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**INTERREGIONAL MIGRATION OF EMPLOYEES IN THE EU
WITH PARTICULAR ATTENTION PAID TO POLAND
IN THE PROCESS OF DEEPENING
THE EUROPEAN ECONOMIC INTEGRATION**

1. Introduction

The European Union area is characterised by spatial disparity of economic development, since apart from areas of high concentration of economic activity, there are also regions which are less successful and less privileged. The progressing process of economic integration can additionally strengthen these disparities. The Economic and Monetary Union realization causes particular implications for regional economies, influencing also the deepening of social and economic disparities in the European countries. Flexible labour market is an adjusting mechanism in the reality of common currency, and the migration of employees is one of the elements of this market. However, the range of the conducted process of transfer of people within the EU is still not big enough, which is the result of many factors influencing regional labour markets in particular member states of this grouping.

The aim of the article is to depict a situation in regional labour markets in the EU member states in the context of progressing process of deepening economic integration and to compare the phenomenon of spatial mobility of employees, taking into account interregional migrations occurring in Poland. The size of means of the European cohesion policy are presented. They are directed to particular areas of intervention in the years 2007-2013, which are to improve the difficult situation in the labour markets in problematic areas as well.

2. Regional labour markets in the EU – basic characteristics

Regional labour markets are various as far as the basic indicator – unemployment rate – is concerned.¹ One can observe gradual improvement of cohesion in this aspect. In 2007 the unemployment rate for EU-27 amounted to 7.2%. In the same year the dispersion of unemployment rates at the NUTS 2 level regions as compared with the previous year decreased to 44.1%, whereas in 2006 it amounted to 45.5% (in 2003 it totalled 58.7%). In case of NUTS 3 regions EU-27 level dispersion of regional unemployment rates was higher and it amounted to 50.3% in 2007, whereas in the previous year it totalled 50.2% (in 2003 it amounted to 62.9%). Better situation in the regions of the highest unemployment rate (which decreased) was the main reason for the improvement of rates. It resulted in smaller number of regions with the unemployment rate over the average rate for the EU. While in 2006 there were 44 of them, one year later the number decreased to 38.²

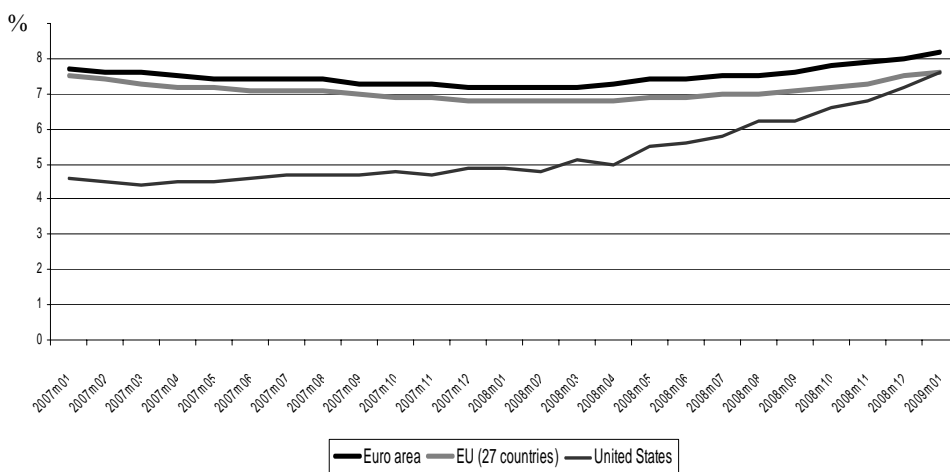


Figure 1. Unemployment rate in euro area, EU-27 and the USA
in the period January 2007-January 2009 (in %, seasonally adjusted series)

Source: statistical data come from the database of Eurostat, 27.02.2009.

However, despite better situation in the regional labour markets, there are disparities as far as the unemployment rate is concerned, both among the NUTS 2 level European regions, and among regions NUTS 3 level. For comparison

¹ The characteristics of regional labour markets in the EU has been prepared according to [Ferreira 2009].

