The Expansion of a Company’s Activity and the Interests of Local Government Units and Financial Institutions

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Abstract
The development of business operations requires coordination of many activities undertaken by entities from various sectors of the economy. Among them, financial institutions and local governments play a significant role. The implementation of development plans of enterprises requires coordination of cooperation with them. During this process, the interests of all parties are reconciled so that the implementation of the plans becomes possible and beneficial. The aim of the study is to identify potential barriers and to set out possible levels of cooperation between companies that declare their intention to expand and their financial institutions and local government authorities, competent for the aims of development plans. The study contains observations and considerations of the authors, supported by a literature query in the field of the undertaken topic.

Keywords: entrepreneurship development, financial services, local development, cooperation

JEL: D81, G21, H72, M21, O23, R53

Introduction

Economic entities will start their activity and develop it in a given area and at a given time provided that they find suitable conditions (i.e., favorable). The entities that can create or determine these conditions are numerous, starting from the state that creates the legal framework for their functioning, to entities located in their neighborhood, contractors, competitors, recipients of goods produced by them, or services provided. It is impossible to analyze the impact of all these entities and their instruments in this study. Attention will be focused on local government authorities defining the framework for the operation of business entities in a given area and financial institutions that offer services supporting the development intentions of enterprises.

Therefore, the development of enterprise development plans should precede planning taking into account both real possibilities of obtaining support from financial institutions as well as determinants conditioned by the location and selected elements of the broadly understood environment. The task of planning is to reconcile the interests of as many parties as possible so that the implementation of the plans becomes possible and valuable for them. However, it is important in the course of concluding compromises between noble concepts and realities not to let the overriding goal out of sight — the development of the company.

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1 Development of entrepreneurship in the context of local development

Development should be associated with desirable, positive quantitative, qualitative and structural transformations of a given system. It is a process of directional changes of something or someone (from simple forms and states to more complex forms) with a long-lasting character (Ziółkowski and Goleń 2006, 55), positive and rather irreversible. Local development is a harmonized and systematic operation of the local community, local authorities and other entities operating in the community, aimed at creating new and improving the existing utility values of the community, creating favorable conditions for the local economy and ensuring spatial and ecological order (Brol 1998, 11). It is a set of actions for the mobilization of all actors around agreed sets of projects, resulting from a jointly declared vision of the future of a given local unit (Biniecki and Szczupak 2001, 61). It is a process of positive quantitative and qualitative changes taking place in a given system—what is important—taking into account its own needs, preferences and hierarchy of values. These changes relate to the functioning of business entities and the standard of living of residents. They aim in the most desirable direction, socially and economically acceptable, and comply with the requirements of rational space management, protection of the natural environment and cultural heritage. These changes take place in a controlled, conscious and purposeful manner, using both endogenous and exogenous factors.

Local development means creating jobs and shaping the best possible living conditions in the local environment or improving the organization, structure and functioning of the local territorial social system, mainly through the use of local development resources (Parysek 2001, 46). These resources constitute the broadly understood endogenous material and intangible resources that the unit possesses, both already launched and which may be the basis for the initiated development processes (Kudłacz and Markowski 2017, 27). However, some of them will never be launched. This results from the non-profitability of their commissioning, lack of funds for their development, or lack of skills to use them (Kudłacz 2016, 343–344).

Local development resources constitute territorial capital, which determines the attractiveness and competitiveness of a given area. A significant part of the assets constituting it is of a universal nature, but the spatial diversification of the conditions of the level of development, and in particular the function of the area, means that some of them have a different character (Brańka and Kudłacz 2017, 70). Their power of influence varies with the passage of time. Some lose their importance while others gain. There may also be new ones that make the development processes more dynamic (Mierzejewska 2017, 58). An important role among these assets is played by new businesses emerging today from the fusion of various fields of art and groundbreaking technological innovations. These businesses generate both new specializations of given area and new business models. Which of them will be a local development vehicle is an expression of the will and willingness of their leaders to participate in both discovering and creating the future of a given territory (Klasik and Kuźnik 2017, 9–10).

