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Dr. Khalid S. Soliman

Khalid S. Soliman 34 E. Germantown Pike, # 327 Nomistown, PA 19401 USA

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Agnieszka Komor, University of Life Sciences in Lublin, Poland

Anatoly Kalyayev, Hetman Petro Sahaidachnyi National Army Academy. Ukraine

Svetlana Borisovna Vereshchak, I. N. Ulyanov Chuvash State University, Russia (Cheboksary)

Vlatka Skokic, University of Split, Croatia

Daniel Homocianu, Alexandru Ioan Cuza University of Iasi, Romania

Anna Sołtysik-Piorunkiewicz, University of Economics in Katowice, Poland

Aleksandra Ferens, University of Economics in Katowice, Poland

Mihai Parean, West University of Timisoara, Romania

Agnieszka Kurdyś-Kujawska, Koszalin University of Technology, Poland

Angheluță Petrică Sorin, Bucharest University of Economic Studies, Romania

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Marta Bistroń, Military University of Technology, Poland

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Marcin Lawnik, Silesian University of Technology, Poland

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Adriana Alexandru, National Institute for Research and Development in Informatics, Romania

Eugenia Tîrziu, National Institute For R & D In Informatics – ICI BUCUREȘTI, Romania

Elena-Anca Paraschiv, National Institute for Research and Development in Informatics, ICI Bucharest, Romania

Alexandru Tudor George, University POLITEHNICA of Bucharest, Romania

Galina Badicu, Academy of Economic Studies of Moldova, Moldova

Ildikó-Csilla Takács, The Bucharest University of Economic Studies, Romania

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Anna Lemańska-Majdzik, Czestochowa University of Technology, Poland

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Mihaela Diana Oancea-Negescu, Bucharest University of Economic Studies, Romania

Kamal Abou El Jaouad, National School of Commerce and Management of Casablanca, University Hassan II, Morocco

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Adelaida Cristina Hontus, University of Agronomic Sciences and Veterinary Medicine of Bucharest, Romania

Kurtz Law, Bucharest University of Economic Studies, Romania

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Lucia Morosan-Danila, "Stefan cel Mare" University of Suceava, Romania

Katarzyna Świerszcz, Military University of Technology in Warsaw, Poland

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Cristian Eparu, Petroleum-Gas University of Ploiesti, Romania

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Sorin Soviany, National Institute for Research and Development in Informatics -ICI Bucharest, Romania

Marilena lanculescu, National Institute for Research and Development in Informatics -ICI Bucharest, Romania

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Silvius Stanciu, "Dunărea de Jos" University of Galați, Romania

Ovidiu Blajina, Politehnica University of Bucharest, Romania

Ivica Linderová, College of Polytechnics Jihlava, Czech Republic

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Iulian Gole, The Bucharest University of Economic Studies, Romania

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Dan Dumitriu, University POLITEHNICA of Bucharest, Romania

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Monika Górska, Czestochowa University of Technology, Poland

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Cristiana Tudor, Bucharest University of Economic Studies, Romania

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Rhita Sabri, Ibn Tofail University, Morocco

Monika Hadaś-Dyduch, University of Economics in Katowice, Poland

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Beata Szczecińska, West Pomeranian University of Technology, Szczecin, Poland

Andreea-Florina Fora, University of Oradea, Romania

Radek Doskočil, Brno University of Technology, Faculty of Business and Management, Czech Republic

Grażyna Rosa, University of Szczecin, Poland

Renáta Pakšiová, University of Economics in Bratislava, Slovakia

Aleksandra Ostrowska, University of Warmia and Mazury in Olsztyn, Poland

Emilia Mazurek, Wroclaw University of Science and Technology, Poland

Maria Magdalena Rosu, POLITEHNICA University of Bucharest, Romania

Carmen Costea, Bucharest University of Economic Studies, Romania

Nikolay Vladimirovich Zhakhov, Southwest State University, Russia

Sanda Rašić Jelavić, University of Zagreb, Faculty of Economics and Business, Croatia

Băcanu Șerban Constanța, "Dunarea de Jos" University of Galati, Romania

Jurij Renkas, Cracow University of Economics, Poland

Aurelia Ioana Chereii, University of Oradea, Romania

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Stefan Cristian Gherghina, Bucharest University of Economic Studies, Romania

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Elena-Iuliana Gingu (Boteanu), Politehnica University of Bucharest, Romania

Gabriela Bucur, Petroleum-Gas University of Ploiesti, Romania

Marta Dobrzyniak, Warsaw University of Life Sciences, Poland

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Ivana Načinović Braje, University of Zagreb, Faculty of Economics & Business, Croatia

Ewa Szafraniec-Siluta, Koszalin University of Technology, Poland

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Jana Kajanová, Comenius University in Bratislava, Slovakia

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Ewa Wanda Maruszewska, University of Economics in Katowice, Poland

Alexei Dolzhenko, Rostov State University of Economics, Russia

Dariusz Wielgórka, Czestochowa University of Technology, Poland

Iuliana Grecu, Politehnica University of Bucharest, Romania

Iwona Deska, Czestochowa University of Technology, Poland

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Lidija Dedi, University of Zagreb, Faculty of Economic & Business, Croatia

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Hanna Bortnowska, University of Zielona Góra, Poland

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Joanna Perzyńska, West Pomeranian University of Technology in Szczecin, Poland

Silviu Beciu, University of Agronomic Sciences and Veterinary Medicine of Bucharest, Romania

Mirosław Matusek, Silesian University of Technology, Poland

Simona Cătălina Ștefan, The Bucharest University of Economic Studies, Romania

Karolina Olejniczak, Poznan University of Technology, Poland

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Jakub Horváth, University of Prešov, Faculty of Management and Business, Slovakia

Dessy Isfianadewi, Universitas Islam Indonesia, Indonesia

Irina Teodora Manolescu, Alexandru Ioan Cuza University, Romania

Łukasz Brzeziński, Poznan School of Logistics, Poland

Corina Larisa Bunghez, Bucharest University of Economic Studies, Romania

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Table of Content

Mobile Performance – Example of Website Performance Testing	1
Analyzing the Risks and Security of Electronic and Digital Money	5
Performance Evaluation of Chosen Graph Database Systems	14
Is The Twin Deficit Hypothesis Applicable in SSA Countries?	27
Innovative Approaches To Public Employment Governance In Context of The Labor Market Transformation	35
Radmyla VOITOVYCH, Galyna KRAPIVINA, Iryna SURINA, Mieczysław DUDEK and Hennadii DMYTRENKO	33
Customer Profile on The Holiday Property Market	43
Can Workplace Well-Being Increase Readiness for Change? The Role of Psychological Capital	53
Remote Working During Covid-19 Pandemic Situation: Does It Affect Work Engagement? A Study Conducted Among IT Employees	60
Students Performance after Completing Lower Secondary Education: Evidence from Romania	67
Capsule Hotels for Ecotourism in Malaysia	77
Security In School in The Opinions of Primary and Secondary School Students. Third Part of Research Ryszard SZYNOWSKI	81
The Forecasting of Total Costs in The Enterprise in The Aspect of Security	89
Analysis of Trends Affecting the Condition of The Public Relations Sector in Poland	97
The Positives and Negatives and the Future of Home Office: A Review Study from the Czech Republic Petra Horváthová and Katerina Kashi	109
Analysis Of the Selected Effects of Conventional and Unconventional Machining of Monel 400 Alloy Dariusz POROŚ and Paweł Karolczak	119

Satisfaction In Business Relationships: Literature Review, Challenges and Perspectives	128
Assessment Of Projects Financed from Structural Funds in the Sustainable Development Perspective Zofia GRÓDEK-SZOSTAK and Jadwiga ADAMCZYK	159
Shock Advertising of Online Insurance Services: Features and Analysis	166
The Design and Development of a Mobile Technology Solution to Self-Monitor Hypertension (HTN) And Improve Health and Fitness Levels Among Saudi Adults	176
Consumer Awareness Versus Sustainable Practices Related to The End-Of-Life of Batteries in Poland Jacek CZERNIAK and Anna GACEK	187
The Specific Characteristics and Structure of Knowledge Workers in the Polish IT Sector - Results of Preliminary Self-assessment Research	199
Innovation Management as A Tool for Sustainable Development and Improving the Quality of Life of Societies	211
A Capacity Management Tool for Industrialization Projects	217
Knowledge And Innovation Potential in Inter-Organizational Network Cooperation: A Study on Polish Clusters	226
Beata BARCZAK	
Methods of Teaching Distance Visual Auricular Express Diagnostics of Diseases by Means of Auricula Acupuncture Points	238
Advantages And Disadvantages of Using Skype as A New Educational Tool During COVID-19 Pandemic	
Era	240
Digital Literacy among Teachers – Mapping Theoretical Frameworks: TPACK, DigCompEdu, UNESCO, NETS-T, DigiLit Leicester	244
Combining Professional and Private Life in Poland: Searching for the Consensus Between Employers And Employees	253
Communication System for Managing a Swarm of Unmanned Ground Vehicles	260
Triage and Patient Flow Management in Emergency Department During the COVID-19: Sahloul and Hached Hospitals Case Study, Tunisia	265

The Formation of Entrepreneurial Competencies in the Modern Russian School	273
Innovation – A Lead Determinant of Corporate Performance	286
ABAP CDS Views Performance Analysis in SAP HANA Marek GAŁĄZKA and Jerzy SZYMAŃSKI	293
Educational Innovation as A Non-Conventional Form of Support for Students Returning to Stationary Education After the SARS-CoV -2 Virus Pandemic	300
COVID-19 And Declines in The Number of Passengers Transported by Air in Europe Bartosz KOZICKI, Szymon MITKOW, Bogdan SOWA and Paweł JAŚKIEWICZ	309
The Role of Credit Financing for Capital Investments of The Real Economy Enterprises	323
Managing the Internationalization Processes of Universities	330
Impact of COVID -19 On Personal Finance of Gulf Returnees in Kerala	337
Reliability of Data Transmission Services in UAV-Based Surveillance Systems in a Real-World Operating Environment	346
L'information : Un Enjeu Pour Le Financement Et La Performance Des Fusions Et Acquisitions	358
Online Marketing Communication of Polish Cities During The COVID-19 Pandemic	372
Mejora Continua, Basada En Una Nueva Metodología, Para La Optimización Del Proceso De Atención Al Cliente En Una Empresa Comercializadora De Alimentos	383
On Research Directions in Coexistence Areas of Radar and Communication Systems	405
Maintenance Management System (MMS) for Vehicles Other than Wagons – Implementation of New EU Law	412
Rafał WACHNIK	
Knowledge Management in The Association of The Aviation Industry Entrepreneurs Group "Aviation Valley"	420
Marcin KŁAK	
Voluntary Versus Involuntary Forms of Employment: Evidence from Poland	432
Compliance of Government and Business Knowledge Generating Modes in CEE Countries	440

The Global Exhaustion of The Rental Economy and The Prerequisites for The Transition to Industry 4.0 Alexey Sergeevich KHARLANOV, Wenhao SHEN, Maksim Mikhailovich NOVIKOV and Petr Aleksandrovich KOSTROMIN	449
Organisational Factors and Enterprise Resources Planning System (ERPS) User's Satisfaction; Study of Tanzania Public Sector	456
Corporate Rebranding in The Banking Industry in The Shadow of Unfair Terms in Swiss Franc Loans: The Case Study of Mbank S.A	466
How to update the Securitisation Regulation?	480
Covid-19 Pandemic: Threat, Opportunity or Accelerator? From Strategy Accelerator to Digital	406
Acceleration	488
Organizational Commitment and Job Satisfaction in Health Professions: A Bibliometric Analysis	501
Opinions Of European Managers on Challenges in Contemporary Cross-Cultural Management	512
EU's Energy Transformation Towards an Increased Share of Renewable Energy	522
Market Behaviour of Young Adults in The Area of Sharing Economy During The COVID-19 Pandemic – On the Example of Virtual Groups	536
A New Concept of Contemporary Marketing	544
Conceptual IoT Framework for Geriatric Care Using Medical Error Prevention Techniques, Remote Monitoring and Computer-Assisted Clinical Decisions	553
Forecasting in Times of Increasing Uncertainty. Tomasz KUSZEWSKI	561
AI and ML Enabled BPM: A Novel Approach	568
Artificial Intelligence Technologies as One of The Elements of the Anti-Schoolshooting System	579
Customer Past Due Reduction in Automotive Industry Using Six-Sigma Approach	583

Nanofluids – How Far Are We in Vehicles Exploitation?
Iwona KRZYŻEWSKA
Globalization And Cooperation: The New Global Infrastructure Formation.
Elena Vyacheslavovna ZENKINA, Valery Maksimovich TUMIN, Natalya Vladimirovna IVINA and Petr Aleksandrovich KOSTROMIN
Technological And Economic Aspects Essential in The Mining of Raw Materials and Their Use in The Production of New Grades of Molybdenum-Based Steels.
Przemyslaw SZOPA and Maciej SARNEK
Exploratory Study of Artificial Intelligence Based Hiring: Job Applicants' Perspective
Managers' Job Satisfaction During the Covid-19 Pandemic: Is Nonlinear Management Satisfying?
Alternative Energies in The Competitive Development of Rural Areas
Inna SOKHAN, Svitlana TERESHCHENKO, Vadym PETROV, Viktoriya VELIEVA and Olga KHLOPOTINA-GNATENKO
Occupational Risks Assessment in Border and Inland Custom Offices
Can Simple Neural Network Detect Blink? Effect Of Neural Network Topology on Raw Signal
Classification
Development of a Methodological Approach to Assessing the State of Human Capital in Rural Areas and Agriculture.
Iuliia V. NAROLINA, Tatiana V. SABETOVA and Andrey V. YAKOVLEV
The Balance of Fundamental Social and Economic Rights of The EU In Light of The Charter of Fundamental Rights.
Kazimierz STRZYCZKOWSKI
Formative Usability Evaluation of vINCI Application
Dragoș-Daniei IORDACHE, Irina CRISTESCU, Ion Alexanaru MARINESCU ana Liaia BAJENARU
Stablecoins and Perspectives of their Use in the Financial System
The Monitoring and Analysis of Threats to Food Safety and Quality Events as Per Various Information Sources Using the Example of a Selected Group of Food Ingredients – Oils and Fats
The Audit's Subject Matter and the Auditor's Opinion: Selection of an Audit
The Organizational Culture – Genesis, Key Levels and Main Functions
Financial Protection of Old Age in The Opinion of Different Generations of Respondents

Environmental Security and Its Connection with Food Security: Practical Aspects on Example of Singapore <i>Paulina SZYJA</i>	739
Global Competition and Ways to Ensure Business Competitiveness	745
The Influence of The Cross-Cultural Factor on The Formation of a Human Resource Management System in International Companies	751
Economic Development Problems in The Post-Pandemic World and Business Adaptation on The Example of a Chinese Company	757
Features Of the Family Model of Corporate Management in China	763
Marketing Strategy of a Chinese Company When Entering the International Market	769
Analysis Of the Key Success Factors in The Oil Market of China National Petroleum Corporation (PetroChina)	776
Risk Management in The Activities of International Banks In the Financial Market	784
Modern Directions of Increasing Competitiveness in The International Market on The Example of Guangzhou Goldshine Tech Co., Limited	790
Transformations Of the Chinese Tourism Sector During the Coronavirus Pandemic	796
Changes In Logistics Services in The Transition to The Digital Economy	802
CSR In Romanian SMES. Qualitative Insights – Review of Policies	808
Corporate Responsibility Strategy as A Growth Factor for Companies Ningbo Xinle Electric Appliance Co., Ltd	812
Improving The Communication Strategies of The Tik-Tok Service in The Russian Market	819
Effective Management of Subsidiaries in Commercial Banks on The Example of China Merchants Bank Xiulian Zhang and Denis Paleev	828
Business Risks of The International Company GREE Electric Appliances Inc. (GREE) In A Pandemic Fei Zhou and Victoria Chernova	835

System For Generating and Renewing Symmetric Cryptographic Keys for Sensor Network Nodes Using Lora Communication	84
Sebastian LESKA and Janusz FURTAK	
Défaillance Des Entreprises: Accessibilité Des Procédures Collectives Et Défauts Stratégique	84
Methods of Implementation of Lean Production Tools in A Modern Enterprise	86
Has The Covid-19 Pandemic Changed Demand for Online Gig Work?	86
Property And Capital Structure of a Company in The Context of Its Financial Safety (On the Basis of Electromechanics Industry Companies Listed on Stock Exchange)	87
Subjective Factors Determining the Development of Online Self-study Skills During the Global COVID-19 Pandemic - from The Perspective of Students' Experiences	88
Differences Between Managing Traditional Projects and Innovation Projects	89
Online Shopping Behavior during COVID-19 Pandemic – Generation Z Perspective	90
Financial Wealth and Net-Worth During Covid-19 Pandemic Case Study: Romania	91
Analysis Algorithm and Factors of International Economic Activity in The Coordinate System of Enterprises' Organizational Development	92
Sviatoslav KNIAZ, Nelli HEORHIADI, Lyubomyr SOPILNYK, Iryna KONOVALYUK, Yuriy TYRKALO, Ruslan SKRYNKOVSKYY, Svitlana MOROZ, Olena KALASHNYK, Mariana KHMYZ and Khrystyna KAYDROVYCH	
Qualitative And Quantitative Assessment of The Human Potential of The Region (On the Example of The Central Federal District and The Voronezh Region)	93
Management of Development Funds and The Phenomena of Suburbanization - Analysis of Selected Polish Cases	93
Lukasz KONOPIELKO and Jacek SIERAK	
Existing Legislative Solutions and Prospects for Improving the Quality of Atmospheric Air in Poland in Relation to The European Union Requirements for The Reduction of Harmful Emissions to The Atmosphere Planned For 2030. **Przemyslaw SZOPA**	94
The Defining Elements of The Concept of Taxable Person Under EU Law – Critical Appraisal with Special Reference to The Polish Concept of VAT Taxpayer	95