² It refers to regions in which unemployment rate was 1.5 times higher than average unemployment rate for EU-27.

purposes, it is worth mentioning that the lowest unemployment rate in 2007 was recorded in Zeeland – 2.1% (the Netherlands), whereas the highest in Réunion (France) – 25.2% (the NUTS 2 level regions). One can point countries of relatively low interregional disparities (it refers to the regions from the NUTS 2 level) as regards the unemployment rate,³ as it was in case of Poland and Sweden. In Belgium and Italy the said disparities are the largest among the EU-27 countries. However, the situation in regional labour markets, also in the new member states, is more inconsistent than it can be presented by the simple rate – unemployment rate. Therefore, other indicators should be taken into account, such as long-term unemployment rate or rate among young people.

The progressing general economic slowdown in the world economy has been reflected in the increase of unemployment rate not only in the EU but also in the USA (Figure 1).

In December 2008 the unemployment rate in the USA amounted to 7.2%, however, the highest level of it was recorded in Michigan state (Table 1). Interregional disparities in this country were not so vital as those within the EU.

Table 1. Unemployment rate in the USA in the state of the lowest and the highest level of it (unemployed as a percent of labour force, seasonally adjusted)

Unemployment rate	December 2007	October 2008	November 2008	December 2008*
in the state of the lowest level	Idaho 2.7%	South Dakota 3.2%	Wyoming 3.2%	Wyoming 3.4%
in the state of the highest level	Michigan 7.4%	Michigan 9.3% Rhode Island 9.3%	Michigan 9.6%	Michigan 10.6%

* Preliminary data.

Source: own list based on: [*Regional and state... 2008*].

3. Interregional migration of employees in the European Union and in the USA – scale of phenomenon

Migration of employees can cause the decrease of social and economical disparities in the EU, especially as at present there is almost a free flow of employees within the grouping.⁴ At the same time, it could constitute an effective adjusting instrument in case of various asymmetric shocks (outer, inner) in the Economic and Monetary Union conditions. At the single-currency area it is impossible to use exchange rate in case of shocks influencing economy. Therefore,

³ It refers to countries for which the level of regional NUTS 2 has been distinguished.

⁴ Due to some restrictions which still exist in relation to access to labour markets for new member states of the EU.

high mobility of employees, subject to the theory of optimum currency areas, could limit and mitigate negative effects in case of worse economic situation, decreasing economic growth and unemployment⁵ [Oręziak 2004, p. 49]. In this context one can ask about the influence of the Economic and Monetary Union on social and economic coherence of this group and its spatial implications, including the situation of particular regions (e.g. central versus peripheral regions).⁶ However, it is difficult to find an unambiguous explanation of this issue.⁷

The scale of migration of the working age population within the region is different in the EU and the USA⁸. This phenomenon is less intensive in the EU than in the United States when we take into account two indicators: the share of persons who changed the region of their stay within the previous year in the working age population, i.e. working age residents and net migration⁹ (Table 2).

Table 2. Mobility of persons in the USA and the EU – comparison, 2006

Item	USA	EU-27	EU-15	EU-12
Share of working age residents who moved from a different region/state (%)	1.98	0.96	1.12	0.34
Share of working age residents who moved abroad (%)	0.60	0.30	0.34	0.16
Net migration (%)	0.40	0.38	0.52	-0.12

Source: [Gáková, Dijkstra 2008, p. 2].

In the USA the share of working people who changed their place of stay (among the states) during the previous year constituted 1.98% of working population in total, whereas as regards EU-27 this rate totalled 0.96% in 2006. At the same time the attractiveness of particular regions is various and one can notice differences between the countries of this group, i.e. between EU-15 and EU-12.¹⁰ The share of working population which is changing place of stay from other region amounted to 1.12% for EU-15, and in case of EU-12 it totalled 0.34%. As far as EU-15 countries are concerned, the French region Bretagne was characterised by

⁵ Moreover, both salaries and prices should be characterised by high flexibility rate and other conditions have been established [Oręziak 2004, pp. 49-50]; see also [Orłowski 2004; Borowski (ed.) 2004].

⁶ See also the discussion on the influence of employees migration on the process of convergence in the EU which is taking place [Sinn, Ochel 2003, pp. 869-896].

