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Polish Space Agency – an outline of the legal and financial issues¹

Polska Agencja Kosmiczna – problematyka prawnofinansowa

Abstract. The article examines the legal and financial issues of the Polish Space Agency. It indicates the aim of establishing the Agency and its tasks. It analyses the Agency in terms of regulations concerning executive agencies (included in the Act on Public Finances). In addition, the article examines the financial manage-

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ment of the Agency – on the level of both the Act on the Polish Space Agency and the Agency's financial plans published annually in Annex 11 to the Budget Act, and on the basis of the results of the Supreme Audit Office inspection carried out in this entity.

Keywords: public finances; executive agency; Polish Space Agency.

Streszczenie. W artykule zbadano problematykę prawnofinansową Polskiej Agencji Kosmicznej. Wskazano na cel powołania Agencji i jej zadania, dokonano także analizy Agencji pod kątem regulacji dotyczących agencji wykonawczych (zawartych w ustawie o finansach publicznych). Ponadto w artykule autorzy zbadali gospodarkę finansową Agencji – na płaszczyźnie zarówno ustawy o Polskiej Agencji Kosmicznej, jak i planów finansowych Agencji zamieszczanych corocznie w załączniku nr 11 do ustawy budżetowej oraz w oparciu o wyniki kontroli tego podmiotu dokonanej przez Najwyższą Izbę Kontroli.

Słowa kluczowe: finanse publiczne; agencja wykonawcza; Polska Agencja Kosmiczna.

1. Introduction

The Polish Space Agency² was established under the Act of 26 September 2014 on the Polish Space Agency³. The Agency is an executive agency within the meaning of the Act of 27 August 2009 on public finance⁴.

Pursuant to Article 18 of the PFA, an executive agency is a state legal entity created under a separate act for the purpose of carrying out the tasks of the government. In the case of the Agency, the "separate act" is the aforementioned Act on the Polish Space Agency. The Act on Public Finances regulates the legal basis for the activity of the executive agency (Article 19), the legal basis for financial management (Article 20), the general principles concerning the annual financial plan (Article 21)

² Hereinafter also: Agency.

³ Consolidated version, Dz.U. [Polish Journal of Laws] of 2018, item 601 (hereinafter also an "act").

⁴ Consolidated version, Dz.U. of 2017, item 2077, with subsequent amendments (hereinafter also PFA).

and the principles for the settlement of surplus financial resources of the executive agency (Article 22).

The aim of the study is to analyse the basic legal and financial issues as regards the Agency on the basis of the provisions of the Act on Public Finances and the Act on the Polish Space Agency. In order to determine the basic sources and amounts of income, as well as categories and amounts of expenditure, the authors of the article will analyse the Agency's financial plans.

2. The purpose of establishing the Polish Space Agency⁵

In the statement of reasons to the draft act on the establishment of the Polish Space Agency (such a title was given to the first version of the draft), it was indicated that the establishment of the Agency was necessary for the effective use of all space exploration capabilities. On account of the fact that on 19 November 2012 Poland joined the European Space Agency, the creation of the Agency was to help strengthen Poland's position in the group of countries that implement a space programme. The European Space Agency⁶, which is an intergovernmental organization, was created under the Convention on establishing the European Space Agency, signed on 30 May 1975 in Paris. The need for Community actions was recognised mainly on the basis of the prospects for the peaceful use of space, taking into account both the economic viability and the costs of space exploitation. This was evidenced by signing the Framework Agreement between the European Community and ESA in 2004⁷. The European Space Agency is based in Paris⁸.

⁵ The aims of establishing the Polish Space Agency were prepared on the basis of the statement of reasons to the draft act "on the establishment of the Polish Space Agency" – form No 2287 (of 7 November 2013), hereinafter referred to as the "statement of reasons".

⁶ See M. Wilmanowicz, *Europejska Agencja Kosmiczna*, "Zeszyty Naukowe Zbliżenia Cywilizacyjne" 2018, nr XIV(1), pp. 152–163.

⁷ M. Grzymkowska [in:] A. Wróbel (ed.), *Traktat ustanawiający Wspólnotę Europejską*, Warszawa 2009, pp. 1262–1263.