Security of the Organization in The Context of The Data Protection Officer	963
Lessons Learnt from Implementation of Block Mode of Teaching in Universities	967
Cost Estimation Process for Automotive Component	976
The Impact of Changes in Housing and Energy Costs on Czech Households Due to Restrictions Applied in Response To COVID-19	986
The Sectoral Classification of Intellectual Capital Value	997
Students' Intentions for Going Green - Extending the Pro-environmental Theory of Planned Behavior Sanja PFEIFER, Marina STANIC and Djula BOROZAN	1009
Selected Aspects of Civil Law in the Context of Digitalization	1018
Poland's Monetary Policy Challenges In 2020-2021	1023
Analysis Of the Romanian Educational Offer Regarding the Existing Situation at The Level of Specialization: Engineering and Management, And Business Administration	1032
Analyzing the Efficiency of the IT solutions in Supply Chain Management	1040
The Development of Civil Service HR Policy Based on Modern Models of Public Administration: Experience from Poland	1049
The Impact of the COVID-19 Pandemic on the European Union Economy – Selected Issues	1057
Disparities in Development in the Light of Taxonomic Research – Evidence from the European Union Countries	1069
Awareness of the Study as Prevention of Early Termination of Studies	1079
An Exploratory Study on Experiential Learning Laboratory for Multidisciplinary Training Through Faceto-Face and Online Modes: A Pilot Run on Customer Service Scenarios	1087
Data Mining as a Tool of Findings Anomalies in Demand for Information on Maritime Transport Security Elżbieta SZARUGA and Elżbieta ZAŁOGA	1091

Text Mining as a Tool for Detecting Latent Variables for Modeling of Maritime Transport Security	1105
Analysis of the Use of Industry 4.0 Technologies in the Enterprises of European Union Countries	1119
Evaluating the Level of Energy Security in Poland in relation to the European Union Member States	1131
A Study of Risky Behaviors among Academic Communities during the SARS-CoV-2 Pandemic	1142
Leveraging Ensemble-Learning Techniques to Predict Student Academic Performance	1151
WLB And Job Satisfaction Changes During the Covid-19 Pandemic	1159
The Role of Local and Regional Authorities in Shaping the Sustainable Social Space	1172
Main Challenges in The Path of Efficiently Managing Workforce Diversity	1181
Fitness Trainers' Price Policy: Evidence from Poland	1188
What Do Cyber- Attacks and Pandemics Have in Common? Some Lessons from The German Medical Practices Behaviour	1194
Properties of T-Student Significance Test in Asymmetric GARCH Time Series Modeling	1198
Objective Factors Determining the Development of Online Self-study Skills During the Global COVID-19 Pandemic - from The Perspective of Students' Experiences	1207
The Threat of Information Asymmetries for Supply Chain Management Processes	1217
Labor Migration Analysis of Healthcare Workers between United Kingdom and Slovak Republic	1220
Weather-Based Healthcare for Asthma Knowledge Management	1229
The Efficiency of a Service Provider in A Pandemic	1236
E-Governance and Human Capital in Public Authorities as the Elements of System Interaction	1250
Psychological Aspects of E-Learning: Face Perception (Theoretical-Experimental Research)	1259

An Empirical Approach in Driving Performance in A Malaysia Public Service Sector	1268
The Evolution of Innovation Indicators throughout the Romanian Regions during the 2014-2019 Time Period	1278
Darie GAVRILUT and Daniel BADULESCU	
Food Security in Romania	1283
It's All a Game: Strategies and Scenarios in Open Sharing Spectrum	1293
Impact Of COVID-19 On Profitability of Banking Sectors In CEE	1300
Forecasting Scientific and Technological Development of the Russian Federation	1307
Strategic Planning as an Instrument of Public Administration in the Field of Scientific and Technological	
Development of Russia Elena V. SIBIRSKAYA, Innara R. LYAPINA, Olesya A. STROEVA, Elena V. PETRUKHINA and Elena V. DUDINA	1321
The Relationship Between Entrepreneurship and Shadow Economy: A Cross-Country Study	1325
Analysis of Quality Maturity of Polish Automotive Enterprises Using EFQM And MBNQA Models	1333
Transformation Management Capabilities for Digital Transformation Initiatives: A Construct Conceptualization in Alignment with the Dynamic Capabilities Framework	1343
Mapping Media Skills on The Economic Curriculum. Elena V. TEMNOVA	1354
BPM Governance in Industry 4.0: The Dynamic BPM Approach	1358
Institutional Shape of Entrepreneurship in Poland	1365
Transparency of Business and the Achievement of Sustainable Development Goals in Ukraine	1373
Estimation of Attraction of External Sources of Financing in Economy of Ukraine	1377
The Cumulative Approach in the System of Scientific Knowledge and Its Application to the Development of Regional Innovation System	1381

Improving Customer Experience with The Use of Lean Management in Public Services	1388
Public Policies – Aspects regarding the Origins, Significance, Conceptual Approaches	1396
Consumer Engagement on Facebook and Purchase Intention	1405
Photovoltaics as One of The Most Innovative and Effective Renewable Resources in Poland	1412
The Impact of the COVID-19 Pandemic on The Profitability of Business Entities Operating in The Horeca Industry in Poland in 2020 Based on Financial Statements	1423
Peculiarities of Teacher Professional Development in Ukraine Under Implementation of Secondary School	1433
Reforms	1442
Can The Digital Transformation Solve the Complexity Challenge? Three Case Studies in The Valves Industry	1449
Use of Innovative Approaches to Public Quality Management of Educational Services in The Conditions of Public Transformations in Ukraine	1458
The Role of Banks of the BRICS Countries in Financing Innovation Projects	1464
Solutions Used by Polish Power Engineering Companies Registered in EMAS In Order to Reduce Emission of Air Contaminants	1471
Medical And Economic Management Aspects of Activities in Selected Countries in Face of First Wave of COVID-19 Pandemic. Comparison of Activities Undertaken in Poland, Germany and The United States Marcin BOBRUK and Zbigniew WISNIEWSKI	1480
Career Perception and Professional Development According to Gender	1493
Social Influence and Elderly Smartwatch Adoption: A Conceptual Model	1500
Review of Performance Indicators in TPM And New Approach to Calculating MTTR	1504

Educational Innovation as A Solution to Educational Problems in the COVID-19 Era	1508
Assessment And Forecasting of The Parameters of The Business Climate of Russian Manufacturing	1517
Industries	1317
Selected Methods of Securing Portable Computers for Transport In The 1980s: A Retrospective Analysis <i>Karol KROL</i>	1530
Industry 4.0 And Training Factories for Data Generation and Verification	1542
Sharing Economy and The Quality of Young Adults' Life as Seen by Members of Internet Groups	1551
Imperatives of Global Governance in the Field of Military Security: The European Context and Ukraine Anatoliy KALYAYEV, Larysa NOVAK-KALYAYEVA, Taras STUKALIN, Volodymyr MOTORNYY and Lesia RUDENKO	1560
Insights From Ukrainian Students on Distance Learning During the Covid-19 Pandemic	1569
Economic Security and the Forecasting of Employee Dismissals as A Building Block for Creating a Personnel Strategy	1579
Bartosz KOZICKI, Szymon MITKOW, Jarosław TOMASZEWSKI and Paweł JAŚKIEWICZ	1377
Livestock Herding in Polish Mountainous National Parks as An Element of Sustainable Regional Development Kamila MUSIAL	1591
World Practice of Financing Science and Innovation. Oleksandr BOHASHKO	1597
Whistleblowing Intention in Malaysian Public Sector: The Perspectives of Self-efficacy, Empathy, Ethical	1607
Leadership and Power Distance	1007
Impact of the Covid-19 Pandemic on The European Railway Market with Special Consideration Given to Poland	1620
Challenges And Perspectives of Introducing Performance Budgeting in Polish Local Government	1628
Magdalena INGLOT	1028
Solving Adaptive Security Architecture with SOAR	1635
Optimization and Intelligent Approach to Big Data Storage	1639
Do Big Data Formats Impact on Processing Performance? Some Initial Findings on Apache Spark	1646

Overtourism – The Antecedents of The Notion, Impact Monitoring and Future Perspectives	1655
Applying IT Systems to Diagnose the Operation of Mining Machinery	1662
Ranking Assessment of Renewable Energy Use in the Central and Eastern European Countries	1671
The Role and Importance of Comprehensive Management Systems in Enterprises Concerned with Hard Coal Exploitation	1681
Ontology of Scientific Content in Scientific Social Networks	1691
Scientific Social Networks as A Subject of Sociological Research: Theoretical and Methodological Aspects	1695
Bullwhip Effect Intensity in Automotive Industry: Short Loop Supply Chain Case Study	1699
The Use of Autoencoders in Reducing the Dimensions of Survey Results	1706
Female Leadership: Obstacles and Opportunities	1713
Social Media in Small and Medium-Sized Businesses – Discussion of Potentials and Risks	1724
The Stage of Fulfilling the Real Convergence: The Case of Romania	1730
Innovative Transformations of Ukraine's Public Administration on The Digital Instruments Development Nataliia ORLOVA, Ivan DRAGAN, Tykhon YAROVOI and Iuliia MOKHOVA	1739
Individual Moral Ideologies and Dyadic Ethical Leadership Research	1747
Modeling the Joint Train Timetabling and Track Maintenance Planning Problem Using Constraint Programming	1757
Developing A Comprehensive Financial Inclusion Index	1765
The Technology of Organizing Binary Classes In "Russian Language and Culture of Speech" And "Foreign Language" As A Mechanism for Preparing Students for Professional Skills Competitions According to Worlds kills Standards	1774
Lyudmila N. DEGTERENKO, Elena A. KONYAEVA, Natalya Yu. KORNEEVA, Mikhail V. KOZHEVNIKOV, Irina V. LAPCHINSKAYA, Svetlana G. LITKE, Larisa N. PAVLOVA and Irina G. SAMSONOVA	

The Future of Regional Electromobility in Poland	1781
The Impact of The Pandemic on The Quality of Asset Management – Analysis of The Effectiveness of Investments in Stocks of Medical Companies Listed on the WSE	1791
The Right Social Media Strategy – Appraoching and Defining the Right Strategy for Small and Medium Sized Businesses	1799
Overview of The Evolution of Insolvency Companies in Romania	1803
COVID-19 Pandemic's Impact on Company Activities in Romania	1817
Comparative Research on Leadership Styles In SMES, Based on Hofstede's Cultural Model	1823
Neural Network Models Application to Medical Diagnostics Problems	1832
Selected Legal Aspects of Home Office in the Context of the COVID-19 Pandemic	1840
Relations Between Creativity, Education and Job Experience in Municipal Company in Poland	1844
The Impact that Human Resources Have on the Products Quality in a Glass Manufacturing Company: Case Study	1858
Constitutional Economics and Constitutional Financial Control	1867
Modern And Promising Vectors of State Policy in The Coastal Territories of Russia: Opportunities and Risks in The Context of Cross-Border Interaction	1871
Generation Differentiation of Shopping Behavior – FMCG Products: Evidence from an Emerging Market Stefan-Alexandru CATANA, Andreea BARBU and Iustina-Cristina COSTEA-MARCU	1879
The Digital and Paper Maps as Substitute Goods Offers on Electronic Auction Platform	1890
Corporate Social Responsibility, Stock Returns and Risk: Evidence from Polish Stock Market	1898
Language Competences of Socially Maladjusted Youth	1905

Linguistic And Cultural Image of HOME Among Rehabilitated Youth	1916
Effective Family Communication as A Strong Adolescent Protecting Factor	1923
Approach To Determining the Science and Innovation Funding Impact on The Socio-Economic Development of The EU Countries and Ukraine	1929
A Multi-Criteria Model for Assessing Photovoltaic Panels	1943
Multidimensional Analysis of Human Deaths in Europe During The COVID-19 Pandemic in Terms of Economic Security	1951
Barriers And Stimulators of Effective Leadership	1961
Conceptualization of Effective Leadership	1972
Shaping Leaders Through Business Games. Katarzyna M. PUSZKO	1981
The Impact of Select Institutional and Cultural Factors on The Growth Rate of Women's Electoral Representation in Select European Union Member States Towards Achieving Equal Participation of Both Genders	1993
The Impact of The Labor Force in The South – East Region During The COVID-19 Crisis	2007
Information Support of Adaptive Management in Agriculture	2013
Is It Government Duty to Ensure Cybersecurity for Citizens? Empirical Evidence from Poland	2017
Digital Ecosystems as A Tool for Ensuring Integration Interactions in Agro-Food Complex	2027
The Market Knowledge in The Industrial Markets: Dimensions and Conditions	2032
Analysis of Merchandising System in Metro Cash and Carry LLC	2037
Future Occupations of Economics Graduates in the Opinion of Academic Staff and Managers	2043

Satisfaction of University Students with Distance Learning During The COVID-19 pandemic	2052
ViTeach: A Virtual Learning Environment for Modern Education	2066
Efficiency Increase of Social Infrastructure Managing Factors in Resource-Extractingregions	2075
Implementation of the Space Strategy and National Space Legislation in Poland	2079
Safety Issues of Bulk Cargo Maritime Transport: Seafarers Viewpoint on Risk Factors Occurrence	2085
Russian Experience in Implementing E-Government Procedures	2092
The Culinary Tourism Within the Danube Delta Biosphere Reserve	2097
Ionica SOARE, Maria Magdalena TUREK RAHOVEANU, Viorica GUTAN, Constanta Laura AUGUSTIN (ZUGRAVU), Loredana Adriana SAGHIN (DIMA), Ludmila MOGILDEA and Gheorghe Adrian ZUGRAVU	2091
E-Service Quality Y Brand Image Y Su Relación Con El E-Trust, La E-Satisfaction Y La Intención De Recompra Del Cliente En Tiendas Online De Productos Para Mascotas	2101
New Challenges for Socio-Cyber-Physical Systems Management	2111
Theoretical Foundations of Bricolage, Stakeholder Synergy and Effectuation: Towards the Conceptualization of Dynamic Capabilities	2117
The Importance of The Hard and Soft Skills of Economic Graduates in the Opinion of Academic Staff and	
Managers	2124
Agri-Food Competition Trends in EU And The USA, Review	2133
Crowdfunding - Is It a Chance for Enterprises to Cope with A Pandemic Crisis?	2137
Is It Time for A Crisis of Trust? Case of CD PROJEKT RED Game Development Studio and Their "Masterpiece" – Cyberpunk 2077 Premiere	2156
Economy of Russia: Development Trends, Forecasting, Efficiency	2170

A Preliminary Study on Information Systems Bachelor Graduates' Intention to Pursue a Master Program in	21
Computing	21
The Folk Music Instrument Identification, Ocarina as An Example	21
Improvement To an Ankle Foot Orthosis Using Variable Thickness Lattice Structures	21
Evaluation The Effectiveness of Talent Development Programs In Large Companies: Case of Sheremetyevo International Airport	22
Influence of Different Fuzzifiers on The Effect of The OFNBEE Algorithm	22
Mathematical Modelling and Optimization of An Industrial Activity Using a Queuing Model	22
Increasing The Efficiency for Transport Problems in A Pandemic Context	22
Introduction To the Folksonomy of The Community Part of Wikipedia	22
Using Managed Replication in Reliable Information Systems	22
Integration Potential of Russia in The Caspian Basin: Comparative Advantages and Risks	22
Exploratory Research Regarding the Adoption of Disruptive Technologies Before and During the Pandemic Crisis: A Comparative Case Study	22
Ana-Maria NEDELCU, Daniela ZAMFIR, Cristinel BĂLAN, Monica-Lavinia DAN and Andra-Luisa PREDA	
Leadership In the Evolutionary Aspect	22
Selection of Staff and Shaping the Competences of Future Officers, Taking into Account the Model Kalos-Kagathos on The Example of The Training System in The Greek Army	22
Integration of the Green Economy into Industry: A Comparative Analysis of Russian and World Practices Ekaterina Pavlovna MOCHALINA, Galina Vladimirovna IVANKOVA, Maria Aleksandrovna KALMYKOVA, Inna Dmitrievna DANILUSHKINA and Mikhail Alekseevich PUTIN	22
Awareness of Cybercrime – The Need to Be Up to Date	22
Analysis of the Connection Between the Digital Economy and Society Index and Economic Growth. The case of Romania	23
Aling CRISMARIII (SOMITCA) Sorin SOMITCA and Fleng HI ACIIIC	

Study on the Implementation of Sustainable Education in European Union	2314
Social Expenses of Commercial Banks in Poland	2321
Impact of the FIDIC Contract Conditions on The Implementation of the Construction Projects in Poland Beata BARCZAK and Mateusz RICHTER	2329
Signaling Theory in Human Resource Management	2341
Inspirations For Research on Age Diversity	2345
The Impact of The Skilled Workforce on The Entrepreneurial Environment in The South – East Region Daniela Lavinia BALASAN, Florin Marian BUHOCIU, Silvius STANCIU and Laura Delia ANGHELUȚĂ	2349
COVID-19 Impact on Company Strategies: A Meta-Analysis on Supply Chain Sustainability and Green Supply Chain	2355
Miroslav MANDEL and Marcel Rolf PFEIFER	
Gas Hazard Monitoring Systems in Hard Coal Mines in Poland	2368
Financial Resilience amid Covid-19 Pandemic: Lesson from Locals in the Southern Beach of West Java Agung W. HANDARU, Usep SUHUD and Saparuddin MUKHTAR	2377
When Immersion Can Help? How Virtual Reality Affects Different Brain-Computer Interfaces	2384
Moroccanization of the Banking Sector	2395
Automated Greenhouse Self-Controlled Farming Fields	2402
Exploring The Effects of Size and Strategic Networking Among SMES In Divergent Institutional Environments	2409
Bojan Morre MILOVANOVIC, Maja BASIC ana Zoran BOBAS	
Peculiarities of Platform Firms' Internationalization in the Context of Latest Theories of International Business and Strategic Management	2418
The Phenomenon of Knowledge Hiding in The Perspective of Today's Market Challenges - Literature Review and Research Concept	2426
Valores Percibidos como Factores Determinantes de las Intenciones de Compra Online en e-Commerce Martin A. MAURICIO, Johana M. AGUIRRE and Marucia M. MAURICIO	2436
The Role and Significance of Intercultural Competence in The Work of Contemporary Managers. Polish Managers' Opinion	2447