⁷ See also the discussion about it [Barry, Begg 2003, pp. 781-796].

⁸ This chapter was prepared on the basis of [Gáková, Dijkstra 2008]. The analysis covered the following persons: working age residents, on the basis of average share of this group of people in the years 2005-2006, and the said persons changed the region of residence during previous year, i.e. the so called working age residents who arrived in 2006 [Gáková, Dijkstra 2008, p. 1]. The phenomenon of migration within the regions refers to the migration of people among the regions of NUTS 2 level in the EU, whereas in the USA among particular states.

⁹ Referring to the whole population, not only to the category of persons presented above.

¹⁰ It refers to the EU member states which acceded to this group during further enlargements in 2004 and in 2007.

the highest share of working age residents who came from other region, which amounted to 4.97%, whereas the lowest rate was registered in the region Ionia Nisia in Greece (0.048%). Whereas, as regards the EU-12 countries, the Czech region Střední Čechy was characterised by the best attractiveness (share of working population in this region that changed place of stay from other region totalled 1.65%). For comparison, in the USA, the Columbia District was the state to which most working population came from other state, and the share of working population that came from other state amounted to 7.72%.

In the USA one can notice the following regularity: migrating working people are more dispersed than in the EU. In this European group migration takes place mainly among regions within particular member states (about 85% of migration occurring in the EU is its part), not so much between national borders.

Whereas the analysis of net migration shows that among the NUTS 2 regions, which experienced net outward migration, there were mainly regions of new member states and Germany in 2005 (in total 55 regions among 74 regions, which recorded net outward migration). Whereas the regions of net inward migration were mainly the regions of France (south and north-west), the United Kingdom, Ireland, Belgium, Italy (north and central), Spain and capital cities of the EU member states.¹¹

While identifying reasons influencing the migration of people, it is necessary to indicate high unemployment rate (in case of regions to which people come it is vital to indicate a relatively high increase of employment rate, not only low unemployment rate). Moreover, a low disposable income influences making a decision on emigration. Regions which record net inward migration are the regions of the highest income, as well as regions where capital cities are located, and on the other hand as well as cohesion countries of relatively low achieved income. As regards the last group of countries, they attract mainly migrants of relatively low qualifications.

The mobility of employees which takes place among the EU countries is relatively low and constitutes 0.14% if one takes into account working age persons [Gáková, Dijkstra 2008, p. 2]. However, as it is stressed, at present one can notice in the world economy that migration takes place mainly within particular countries [*World Development Report...* 2008, p. 147].

It should be pointed that other factors will influence adjustments taking place in the labour market under the conditions of the EMU and in the situation when employees mobility is low. In particular it refers to the increasing flexibility of the European labour market, which might allow to decrease disparities at the level of

¹¹ Whereas, as it is indicated, in the years 2000-2004 in 77 regions the phenomenon of net internal migration of people took place, and the highest one was in Germany, in Poland and in Bulgaria. Whereas the analysis of net inner migration which is taking place indicates that in 68 regions this rate was higher than 0.5% annually [*Rozwijające się regiony...* 2007, pp. 43-44].

social and economic development among the regions, and therefore to contribute to increasing inner coherence of this grouping.¹² Migration among regions contributed to the convergence of income level, among other things, in the USA.¹³

4. Interregional migration and designed policies

Due to disparities existing in regional labour markets, the tools of the European cohesion policy and activity of national authorities supported by territorial entities authorities are instruments supporting changes which are taking place there. The existence of these disparities in development constitutes the reason for making intervention within particular policies, including regional policy, in order to influence the existing market forces, and the projected policies will have influence on the convergence and more equal spread of the standard of living depending on the accepted geographical range which can be local, national or international. The World Bank has identified three geographical dimensions of transformation for economic development, which are significant for formulating a proper policy. They are the following: density, distance and division, which might be analysed within three basic geographical scales. At the same time policies and implemented instruments must be adjusted to the accepted scale of activity. Migration constitutes one of the market forces which occurs apart from agglomeration and specialisation (Table 3). The migration within the local scale refers to decreasing distance from density, when performed within the country scale it refers to decreasing distance from markets [*Reshaping economic geography...* 2008; *World Development Report...* 2008]. The advantages of the agglomeration contribute to/influence the migration of employees which takes place [*World Development Report...* 2008, pp. 147, 158-161].