Local development is carried out on three basic levels (economic, social and natural environment) and many sub-planes (e.g., spatial, infrastructural or labor market) (Wołowiec and Reśko 2012, 63). On the spatial level, the development of a given area is not and cannot be fully controlled independently by local government authorities. Determining the real spatial development process is in fact of a network character. Its deeper analysis must take into account not only the intentions of the authorities, but also investors and independent neighbourly organizations or those defending special values (environment, cultural heritage) (Izdebski, Nielicki, and Zachariasz 2007, 9).

1. More in (Parysek and Mierzejewska 2009).
Awareness of the existence of the indicated levels provokes a strong rivalry between LGU in all fields, using the possible means and instruments. This unfortunately does not bring the expected results. Competition is good and works in the private sector. In the public sector, more is gained by cooperating. This cooperation should also take place in relation to private sector entities.

The idea of public and private sector partnership is based on the assumption that if a region or a city with its resource potential and a network of facilities is needed by the private sector, it is worth inviting representatives of this sector to think about the future and functioning of a common development concept, bearing in mind the needs and expectations of local communities (Kuźnik 2002, 24). An important aspect of self-regulation of development management is also the creation of mechanisms for the participation of the local community in creating a dialogue between the public authority and the business sector at the stage of identifying resources and setting development goals (Brańka and Kudłacz 2017, 75).

The mission of local self-government, implemented by self-government authorities, is to meet collective needs, and this cannot be done using instruments that limit these possibilities, but those that are used to make LGU more attractive to investors (e.g., through a system of tax privileges granted). The aim of local government authorities should also be to shape comfortable, friendly, happy and safe areas (cities), which should be reflected in the planning system and translate into the provisions of planning documents related to spatial development (Solarek 2017, 20–21).

In order to achieve the expected effects in today’s realities—i.e., to notice in municipalities the symptoms of local development, the approach of local authorities to it and to the factors that cause it should change. Local government authorities should bring back the subjectification of the local government unit, that is, to the state in which they choose entrepreneurs, and not the other way round (fig. 1). Therefore, the place of competition should be replaced by cooperation. This applies in particular to neighboring municipalities that are part of the county, being part of urban agglomerations, urban functional or metropolitan areas. The effects of cooperation, enhanced by the benefits of scale, are greater than those resulting from LGU competing with each other.

The directions of local development should determine the possibilities, strengths, local conditions and benefits resulting from cooperation, and within it even the specialization of LGU within a larger area. Therefore, selection of business entities should take place at the local government level, with which the development of a given municipality should be related (it should not be a vehicle of development). Appropriate instruments, including a system of various types of incentives, should be used accordingly. Importantly, they should result from the provisions of the local government strategy, which should be verified and updated from time to time. In the era of omnipresent and fast-moving changes, the local government strategy should follow them. What was good for municipalities in the early 1990s is not and does not have to be so today. Today, we perceive local

Fig. 1. Reorientation of the approach to the perception of local government
development through the prism of a different level of meeting the needs of municipalities and other ways of reaching this state. In the situation of basic needs met at a certain level, the quality of life in a given area is considered through the prism of satisfying the needs of a higher order, in the context of environmental protection. Therefore, it is in the interest of local authorities, and above all local development and the quality of life of the inhabitants, not to “attract” anyone but the specific entrepreneur. One that will not destroy the value of a given LGU and will use and display it properly. Self-government authorities in municipalities with special landscape or environmental values should therefore be interested in attracting entrepreneurs who will not destroy these assets and will run an economic activity that will allow them to use these assets. The development of entrepreneurship at the local level cannot take place at the expense of the assets of a given LGU. These should be preserved for the next generations.

Sustainable development does not mean that large enterprises function in every municipality. Sustainable development is the development of a given area in line with its potential and determinants. Therefore, it is extremely important to diagnose them correctly as well as to properly define ways to achieve the intended goal. One should not make the same decisions in different municipalities, even if there are identical symptoms of what is happening in a given area. These symptoms cannot be read equally. And so the cure for high unemployment in a given area will not always be the decision to obtain an investor who will build a large factory and create many jobs. High unemployment should definitely be read by local authorities as a necessity to try to obtain an investor, to support small entrepreneurs who will create jobs. Their economic activity should be in line with local conditions. The specialization mentioned above will, in turn, influence the fact that, in the scale of (e.g., the county)—with the appropriate communication network—jobs will be created in some municipalities, and the resting sphere will take place in others. This situation will certainly trigger discussion on the finances of individual municipalities in the county, and this should in practice trigger a discussion about the optimal LGU network in a given country. It seems that in the near future the discussion on establishing the minimum potential of LGU (income, expenditure, loans?) will be unavoidable, which would justify the merger of local government units, the liquidation of some (and maybe all) counties.