⁸ I. Ridpath, A Dictionary of Astronomy, Oxford 2004, p. 152.

The statement of reasons indicated that the main barriers to the development of the space sector in Poland were of an organizational and financial nature, and "in order to overcome them it is necessary to create, by state intervention, a central institution that would dynamically perform tasks in the field of space science as required by the state, and manage funds intended for development research and for the development of space technologies of significant importance to national interest, and apply them in transportation, spatial development, crisis management, telecommunications, medicine, agriculture, forestry, environmental protection, geology, meteorology, and other economic sectors"⁹.

It was also argued that owing to the lack of an appropriate state structure in Poland, Polish companies and research institutions may have a limited access to the opportunities associated with membership in ESA. "It is therefore urgent to create a state, central institution that would coordinate the cooperation with the ESA and manage the use of space technologies for the benefit of the national interest. A space agency, owned by the majority of developed and developing countries, is the most effective form of such an institution"¹⁰.

The initiators of the project also referred to the experience of other countries, indicating that there are several dozen governmental space agencies worldwide. These include the French National Centre for Space Research (*Centre National d'Études Spatiales*)¹¹, the United Kingdom Space Agency¹², Italian Space Agency (*Agenzia Spaziale Italiana*), the German Space Agency (*Deutsches Zentrum für Luft- und Raumfahrt*) and the Spanish National Institute of Aerospace Engineering (*Instituto Nacional de Técnica Aeroespacial*)¹³.

⁹ Statement of reasons, p. 25.

¹⁰ Ibidem, p. 26.

¹¹ European Space Agency and Programs Handbook, Strategic information and contacts, International Business Publications, Washington 2016, p. 33.

¹² United Kingdom Space Agency; https://www.esa.int/Our_Activities/Space_Engineering_ Technology/United_Kingdom_Space_Agency_UK_Space_Agency, (accessed on-line: 4.10.2018).

¹³ European Space Agency and Programs Handbook..., supra note 9, p. 33.

It is worth noting that the statement of reasons refers to the financial implications of establishing a space agency. It was pointed out that in the near future it will be necessary to finance the activities of the new entity from the state budget. "It is estimated that in the initial phase of the Agency's rather limited activity, its operating costs will amount to between 5 and 10 million PLN, depending on the number of people employed in the Agency and the resources that will be allocated to it"¹⁴. Optimistically, the initiators of the project assumed that the Agency's operating costs should be considered as insignificant "considering the benefits that the Republic of Poland and Polish entrepreneurs will gain from the existence of the Space Agency"¹⁵.

Interestingly, in the first forty years of space exploration, it was the countries that were seen as the only active participants, but in recent times there has been a steady increase in commercial space applications, involving non-governmental or private entities actively engaged in a variety of space-related activities¹⁶.

3. The tasks of the Polish Space Agency

The tasks of the Polish Space Agency are defined in Article 3 of the Act. They have been set forth in general terms in paragraph 1 - "the Agency performs tasks in the field of research and development of space technology, including satellite engineering and their application for utility, economic, defence, state security, and scientific purposes". Paragraph 2, on the other hand, indicates specific, detailed tasks, with a relatively extensive catalogue (16 items) being only exemplary, as the legislator used the construction "in particular".

¹⁴ Statement of reasons, p. 28.

¹⁵ Ibidem, p. 28.

¹⁶ A.M. Balsano, Modernising Secured Transactions Law: A Viewpoint from the European Space Agency, "Uniform Law Review" 2003, No 1–2, p. 375.

Article 3 also regulates two important issues:

- 1. the Agency cooperates with other state bodies and institutions when carrying out its tasks (paragraph 3),
- 2. in order to carry out its tasks, the Agency may establish facilities and laboratories, conclude cooperation agreements with public and private entities and transfer to them experience and knowledge of how to make use of space (paragraph 4).

In addition to the tasks set out in Article 3 of the Act, the Polish Space Agency also performs tasks related to the use of space assigned by the Council of Ministers (Article 4(1)). In Article 4(2) of the Act, the legislator at the same time indicates that assigning those tasks means that the Council of Ministers shall provide adequate financial resources for their implementation.