Table 3. Agglomeration, migration, and specialization as the most important forces – land, labour, and intermediate inputs – the most sensitive factor markets

	Geographic scales		
	Local	National	International
Economic force	Agglomeration Speeded by migration, capital mobility and trade	Migration Influenced by agglomeration and specialization	Specialization Aided by agglomeration and factor mobility
Key factor of production	Land Immobile	Labour Mobile within countries	Intermediate inputs Mobile within and between countries

Source: [*Reshaping economic geography...* 2008, p. 22].

¹² Discussion about migration of people in the EU in the years 2000-2005 in the context of current demographical changes can be found in [*Rozwijające się regiony...* 2007, pp. 42-47].

¹³ Gallaway and Vedder (1971) according to [*World Development Report...* 2008, p. 164].

However, potential effects of migration [Świerkocki 2004, pp. 89-92] do not always need to be beneficial for the regions, in particular, when it refers to persons possessing particular skills and moving from regions of low competitiveness. As a result the weaker regions are deprived of employees who are significant as far as the long-term development of the said regions is concerned [Barry, Begg 2003, p. 786].

5. Migration of people in the Polish regions

Migration constitutes an inseparable element of labour market in Poland. In 2007 the general balance of migration was negative (–20485 people), and it totalled –0.5 per 1000 people (registered for permanent stay) (Table 4). The analysis of processes of inner migration in the following voivodeships: Lower Silesia [dolnośląskie], Lesser Poland [małopolskie], Mazovia [mazowieckie], Pomerania [pomorskie] and Greater Poland [wielkopolskie] indicates that the balance of inner migration was positive. The highest negative balance was recorded in Lublin voivodeship [lubelskie]. At the same time the balance of foreign migration in each Polish voivodeship was negative.

Table 4. Migration of population in Polish voivodeships in 2007

Natural movement of population Voivodeship	Inner migration			Foreign migration			General balance of migration
	inflow	outflow	balance	immigration	emigration	balance	
Dolnośląskie	39567	39220	347	1785	3702	–1917	–1570
Kujawsko-pomorskie	28492	29956	–1464	652	1560	–908	–2372
Łódzkie	28443	30096	–1653	509	984	–475	–2128
Lubelskie	27615	32758	–5143	537	1145	–608	–5751
Lubuskie	15429	15908	–479	490	1226	–736	–1215
Małopolskie	36542	33219	3323	1646	2254	–608	2715
Mazowieckie	84444	69498	14946	1334	1446	–112	14834
Opolskie	11824	12569	–745	1068	4385	–3317	–4062
Podkarpackie	25306	27475	–2169	909	1893	–984	–3153
Podlaskie	14006	16188	–2182	415	761	–346	–2528
Pomorskie	36844	34258	2586	1287	2630	–1343	1243
Śląskie	49957	53535	–3578	2046	8358	–6312	–9890
Świętokrzyskie	13936	16565	–2629	346	633	–287	–2916
Warmińsko-mazurskie	20417	23158	–2741	621	1672	–1051	–3792
Wielkopolskie	53461	50335	3126	599	1853	–1254	1872
Zachodniopomorskie	24971	26516	–1545	751	978	–227	–1772
Poland	511254	511254	X	14995	35480	–20485	–20485

Source: [Rocznik demograficzny... 2008, pp. 38-39].

It shall be stressed that in particular people from Silesia voivodeship [śląskie] are very active, i.e. in 2007 this region recorded one of the biggest negative balances of inner migration, as well as the biggest negative balance of foreign migration. As a result this voivodeship recorded the biggest negative general balance of migration. The situation in regional labour markets influences the process of making decisions on foreign labour-related migration.