Local governments, and in principle municipal authorities, because their decisions have the greatest and direct impact on the development plans of enterprises, can stimulate the development of entrepreneurship in a given area using a system of various instruments, both economic and non-economic (fig. 2). The purpose of the instruments indicated and the mechanisms embedded in them is to encourage business entities to invest funds in a given municipality or to expand the existing ones. Special delineated equipped areas should be treated as incentives offered in the spatial development plans, for conducting business activity (industrial zones), registry facilities and limited to the necessary minimum procedures associated with setting up an enterprise. And the problem appears here.

For most areas of Poland, spatial development plans have not been adopted as they are optional (Nowak 2017, 80). The data presented in table 1 shows that although over the last eight years, the total area of the country covered by spatial development plans increased by almost 5%, at the end of 2017, only 30.5% of the country’s area was covered by these plans. Only in three voivodships (Śląskie, Małopolskie, and Dolnośląskie) such plans were developed for just over 60% of the area. The situation is the worst in this context in the following voivodships: Kujawsko-Pomorskie, Podkarpackie, and Lubuskie (less than 10% of the voivodship’s area covered by the plans).

The local spatial development plan is the only effective instrument in the applicable legal order to implement the spatial order (Brzeziński 2015, 179). The lack of spatial development plans results in accidental spatial development of various areas and fragmentation of public space (Karwińska 2008, 231–232). It negatively affects the investment possibilities and the very traction of a given municipality for potential investors, and also for land trade, which is connected with the unclear tax status of such lands (Jakimowicz 2012, 71). It may also be very difficult to determine the correct tax rate on goods and services when selling the given lands. The existence of the plan unfortunately does not mean success for the development of space.

A shortcoming of existing plans is that they are often prepared in accordance with the requirements of a specific investor and for small areas, which means that they do not take into account the assumptions of other planning documents. The uncertainty of future investment activities on neighboring plots intensifies planning chaos in a given area, and this often becomes a source of social conflicts (Hajduk and Baran 2013, 124). In addition, these plans often lack references to areas where the actual state is contrary to applicable regulations, and this leads to more or less conscious and sometimes even deliberate acceptance of various legal and spatial pathologies, implying further pathologies and spatial chaos (Jać and Jać 2012).
The issue of other instruments supporting entrepreneurship, which are the responsibility of local government authorities, looks much better. Most of them may be non-statutory tax exemptions related to the possibility of granting de minimis aid, lower than the statutory rates of local taxes and fees, as well as attractive—considering the market trends—prices offered for sale on the municipal property market, rents or other type of fees related to the use of this part of local government property. In addition, these may also be some of the expenses from the municipal budget, incurred to finance selected types of expenses of business entities.

From the point of view of the broadly understood finances of the municipality, the use of the instruments is unfavorable. It limits the possibility of spending the LGU funds for other purposes, as it reduces local government revenues. Are these challenges worth taking? Are the instruments used effective and efficient?

Local government practice and experience of recent years indicate that economic entities choosing a location pay attention to the already existing facilities and preferences they can expect. However, this does not mean that the distribution of business entities on the map of Poland or other countries is even. Although in our country it would be difficult to find a municipality that does not use incentives for entrepreneurs, not all of them become a place of business activity, not so much of small but large business entities, especially with the foreign capital. However, such actions are worth undertaking, guided by—as mentioned—by the specific features of the municipality, its environmental or social values, buildings or existing attractions (e.g., tourist attractions). However, the applied instruments to stimulate entrepreneurship do not have to be effective. Taking into account the fact that almost all municipalities apply them, often undertaking rivalry in this extent, not all will benefit from it. Business entities are not located everywhere. There is also no certainty that these entities will not move to other municipalities at the end of the period of using the privileges and preferences granted to them. In the long run, the effectiveness of any actions taken by local authorities to attract entrepreneurs offering permanent jobs may also be questionable.