Social Communications in the Post-Pandemic 'New Normality'	2455
Public Companies' Cash and Accrual Rates of Return in Selected European Countries During the Coronavirus Pandemic	2461
Tomasz MAŚLANKA	
Impact of COVID-19 On the Introduction of Euro in The Republic of Croatia	2469
Job Burnout A Great, Non-Existent Problem?	2477
Propensity to Use Additional Forms of Retirement Security in The Context of the Current Retirement Age in Poland.	2492
Wanda SULKOWSKA	
UE Regulations On 5G Cybersecurity	2502
Application of Model Tests to Diagnose the State of Methane Hazard in The Mining Production Process Dorota PALKA	2509
The Methodology for Forecasting of Prices for Innovative Products with Reference to Quality Change in	
Time	2517
Analysis of the Sensitivity of The Efficiency Indices of Innovative Projects to The Adjustment of Prices Related to The Product Quality	2524
GREKOV Igor Evgenevich, DOROFEEV Oleg Vasilyevich, NOVIKOV Sergey Vladimirovich, MEKSHENEVA Zhanna Vladimirovna and TRUBIN Alexander Evgenevich	
Actitud Y Responsabilidad Del Consumidor Verde: Una Aproximación Al Green Marketing En Latinoamérica	2534
Martin A. MAURICIO, Ana K. JIRALDO, Jimena. CALMET and Héctor J. MENDOZA	
Section: Technology and Management Topics of Interest Section: Operations Research Controlling Corporate Working Asset Management	2543
Gryzunova N.V., Khvostova A.A., Pyatanova V.I and Shuvalova E. B.	
Evaluation of Developments in the Mortgage Market in Relation to the Covid-19 Pandemic in the Czech	2556
RepublicLinda Pudilová and Lucie Severová	2550
Business Model for An Ehealth Monitoring System: RO-Smartageing Case Study	2563
Experts In Teaching and Co-Teaching in Grammar Schools	2571
Risk Analysis of Economic and Physical Availability in Food Emergency in The Czech Republic	2580

European Union Transnational Cooperation in Two Programming Periods: 2007-2013 and 2014-2020 Marek PRONIEWSKI and Emilia JANKOWSKA-AMBROZIAK	2592
Technology Transfer and Innovative Performance of The European Union's Member States In 2018	2599
A Firm Approach to National Competitiveness: The Role of Multinational Firms in Country's Global Competitiveness.	2609
Inga A. MEZINOVA, Janetta B. AMIRKHANYAN, Oleg V. BODIAGIN and Milena M. BALANOVA	2009
Online Brand Experience En Relación a Satisfacción, Calidad Percibida, Brand Trust, Intención De Compra Y Lealtad En Canales Digitales De E-Fashion Retail	2614
Mireya Lucia PEREDO PAREDES, María Teresa VARGAS ORTIZ and Hector Jose MENDOZA CUELLAR	
Modern State and Tendencies in Agricultural Land Use	2623
Economic Changes in Poland during the Time of Covid-19	2629
Compra por Impulso y Aplicativos de Comida: El Rol Mediador de la Navegación Hedónica	2641
Cryptocurrencies As Security on Property in Polish Criminal Law	2651
Administrative Monetary Penalties for Non-Compliance with Sanitary Restrictions from The Perspective of Polish Constitutional Law	2656
The Right of Set-Off as A Way to Settle Accounts Between Entrepreneurs	2662
Regional Stakeholders in the COVID-19 Crisis – Problems and Challenges	2667
How To Measure the Non-Measurable – The Design of a Tool for Studying the Organizational Culture of Businesses Operating in The Era of Industry 4.0	2680
The Attractiveness of Earnings in The Military in The Opinion of Generation Z	2692
Charity Crowdfunding Effective Campaign: Indonesian Case	2702
Digitalization of Financial Management in The Practice of An International Chinese Company	2714
The Impact of Foreign Investment on The Chineese Companies' Development	2721
The Role of Innovation in International Business on The Example of The Midea Group	2728

Problems of Developing Effective Corporate Strategies by An International Company	2733
Problems of Ensuring the Competitiveness of a Chinese Company in International Sales Markets Junjian Lu and Robert Voskerichyan	2739
Identification of Determinants of Participation in Esports Games and Quality Assessment of Live Game Streaming Services - A Research Proposal	2745
Properties of Some Simulation-Based Point Estimators	2752
Social Support and Satisfaction with Life in Families with Low Financial Status Raising a Child with ASD During the Pandemic Covid-19	2759
The Acceptance Level of The Role of Robots in Workplaces and Homes During The COVID-19 Pandemic - Research Proposal	2767
Marketing And Logistics Management in The Hard Coal Sector	2771
Risks and Opportunities in Post-Covid-19 Resilience Programs	2789
On Aly's Permutation Test for Variance Equality	2797
Impact of Legislative Changes on The Sense of Legal Security on The Part of Polish Entrepreneurs in The Times of SARS-Cov 2 Coronavirus Pandemic	2804
Architectural Modelling of Processes to Handle Public Tasks in The Electronic Platform Environment Jaroslaw WILK and Boleslaw SZAFRANSKI	2817
The Impact of Central Bank Monetary Measures on the Czech Mortgage Market	2826
Assessment of the Attitude of The Citizens of The Czech Republic to The Development of Czech-Chinese Trade Relations	2832
Impact of Age on The Gender Pay Gap in The Czech Republic	2840
Project Management Is an Industry with High Barriers to Entry: A Case Study	2847
Optimal Strategies of Foreign Banks to Enter the Russian Market on The Example of Pingan Bank Co., Ltd	2854
Hui Ma and Timofey Mazurchuk	

Improving The Company's Activities in The Field of Consulting Services in The International Market Jinsi Wang and Denis Paleev	2860
Formation of a Positive Image of The Company in The International Market	2867
Digital Transformation of Global E-Commerce Leader Amazon During the Coronavirus Pandemic	2873
Perspectives of Bank International Development: Case of Wells Fargo & Co	2879
Improving The Corporate Governance System at Shanghai Wellmax Lighting Industry Co., Ltd	2887
Marketing Strategies of An International Company in Russia	2893
The Competitiveness of COFCO Through Transnational Development	2898
Applying Marketing Strategies of Chinese Online Platform Yuanfudao to Enter International Markets in A Pandemic	2903
The Chinese Company's Entry into International Markets as A Growth Point for The Business	2909
Managing Performance: Are All the Innovation KPIS Relevant?	2916
Study of the Spatial Heterogeneity of The Economy of Russian Regions	2921
The Proposal of Virtual Reality Model for Hotel Front Office Employees Training	2929
Green Economy: Categorization of Development Directions	2936
Preliminary Research of a Medical Security Culture in A Private Radiotherapy Center in Poland	2949
Public Opinion towards Advertising in Saudi Arabia	2957
A new 2-of-2 Multisignature for Cryptocurrency	2964
Antecedentes De La Satisfacción E Intención De Continuidad De Uso En Aplicativos Móviles De Delivery. Lisseth CARBONELL, Renata VARGAS and Manuel Luis LODEIROS-ZUBIRIA	2972

Antecedentes De La Satisfacción Y Lealtad En El Sector Microfinanciero	2981
Determinantes De La Adopción De Monederos Digitales: Riesgo, Confianza E Imagen De Marca Jesús LAVADO, Laura NAVARRO and Manuel Luis LODEIROS-ZUBIRIA	2991
Talking Cyberwar: Does Commitment to the Global Cybersecurity Agenda indicate Cyberthreat Readiness? Ada PETER, Tolulope KAYODE-ADEDEJI and Esther OMEMU	2999
Benchmarking Implementation of Artificial Intelligence in Social Networks	3005
The Use of Marketing Strategies by International Companies in The Russian Market	3013
Optimization of Business Processes to Improve the Efficiency of Company Management in The International Market	3019
The Strategy of Promoting the Unionpay in The Global Market: Problems and Solutions	3024
Features of the Construction of a Communication Strategy in The Chinese Market by The Example of Moutai	3030
Strategic Planning of The Company's Entry into Foreign Markets in The Context of The New Economic Reality (COVID-19)	3036
The Strategy of The International Business of The Chinese Company in The International Market	3042
Features of Human Resource Management in A Foreign Company	3048
Innovation As a Strategic Advantage in The Market on The Example of Jinwanhong Industrial	3053
Increasing Market Capitalization as The Goal of The Financial Strategy of An Investment Company Shuyu Wu and Raju Mohammad Kamrul Alam	3059
Digitalization Processes in A Pharmaceutical Company	3065
The Impact of New Financial Technologies on The International Financial Market as Exemplified by Postal Savings Bank of China Co., Ltd	3070
Improving The Corporate Governance System with The Application of Digital Transformations Necessary to Support the Management Decision-Making Process in The Company	3075

Regional Specialisation and Geographic Concentration of The High-Tech Sector in European Union	3082
Countries	3062
Motives And Causes of Migration of Health Workers for Work Abroad	3090
Integration of Organisations on Information Level	3095
The Influence of Technology Developments on Communication Disorder in the areas of Social and Emotional Activities	3106
Healthcare Financing and its Impact on the Physician Staffing in Medical Facilities in Slovakia Emilia KRAJNAKOVA and Sergej VOJTOVIC	3114
Smart City's as An Innovative Concept for Green Transport Management: A Case Study of a Euroregion City	3122
Reasons and Consequences of Low Level of Financial Inclusion of People with Disabilities and Deterioration the Situation during Pandemic Covid-19	3131
Multiplataformas Online En Supermercados: Calidad De Servicio, Satisfacción Y Lealtad Online	3137
Purchase Decision Attitudes and Their Impact on Satisfaction of Supermarket Customer	3145
Local Stores Customers' Experience in The Context of Their Sustainable Purchase Behaviours	3155
Using Highly Interactive Mobile Apps for The Teaching and Learning Process	3169
Heritage Interpretation and Its Role in Developing Literary Tourism in Gdańsk	3178
The Key Success Factors for Smartphones VIVO Communication Technology Co. Ltd in Overseas Markets Chengsheng Liu and Natalia Sakharchuk	3186
The Perception of Quality Costs and Their Calculation in The Hospitality Industry Based on The Example of The Historic Hotels Association from Poland	3192
Simple Methods for Detecting Fake Signatures Among Biometric Signatures	3203
Enemy Surrounding Inspired Optimisation Algorithm: Introduction and Tests	3214
Methods for Assessing the Commercial Success of a Computer Game	3227

Holding Managerial Positions by Women in the Aspect of Discrimination on the Labor Market	3237
Female Entrepreneurship and Smart Specialisation Policy - Critical Review and Theoretical Framework Magdalena KOGUT-JAWORSKA	3248
The Impact of The COVID Pandemic on The Lending of Banks Operating in Poland	3254
Change of Students' Online Behavioural Patterns During the COVID-19 Pandemic: Insights from Poland Dariusz DYMEK, Mariusz GRABOWSKI and Grażyna PALIWODA-PĘKOSZ	3263
The Influence of Fractional Calculus in Sequential Models with Low Neuron Count	3273
The Budget of a Local Government Unit on The Example of The City of Czestochowa During The SARS-Cov-2 Pandemic	3284
Personal Competence Profile as A Format of Interaction Between a University Graduate and An Employer in The Context of Digitalization of Life	3289
Official Development Assistance and Demography: South and Central Asia Case	3297
Electronic Freight Exchange as A Tool to Support Enterprise Cost Management Based on Feedback from Trans.Eu Users	3306
Potential Role of Hospitality Business in Saving Pollinators	3317
Bar-Coded Trash Bags as A Way to Streamline Municipal Waste Management	3323
Permutation Tests for Comparing Multidimensional Populations in Economics Research	3329
A Review of Workforce Satisfaction and its Role in Organizational Performance	3337
Una Intención De Compra Anunciada: Jóvenes Y Smartphones	3343
On Flow Consolidation Modelling in Urban Congested Areas	3354
The Level of Digital Transformation of The Regions as A Factor of The Efficiency of The Digital Economy Vladimir V. GLINSKIY, Leonid K. BOBROV, Mikhail A. ALEKSEEV, Kirill A. ZAYKOV, Yuliya N. ISMAIVI OVA and Kristing S. YUSHINA	3367

Portfolio, Program, Project - Teams Structure on The Example of a Strategic Project Carried Out at The Silesian University of Technology in Poland	71
The Impact of Computerisation on The Implementation of The Right to Justice in Civil Cases in The Time of the COVID-19 Pandemic	81
Testing on the Basis of the Likelihood Function in Financial Auditing	86
Fiscal Decentralization in The European Countries: A Cluster Analysis Approach	92
Management of Technology as A Tool for Building a Sustainable Competitive Advantage in The Age of Circular Economy and Industry 4.0	05
Assessment of the Importance of Product Innovation as A Factor That Influences Consumer Purchasing Behaviors Illustrated by The Example of Convenience Food	14
Digital Architects: Providing Solutions for Long Term Development	27
Self-Assessment of The Qualitative Maturity of The Organization. Wiesław ŁUKASIŃSKI and Anna SZARŁOWICZ POLAND	34
Covid-19 And Border Restrictions: Tourism and Geopolitical Impact	43
Mobile Apps as a Tool to Shape Transport Services and Transport Behaviour of Residents: a State of Art and Recent Developments on the Example of Poland	48
Cross-national Macro Analysis of Household Expenditures for Daily Mobility: An Exploratory Study in Europe	56
Audio On the Internet: History and Evolution of Podcasts	65
Sustainability in Project Management	72
The Attractiveness of Investing in E-commerce in Terms of Developing Customer Behavior when Shopping Online	86
Matej CERNY, Anna HAMRANOVA, Anita ROMANOVA and Aniko TOROKOVA	
Oncological Patients' Willingness to Share Data in An Underperforming Healthcare System: The Case of Poland	96
Maria LIBURA, Joanna FLICINSKA-TURKIEWICZ, Bartosz SEKIEWICZ, Jakub RUTKOWSKI and Magdalena WLADYSIUK	

Milk Market Research in The Member States of The European Union	3509
Ethylene Emission and Turgidity/Senescence of Refrigerated Apples	3514
Building A Sentiment Indicator Index for Investment Assets Based on Natural Language Processing Jakub Kanclerz	3520
Modernization of Social Management System at Consolidated District Level in A Climate of Decentralization Reform in Ukraine	3527
State Policy of Liberal Reforms in Ukraine: Reasons for Implementation Difficulties, Tasks for The Future Oleksiy VALEVSKYI	3536
Theoretical Aspects of Location Theory	3544
Impact of Technology on the World Finance	3551
Organisational Learning and Perceived Employability: A Model-Based Approach	3557
Big Data Analytics - Meaning, Differences and Benefits	3567
Domains Affected and Bookkeeping Records Incurred Due to Covid-19 Pandemic	3578
Energy Transformation – The Polish case	3584
The Influence of The Covid-19 Pandemic on The Food Sector – Various Aspects	3594
Knowledge and Perception of Food Terrorism by Consumers in Poland	3599
The Impact of the COVID-19 Pandemic on Exports – The Perspective of Polish Companies	3605
Dispositivos de Comunicación e Información y Desarrollo Regional	3615
Bibliometric Study on the Accounting – Taxation Relationship	3618
Perception of Influencer Marketing in the Slovak Republic	3627
Experimental Study of the Effect of Different Milling Methods on the Surface Quality of Armour Steel Armox 500T	3635

Lifestyle And Well-Being in Pandemic Experiences of Polish Consumers	3649
Impact of Selected Factors on Poultry Death During Transportat and Implications In The Form of Finsancial Losses.	3659
Krzysztof TERESZKIEWICZ, Piotr ANTOS, Wojciech RYBCZYK and Lukasz KULIG	
Study on the Effects of the COVID-19 Pandemic on Romanian Businesses	3666
Differences In Consumer Behaviour Regarding Disposal of Unnecessary Products in The Context of Municipal Waste Management	3679
Financial Services Risk Management in The Context of a Pandemic	3686
Prospects of Chinese «Smart Home» Technologies in The Russian Market	3692
The Role of The GREENWOOD Business Park in Increasing the Volume of Trade Between China and Russia	3701
Context Analysis of Determinants in Attracting FDI by Emerging Economies Under the Effects of Covid-	3706
19	3700
Expansion and Containerization of Pre-trained Deep Learning Models for the Stanford Dogs Data Set Emil RYBACZEWSKI-JLASSI, Krzysztof DŁUGOKĘCKI, Paweł KACZMAREK, Rafał SZADKOWSKI and Zbigniew PIOTROWSKI	3716
Pandemic Impact on Financial Strength of Cities of East Poland	3723
Social Competences of Enterprise Employees on The Labor Market During Pandemic Covid – 19	3731
Migration – After A Year of Covid-19	3740
The Role of Communication and Public Relations in Enhancing Academic Research Promotion	3748
The Circular Economy Within Hospital Units in Romania	3757
Networks, Revenues and Enterprise Value: Metcalfe's Law Revisited	3763
Determinant Factors Influencing the Decisions of Generation Y And Z To Invest on Capital Markets Mihaela TULVINSCHI, Anamaria-Genning MACOVEI, Maria GHERMAN and Julian DASCALU	3772

