucracy in the office do not contribute to the development of human capital. The communication is also a problematic issue both in relation to client - office worker (resulting from lack of understanding of certain office procedures by the clients), as well as in relation to contacts with other offices. The barriers to communication cause many problems in the scope of providing efficient services to the clients and they result in conflicts within the office, so at the same time they decrease the level of satisfaction from work of

office workers. The management in the public administration unit subject to the study is recommended to undertake actions aiming at shaping team work. It would enable better organisation of communication process and knowledge sharing. Management supporting participation and motivation of employees will allow creating adequate organisational culture which contributes to the development of human capital.

Conclusion

The surrounding world requires more and more from the private business sector and public administration. The effective method to meet those requirements is to introduce a proper system of human capital management. As it can be concluded from the conducted study, the specific character of an organisation and its belonging to public or private sector significantly determines the style of human capital management. Both the private enterprise and public institution believe that it is necessary to manage this capital e.g. in the scope of stimulating innovativeness or improving communication. The actions concerning human capital management introduced in public administration unit and in finance agency are often informal, intuitive and based on experience. However, the experience of the management does not always guarantee success understood as acquiring and having human capital of the highest quality. Therefore, it is necessary to convince the management to undertake actions in the scope of complex management of this capital. The conducted study shows that in a private company we can observe the more systemic approach towards HCM contrary to the demonstrated in public institution.

Human capital as a crucial resource of every organisation requires special attention. The enterprises which appreciate its significance are characterised by higher level of competitiveness. As it has been proved, the proper approach towards human capital influences the efficiency of functioning also of the public administration units.

The study proposes improvements in the scope of human capital management which in practise should contribute to increase of local government's functioning potential on three levels: effectiveness, economy and benefits. This approach is similar to the model existing in many countries which have introduced a so called new public management. It determines the type of administrative reforms introduced on the basis of mechanisms and instruments characteristic to private sector organisation. Within the frames of this model many concepts have been established. such as managerialism, market-oriented administration, entrepreneurial government or business-like management. Those concepts are connected with a belief that the management tools used in private sector can be successively introduced in the public sector [1, 13-15 p.]. The future studies should aim at searching for stimuli which would make the management from private and public sector express proinnovative approach in order to create environment that favours the development of human capital.

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