Entrepreneurs have become more selective, especially those who are connected with foreign capital, who are looking for locations for entities employing a large number of people. The president of Bolesławiec has emphasized this, among other things, in a press interview, indicating that the head of the American company Guardian SRG, who came to Bolesławiec, as one of many places, with the task of choosing the location for investment in Europe, stated that for this investor it was especially important whether people want to live in a place, where his company will invest. He stated that: “Everyone has plots, often prepared, equipped. We are interested in something more. We are interested if our future employees will want to live here, if they have places to spend their free time, whether there are stores, a cinema, a swimming pool, what kind of schools are here.”

As pointed out that there should be a reorientation of self-government authorities aimed at empowering local government units in the process of acquiring entrepreneurs, so the reorientation has already occurred among entrepreneurs, who want to invest large financial resources in a given area. They are not looking for areas equipped only with appropriate technical and social infrastructure elements. Business entities looking for the most suitable locations, assess the attractiveness of the place, relying on independent assessment of the activity of the local environment, opinions of other entities, assessment of the image, availability of location factors. The activity of local authorities (in particular marketing and pro-investment activities) is important for them (Przygodzki 2013), as well as more and more often, not only the benefits for the company, but its potential employees (fig. 3).

For potential entrepreneurs, the widely understood environment is important, and in principle its values and the attractiveness of the place of residence for employees. Not all municipalities, and even counties are ready to meet such requirements and it often turns out that they do not have prepared areas that take into account such a view on the issues being described. It often happens that in the face of limited financial possibilities and a growing number of tasks, municipalities cannot afford to incur additional expenditures for social infrastructure, improving the living conditions of the residents or improving the media image of the municipality in addition to creating the tech-
The Expansion of a Company’s Activity and the Interests of…

These very important directions of local government expenditures are often viciously criticized in the face of other, often more important, immediate needs. This phenomenon applies in particular to those self-government units whose income potential is small, and therefore the investments capabilities are limited.

In the absence of funds in municipal budgets for such defined expenditures, the possibilities offered by financial instruments offered by the financial institutions sector should be considered as alternative sources of their financing. For several years now, various ideas have been disseminated among their employees, which are brought down to the praise of the so-called sustainable development—Corporate Social Responsibility (CSR). Its concept requires the implementation of the principles of the AA 1000 Standard, among which there are, among others, the following principles: responsibility, participation, quality assurance, comprehensiveness or continuous improvement (Standardy AA… 2011). Applying the presented principles to the rules of shaping relations in the system: bank (financial institution)—enterprise (client)—LGU (usually the municipality or county), which will be mentioned, makes the employees of the first category responsible not only for the issues of financial efficiency services provided, but are also forced to take into account the social consequences of their decisions. Setting the requirements understood in such a way makes it possible to break with the frequent charge made against employees by the financial sphere—a kind of alienation and lack of social sensitivity. Making a decision on financial support of specific enterprises involves employees of socially responsible financial institutions in striving to improve the standard of living of employees associated with supported projects, and with a correspondingly greater scale of projects, citizens of municipalities or counties.

Signs of the expansion of business activity of enterprises in a given area are: new jobs (sometimes new types of economic, social, administrative, service, etc.), reduction of budget outlays for social assistance, enlarging the tax base, effects of the so-called multiplier effect, (i.e., attracting further investments or subsidies) (Korenik 2003, 15). These are also new values, products, goods and services satisfying both internal and external demand. However, they will not appear in a given area without the support of financial institutions.

2 Supporting the development of entrepreneurship by banks in the context of changing the model of cooperation between banks and enterprises

The last two decades in banking have been marked by changes caused by the popularization of information innovations. The most spectacular effects resulted in the so-called mass banking, or as some define it—retail banking. However, it is rarely pointed out that similar consequences affect corporate banking services.\(^5\) Increasing the availability of billing services, locating free funds, bor-

rowing and servicing loans, supported by a wide use of information about activity of entrepreneurs (obtained from all available sources, including those that are due to the Polish Bank Association) leads to a change of a model of relations bank-enterprise, so far maintained in a very rigid framework of traditions. These changes are brought down to two basic areas: the first one — direct relations between contractors and the second one — the possibilities of expanding the perception and assessment of the company’s operations by the bank with the previously inaccessible information concerning the relation of the enterprise with its surroundings, both immediate — that is the local community and distant — that is all stakeholders, also from outside the country. The second perspective opens the possibility of transforming the model of the enterprise-bank relationship into a


Fig. 4. Transforming the enterprise-bank relationship model into the enterprise-bank-LGU relationship system

model of the system: enterprise, bank, local government units, as presented in figure 4.