Homelessness in Kuala Lumpur: What Do They Really Need?	3781
Investigating People's Perception Towards the Homelessness	3785
Applying Improved Bee-Inspired Algorithm for The Vehicle Routing Problem Oskar SKUBISZ, Hubert ZARZYCKI, Marta WINCEWICZ-BOSY and Dawid EWALD	3787
Factors That Influenced University ABC Social Media Engagement Result: A Study Case Among University ABC	3799
Nursuhada JEKRY, Nurhidayah HASHIM and Mohd Yusof MUSTAFFAR	
Diversity of Innovation Interpretation: Case Studies of Innovative Solutions in Seaports	3809
The Role of Algorithms in Structuring Online Communities: The Case of Youtube	3815
Evaluation of Deep Neural Networks-Based Acoustic Modelling Techniques Used for Low-Quality Polish Speech Recordings.	3820
Leszek GAJECKI, Marek JASZUK, Teresa MROCZEK, Leszek PUZIO and Grazyna SZOSTEK	3620
Spatial Analysis of The Level of Digitalization of the Information Society in the Selected European Macroregion	3830
Tips And Tricks Teachers Can Learn from Twitch Streamers to Improve the Online Live Lesson	
Experience	3842
The Impact of COVID-19 Pandemic on the E-Government Development and on The Reduction of Digital Exclusion.	3848
Magdalena FRAŃCZUK and Aldona PIOTROWSKA	
Fintech Disruption: An Introspection	3856
Strategic Change: Strategic Change Indicators - Practical Approach	3865
PPP Parking Facilities in Poland on the Background of International Parking Policy Development	3873
Bibliometric Analysis of The Artificial Intelligence- Accounting Binomial	3881
Performance Insights on the National Evaluation in Romania	3891
Trust As a Factor of Crisis Communication During Pandemic Period in SME Companies on The Example of Translation Agency	3896

Applied Basic Simulation and Methodology of Possible Attacks on Soft Targets in Cities	3900
Communication- Dialogue- Ecumenism. Tadeusz MĘDZELOWSKI	3906
Human Resource Development in The Pandemic Context	3908
Model of Sustainable Development of Maramures County During the Pandemic	3917
Valuation of Intellectual Property Rights - Copyrights to Audiovisual Works: An International Comparison of Copyright Management Organizations	3926
Electromobility As an Element of The European Green Deal Assessment of the Level of Development and Deployment of Charging Stations	3937
A Semi-Systematic Review on High Reliability Organizational – The Top Areas of Research Interest	3947
Determinants of Budget Balance in Local Government in the Process of Achieving Fiscal Sustainability - Evidence from Poland	3958
Risks of Sociotechnical Convergence in Digital Era	3966
The Role of Emotional Intelligence in Employees Psychological Distress During COVID-19 Pandemic Siti Sarawati JOHAR and Mohamad Isa AMAT	3971
Game Modding as An Informal Source of Brands in Virtual Worlds of Computer Games	3979
Activating Teaching Methods in Higher Education on The Example of Student Consulting	3988
Analysis of Chosen Behavioural Effects as A Driving Force of Altruism	3998
Customer Insight-led Nutraceutical's Product Innovation Development	4007
Village Tourism, a case of the commodification of place and conservation in Samiran Village, Central Java, Indonesia	4015
The Role of Social Capital in Boycotting Products During Crisis and Recovery: A Cross-Country Analysis Grzegorz ZASUWA, Agnieszka MAREK, Grzegorz WESOŁOWSKI and Joanna NIEWIADOMA	4020

Quality of Life of Young Adults During The COVID-19 Pandemic	4025
Critical Factors for The Development of a Smart, Sustainable and Resilience Mobility Ecosystem in A Circular Economy	4031
Urszula MOTOWIDLAK and Agnieszka BUKOWSKA-PIESTRZYŃSKA	
Burden On the Environment and Environmental Protection Expenditures in EU Countries	4039
Coopetition as a Factor of Common District and Municipality Competitiveness in Poland – Case Study Tomasz SMIETANKA	4050
Development of Russian Youth Entrepreneurship Amid COVID-19 Pandemic	4057
Sustainable Food Systems – Focus on Organic Farming of Fresh Fruits and Vegetables	4066
Public Aid and Its Particular Role in The System of State Aid in Poland and European Union (Concept of The Research)	4075
Urban Traffic Management as Regards the Proper Allocation of Pedestrian and Cyclist Flows	4080
Warehouse Infrastructure Management as Regards the Most Important Determinants of a Warehouse Facility Location	4090
Foreign Migration Trends of European Union Citizens in The Second Decade of the 21st Century	4099
Accounting Software Selection Criteria for International Companies and User Satisfaction	4106
Comparison of the Tax System of The Czech Republic and Germany:Tendency to A Uniform Concept and Definition of National Specifications	4112
Remote Working During Pandemic of COVID-19 In Poland: Selected Aspects	4120
Greenwashing As Unethical Green Marketing Activities	4127
Public Investment Projects in the Conditions of Changing Risk Factors	4136
Financing Methods and Efficiency of Public Investments in Accordance with Strategic Planning Benedykt OPALKA and Krzysztof JAROSINSKI	4143

Effects of Green Human Resource Management Practices on Employee Green Behaviour in A Higher	4150
Education Institution	4130
Information Systems – From A Systematic Literature Review to A Modern Vision of a Resilient System Roberto PAIANO, Luca MAINETTI and Anna Lisa GUIDO	4162
Statistical Analysis of Urbanisation Sustainability in The European Union Countries	4172
Substantiation of the Process of Developing a Scorecard for A Comprehensive Evaluation of Hop Growing. Nadezhda DANILOVA, Evgenii IVANOV, Liia MALININA, Sergei KHRISTOLIUBOV and Mariia TOLSTOVA	4182
Social Media Marketing as A Tool for SME Brand Performance; A Study of Selected SMES In Ibadan, Oyo State, Nigeria	4190
Evaluation of The Storage Process as aPrognostic Tool	4200
A Model of Servitization of SMES Operations: A Case Analysis	4207
Remote Sensing Implementation into Geoinformation Support for Managerial Decision in Arctic	4220
Threat Maps as A New Form of Taking Action on Behalf of Supporting Public Security: Assessment of An It Tool	4229
Information Distorting Impact on Deliveries Planning Efficiency	4239
Application of Leadership Vigilance for The Development of Key Competences	4247
Research On the Motivation of Rural Tourism Based on Grounded Theory in The Post-Covid-19 Era Wei Wang, Carlos Orús Sanclemente and María Vicoria Sanagustín Fons	4255
High-Tech Sector in The Benelux Countries Compared to The Remainder of The European Union – A Taxonomic Analysis	4264
Increasing The Effectiveness of Managerial Decision-Making Leading to The Implementation of UAVS In Tourism Using Prediction Models	4272
Geoinformation Management of Infrastructure Energy Projects in Arctic	4282

The Role of the Leadership in Successful Implementation of the Projects	4291
Cybersecurity Mechanisms in an IT System Using PostgreSQL	4297
Evaluation of the Income Stabilisation Tool in Polish Agriculture	4309
Bibliometric Analysis of The Literature on The Development and Contribution of SMES In the Development of The National Economy	4319
An Analysis of The Impact of The Covid-19 Pandemic on Air Transport Services in Romania	4327
Study on the Evolution of Research in The Field of Accounting Regulation Related to Insurance Contracts Cristina Gabriela COSMULESE, Adriana REUŢ (BURSUC), Marius-Sorin Ciubotariu, Rozalia KICSI and Mărioara MOLOCINIUC (HRIŢCAN)	4331
International Financial Reporting Standards: Theoretical Aspects	4343
Taxonomic And Spatial Analysis of The Micro, Small and Medium-Sized Enterprise Sector in EU Countries In 2009-2018	4356
Rigor and Dilemmas in The Statutory Audit Mission in The Context of The Health Crisis	4369
Problems And Prospects of Land Use of The Agricultural Sector of Ukraine	4376
Efficiency of Using Land Resources in The Agricultural Sector in The Context of Financial Instability KOLOTUKHA Serge, GVOZDEJ Nataliia, CHVERTKO Liudmyla, KORNIIENKO Tetiana, VINNYTSKA Oksana and BOROVYK Petro	4382
Innovative Data Mining Techniques and Information Management	4388
The Role and Importance of Model Research In Monitoring and Supporting Production Systems	4398
La Confiance Comme Volonté De Se Rendre Vulnérable : Une Définition Intrigante Eclairée A La Lumière De La Philosophie De Paul Ricœur	4407
A Review on Density-Based Clustering Algorithms	4411
Possibility to Use Knowledge about the Contemporary E-consumer on the Tourist Services Market	4419

Determinants of Telemedicine Adoption by Physicians in Developing Countries: A Conceptual Model Based on Systematic Review	
Abdelaziz Zitouni, Oumaima Hafide, Yacoutt zenjali and Youness.Lafraxo	
The Application of The Concept of Multi-Level Governance to the Development of Tourism Destinations: A Case Study of Poland's Pomorskie Voivodeship	
Determinants of Productivity in The Eu Countries	
The Importance of Distance Measurement for Intra-African Trade Flow in Context of Gravity Models Stanisław BEREZIŃSKI	
Spatial Redistribution of Population in the Suburban Zone of Szczecin	
The Impact of The Internet on Economic Growth in UE15 (2006-2020) – A Panel Data Analysis	
The Impact of New Technologies on Economic Growth – A Panel Data Analysis	
Analysis of Waste Management Options for Wastes from The Iron and Non-Ferrous Metallurgy	
Analysis of Influence the Quality Management System in A Metallurgical Enterprise on Level Steel Products Complaints	
Evolution of the Ukrainian Model of Public Gender Equality Policy	
Effective Motivation of Employees in Organizations as A Competitive Advantage in Times of COVID-19 Pandemic	
Identity Verification Using Combined Biometric Signature Comparison Algorithms	
Analysis of Conflicts in an IT Company: Evidence from Romania	
Investments In ESG Are Adequately Recognized and Valued in The Market	
The Impact of Social Media Marketing on Small Natural Cosmetic Brands	
Limitations of the Available Forms of Taxation for Corporate Entities in Poland Under the Pending COVID-19 Pandemic Threat	
The Importance of Indirect Taxes in the Architecture of Tax Systems in Some EU Member States Nicoleta STANCIU ANGHELUTĂ and George UNGUREANU	

The Impact of Short-Term Hype on Predicting the Long-Term Behavior of Cryptocurrencies	4586
Organizational Trust During the Early Stages of COVID-19 Pandemic in Poland: Research Report	4594
Access To Public Information and The Disclosure Principle: Reflections	4606
Study Of the Instruments for Financial and Credit Support of Infrastructure Development and The Mechanism of Their Application at The Regional Level	4622
Values Generated by Projects in Organizations Jolanta WALAS-TRĘBACZ and Katarzyna BARTUSIK	4633
Linking Decision-Making in Business Management in Industry 4.0	4644
Impact of M&A Announcement Involving Portuguese Listed Firms with Digital Vocation	4653
The Problem of Integrating Russian Scientific and Technical Information Resources into The Global Information Space	4662
The Impact of Grant Support for Talented Youth on Their Career Growth in The Field of Science	4669
Development of the High-Tech Sector in Central and Eastern Europe	4677
Competitiveness of the High Technology Sector and Sustainable Development Economic - Selected Issues Małgorzata JUCHNIEWICZ and Magdalena ŁADA	4685
University Open Data Policy in the Context of the Digital Transformation Strategy for Science and Higher Education	4689
Trends In the Use of New Technologies of Marketing Communication in Culture Industry	4695
Empirical Evidence of Mean-reversion in Stock Prices and Performance of Politically Connected Firms in ASEAN	4703
Verification of the Accuracy of Mergers and Acquisitions in Poland in 2012-2020	4717
Scope of Solidarity in Social Security Policy – Looking for Real Redistribution and Adequate Benefits Tadeusz SZUMLICZ	4732

Implementing the Green HRM in Indonesian Manufacturing Companies	4742
The Influence of Internal Threats on the Functioning of the Organization	4747
Mobile Applications and Communications Strategies for Environmental Non-Governmental Organizations Denis VASILIEV	4756
Life Insurance Distribution Models in EU Countries	4762
The Interest in Developing Fruit and Vegetables "Box Schemes" In Romania	4775
Logistics of Car Rallies on The Example of The Złombol Charity Rally	4783
European Union Support for the Development of Smart Cities	4795
Stability of the Institutional System in the Light of the Path Dependence Concept – Survey Results	4802
Attitude of the Polish Society to the Covid-19 Pandemic Restrictions in the Tourism Industry	4809
The COVID-19 Pandemic and The Global Financial Crisis - A Comparison of Symptoms in The Visegrad Group	4818
Zbigniew STANIEK, Arkadiusz J. DERKACZ, Agnieszka DUDZIAK and Bartosz SPYCHALSKI	
Particulate Matter Sources Geoinformatics Identification Within Black Carbon Arctic Penetration Management	4832
Communication In the Mask – Corporate Envy	4840
Sustainable Development of Economic Knowledge in Educational Testing Justyna Brzezińska	4846
Research of the Characteristics of The Attitude of Working Women to The Global Risks of Industry 4.0 Mariia PLUTOVA and Olga KOROPETS	4856
Development of the Eco-Management and Audit Scheme (EMAS) system in the EU based on the Polish experience	4862
Data storage of connected objects (IOT) in the cloud	4870
Pollution Control: Targets. The Simple Static Model	4877

A Cloud Holistic Cyber Security Approach Based on Chaos Theory	4890
Selecting The Key Environmental Characteristic of a Product Using the Life Cycle Assessment	4898
The Impact of Covid-19 On Higher Education in Poland – Study Based on Polytomous Item Response Analysis	4907
The Popularity of Fintech Services in Poland: Results of a Survey Conducted on Polish Households Joanna WYROBEK and Katarzyna ŁACH	4919
#JusticeforUwa: An Analysis of the 2020 Twitter Anti-Rape Campaign	4926
An Empirical Study Assessing Variances in Dysfunctional Audit Behavior with Experience	4939
Selection of Tools for Motivating Employees in A New Generation Cohort - Generation X, Y, Z	4945
How The Employer Branding Strategy Influences the Process of Attracting Talents in The Organization Denisa Ligia MATEI	4957
Organic Products Market in Ukraine: State and Prospects of Development	4967
Analysis of Selected Elements of The Quality Management System in A Production Company	4979
Legislation On Drug Offences in The Visegrad Group Countries	4986
Legal Conditions for Dangerous Goods Transport by Road	4992
Regional SME Support Instruments on The Example of Selected EU Countries - Based on Research Conducted in The Kuyavian-Pomeranian Voivodship in Poland	4996
Central Bank Digital Currency in the European Union	5004
Mobile Collaborative Smart Farm: Proposed Poultry IoT Solution for Indonesia Farming	5013
Hybrid Trade Fairs as Syncretic Format of Business Meetings at Boundary between Reality and Cyberspace – Possible Research Directions in Post-Pandemic Times	5018
Impacto De La Pandemia (COVID19) En Las Transacciones En El Comercio Electrónico Sobre El Comportamiento De Recompra	5025

Franchising from the Perspective of the Transaction Costs Theory	5034
Consumer Confidence and Consumer Behaviour During the Covid-19 Pandemic	5042
The Speed of Money Circulation and Inflation in Years 2005-2021 in Poland	5049
Product Placement in Polish Television Programmes as A Promotion Tool	5059
Miner Behavior and Bitcoin Price: An ARDL Analysis	5071
Importance of The Second Homes in the Context of Weekend Trips Preferred by Canadian Polish People Kamila ZIÓŁKOWSKA-WEISS	5087
Renewable Energy Production in Primary Energy in Poland – Comparative Analysis of Selected European Union Countries	5096
Possibilities of Using Process-Based ERP Systems in Sustainable Management of the Organization's Resources **Tomasz TUREK**	5107
Social Costs of Technological Development and Industrialization	5118
Impact of the Environmental Performance on The Sustainable Development/Competitive Advantage: The Role of The Corporate Social Responsibility	5127
Electronic Money Determinations in Aceh Besar District	5138
Identification of Innovative Factors Influencing Socio-Economic Local and Regional Development	5145
Evaluation of the Success of An Academic Portal: The Staff' Perspective	5154
The Influence of Social-Economic Factors on the Determination of Financial Technology in Banda Aceh <i>ALIASUDDIN, Nanda RAHMI and NASHRILLAH</i>	5163
Comparative Study on The Profitability of Sugar Beet in Conventional System and in Organic Agriculture in Romania Ana URSU and Ionut Laurentiu PETRE	5170
The Effect of Drought on Yield in Agriculture: 2020 Year Fatidic for Romania	5182
Digital Expert System for Geoinformation Support to Hard Areas Large Wildfires Management	5191

Hybrid Business Model for Airlines and the Sources of its Value	5197
Implementation of Lean Management Activities Based on Project Management and Lean Production for Improving the Efficiency of The Enterprises	5209
Post-Chornobyl Areas as a Tourist Destination	5215
On Optimal Management of Financial Pyramid	5223
Methods For Detecting the Degree of Handling of Financial Statements at The Level of Companies Listed on The Bucharest Stock Exchange	5227
Implementation of the Concept of Sustainable Business Development in Kazakhstan in the Context of the Public Consciousness Modernization Program	5237
Modern Trends in the Transformation of the World Economy	5243
The Impact of New Forms of Online Teaching During COVID-19 On Students' Behavioral Changes Marian-Eugen DAN, Carmen-Alexandra GHENOIU, Ştefan-Gabriel MIHAI, Sabina-Maria POP, Carmen-Elena POPA and Andreea BARBU	5248
Analysis of the Development Model of the Russian Economy	5256
The Specifics of Communicative Competence of Technical Students	5264
The Role of Social Infrastructure in Rural Areas' Sustainable Development Processes	5274
The Impact of Informal Institutions on Ensuring the Resilience of The National Economy	5284
Business Structure's Activity as A Monitoring Object	5292
The Primary Command Dictionary for The Flexible Database	5299
Application of Process Mining in an Emergency Service	5309