Table 5. The balance of inner migration for permanent residence – intervoivodeship migration in general in the years 2002-2007

Voivodeship	2002	2003	2004	2005	2006	2007
Dolnośląskie	-684	-1219	-890	-930	404	347
Kujawsko-pomorskie	-1021	-1057	-1094	-1550	-1623	-1464
Łódzkie	-1407	-915	-1479	-1564	-1771	-1653
Lubelskie	-3840	-4576	-4551	-4905	-5160	-5143
Lubuskie	-795	-435	-370	-435	-527	-479
Małopolskie	2986	3298	3255	3153	3309	3323
Mazowieckie	12166	13328	13326	14520	16268	14946
Opolskie	-682	-540	-421	-633	-837	-745
Podkarpackie	-2431	-2192	-2073	-2001	-1907	-2169
Podlaskie	-1481	-1589	-1508	-1838	-1994	-2182
Pomorskie	1982	2000	2316	2270	2341	2586
Śląskie	-1639	-2909	-3583	-3075	-3668	-3578
Świętokrzyskie	-2372	-2467	-2315	-2234	-2795	-2629
Warmińsko-mazurskie	-2136	-1580	-1976	-2261	-3128	-2741
Wielkopolskie	2306	2239	2453	2523	2416	3126
Zachodniopomorskie	-952	-1386	-1090	-1040	-1328	-1545

Source: [Regional Data Bank... 2009].

Liberalization in the access to labour markets of particular EU-15 countries for Polish citizens influences also the scale and size of foreign emigration. According to Central Statistical Office [GUS] estimation [*Informacja o rozmiarach...* 2008], the number of Polish citizens who were outside Poland in 2007 amounted to 2 270 000 people, of which 1 860 000 stayed in the EU countries, and the majority of emigrants lived in the United Kingdom and Germany. In the years 2002-2007 the number of persons who emigrated from Poland was increasing constantly (Figure 2). The dominating motive for emigration of Polish citizens was looking for job. People with the lowest educational level dominated among persons who migrated (Table 6).

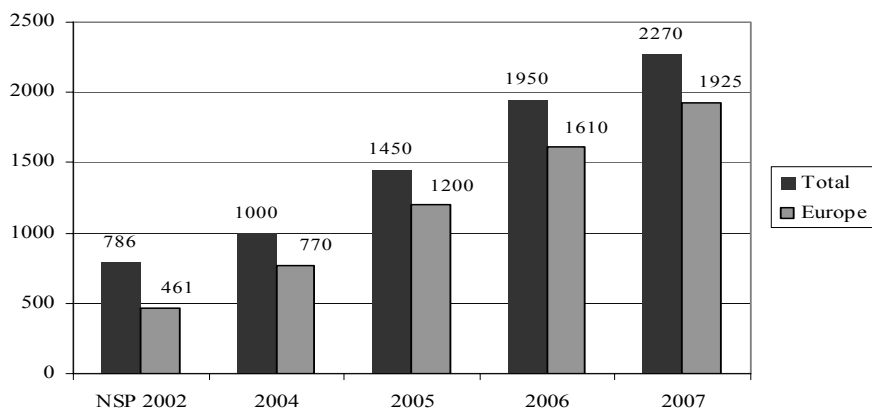


Figure 2. Emigration from Poland for temporary residence in the years 2004-2007
(number of emigrants in thousand, situation at the end of year)
NSP 2002 – National Population Census 2002.

Source: on the basis: [*Informacja o rozmiarach...* 2008, p. 3].

Table 6. Foreign migration (changing the address) for permanent residence according to the types of education in 2007

Voivodeship	In total	Higher	Post-secondary	Secondary	Basic vocational, lower secondary, primary, incomplete primary and without education	Not specified
Poland	22242	1886	653	5357	9097	5249
Dolnośląskie	1691	179	71	420	580	441
Kujawsko-pomorskie	754	55	17	172	296	214
Lubelskie	327	75	22	125	63	42
Lubuskie	602	42	19	122	280	139
Łódzkie	513	107	21	166	126	93
Małopolskie	1264	204	39	381	398	242
Mazowieckie	408	80	10	72	63	183
Opolskie	3414	108	66	626	2100	514
Podkarpackie	1122	128	39	367	410	178
Podlaskie	565	49	24	195	191	106
Pomorskie	1867	237	84	497	717	332
Śląskie	6861	390	145	1553	2914	1859
Świętokrzyskie	128	17	4	53	31	23
Warmińsko-mazurskie	1130	54	26	204	460	386
Wielkopolskie	578	86	33	161	151	147
Zachodniopomorskie	1018	75	33	243	317	350

Source: on the basis: [Regional Data Bank... 2009].