In the first aspect, changes in the model have led to more flexible contacts, which are more and more often the size of direct communication between the interested parties (bank employees — an appropriate company manager). Such directness of the relationship plus the availability of information about the enterprise increasingly engages employees in the process of systematic provision of consultancy services. Such a change was noticed primarily in small banks (e.g., cooperative or SME-oriented banks). It is not difficult to provide such services in a situation where the bank employees have comprehensive information on the company’s financial situation on an ongoing basis and are able to capture and estimate needs or warn of impending financial problems. In cooperative banks, such services are treated as added value, raising the level of customer satisfaction with the quality of services provided to them. However, it is also worth professionalizing this sphere of SME services, because in this way business entities can gain a reliable and serious partner who can support their activity of needed, protecting them during periods of temporary liquidity fluctuations or provide expert advice in the field of assessment of development plans.

In the second aspect, changing the model of the bank-enterprise relationship, making the relationship more flexible creates even better business opportunities for bank employees and business managers. Entrepreneurs do not have, under conditions of deepening information asymmetry, such extensive possibilities of data acquisition as bank employees. What is more, the necessity of a broad assessment of the enterprises’ activity is imposed by the financial supervisory authorities, and the employees often treat this only as an additional cumbersome obligation. Meanwhile, it is a chance for a more accurate risk assessment and provision of more personalized advisory services.

It should be remembered that SMEs, although the declarations of help flow to them from many sides, in fact in the conditions of everyday management are primarily based on their own strengths. The possibility of obtaining consulting support from the employees of socially responsible banks would greatly strengthen their bargaining position on the market, providing stability and financial predictability. Unfortunately, the development of such perceived relations between a bank and an enterprise still encounters an obstacle (though decreasing) of distrust of entrepreneurs towards the intentions of financial institutions’ employees serving them (Śmiłowski 2011). In addition, such an extension of the scope of information obtained by the bank employees opens the described model of relations on the activity of LGUs, and this fact forces the re-engineering of the model into a relationship system. The exchange of information between three types of entities makes other business and operational opportunities appear. It should be remembered that the participation of banks in the indicated layout is supported by the databases available to employees. The participation of LGU in the modernized system also means the introduction of information available to the public sector, which, used by banks and enterprises, can significantly contribute to supporting development plans of enterprises, while taking into account the principles and requirements of sustainable development from the point of view of all three groups of entities.

Bringing down the above-described tendencies of changes in the enterprises-bank-LGU relation to the specifics allows us to formulate premises and signs of these transformations:

- Both entrepreneurs, employees of financial institutions and employees of local government units have more than ever awareness of the requirements for them, respectively, by local communities and supervisory authorities; they are also more and more aware of the necessity of cooperation in order to develop optimal financial solutions for all parties.
- Banks, as entities providing financial support, both to large and small enterprises, are no longer indifferent to what kind of activity is dealt with by specific entrepreneurs — this is the effect of the popularity of the CSR concept, banks have to take care of the media image, hence it becomes understandable to make the information requirements more strict by the supervisory authorities and forces employees of financial institutions to cooperate with municipality employees in deepening the analysis of the environmental and social effects of projects funded through banking institutions.
- Loans as a form of financial support have a competitor in the form of services offered by guarantee funds, often established and created indirectly by entities associated with banks cooperating with local community authorities.
- Banks, although universal, laboriously configured loan portfolios with a specific structure, this situation means that now they “choose” credit clients more carefully and meticulously, often guided by indications coming from local governments, which may help in the assessment of credibility and risk of investment actions undertaken by the clients of banks (Szewczuk 2005, 62).
- For bank employees, the issue of the size of the enterprise is now becoming less important, because the service costs and benefits derived from it depend on the adopted model of cooperation with the enterprise, and not only on its size — comprehensive service of a small entrepreneur may be more beneficial for the bank than granting a single, though great loan.
- In the conditions of the universal use of electronic banking services, the billing services and running a current account are at the forefront in service of entrepreneurs, thanks to which a lot of reliable, dependable and up-to-date information about the entrepreneur is obtained.
- Information obtained in the course of the company’s service, are used by bank employees to build services individually adapted to the needs of particular entrepreneurs of the financial support of their companies, using the entire range of available options.