Bottlenecks in Automotive Industry: Lead Time, Excess Inventory and Production Organization Challenges Attila TURI, Michael PETRI and Marian MOCAN	5322
Semantic Segmentation Training Using Imperfect Annotations and Loss Masking	5329
Digital Education Instruments for University Level Within Environmental Economics Under COVID-19 Pandemic	5337
Igor A. SIKAREV, Valery M. ABRAMOV, Mikhail B. SHILIN, Oleg I. SHEVCHUK, Alexander S. AVERKIEV, Sergey V. LUKYANOV, Vladimir A. BOLSHAKOV, Oksana PETRIEVA, Yuri Yu. SMIRNOV and Olga N. MANDRYKA	
Rehabilitation of Internal Public Financial Control in The Republican Medical Institutions of Moldova Cristina COPACEANU and Sergiu GLADUN	5343
Involving Digital Natives in Universities' Extracurricular Offer and Social Activities	5351
Fiscal Policy Versus Innovation, Economic Growth and Sustainable Socio-Economic Development. Review of Theoretical Approaches and Empirical Evidence	5358
The Intra-organizational Antecedents of Innovation in Polish Tourism Enterprises	5367
Transport Infrastructure a Key Element of Economic Development in The European Community: The Case of Romania	5375
Daniel F. FISTUNG, Cornelia NEAGU, Marius F.R. BULEARCĂ and Cristian SIMA	
Impact of the COVID-19 Pandemic on The Development of Digital Services in The Activities of The	5207
Museums	5387
International Competitiveness of the Furniture Industry in the European Union Countries: A Cluster Analysis	5396
Katarzyna LUKIEWSKA	
Current Food Security Issues: Evaluation Toolkit	5407
Ensuring Energy Security: A Regional Aspect	5412
The Impact of the Covid-19 Pandemic on the Primary Real Estate Market in Poland in 2019-2021 - Analysis of the Current Situation	5417
The Impact of COVID-19 Uncertainty on Warsaw Stock Exchange Quotations	5426
The Concept of Knowledge Management and Transport Exchanges in Supply Chain Management	5434
Tax Evasion Ethics in Lebanon: The Demographics	5444

The Need for Enhancement of Information Technology Education at Universities Training Business	5453
Students Denis VASILIEV	5455
Attitudes of Future Employees Towards Automation on the Example of Students of Cracow Universities Janusz CZEKAJ, Dariusz FIRSZT and Marek JABLONSKI	5458
Ethical Redundancies in The Era of Corporate Social Responsibility	5469
Poland's Admission to The Eurozone - Assessment of Potential Impact	5476
Inclusion of Hard Coal and Lignite Mining, As Well As Electricity and Heat Production Based on Them, In the Process of Green Transformation	5485
Economic and Social Impacts of Industry 4.0 on Chemical Companies in the Czech Republic	5490
Credit Money as An Extraordinary Source of the "Militaristic Economy" And a Factor of World Economic Instability (1914-1945): Analysis of Money Theories in Russia	5497
The Selected Aspects of Polish Seniors' Tourism – Qualitative Approach	5505
Aggregate Module System of Geoinformation Support for Volcanic Risk Management	5514
Overview of Nudging on EU on The Light of Croatian Entry to Eurozone	5521
Problems of Transition to Rational Models of Consumption and Production in The Eurasian Economic Union	5528
Sustainable Development by Optimizing Transport Costs in The Supply Chain Management	5534
Long-term Infrastructure Contracts and Public-Private Partnerships	5544
Dilemmas of Socio-Economic Security of a Modern Family	5551
Imagen de Marca, Confianza y Satisfacción en Relación con la Intención de Compra en Supermercados en Línea de Lima	5556
A Descriptive Analysis of The Board Characteristics and Financial Performance of The Romanian Companies Listed on the BSE	5565

The Equity Portfolio Selection at Euronext	5569
Greening In the Process of Providing Municipal Services of Local Collective Transport as A Challenge to Climate Change	5576
KIZYSZIOJ WASOWICZ	
Competencies of Contemporary Managers in The Public Administration Sector in Intercultural Management: Introduction to Research	5585
The Features and Specificity of Fair-Trade Social Enterprises	5596
Organization Processes Supported by Business Intelligence System	5604
The Use of Electricity by Young Adults in Poland and Their Other Pro-Environmental Behaviours – Case Study of The AGH Faculty of Management	5610
Managing Stress as A Key Element of The Competition in The Workplace Based on The Example of Generations Y And Z	5621
Students' Preferences Regarding Conflict-Dealing Behaviors	5631
Certification of Agri-Food Products for Sale	5640
Mathematical Modeling of Complex Networks	5647
Structures of Civil Society in Social Networks: Mechanisms, Prospects, Risks	5653
Comparison Procedures of Determination Masking Curve for Audio Data Hiding Applications	5657
Detection of the Covert Channel in The Presence of The Channel Estimation Error	5663
Some Aspects of Management of Socio-Economic Systems in the Context of Paradigm of Sustainable Development	5670
Determinants That Facilitate or Condition Students' Perceived Effectiveness and Skills Improvement in A Remote Learning Context	5676
Secure Decentralized File Storage Framework Build On IPFS	5684

Development of Serial Technological Entrepreneurship as One of the Modern Trends of the World	5688
Economy: Challenges for Kazakhstan	3000
Edition 1. 0120211110 /11 ditta 2 / gemiy / . Intaior o	
New Product Creativity Dimensions and Performance	5695
Understanding The Public-Private Partnership Performance Estimation Model of Republic of Moldova Regions	5704
Irina CALUGAREANU	
Research on the Influence of Exogenous Biomass Intakes of Spirulina Platensis in Dairy Products on Nutritional Quality and Immune System	5716
Bibliometric Analysis of Integrated Reporting - Origin and Evolution at The International Level	5720
Brown Bear Population Management in Romania: Pilot Project Using the Benefits of Technology Ana Gabriela ANUTOIU and Dragos DANTIS	5732
Provision By a University of The Conditions for The Digital Competencies and Skills of Students and Their Legal Regulation in Local Acts	5736
Data Management in A Microservice Architecture of a Remote Patient Monitoring Application	5743
Healthcare Support for Elderly in Pandemic Context Using Ehealth Systems Eugenia TIRZIU, Eleonora TUDORA, Maria GHEORGHE-MOISII and Ovidiu BICA	5754
Expected Salary Premium for A Home Office – A Survey of Accounting and Controlling Students	5764
Manipulative Influence of Visual Sources: Methodology for Identification (On the Example of The Digitazed Historical Photographs)	5771
Yevheniia SHYSHKINA, Yaroslav MOTENKO, Oleksandr NOSYRIEV, Vasyl MALIKOV, Maryna MISHCHENKO and Leonid SAVCHENKO	
Cultured Meat, An Alternative for Conventional Meat	5776
European Support for The Agri-Food Processing Sector in Romania	5784
Knowledge Transfer for The Implementation of The New CAP And the Guidelines of The European Green Agreement - A Measure from The Strategic Plan "From Farm to Fork" For A Fair, Healthy and Environmentally Friendly Food System with Applicability in The Mountain Area	5790
Research And Statistical Analysis on Vegetable Production and Trade	5798
The Usefulness of Reporting in Crisis Management for Decision Making	5805

Innovative Activity of SMES Cooperating with Scientific – Research Institutions on The Basis of	5812
Wielkopolskie Voivodship	3012
Personnel Marketing – A Systematic Literature Review	5820
Fulfilment of Fiscal and Redistributive Function of Personal Income Tax - Case of Poland	5829
Information Systems Supporting the Process of Educating Leaders-Managers in Security Decision-Making Marian KOPCZEWSKI and Paweł OLBRYCHT	5839
Effective Management of Local Economic Development	5846
Development of Digital Archive Learning Media Based on Database Applications at Faculty of Economics, Universitas Negeri Jakarta	5855
Near Horizons of the Great Anthropological Transition	5860
(Big) Data Processing Performance Benchmarks: An Overview	5864
Creating The Value of Secondary and Higher Schools. The perspective of the Resource-Based Theory and the Network Theory of the Strategic Management	5870
The importance of Communicate your COVID-19 Health and Safety Measures: A Marketing Experiment on Hotel Bookings using Eye-tracking	5886
Digitalization And Evolution of Online Marketing on The Business Market in Romania	5895
Global Supply Chain Disruptions and Their Impact on The World's Maritime Shipping and Ports	5902
The Conceptual Model of Digital Technologies Application in Supporting the Accounting Profession: Industrial Revolution 4.0 Era	5911
Using the Express Analysis Method in Assessing Regional Mortgage Inequality Tatyana S. KOROSTELEVA and Vladimir Y. TSELIN	5921
Human Resources as a Basis for Industrial Enterprises Innovative Growth	5934
Peculiarities of The Tourism Industry Development of The Mediterranean and Aegean Coasts of Turkey Liudmyla Niemets, Ievgeniia Telebienieva, Taras Pohrebskyi, Iryna Scryl, Hanna Kucheriava and Yanina Vasylevska	5941

Research of The Relationship Between Revenues of The World Transnational Companies and Gdp of	5950
Individual Countries	3730
It-Industry in Ukraine: Trends and Development Centers	5957
Hr-Management in The Ukrainian Banking Sector	5967
Pedagogical Technology of Formation the Readiness of Future Managers to Create the Health-Oriented Environment in The Organization: Analysis of Effectiveness	5977
Comparative Analysis of Current Russian and Foreign Practices of Strategic Municipal Planning	5988
Corporate Governance and Corporate Social Responsibility Disclosure: The Case of Romanian Companies Bogdan Aurelian MIHAIL	5993
Development of Directions Subsidized Region Tax Policy to Improve the Level of Its Tax Security	5997
Modeling The Housing Construction Market in Regional Typological Groups Using Neural Network Models	6003
Ecological Awareness and Behavior in the Context of Selected Research	6012
Methodology For Determining Tax Security Level of Region	6018
Blockchain Technology as The Basis for Economic Development During the Coronavirus Pandemic	6022
Ecological Awareness and Behavior in Poland: The Results of the 2021 Research	6027
Urban Mobility Management in Selected Cities – Analysis of Sustainable Transport Indicators	6036
Determinants of the Growing Importance of the Kaliningrad Oblast'in International Logistics Chains Jakub DONSKI-LESIUK	6044
The Assessment of Risks and Cost-Effectiveness of Resource-Saving and Environmentally Sound Innovative Water Desalination Projects	6050
and Ivan Olegovich GORUNOV Digitization of Student Experience During The SARS-Cov-2 Pandemic: The Polish Perspective	6062

Logistic Customer Service Innovations in The Courier-Express-Parcel Sector Forced by the COVID-19	
Pandemic - The Polish Perspective	
Katarzyna KOLASINSKA-MORAWSKA, Marta BRZOZOWSKA and Pawel MORAWSKI	
Conditions And Development of Agritourism Activities in Central and Eastern Europe – Example of Poland.	
Malgorzata ZDON-KORZENIOWSKA and Sławomir DOROCKI	
Vers Une Conceptualisation des Déterminants Du Choix Du Partenaire Stratégique Dans Une Perspective	
Du Tourisme Durable	
Khalid HIDANI and Zakia EL YAMANI	
Potential Areas of Application of The Solution for Building the Spectrum Situation Awareness	
Owning or being? The Evolving Meaning of Luxury and COVID-19 Pandemic. Sociological Research of	
Polish Society	
Economics of Music Industry – Revenue Streams of the Artists	
Augmented Reality in Business Marketing. A Systematic Review of Literature from 2016 – 2021	
Environmental Education for Circular Economy and Sustainability: Good Practices in Poland	
Effective Information Flow as an Element Supporting the Functioning of the Employee Motivation System in State Administration Organizations	
Ownership Structures and Dividend Policy: Evidence from Listed Construction Companies in Poland Andrzej ZYGULA	
Challenges for Human Resources Management: Ukrainian Migrants in the Polish Labour Market	
Development of Blue Economy in the EU and Latvia	
Cylindrical Antenna Array and Its Direction-Finding Precision in Location System of Information Sources Leszek KACHEL	
Development of Techniques Threat and Risk Assessment Economic Security Transport Complex	
The Crimes in The Field of Foreign Economic Activity and Customs Control: Monitoring of Indicators and Orienting Points of Counteraction	
Viktoria TSIKLAURI, Larisa BELOUSOVA, Olga PRIKHODCHENKO and Elizabeth TKACHEVA	
Human Health and Recycled Wood Materials Containing Creosote Oil: Empirical Evidence from Research.	

Assessment of Sharpe Model Suitability in Volatile Market Conditions	6217
Las Habilidades Comunicativas En El Perfil De Egreso De Las Facultades De Derecho De Las Universidades Latinoamericanas	6226
Using Digital Personal Data and Its Ethical Contradictions	6239
Social Security as A Guarantee of Stable Economic Situation of The Family	6244
Proposal of a Universal Model for Evaluation of Virtual Tour Service	6250
E-Health - A Strategy to Increase Quality in Health Care in Europe and in Romania	6260
The ICT in an Unequal World. Observations on the European Union States	6267
Selected Aspects of Management at The Workplace in Conditions of Uncertainty	6275
Concept of Index of Information Society Development Effects (IISDE)	6284
Arctic Coastal Sea-River Zones Management Digitalization during COVID-19 pandemic	6292
Small And Medium-Sized Enterprises in Developing Countries and the Coronavirus Pandemic	6299
Experimentation and Analysis Routing Stability in Mobile Ad Hoc Network	6308
Preparation of A Process and Project Maturity Model for An IT Company	6313
Innovative Solutions for Improving the Ecological Parameters of Combustion and Electric Vehicles – On the Example of Artificial Intelligence and Modification of The Power Supply System	6324
A Bibliometric Analysis of Romanian Leading Journals in Economics	6331
Comparisons of Fuzzy Numbers Using Defuzzification Methods	6346
The Capabilities of Maintenance Management Using Big Data	6356

Brief Considerations Regarding Special Criminal Offences Committed Against the Financial Interests of The European Union
Getty Gabriela Popescu, Florin Tudor and Andreea Elena Matic
Considerations Regarding the Heuristics of Instruments Used in The Transition to Sustainability
Insolvency Issues in The Covid Period
The Institution of Lottery: Between Profit and Social Responsibility
Fintech Y El Desarrollo De Innovaciones Financiera
A Comparison of The Field of Study and Students' Perception of The University Social Responsibility: A Pilot Study Report
Katarzyna I. SZELAGOWSKA-RUDZKA, Hanna MACKIEWICZ and Edyta SPODARCZYK
Architecture of the Workplace in Remote Work in The Time of The Covid-19
Impact of the Covid-19 Pandemic on The Financial Stability of The Insurance Sector in Poland
Digital Decision Support Instruments Development for High Latitude Maritime Management in Arctic Valery M. ABRAMOV, Oleg I. SHEVCHUK, Igor A. SIKAREV, Evgeniy A. BAIKOV, Eugene P. ISTOMIN, Vyacheslav G. BURLOV, Ekaterina M. KORINETS, Yaroslav A. PETROV, Yuri Yu. SMIRNOV and Oksana PETRIEVA
The Impact of Covid-19 On Romanian Entrepreneurs in Relation to The Use of Digital Marketing
Strategies Elena Florentina GREJDAN, Elena GOGA, Iasmina-Iulia GRĂDINESCU and Gheorghe ORZAN
The Popularity of Financial Services on The Fintech Market in Poland and The Problem of Financial Inclusiveness
Understanding The Influence of Parasocial Interaction on Beauty Products Purchase Intention
Modelamiento De Ecuaciones Estructurales Aplicado Al Uso De Plataformas Digitales En Organismos Estatales.
Francisco TAPIA-SIERRA, Sergio ARAYA-GUZMÁN and Cristian SALAZAR-CONCHA
Innovative Teaching and Learning Through Open Educational Resources
Cause-Effect Analysis on The Wheat Market in Poland
The impact of the COVID-19 pandemic on relations in B2C markets from the point of view of selected buyer characteristics
Adam SAGAN. Jarosław PLICHTA and Grazyna PLICHTA

Remuneration Transparency in A Teal Organisation on The Basis of a Company Representing IT Industry – Case Study	(
Aneta Maria PISARSKA	,
The Impact of The COVID Pandemic on The Value of Consumer and Mortgage Loans Granted by Polish Banks	(
Małgorzata Białas and Izabela Emerling	
Concept Selection and Cost Calculation for A Ball Machine Used in Training Goalkeepers	(
Works Linking in The Context of Cultural Security	
Memory Effect Modelled by Two-State Markov Process: Analysis of Selected Markets	
Socio-Technical Aspects of The Enterprise Transformation In The Conditions of Industry 4.0	
Civil Aviation Safety - On the Ground of International and European Legal Acts	
Destined for Success? - threats to entrepreneurial education in the light of Christian ethics	
Operating P&R Parking Facilities as An Instrument of Municipal Transport Policy on The Example of Krakow	
Elementos Influyentes en la Lealtad e Intención de Compra de Marcas Blancas en Retailers de Ropa Sergio M. DAVILA-LUJAN, Camila A. CUBAS-BARDALES and Rafael O. FLORIAN-CASTRO	
Crypto Compliance: Adopting A Risk-Based Approach to Crypto Assets Exchange Within Crypto Currency Exchange Company Licensed In EU	
Industry 4.0 Challenges to the Education System in the Eurasian Economic Union: Possible Changes in Competence Building	
Last Mile Delivery for E-Commerce: A Model Approach and Current Trends	
Securing The Quality and Timely Execution of Transportation Services by Using Outsourcing Eryk WINIARSKI and Igor BETKIER	
Labour Market Challenges in Light of Changes Caused by Technological Development: A Student Perspective	
Magdalena GORZELANY – DZIADKOWIEC and Małgorzata KOSAŁA	
Environmental Security of Modern States in The Conditions of Global Challenges and Threats	