The directions of inner migration occurring in a country are also influenced by the situation in the labour market, however, the scale of intervoivodeship migration in Poland of 10-11% is relatively small. It is the result of the situation in which persons of low qualifications are rarely willing to change place of residence. At the same time unemployed persons who migrate among regions take up job rarely. And if they take up job again, they do it mostly in the region of their residence.¹⁴ More often the persons who have a job in the regions of high unemployment rate change place of residence. Also a high share of people for whom a farm is a source of living is not favourable for migration. These are the reasons why the significance of regional mobility (inner migration, commuting to work) for the changes in labour markets of Poland is relatively small, and therefore it cannot play the role of adjusting the mechanism effectively. Among migrating people persons at the age of 20-29 dominate [*Program Operacyjny Kapitał Ludzki...* 2007, p. 18] and there is relatively low inner mobility of Polish citizens, as compared with the situation in other countries, which is not beneficial for decreasing disparities among the regions. Also low interregional mobility of employees is the result of the situation at the residential market, which is not flexible enough [Orłowski 2004, p. 124].

6. Directions of support within the European cohesion policy in the years 2007-2013

The European cohesion policy cannot constitute the main instrument which levels interregional disparities constituting consequences of the Economic and Monetary Union, however, the applied instruments support activities performed by the member states within the national policies, including regional policies. The directions of intervention implemented within the Community's cohesion policy in the years 2007-2013 are presented in Table 7.

7. Conclusions

Particular European regions can suffer from the consequences of the Economic and Monetary Union implementation in various ways. Despite removing barriers as regards the flow of employees in the EU, interregional migration cannot constitute a relatively efficient adjusting mechanism. Therefore, real salaries will constitute an adjusting mechanism in case of asymmetric shock, which can also cause the increase of unemployment [*Raport na temat korzyści...* 2004, pp. 27-28]. On the other hand, migration of persons of high qualifications can poses a threat to regions. However, "the policy challenge is not how to keep households from moving,

¹⁴ However, unemployed persons are characterised by low willingness to migrate among regions and to foreign countries [*Program Operacyjny Kapitał Ludzki...* 2007, p. 17].

Table 7. Cohesion policy contribution to the Community policy priorities in the programming period 2007-2013 (total budget allocation in EUR)*

Priority: themes	Total EU budget allocation in EUR	Category of expenditure
Responding to globalisation and structural change		
Accessibility	82.125.556.144	16-32, 52
R&D and Innovation	86.307.744.118	1-7, 9, 11-15, 62-64, 68, 74
Knowledge and service based economy	15.304.872.083	10-15
Entrepreneurship and business support (SMEs)	27.406.889.821	3, 4, 6, 9, 14, 15, 68
Adaptability of companies and workers	14.419.498.800	62-64
Human capital	25.995.876.443	72-74
Demographic change, more inclusive labour markets, societies & economies		
Increasing workers' participation	19.362.238.499	65-67, 69, 70
Migration	1.248.989.703	70
Addressing poverty and social exclusion	10.150.041.338	71
Responding to the challenges of climate change		
Environment	105.309.714.036	6, 16-19, 24-28, 31, 32, 39-56, 61
Climate change	48.143.632.902	16-19, 24, 28, 39-43, 47, 49, 52, 53
Energy efficiency and renewable energy	9.054.213.482	39-43
Reinforcing governance, ownership & institutional capacity		
Strengthen capacity of public sector	3.597.882.301	81
Pacts and networking initiatives for employment and social inclusion	1.269.289.075	80

* Due to the multiple counting of allocations in separate thematic sections the sum of the single sections is higher than total funds available.

Source: SFC2007, as of April 2008, according to: [Communication on the results... 2008, Annex, p. 2].

but how to keep them from moving for the wrong reasons” [World Development Report... 2008, p. 147]. At the same time “governments should not see voluntary internal population movements as a threat. Indeed, internal migration offers societies an opportunity for economic growth and the convergence of welfare” [World Development Report... 2008, p. 161].

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