A good illustration of the considerations regarding the change of the bank-enterprise relationship model is the information contained in table 2. Banks currently offer four models of business services. The basic model is the simplest, and the corporate model — the most advanced. According to the observations of Deloitte consultants, the most numerous group are currently clients in the SME segment served remotely. However, the share of the second and third group — i.e., so-called hybrid and corporate clients, is growing, which proves the increasing awareness of benefits that can be derived from the expanding cooperation with the bank.
Unfortunately, the observations and service models created by Deloitte consultants do not take into account the third element of the system—representatives of local authorities. However, one can imagine what possibilities the extension of the presented models gives to the relationships that can be established between banks and local government units, because both categories of entities represent the professional sphere. In particular, banks have adequate operational potential to efficiently establish information cooperation with local authorities. It may additionally make entities more legitimate to local government units, because banks can play the role of a trusted institution, the so-called “third” hand. According to the authors of this study, it is precisely such a creative relationship that allows fuller use of the opportunities offered by information innovations, implemented both in banking and in the field of public administration (or rather in the local government). Importantly, the presented cooperation system may also result in the improvement of the development prospects of enterprises, which determines both socially responsible financial institutions and local governments thinking about the development of the local government unit and improving the quality of life of the inhabitants of the given area.

**Conclusions**

By summarizing the considerations presented in the paper, the authors formulate the following postulates in the form of statements:

- In self-government units, the approach of local government authorities should be re-evaluated—the primacy of cooperation over competition in local government units and the departure from the “entrepreneur market” for the “entity market creating conditions for the location of economic activity.”
- Entrepreneurs expect support from self-government authorities, which does not have to be the result of tax or fee authority applied by self-government authorities. They expect ordered space and good living conditions for the potential employees.
- The enterprise—especially in small local communities—is not only a place of work, it is an entity often involved in the life of this community.
- For banks introducing the concept of corporate social responsibility (CSR), cooperation with entrepreneurs is now becoming the basis for building their market position also in other segments (individual clients—employees, contractors).
- The scope of cooperation with the entrepreneur is determined by the chosen model of its service, not the size of the enterprise.
- The current segmentation of clients of financial institutions (according to the size of the entrepreneur) should be replaced by the carefully introduced environmental segmentation (taking into account the importance of the enterprise for the local community).

<table>
<thead>
<tr>
<th>Model</th>
<th>Basic</th>
<th>Remote</th>
<th>Hybrid</th>
<th>Corporate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Customer adviser</td>
<td>No advisor assigned</td>
<td>Remote advisor with a very large client portfolio (approximately 700 companies)</td>
<td>Advisor with a moderate client portfolio (approximately 200 companies)</td>
<td>Advisor with a small client portfolio (80 companies)</td>
</tr>
<tr>
<td>Accuracy of matching the service offer</td>
<td>Standard</td>
<td>Standard</td>
<td>Adapted</td>
<td>The offer “made to measure”</td>
</tr>
<tr>
<td>Support of product specialists</td>
<td>None</td>
<td>Selective remote</td>
<td>Selective on site</td>
<td>On demand</td>
</tr>
<tr>
<td>Service cost</td>
<td>Lowest</td>
<td>Low</td>
<td>Average</td>
<td>High</td>
</tr>
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• Entrepreneurs now have the right to expect offers of richer and more flexible additional services, consultancy in the field of settlements, assistance in the search for business partners, information support of the implementation of development plans, etc. from bank employees.
• The role of banks in promoting innovativeness of entrepreneurs is growing, but it is not only a matter of financial supply, but also cooperation in the field of information in the enterprise-bank-LGU system.

References