The Impact of The Covid-19 Pandemic on The Finances of Local Government Units - The Case of Poland Katarzyna OWSIAK	6629
Low-Code Platform in The Analysis and Evaluation System for Epidemic Simulation Exercises	6638
The Low-Code Methodology in The Design of a Simulation Exercise Support System for Sanitary Services. Robert WASZKOWSKI and Tadeusz NOWICKI	6646
Driving Forces to Implement Industry 4.0 In Manufacturing SMES	6659
Quality Cost Analysis in The Assessment of The Effectiveness of The Quality Management System	6666
Impact of Gender on Social Media Use: A Study of Students' Motivation to Use Facebook, Instagram, and TikTok	6672
Dariusz ZDONEK	
The Use of Convolutional Neural Networks in Multiclass Classification of Digital Pictures	6683
Country Effect. Location of Foreign Direct Investments in the European Union Countries	6689
Paper Properties of Degressively Proportional Convex Combination of Proportionality and Equality	6694
The Application of Neural Network Models in the Production Environment	6700
Does Individual Social Capital Have Any Impact on Participation in Consumer Boycotts? Research In European Countries	6704
The Paradigm Is Shifted to The Green: From Industrial to Ecological Convention	6711
The Concept of Voluntary Disclosure in The Tax Audit Process: A Preliminary Study in Indonesia	6718
The Contribution of The Internal Audit to The Management: Study of The Societies of The District of	
Braga	6732
External Confirmations: Study of The Circularization of Third Party	6740
Information Propagation in Online Social Networks – A Simulation Case Study	6748
Coopetition as a Factor of Common District and Municipality Competitiveness in Poland – Case Study Tomasz SMIETANKA	6757
Special Autonomy Fund and Privilege Fund Management in Indonesia: Literature Review Approach Lak Lak Nazhat EL HASANAH, Dessy ISFIANADEWI and Unggul PRIYADI	6764

Precious Bolanle BOLODEOKU, Ebeguki Ebe IGBINOBA, Charles Kelechi CHUKWUDI, Sandra Efeomo IDIA, Samuel Olayemi OMOLAJA and Uduakobong Samuel UDOKEONG	6771
Impact of the EU Economies' Innovation Levels on The Flows of People at Their Labour Markets	6779
Research Of Consumer Behaviour of a New Generation of Customers Regarding Education in Terms of The Assessment of Uncertainty Factors in E-Commerce	6786
Management Activities in The Structural Monitoring Process	6791
Management of HUSKROUA cross-border projects, GeoSES Project Case Study	6800
Generation Z Perceived Elements of Wine Tourism Memorable Experience: A Qualitative Approach	6808
Evaluation Of Diagnostic Variables Normalization Methods for Sustainable Energy Development Index – Application for European Union Member States	6815
Analysis of Impact of Selected Microeconomic Characteristics on Bank Capital Structure. Empirical Evidence from Poland in the Years 2013-2019	6820
Analysis of Zero Waste behaviors in Poland	6829
The Concept of The Power and Asymmetry of Power in Business Relationships: A Systematic and Bibliometric View of The Literature	6839
Marketing of Resources, Potential and Capital of An Ethnic Region: Exemplified By the Hutsul Region (Ukraine)	6858
The Functioning of Cross-Border Marketplaces on The Example of Polenmarkt Hohenwutzen in Osinów Dolny	6867
Supporting Big Data Analytics in Saudi Arabian Higher Education: Human and Organizational Culture perspectives	6873
Cultural And Creative Industries Worldwide and in Russia	6878
Innovation Transformation as a New Stage in the Development of Small and Medium Businesses: International Practices	6887

Place Marketing and Tourism Development and Its Impact on The City of Cracow	6898
Modification of Consumer Behavior of Regional Retail in Russia	6907
Challenges And Benefits of Working in Multicultural Teams: Evidence from Poland and Romania	6921
A Review on Question Answering Systems: Domains, Modules, Techniques and Challenges	6933
Factors Affecting Entrepreneurial Intention Among Young Adults	6942
The Donor or The Recipient? Profiles Of Students According to Their Perception of The Essence of University Social Responsibility - A Pilot Study Report	6949
Fertilizers and Pesticides Consumption at the Global and the EU level and in Romania	6960
Dynamics of Concentration in Gross Domestic Product achieved in Romania's Agriculture	6972
Faces of Revitalization: On the example of Polish post-industrial cities	6982
Region As a Factor Influencing Innovativeness of Enterprises: On the Example of The Zachodniopomorskie Province	6991
Impact of a Breach of The Rule of Law on Litigation in The Business Sector	7000
Structure of Production based on Backward and Forward Linkages: The Case of China and USA	7007
The small "e" eLIFE - eLearning, eInteraction, eFuture, eEducation	7020
Development Demands Innovation	7027
Economic Growth, Energy Consumption and CO2 Emissions in the Conditions of Energy Sector Transformation in 2000-2018 – the Global and Regional Perspective	7035
Career Guidance in The Context of Improving the Labor Market	7045
The Importance of Consumption Taxes In the EU	7053

Can The Logistics Label Be an Omnichannel Tool? – The Distributor's Perspective	7060
Analysis of the Adequacy of Minimum Wages in Poland	7077
Polish Chambers of Commerce Towards Problems of Sustainable Development	7085
Local Taxation Awareness in Rural Communities in Poland	7092
The Expectations of Employers in the E-Commerce Industry Related to the Competencies of University Graduates	7096
Models to Enhance Students Analytical Thinking Skills: A Literature Review	7107
Uso del Modelo TAM: Determinantes del Marketing en Redes Sociales de las Agencias de Viajes en Cusco-Perú	7108
Impacto de los Constructos del Social Commerce en la Experiencia del Consumidor y su Vinculación con la Intención de Compra	7117
Opportunities of Portfolio Construction Including ESG And Conventional Investments Based on Dynamic Conditional Correlation	7128
Análisis Crítico Del Discurso Sobre La Situación De Las Personas Migrantes En La Jurisprudencia Del Corte Interamericana De Derechos Humanos	7137
Análisis Crítico Del Discurso Sobre La Libertad De Expresión En El Contexto De La Una Sociedad Democrática Según La Jurisprudencia De La Corte Interamericana De Derechos Humanos	7153
Teleworking And Work Satisfaction During Covid-19. An Analysis on Sustainability and Future Possible Implementations	7171
The Influence of Consumer Perceived Knowledge and Quality Cues on Purchase Decisions for Financial Services	7181
Challenges Regarding Sustainable Development from Building Materials Perspective	7188
The Influence of The Energy Sector on The Functioning of The Ukrainian Economy	7196
Malodorous Gases and The Life Quality of Inhabitants in The Anthropogenic Activity Areas	7204

How To Communicate CSR Activities? Should Companies Communicate Their Social Commitment?	7214
Technology And the Distribution of The Healthcare Services	7228
Analysis of Risk Factors for Transport of Food in Refrigerated Containers Within the Supply Chain	7235
The Change in The Expectations of Polish Young Adults Towards the Offer of Online Stores	7248
Measuring Web-Based Learning Satisfaction: Business Students' Perspectives During the Covid-19 Out- Break	7255
Chaudhry Kashif Mahmood	
Social Network Sites Engagement in The Job Search Process Among Women in Poland	7260
Social Media as A Communication Channel of Luxury Brands CSR Policy	7270
Brand Crisis Management in The Context of Firestorm Online social media	7278
Operating strategies of SMEs in Poland and the COVID-19 crisis	7284
The Development of a Child's Speech as The Basis of Interpersonal Communication- Polish Diagnostic Tools	7291
Ecological-Industrial Problems while Realizing the Strategy for the Development of a Large Agro-Industrial Manufacture Sector in the National Food Supply System	7297
The Structure of The Romanian Dual Education System	7302
Structural Analysis of The Behaviour of Autonomous Systems - Customer Rela-tionship Management During the Covid Pandemic In EU	7306
The Use of Principal Component Analysis (PCA) In Modeling Yield Curve Dynamics of The Romanian Government Bond Market	7319
Clustering The European Union Countries by Significant Labour Market Indicators in the COVID-19 Pandemic Crisis	7320
Georgiana STĂNCIULESCU and Amalia CRISTESCU and Mădălina Ecaterina POPESCU	
Evolution of Agriculture Towards More Effective Natural Resources Management with Regard to Green Economy	7327
Waldemar ROJAR and Woiciech ŻARSKI	

Methodological Approaches to The Development of Regional Food Supply Systems with Account for Their Influence on The Food Market	7334
Customer Engagement: The Impact of Customer Engagement on The Customer Journey and Purchasing	
Process	7339
Synergistic Knowledge Networks in Innovative Alliances. Karolina CHRABĄSZCZ-SARAD and Anna KARAŚ	7351
Ethical Communication as A Key Element of Corporate Social Responsibility	7358
The Impact of Being a Subsidiary on The Process of Formulating and Implementation of The Strategy in Polish Small Enterprises	7364
Impact Of COVID – 19 On the Food Security in The Regions of Ukraine	7369
Innovative IT Solutions in The Field of External Relations In Collectibility of Budget Receivables on The Example Of Common Courts of The West Pomeranian Voivodeship in Poland	7381
Towards Cloud Agile Business Process Management	7389
Innovations in the Tanning Industry Oriented at Improving the Environmental Profile of Leather	7403
Efficiency of Mining Investments: Models to Determine the Optimal Production Capacity in Mining Industry	7412
Determinants of the Usage of Digital Banking Services in Malaysia	7423
Moodle And Engineering Education: Literature Review	7430
The Perception of the "Environmental Attributes" of Food Product Packaging and Their Influence on Buyers' Purchasing Decisions (During The SARS-Cov-2 Pandemic)	7438
Directions of Energy Transition of Uzbekistan	7447
Learning Strategies to Develop Students Critical Thinking Skills: A Literature Review	7458
Analysis of The Cots Prototyping Solutions for Bluetooth Submeter Localization System	7459

Digitalizing the Learning Experience in Life-Sciences during the Covid-19 Pandemic in Japan	7464
Application of Wroclaw Taxonomy in Classification of GNSS Interferences in Business Use	7468
Top Skills for Graduates to Succeed in Post-Pandemic World: A Literature Review	7474
Methodological Approaches to Improving the Mechanism of Strategic Management in The Development of The National Food Supply System	7475
Environmental, Social and Governance Reporting as A Challenge for Enterprises in The Light of Extended EU Requirements in The Field of Climate Impact	7479
Organization of Knowledge Resources for The Development of a Virtual Assistant to Inform the Public About The SARS-Cov2 Pandemic	7488
Digitalization of Agriculture in The Context of Ensuring Food Security	7494
Liability For Damages and Loss Caused by Artificial Intelligence in Emerging Economies: Ukrainian Case. Svitlana YEVDOKIMENKO, Serhii YEVDOKIMENKO, Jaroslaw Szreder and Volodymyr STRELTSOV	7501
Intelligent Wireless Communication Control of a Rotorcraft	7507
Looking for Advantages in MMO games – a World of Tanks Example	7517
Preparation and Education of Pupils at Primary School in Specific Safety Areas	7524
Occupational Health and Safety of Food Industry Employees with Emphasis on Specific Diseases	7531
The Essence of Green Transport - Case Study an Innovative Approach to The Diagnosis of a High-Voltage Battery in A Hybrid Vehicle	7540
IFS Food Standard V7 - Evolution or Revolution	7547
Modeling Information Dissemination in Virtual Social Networks	7552
Mobile Application Communication with An Artificial Intelligence System on The Example of a System Used by Dog Shelters	7561
Tomasz SKŁADANEK, Paweł KACZMAREK, Rafał SZADKOWSKI, Rafał BIELIŃSKI and Dominik BLACHOWICZ	

Efficiency Assessment of Coordinated Hierarchical Dynamic Spectrum Management for Mobile Ad Hoc Networks	7567
Jerzy LOPATKA, Jerzy DOLOWSKI, Rafal BRYS and Boguslaw GROCHOWINA	
The Concept of Six Capitals in Integrated Reporting – Disclosure Quality Assessment: Evidence from Poland	7575
Boguslawa BEK-GAIK and Anna SUROWIEC	
Human Capital in Relation to Industry 4.0	7584
Barriers To the Implementation of Industry 4.0 In SMES in The Czech Republic	7591
Resource Potential of the Growth of Region's Economy: Tools for Assessment and Implementation	7599
Capability Analysis of Financial Stability of An Economic Entity in the System of Business Financial Security	7608
Alevtina Vasilievna KOROTKOVA, Larisa Vitalyevna BAKULEVSKAYA, Lyudmila Mikhailovna KORNILOVA, Evgeniy A. IVANOV and Maria Leonidovna TOLSTOVA	
Economic Category "Business Efficiency" In the Modern Economic Paradigm	7611
E-competencies and Digital Skills Training: Principles for Developing Teaching Methods (Case of Russia and Kazakhstan) Anna SHEVYAKOVA, Elena PETRENKO and Sergey MANAKHOV	7616
Open Science in Open Innovation Model in Covid-19 Times: Evidence on Scientific Collaboration	7624
Business Evolution in Poland at The Time of Covid-19 Pandemic: Selected Issues	7633
Factors That Influence Sustainability Environmental Dimension: A Methodological Framework Approach <i>Ionuţ Viorel HERGHILIGIU, Ioan-Bogdan ROBU and Adrian VILCU</i>	7644
Acid Rain Management Digitalization Within Environmental Economics	7653
The Importance of Developing Research Competencies and Research Intentions of Future HR Professionals Anastasiya PESHA	7660
Comparative Analysis of The Motivation for Training Employees in The Field of Education and Industrial Companies	7667
Anastasiya PESHA, Marina SHAVROVSKAYA, Marina NIKOLAEVA and Nelly SHRAMKO	
The Fiscal Efficiency of Excise Duty on Tobacco Products in Poland under Sustainable Development Conditions	7674

Study on the Development of Entrepreneurship Education Models Based on MSME Student Program on Students of FE UNJ	7684
Henry ERYANTO, Marsofiyati, Darma Rika SWARAMARINDA, Mayang Puspita DEVI and Novinda ELISIA	, , ,
The Potential Role of Information Technology in Enhancement of Small Enterprise Competitiveness Denis VASILIEV	7691
Genetic Algorithms for A Sampled Investment Portfolio Formulation Procedure at An Increased Market Volatility	7695
To Invest, Or Not to Invest, That Is the Question Investment Preferences Among Business Students	7706
Project Management in the Fast-paced Digital Environment	7718
Theories of Social Agency in The Context of Developing the Paradigm of Innovative Entrepreneurship Evgeny KAMENSKY, Irina LESKOVA, Sergey ZYAZIN and Al'bina OGURCOVA	7725
The Importance of The Integrated Security System for Critical Infrastructure Operation and Safety Jarosław NAPIÓRKOWSKI	7731
Instruments of Evaluation Effectiveness in The Logistics Industry	7739
Digital Revolution and Cyber Threats as Its Consequence	7750
Microeconomic Determinants of the Financing Structure of Manufacturing Enterprises in Selected European Union Countries	7756
The Relationship between Unemployment and Economic Growth, Inflation and Public Debt. Empirical Evidence for Romania	7771
The Perception of the "Environmental Attributes" Of Food Product Packaging and Their Influence on Buyers' Purchasing Decisions (During The SARS-Cov-2 Pandemic)	7779
Multi-Aspect Quality Assessment of Mobile Image Classifiers for Companion Applications in The Publishing Sector	7788
A Digital Platform to Support the Design and Creation of Digital Social Innovations	7797
The Concept of An Innovative Customer Intelligence Application Supporting the Development of Commercial Enterprises	7806
Demand Forecasting as An Element of The Company's Financial Security During the Warehouse Processes Malgorzata GRZELAK, Paulina OWCZAREK and Weronika DORF	7810

Pyrometric Temperature Measurements During Covid-19 Pandemic in Poland	7820
Simplified State Aid Rules in The European Union: A Critical Analysis	7831
Innovative Activity in the Institutional Environment of Russian Regions	7841
Stimulating Function of Fiscal Policy in Selected Countries of Central and Eastern Europe in 2011-2019 Arkadiusz Zabinski	7850
An Integrated View on Regional Economic Research	7856
Traditional and Econometric Approach to Assessing the Economic Efficiency of Financial Institutions Jacek BARBURSKI	7861
Innovative Performance of Slovakia and Global Innovation Index	7872
Use of Marketing Concept in The System of Administrative Services in Ukraine: Quality, Efficiency, Social Responsibility	7883
Growing E-Commerce Sales in Foods by Identifying the Triggers and Barriers within the Main Profiles of the Romanian Online Grocery Shoppers, during Pandemics. Key Findings after Running a Qualitative Research	7891
Food Quality and Security Focused on Consumer Needs	7900
Methods and Techniques for Evaluating and Analyzing Agri-Food Security	7907
Evolution or Revolution: from Digital Twin to Metaverse a Critical Review	7918
The Normality of a Virtual Laboratory	7925
Corporate Social Responsibility in Polish Logistics Companies	7930
System Of Express Analysis and Forecasting of The Current Financial Stability of Enterprises	7942
IT Changes in Management in the Face of the Global Crisis and Pandemic	7954
Modern Management Methods and Trends of Changes in Organizations During the Crisis and Pandemic Jerzy WACHOL	7961

Consumers' Visual Attention When Choosing Carbonated Soft Drinks: A Study Using Eye-Tracking	
Methods	7967
How Important Are Social Networks for Universities? An Analysis for Romanian Higher Education	7973
The Influence on The Performance of The Real Estate Market from Romania: Panel Data Analysis	7981
Japan Stock Market Lessons Amid Pandemic and Before	7987
Relative Predictability and Long-Term Institutional Illusory of Cryptocurrencies	7996
Blockchain Model for Fuzzy Green Certification of Business	8003
Improving Mechanisms of State Regulation of Adoption as One of the Priorities of Social Protection of Children in Ukraine	8010
Natural Risks Management Digitalization in Arctic Marine Fishery	8016
Managing The Economic Security Within Constant Evolution Company	8023
The Principle of Fair Value in Accounting: Methodological Design and Use Problems	8028
The Impact of Corporate Social Responsibility Mediation on the Relationship between Earnings Management and Tax Avoidance	8034
Sustainability- A Multiple Regression Model For EU-27	8041
Green Funds - Controversy Financing Instruments	8049
Leadership In Multicultural Teams	8058
Integrated Water Management Digital Transformation Within Lower Yenisei River in Ice Season	8067

ABC Classification in Fuzzy Environment	8075
Marketing and Management Analysis of Dark Tourism Product	8087
Sustainable Economic Growth and Creative Destruction in The Economy	8095
Reasons for The Dual Course of Deindustaralization Processes	8105
Ice Risks Management Digitalization Within North Sea Route Exploitation in Polar Night	8110
Dynamics of the Social Skills Formation in Primary Schoolchildren with Intellectual Disabilities studying in Different Learning Conditions	8117
Pedagogical, Social and Psychological Support for Students with Visual Impairment in a Higher Educational Institution	8120
A Study on the Social Sustainability of European Tax Systems	8124
Local Development as An Element of Entrepreneurship Within Poland's System of Local Government Michal MATUSEWICZ	8134
Ransomware And Honeypots	8142
Promotion Trends and Impact of New Media Advancement for Business Marketing	8146
Social And Economic Impact of Extra-Curricular Physical Activity of Junior High School Students and Their Parents	8154
Pandemic of a New Coronavirus Infection (COVID-19): A State-Legal and Economic Phenomenon Natalia RAKSHA, Anna BORENSTEIN, Elena POZDNYAKOVA, Yulia VETCHINOVA, Sergey LIKHACHEV and Andrey PASHIN	8165
State-Legal Regulation of Challenging Paternity and Motherhood	8169
International Legal Basis for Preventing Vandalism	8176

The Revision of The Iv Phase of Eu Ets in The Context of The Climate Change Policy Design And Its	0101
Implementation	8181
Effect of Travel Time Variability on The Operating Cost of a Tram Line	8196
Intermodal Transport Market a Pandemic Situation In 2019-2020	8208
The Effects of The Covid-19 Pandemic on The Spanish Labour Market	8216
Security Issues of TCP/IP Protocols	8224
Path Loss and Shadowing Characterization for Forest Environment	8234
Proposing A Method of Organizational Diagnosis: Study Case	8242
Horticulture In Romania Case Study: Flowers - A Luxury for Romanians	8250
Example of Watermark Encoding in Audio Signals Using the Wavelet Transform	8256
Seed And Oil Yield of Two Spring Camelina Varieties with Different Fertilization Scheme	8259
Valuation of Receivables in Decision-Making Process of a Debt Collection Company with Use of Decision Trees	8272
Automotive Industry Goes East and the Drivers of Relocation in a Highly Competitive Supply Chain: A Case Study of a Multinational Electronics Plant	8282
Expertise of the Economic Efficiency in Land Transport	8295
Analysis of the Efficiency of The Decentralized Ventilation with Recuperator	8300
Analysis of the Impact of a Photovoltaic Farm on The Occurrence of Electromagnetic Smog	8307
Impact of Power Supply Wheeled Vehicles of Public Transport on Pollution Emission	8311
Optimization of Transport Costs of Imported Products in A Trading Company	8318

Analysis of Spatial Variability of Air Pollutants in A Rural Area	8327
Balance of the Air Preparation Process in The Recuperation System	8333
Precising of Divisia Monetary Aggregates by Adding Differential Elasticity of Prices for Consumer Goods <i>Yevhenii ALIMPIIEV</i>	8339
European Quality Labels - a Visual Source of Consumer Information on Traditional Products. An Empirical Study from Poland on Labels Recognition and Information Seeking Behavior	8346
Links between the Gantt Chart and Network Methods (CPM and PERT)	8354
Most Popular Recent Topics in Strategic Management Based upon Citation Score	8363
The State-Legal Aspect of Ensuring the National Security of The State	8372
Can Polish Voivodeships Cities Use Mobile Apps?	8377
Data Sharing and Data Retention Using Microsoft Teams: A Case Study of a Large Polish Manufacturing Company	8390
Influence Of New Media on Public Opinion in The Formation of The Environmental Brand Image of The City (On the Example of Chelyabinsk, Russia)	8397
The Effect of CSR Disclosure on Financial Performance Companies Listed on The Indonesia Kompas-100 Index 2018-2020	8404
How To Teach Environmental Responsibility - A Pilot Study on Waste Management in Kindergarten Facilities	8411
Towards Firm Value Based on Capital Structure	8418
The Role of Design Management in Product Design Innovations	8431
The Impact of the COVID-19 Pandemic on The Shopping Tourism and Economy of a Border Region as Exemplified By The Poland-Belarus Borderland	8438
Financial Recommender Systems Incorporating Long-Tail Data	8446

Sustainable Growth Rate Analysis: Study on Companies from North-West of Romania Before and During the Pandemic	52
Tound-Cristina CKACION (TIMOFEI) and Claudia Diana SABAO-I OI A	
Comparison Of Network Attacks Before and During Covid-19 On Educational Institutions	58
Logistics In the Context of Industry 4.0	67
External And Internal Challenges to Industry 4.0 Implementation	74
The Development of Bicycle Mobility in Gdańsk and Its Importance in The Face of The Covid 19 Pandemic	81
marzena whithous	
Usage of ABC Costing in Production Company	88
Management Information Systems and Tourism Demand Modelling	95
Emotion Affects Negative Satisfaction at The Gas Station Shop and Implication for Future Research **Umbas KRISNANTO and Nurul Ardila SARI**	03
Fuzzy Approach to Time Series Forecasting of Natural Gas Consumption	10
Heuristic Grouping Algorithm for Detecting Association	23
Communication As a Factor Conditioning Effectiveness of Change Implementation on The Example of Sales Department of a Distribution Company	35
Facilitating Ecological Learning through ESP Material Development for Students in the Life and Natural Sciences	41
Alina Andreea DRAGOESCU URLICA, Iasmina IOSIM, Alma NICOLIN and Raul PASCALAU	
Digital Economy Multiplier	47
The problem of Local Government Indebtedness in Poland: A Critical Approach	52
An Overview on Software Testing and Auditing	62
The Relationships Between the Satisfaction with Financial Situation and The Objective Factors Influencing the Economic Security in Old Age – Gender Gap Perspective	69
Drive Sources Used in The Automotive Industry and Their Impact on Environmental Pollution	81

Del Norte Del Perú En Tiempos De Covid-19	8589
Maria E. Huanacuni Mucho, Lucero A. Fernandez Hurtado and Rafael O. FLORIAN-CASTRO	
Development of Globalization in Culture on The Example of Europe	8600
Short-term Investments in Dividend Paying Companies on the Warsaw Stock Exchange – Efficiency and Tax Shield Benefits for Individual Investors	8612
Trade Globalization Index Through the Prism of Quantitative Methods	8621
A Review of Corporate Governance Quality and Firm Value: Implications for Nigeria	8641
The Particular Reasons of the Impact of Covid-19 on Unemployment Level: The Case of European Union <i>Vusala GUBATOVA</i>	8648
About The Need for A Harmonised Labelling for Locally Produced Food: A Study of Local Food Labels in Selected EU Member States	8655
Impact of Quantitative Easing Policy on Labor Market: The Case of The United States and The Euro Area Between 2000 And 2019	8661
Creating Product Value for Contemporary Digital Consumers with the use of Modern Concept Sensory Marketing and social media	8671
Deposit Guarantee Scheme as An Important Pillar Within Financial Safety Net- A Current Approach	8679
Corruption As a Threat to Economic Security: History and Modernity	8686
Features of the Development in the Market of the Passenger Transport Services in the Russian Arctic Natalia A. SEROVA	8694
Development of an Industrial Corporation Strategy for The Human Resources Quality Reproduction in The Context of Digitalization	8700
Quality In Customer Service on The Example of Selected Public Transport Organizations	8711
Management And Evolution of African Swine Fever, In Romania, During 2017-2020	8716

Evaluation of the Possible Impact on Public Health of Microbiological Quality of Dried Herbs and Spices Used in Meat Industry	8725
Adriana MORAR, Viorel HERMAN, Alexandra BAN-CUCERZAN, Mirela IMRE, Doru MORAR, And Kálmán IMRE	0723
The Consumer-Driven Food Bio-Packaging Supply Chain – Wishful Thinking or The Future?	8734
Taxonomic Analysis of Internet and ICT Usage in A Static and Dynamic Perspective in Selected European Countries and US States with Special Focus on The Time of The Covid-19 Pandemic	8743
Selected Management Factors of Diversifying the MSMEs Development Potential in the EU and LATAM Economies.	8755
Wilson GRUESO ORJUELA and Marek DUDEK	
Competences of Project Team Managers before and during the COVID - 19 pandemic	8764
The Role of Electricity Prosumers in The Increase in The Production of Renewable Energy in Poland Agnieszka MAZUREK-CZARNECKA	8773
Effect of Covid-19 Pandemic on Health Systems	8782
The Significance of Virtual Social Networks for The Construction of Public Perception	8795
Concept of Medical Transport Between Units of the Medical University of Warsaw	8800
Safety of Rescue Actions by the State Fire Service Executed in Residential Buildings Involving the Risk of Explosives.	8812
Wojciech WROBLEWSKI, Rafal KONKA and Norbert TUSNIO	
Review IOT and Cloud Computing: Intelligent Approach to IOT Data Storage and Analysis	8823
Society, The Public, The Network - The Need for A New Theory	8831
Life Cycle Inventory (LCI) Process of The Rare Earth Elements (Rees) Based on Exploitation of Secondary Sources: New Kankberg Gold Mine, Sweden Case Study	8835
Specialization In Economic (Commercial) Judiciary as A Response to Business Needs	8846
Trust Management in Times of Uncertainty and Risk	8853
Financial Situation of Local Government Units During The COVID-19 Pandemic in Poland	8861

The Importance of Human Capital Efficiency on the Equity Funds Performance during the Covid-19	
Pandemic in Indonesia	
Factors Influencing SME Performance: The Mediating and Moderating Role of Perceived Social Media Benefit and Organizational Culture	
Saeed Khalifan RASHEED GHANEM and Nor Aziati Abdul Hamid	
CSR and the Financial and Investment Results of Stock Companies from the Polish Stock Indexes	
mWIG40 and sWIG80Agnieszka JUDKOWIAK	
The Role of Innovation on Employees' Satisfaction among SMEs in Ado-Odo/Ota, Local Government Area, Ota, Ogun State	
Henry E. SAMUEL, Mosunmola ADEYEYE, Emmanuel O. EFE-IMAFIDON and Kayode OJO	
The Requirements for Suppliers in The Standard IATF 16949:2016 – A List of New Records and Their Impact on The Automotive Industry	
Karol DABROWSKI, Katarzyna SKRZYPEK and Sławomir KŁOS	
Inter-organizational Knowledge Sharing in the Context of Game Theory	
Identifying, Clarifying and Verifications of Goals and Styles of Management Management in Poland During The COVID-19 Pandemic from The Perspective of Methodological Analysis	
Self-Esteem of Adolescents with ASD From Families with Low Financial Status During The SARS-Cov-2 Pandemic	
Anna GAGAT-MATUŁA	
Theories of Business Cycle in Terms of Study of Control	
The Use of social media In the Processes of Image-Building, Promotion and Military Recruitment: Case Study of The Territorial Defence Forces in Poland	
CSR Reporting - Whether and How It Affects the Financial Results of Enterprises - Literature Review Agnieszka JUDKOWIAK and Agnieszka MOSKAL	
An Overview of Commercial Drone (UAV) Use: Examples, Concerns, Limitations, And Managerial Implications.	
Michal VARMUS and Pavol BOSKO	
Concept of Testing Process Maturity in Inter-Organizational Networks	
Competitiveness of The Slovak Food Industry	
Impact of the COVID-19 Pandemic on the Food Industry in the Slovak Republic	

Role of Social Capital in Shaping Partnerships Within Interorganizational Networks	9020
Social Enterprises in Poland and Ukraine - Difficulties and Perspectives	9030
Processes of Startup Clusters Formation – Analysis of Chosen Case Studies	9039
Machine Learning Predictive Model for Time Series Data and Time Series Forecasting Problem	9048
A Blockchain-AI Synergy for supporting Emerging Technologies	9062
Effectiveness of Management of Absolute Return Funds in Poland During The COVID-19 Pandemic	9067
Effect of Fund Size on The Performance of Polish Equity Funds	9073
ICT Technologies as Knowledge Management Factor in Sustainable e-health System Development – the Polish Example	9079
Algorithm-based Taxonomy of Data Breaches: Defining the Impacts of Digital theft and understanding its threat to United States Government Facilities	9088
Disrupting U.S. Critical infrastructures: When and why China or Russia confess?	9107
Economic Loss on Death of a Household Member - Insurance Valuation	9114
The Academic Nature of The City and Its Market Potential on The Example of Szczecin	9121
Accessibility Of the Urban Greenery System as A Component of The Quality-of-Life Assessment in Cities. Sara BRECZ-KUPIEC and Michał KUPIEC	9129
Corporate Governance and Stakeholders' Strategic Calculus as Organization's Competitive Advantage Rafal KOZLOWSKI	9134
Intelligent Viticulture Tendencies and Perspectives in The Drone Technology	9143
EU Environmental and Climate Policies as A Source of Development Challenges for The Enterprise Sector. Jakub GRABOWSKI	9152
Directions For the Development of An Innovative Management System in The Context of Digital Transformation.	9160
Irina G. ERSHOVA, Olga S. PRIKHODCHENKO, Irina N. RODIONOVA and Elena S. SIMONENKO	
Assessment of Innovation and Investment Activities in The Context of Digital Transformation	9166

System Structure Mapping Model with Measurable Values to be Analysed on The Example of Investigated Capacity of Selected Roads in The West Pomeranian Voivodeship, Poland	9172
Digital Governance and Corporate Raids: Factors of Interdependence, Ways of Counteraction	9178
Preventing Workplace Mistreatment in Nigeria: A Practical Framework	9185
	9191
Zahira Moreno Freites, Juan P. Escorcia-Caballero, Gertrudis Ziritt Trejo and Harold Silva-Guerra	
implications for Energy Education and I manetal Education	9200
Anna Gagat Matuła, FRĄCZEK Bożena and Katarzyna Plutecka	
Spain's Foreign Trade and Trade Policy in The Period 2014-2019	9206
Analysis of Financing Sources of OMV PETROM S.A	9214
Life Insurance - A Comparative Perspective Between Romania and Russia	9221
SMEs Management in The Tourism Sector	9229
Roxana SARBU, Cristina ALPOPI, Mihai DINU, Stefan Gabriel BURCEA and Ovidiu Andrei Cristian BUZOIANU	
Landmarks of Vocational Education and Training in The European Union	9236
Achieving The Proposed Targets in The European Union for The Sustainable Development Goal - Affordable and Clean Energy	9248
Carmen Valentina RĂDULESCU, Florina BRAN, Florin DOBRE, Dumitru Alexandru BODISLAV and Sorin Petrică ANGHELUȚĂ	
Blockchain Paradigms in Public Administration: Blockchain Case Study in Romanian Public Administration.	9261
Sorin BURLACU, Mihaela Diana OANCEA-NEGESCU, Svetlana Platagea GOMBOS, Gabriel Laurentiu FRANCU, Maria Alexandra SARBU and Raluca Iuliana GEORGESCU	
AI & Events Management	9268
Daniel MOISE, Maria Loredana POPESCU, Amelia DIACONU, Sorin BURLACU and Maria Alexandra SARBU	

Features of Cultural Significance of Animal Science	9273
Development of Instruments of The System of Financial and Credit Support of The Agroindustrial Complex in The Activities of Russian Agricultural Bank	9287
Assessment of the Level of Financial and Economic Security in Organizations of The Chemical Industry: Issues of Choosing Optimal Indicators. Evgenij IVANOV, Artur SEMENOV, Anatoly SEMENOV and Maria TOLSTOVA	9295
Virtual Attractiveness of Quality Management Tools, Techniques and Methods	9301
Impact of Loyalty Programs on Service Quality and Customer Satisfaction	9306
Generational Diversity as an Important Factor of Success in Implementing the Fourth Industrial Revolution. Beata HYSA and Anna MULARCZYK	9310
Ingratiators Quandary: Ranking the Dimensions of Ingratiation	9322
The Impact of The Manufacturing Companies' Size on Cyber and Information Security	9329
Effects of Work from Home in the COVID-19 Pandemic – Polish Employee's Perspective	9338
Modern Risk Management Methods in Agricultural Companies	9351
The Dynamics of Digital Transformations in Financial Organisations	9355
Ideation For Supportive Environment Using Conceptual Model for Knowledge Sharing Model	9359
Circular Economy as A Postulate of Non-Financial Reporting in The SME Sector	9363
Innovations In Information Security Management Smart City	9373
Transfer of Ownership on the Assets of a Company to the Partners in Case of Liquidation. Practical Aspects	9379
Financial Risks of The Company and The Internal Control System	9386

Present And Future of The Russian Financial Market System	9390
Downtown Or Suburbs – How the Location in The Urban Agglomeration Zones Affects the Price of Flats? <i>Izabela RĄCKA and Ivo KOSTOV</i>	9394
Analysis of the Content of The Auditor's Reports on A Sample of Public Interest Entities in Poland	9407
Green Computing Awareness, Knowledge, And Practices Among University Students in Saudi Arabia Luisa PINTO, Allwiya ALLUI and Shafiq ALAM	9419
Impacts Of Green Knowledge Sharing and Green Creativity on Social Innovation and Environmental Performance. Exploring The Moderating Role of Green Human Capital	9423
Priorities For Fighting Serious Transnational Crime - Between the EU's Financial Protection Mechanism and Good Practices in Shared Management	9424
Assessment of the Budget Balance and Public Expenditure in The European Union Countries Against the Background of The Macroeconomic Situation in The Face of The Coronavirus Crisis	9428
Economic Convergence in The Integration Process	9438
Industry 4.0 Implementation in Automotive Sector: Driving Forces, Barriers and Competencies. Pilot Empirical Study	9444
E-voting as a form of e-participation	9451
Attachment to the local brand. A study at the level of the South East Region in Romania	9456
"Organizational Culture in The Group of Small and Medium-Sized Enterprises in The Upper Silesia Region"	9461
Digitalization of the service sector in Russia: Specific Features and Prospects	9472
Verbal Behavior in Project Team Communication	9477
Remote Learning for Engineering and Management Staff - Opportunities and Threats in The Era of The Covid-19 Pandemic	9485
Joanna Lisok, Grzegorz Kopeć and Adam Kachel	
The Impact of Modern Mobile Technologies on The Level of Education in The Context of Industry 4.0 <i>Joanna Lisok</i>	9488

Logo in City Image Management	9491
Smart City and Sustainable City Development - Selected Aspects	9499
Visualization of the Health Care System with NLP And GIS As Modern Tools of Technological Development	9507
The Role of Dynamic Capabilities in The Context of Change: The Case of Health Units in The Region of Lisbon and Vale Do Tejo, Portugal	9523
Nurse Manager Competency Profile, From the Perspective of Vertical Integration	9534
Local Governments: Catalysts or Barriers to Sport Event Tourism Development in Romania?	9542
What Motivates Various Generations for Work? Dependency Between Different Motivation Approaches, Engagement and Loyalty in The Workplace	9549
Research Concept: Innovative Forms of Activity of Agricultural Business Enterprise in The Integrated Marketing Systems	9561
Influence of Online Health Resources on The Experience of Male Reproductive Health Challenges in Nigeria	9566
Influence of Socio-Demographic Factors and Knowledge of Family Planning on Fertility Preference Among Married Men in Nigeria	9580

Special Autonomy Fund and Privilege Fund Management in Indonesia: Literature Review Approach

Lak Lak Nazhat EL HASANAH
Department of Economics, Faculty of Business and Economics,
Universitas Islam Indonesia, Yogyakarta, Indonesia, <u>lak lak@uii.ac.id</u>

Dessy ISFIANADEWI*

Department of Management, Faculty of Business and Economics, Universitas Islam Indonesia, Yogyakarta, Indonesia, dessy.isfianadewi@uii.ac.id

Unggul PRIYADI

Department of Economics, Faculty of Business and Economics, Universitas Islam Indonesia, Yogyakarta, Indonesi, unggul.priyadi@uii.ac.id

* Corresponding Author

Abstract

This study aimed to determine the description and effectiveness of the Special Autonomy Fund and the Privileges Fund management. The Special Autonomy Fund and the Privileges Fund are part of the concept of asymmetric fiscal decentralization. This concept is applied to develop the region's economy with management following the proposal and agreed upon by the central government. Differences in the control of each area will have different impacts. Asymmetric fiscal decentralization was given to the regions of Aceh, Papua, and Yogyakarta. The method used in describing the management and effectiveness of the Special Autonomy and Special Autonomy funds in this study was carried out with a Literature Review approach. The management of the Special Autonomy Fund and the privileged fund has a different legal basis and purpose. It is hoped that through the proper allocation and management of the Special Autonomy Fund and the Privileges Fund, there will be changes in the welfare of the people in the region. However, in general, it can be described that the management of these funds in Aceh, Papua, and Yogyakarta is still not optimal. There has not been a significant reduction in poverty and economic disparities between regions.

Keywords: Special Autonomy Fund, Privileges Fund, Management, Effectiveness

Introduction

Regional autonomy has brought significant changes in every aspect of the administration of provincial government. The granting of authority to regulate and manage their household is expected to increase the efficiency and effectiveness of regional administration (Huda, 2014). This transfer of control from the center to the regions is often referred to as decentralization. The decentralization system in regional autonomy is an effort to increase the responsiveness and accountability of local governments (Makinara, 2020). So that the transfer of authority, power-sharing, and resource management to make and implement public policies can bring government services closer to the community, increase regional competitiveness, equitable distribution economy, and the convenience of the community in monitoring and controlling the implementation. There are two forms of decentralization applied in various countries: symmetrical and asymmetrical (Nasution, 2016). Asymmetric decentralization is the granting of authority to local governments with the same degree of autonomy both physically, ethnically, and culturally. In contrast, asymmetric decentralization is the granting of power to regional governments with different degrees of independence from other regions.

In Indonesia, asymmetric decentralization is applied to several regions with particular autonomous and unique areas (Jaweng, 2012). Distinct, independent regions were given to Aceh, Papua, and West Papua. Furthermore, the status of the Special Region was given to Yogyakarta because it was recorded in history with a royal system (sultan) as regional head. As for the particular area given to Jakarta as the area where the state capital is located. Finally, the status of the specific regions is provided to areas that are centers of economic development and strategic geographical locations (Makinara, 2020, Jaweng, 2012). The primary substance of the implementation of asymmetric decentralization from the granting of unique and special

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autonomy status is the authority on fiscal management (funding) for the welfare of the people. Fiscal decentralization grants authority from the central government to subordinate governments such as provinces, regions, districts, and cities (Hayatun & Asmara, 2017). The difference lies in the number of government transfers to areas based on the specific conditions in the fiscal aspect.

Aceh is one of the regions that has received special autonomy status. The provision of special autonomy funding is intended for infrastructure development as a form of improving public services, encouraging development acceleration, and empowering all Acehnese people. The legal basis for granting special autonomy funds to Aceh Province is Law Number 11 of 2006. As for Papua, the granting special autonomy funds was given in 2002, which was intended to catch up with the Papuan people regarding education and health with the legal basis of Law Number 21 of 2001. Unlike Aceh and Papua, Yogyakarta is an area where asymmetric decentralization is implemented by granting status as a particular region and additional privileges through Law Number 13 of 2012 concerning the Privileges of the Special Region of Yogyakarta. The allocation of privileged funds given to Yogyakarta is intended to improve local government institutions, culture, defense, and spatial planning. Privilege fund management is regulated in the DIY Governor Regulation Number 85 of 2019 with the authority to assign privileges in the institutional, cultural, land, and spatial planning fields to the Regent/Mayor (State Financial Accountability Agency, 2020b)

The management of special autonomy funds and privileged funds varies between regions implementing asymmetric decentralization. Research on special autonomy and privileged funds has developed from year to year, starting from the management, effectiveness, and efficiency. Each study takes a different theme and location. Privilege funds are given in three provinces, namely Jakarta, Yogyakarta, Aceh, and the Special Autonomy Fund for Papua. Various studies have also been carried out to see the different things that we're providing these privileged funds can cause (Hasan et al., 2020; Abrar, Juanda, Firdaus, & Hakim, 2020; Ali, 2019). Regarding the management of funds in Aceh Province, while for (Resosudarmo, Mollet, Raya, & Kaiwai, 2014; Agustinus, 2015; Prabowo, 2020a; Halkis, 2020; Pamungkas, 2015; PA Prabowo, Supriyono, Noor, & Muluk, 2021) researching the Papua Province special autonomy fund and (Iqbal et al., 2020; Sakir & Sarofah, 2020; Efendi, Sanahdi, & Putra, 2017; Harsono & Yuanjaya, 2020; Mashdurohatun et al., 2021; Badrudin & Pronosokodewo, 2019) researching the management of privileged funds in Yogyakarta.

Based on the description above, this research was conducted to describe the management of asymmetric decentralization funds given to several regions in Indonesia (Aceh, Papua, and Special Region of Yogyakarta) and their effectiveness in improving people's welfare. Thus, this research is expected to provide an overview and additional knowledge related to the management of special autonomy funds and privilege funds from 2010 - 2020 and can be used as literature studies and references in determining different research topics.

Research Methodology

This research was conducted by mapping and analyzing the results of scientific works related to special autonomy funds and previous privilege funds. The method used is a literature review approach. This literature review study was conducted to broaden the knowledge scale in this area and contribute to future research. Data was collected from the Google Scholar database using Publish or Perish (PoP) software. The first search entered the keyword special autonomy funds with ten years 2010-2021 with ten articles obtained from Google Scholar and PubMed. The search using the keyword privilege funds got 971 papers out of a maximum total of 1000 articles, followed by a review of the titles and abstracts and sorting the titles so that there were 66 articles. Then the kinds of literature were selected by purposive random sampling with the criteria of proximity to keywords, namely special autonomy funds and privilege funds, then examined from various sources so that they became a new discussion.

Results and Discussion

The asymmetric decentralization was given to Aceh, Papua, and Yogyakarta. It is based on historical factors, heterogeneity, culture, and the prevention of national disintegration conflicts. The granting of authority supported by the allocation of fiscal transfers from the Special Autonomy Fund is used to finance poverty alleviation and education programs. As for Yogyakarta, there are several objectives of the Privilege Fund management, namely institutional, cultural, land, and spatial planning.

Aceh

The legal basis that underlies the granting of Special Autonomy for Aceh is Law Number 11 of 2006 with the aim of financing development, mainly infrastructure development and maintenance, people's economic empowerment, poverty alleviation, and funding for education, social and health. Article 183 paragraph (2) states that the Special Autonomy Fund is valid for a period of 20 years, with details of (1) the first year up to the fifteenth year the amount is equivalent to 2% of the national General Allocation Fund (DAU) ceiling and (2) the sixteenth year. Up to the twentieth year, the amount is equivalent to 1% of the national DAU ceiling (State Financial Accountability Agency, 2020b)

The management of the Aceh Special Autonomy Fund goes through several stages, namely planning and budgeting, budget execution, and monitoring and evaluation. The planning stage includes formulating a program reviewed and agreed upon in the musrenbang, with the extraordinary autonomy fund ceiling carried out and calculated by the finance ministry. The next stage is the implementation of the budget with the allocation of funds to districts and cities in stages with accountability regulated by law. The final stage is the monitoring and evaluating of the entire process from planning to implementation (allocation of special autonomy funds for Aceh) (State Financial Accountability Agency, 2020b). The Aceh Special Autonomy Fund management is not optimal, so research was conducted to obtain an optimal management model. It was due to special autonomy funds given to Aceh Province from year to year (Ali, 2019). Their experienced an increase but were not followed by the rise in the local economy. So that the recommended management model in the research was an effort to regulate the allocation of funds, active, proactive communication, socialization related to the Oil and Gas Law, preparation of guidelines for the implementation of Special Autonomy, and facilitating the distribution of provincial authority to district/city governments. This study is in line with Hasan et al. (2020), suggesting that the management of special autonomy funds is considered not optimal in alleviating poverty and improving education in Aceh Province. The regulations for the management of Aceh's special autonomy funds have not been standardized, so they cannot be used as a complete guideline. Then there is no good coordination between parties, so the authority to manage special autonomy funds is unclear. The next factor is the inaccuracy of targets in managing special autonomy funds in development and community empowerment.

According to several empirical studies, the effectiveness of special autonomy funds (Gayatri, 2018) aims to see the point of the Aceh Special Autonomy Fund on village institutions in Aceh Province with the result that there are some changes in gampong institutions. The changes include the terms of mention in the institutional hierarchy and their duties and obligations. The Aceh Special Autonomy Fund is effective in village institutions with changes in the names and assignments. The Aceh Special Autonomy Fund in 2019 contributed to reducing poverty from 819 people to 810 people for March – September 2019 (Deni, Khalida, & Purwaningsih; Titin, 2019).

Different results in the research conducted (Abrar et al., 2020) in the study of The Impact of Special Autonomy Funds on Poverty of Human Development and Unemployment in Aceh, the Aceh Special Autonomy Fund still has not had a significant effect on reducing poverty, unemployment and increasing HDI, research this is supported by (Yuliandri, Kabullah, Fahmi, Amsari, & Fajri, 2021; Hasta Budiratna & Riatu M. Qibthiyyah, 2020; Isnadi & Fikriah, 2019)

Papua

The legal basis for granting asymmetric authority to the Papua Province is Law Number 21 of 2021, with special revenues equivalent to 2 percent of the General Allocation Fund ceiling following article 34 paragraph (3) letter c number 2. (State Financial Accountability Agency, 2020c). Meanwhile, the receipt of the Papua Special Autonomy Fund is regulated in the Papua Province Special Regional Regulation (Perdasus) Number 13 of 2016.

The management of the Papua Special Autonomy Fund is intended to achieve justice, uphold the rule of law, respect human rights, accelerate the economy, improve the welfare and progress of the Papuan people in the context of equality, and balance with the progress of other provinces. However, in the management process, according to Arie, Ilmar, Maskun, & Bakti (2017), there is no extraordinary institution, so that planning, preparation, determination, implementation, and supervision of the budget are not optimal. Article (8) states that the revenue from the Special Autonomy Fund after deducting the financing for the Cross Regency/City Strategic Program is divided by the proportion of 20% for the Papua Province and 80% for the districts/cities throughout the Papua Province. The proportionality of the budget is not evenly distributed between regions, mainly for West Papua, so that the performance and accountability of the Papua Special Autonomy Fund management are considered poor (Agustinus, 2013).

The effectiveness of the Special Autonomy Fund for the Province of Papua in the fields of education and health is quite significant to the human development index through the provision of scholarships, learning programs, and school aids, and health socialization is some of the programs to improve it. Meanwhile, the allocation of the Special Autonomy Fund in the infrastructure and community empowerment sectors has no significant effect on the human development index. Indirectly through the HDI, the variables of special autonomy funds in education, health, infrastructure, and community economic empowerment have no significant effect on regional economic inequality (Tamberan et al., 2020). (Hasta Budiratna & Riatu M. Qibthiyyah, 2020) in their research entitled Evaluation of the Transfer of Special Autonomy Funds in Aceh, Papua, and West Papua, it also mentions that the Special Autonomy Fund does not strongly correlate with reducing poverty and increasing school enrollment rates. In contrast to the research above, research conducted by (Anwar, Abdullah, & Hadi, 2018; Resosudarmo et al., 2014) shows that the Special Autonomy Fund has a positive and significant impact on Papua's economic development both from the micro (income, health) and macro aspects. (Poverty, GDP, industrial development) but there is still a gap between rural and urban communities in Papua. This gap occurs because of the lack of education, health, and infrastructure facilities in rural areas. In addition, the allocation of the Special Autonomy Fund is concentrated in urban areas and administrative interests, and another factor is the high birth rate in rural areas. In general, the effectiveness of the Papua Special Autonomy Fund has not been optimal

Yogyakarta

The Special Region of Yogyakarta was formed by Law Number 3 of 1950 then changed in 1955 (Law Number 9 of 1955). The autonomous region and the special region have not been regulated completely and clearly in the law. The position of the province of the Special Region of Yogyakarta is clarified in Law Number 2012. The management of privileged funds is further regulated by the Governor of DIY Regulation Number 85 of 2019 (Financial Accountability Agency). Country, 2020a; Prehantoro, 2020)

According to the Regulation of the Governor of DIY Number 85 of 2019, fund management is intended for claims for privileges in the fields of institutions, culture, land, and spatial planning. Research conducted by Annafie & Nurmand (2016) shows that the regulatory pillars in this study are measured by indicators of the existence of rules or regulations related to cultural values, sanctions, and monitoring. Regulation as a supporting factor for implementing cultural values can encourage institutions and community groups to apply cultural values in daily life. The normative pillars in this study are measured by evaluation and obligations and responsibilities. The Special Autonomy Institution for Culture has been carried out by issuing a regional regulation on cultural preservation in DIY. According to research by Annafie & Nurmand (2016), management in terms of land shows that there are two land managements in Yogyakarta, namely Keprabon and Non-Keprabon, with land use regulated in the Special Law article 34 paragraph (4).

The Privilege Fund in Yogyakarta can reduce capital expenditures, increase economic growth and improve people's welfare. It will undoubtedly be achieved if it is accompanied by good fund management. The management of special funds is a significant mandate and must be carried out in a transparent, fair, and continuously evaluated manner (Badrudin & Pronosokodewo, 2019). As for the cultural sector, privilege funds also positively affect cultural development (Sulistiono & Efendi, 2018).

In contrast to the research conducted (Efendi et al., 2017, Harsono & Yuanjaya, 2020), which showed that the implementation of particular regions during the first three years faced a condition that we call 'big budget but the low impact or this leverage effect has not yet succeeded in appearing in implementation. These results are reinforced by research (Sakir & Sarofah, 2020) on the Accountability Model for Utilization of Privilege Funds Special Region of Yogyakarta 2013-2017. The poverty rate in DIY until March 2017 was around 488.53 thousand people or approximately 13.02%, and the Gini Ratio in DIY was 0.425%. It is not worth the number of special funds that increase every year. Evaluation of the success of the allocation of the Privileges Fund in Yogyakarta should be more substantial by looking at the regulatory challenges, reinterpreting privileges affairs, and active participation in the planning process.

The results of the literature review in this study can be seen as follows:

Table 1: Results of the Literature Review

Criteria	Aceh	Papua	Yogyakarta
Legal Foundation	Law Number 11 of 2006	Law Number 21 of 2001	Law No. 13 the Year 2012
Management	infrastructure maintenance, people's economic empowerment, poverty alleviation, as well as funding for education, social and health	realizing justice, upholding the rule of law, respecting human rights, accelerating the economy, improving the welfare and progress of the Papuan people	Improvement of government institutions, culture, land, and spatial planning
Effectivity	The effectiveness of the use of the Special Autonomy Fund in Aceh has not been optimal, especially in reducing poverty	The effectiveness of the use of the Special Autonomy Fund in Papua has not been optimal because there are still gaps in education and health in rural and urban areas	The effectiveness of the use of the Yogyakarta Privileges Fund in several fields is still not optimal, especially in institutions and poverty alleviation

Conclusion

Based on the description above, an overview of the management of the Special Autonomy Fund and the Privileges Fund can be seen, which differs between regions that have asymmetric authority, namely Aceh, Papua, and Yogyakarta. However, it is still not optimal for the effectiveness of using the Special Autonomy Fund and the Privileges Fund. It is proved that even though the pre-absorption and realization of the program have been well absorbed in the field, the results are not necessarily appropriate. The recommendation for further research is to see the efficiency of using the Special Autonomy Fund and the Privileges Fund.

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