4. The Polish Space Agency as an executive agency

The Polish Space Agency was established as an executive agency¹⁷, so it is a state legal entity established for the purpose of carrying out the tasks set by the state. It follows from Article 19(1) of the Act on Public Finances that the principles of its operation are defined by the Act that established it and by the statute. With regard to the statute, Article 19(2) of the PFA indicates that the Council of Ministers may define, by way of regulation, the requirements that need to be met by the statute of an executive agency in order to ensure the uniform and transparent internal organization of executive agencies from an institutional point of view.

An executive agency conducts financial management in accordance with the principles set out in the PFA and its constituent law. The basis for

¹⁷ The literature indicates that when creating an executive agency as a new organizational form of the public finance sector, the legislator declared that the solutions adopted for this institution are modelled on the principles adopted for executive agencies that operate within the EU structures – see E. Malinowska-Misiąg [in:] W. Misiąg (ed.), *Ustawa o finansach publicznych. Komentarz*, Warszawa 2015, pp. 77–78.

financial management, which is apparent from Art. 21 of the PFA, is the annual financial plan¹⁸, which includes:

- revenues from the conducted activities,
- grants from the state budget,
- statement of expenses,
- financial result,
- funds for property expenses,
- funds allocated to other entities,
- balance of receivables and liabilities at the beginning and end of the year,
- balance of cash at the beginning and end of the year.

Article 21(2) of the PFA states that the draft annual financial plan of the executive agency shall be determined by its competent authority in consultation with the minister supervising the executive agency. Having been approved by the supervising minister, the draft is submitted to the Minister of Finance, in the mode and within the deadlines specified in the regulations concerning the works on the draft budget act.

Within the framework of the draft financial plan, a plan of revenue and expenditure of the executive agency shall be drawn up, which shall be recognised on the date of their payment (Article 21(3)). In the executive agency's revenue and expenditure plan, the planned expenditure should not exceed the planned revenue. The planned expenditure may exceed the planned revenue with the consent of the minister supervising the executive agency, issued in agreement with the Minister of Finance (Article 21(4)).

The regulation contained in Article 21(7) should be regarded as important – the executive agency may receive grants from the state budget within the scope specified in separate acts. An executive agency may also enter into commitments for the duration of a task in excess of the financial year if the expenditure necessary to finance the commitment is included in the annual financial plan (Article 21(8)).

¹⁸ The annual financial plan is also the basis for the financial management of other organizational forms of public finance units – see e.g. A. Mikos-Sitek [in:]. A. Nowak-Far (ed.), *Finanse publiczne i prawo finansowe*, Warszawa 2017, pp. 301–302.

An executive agency is linked to the State budget by the financial results of its activities. Thus, pursuant to Article 22(1) of the PFA, an executive agency is obliged to make annual payments to the state budget, to the current account of the state budget unit that finances the minister who supervises the agency, from the surplus of financial resources determined at the end of the year, remaining after paying the tax liabilities. In particularly justified cases resulting from the need to ensure an efficient and thorough execution of the tasks of an executive agency, the Council of Ministers may, at the request of the minister supervising the executive agency, agree, by way of a resolution, for the surplus not to be paid¹⁹.

The legal basis for the functioning of the Agency is also its statute, which constitutes an annex to the Regulation of the Prime Minister of 17 June 2015 on granting the statute to the Polish Space Agency²⁰. First and foremost, it regulates the internal structure of the Agency. Pursuant to Paragraph 3, the Agency consists of the Agency's headquarters and its field branches. The system of internal control has been discussed in detail, but, as far as the ways and procedures of its implementation are concerned, the statute refers to the regulations which are defined by the President of the Agency.

5. The Agency's financial management in the light of the Act on the Polish Space Agency

The establishment of the Polish Space Agency meant that certain property and non-property assets had to be granted to it. It follows from Article 21(1) that the obligation to determine what constitute the property and non-property assets of the Agency was imposed on the Prime Minister, who was to discharge this obligation by way of a decision issued no later than 3 months from the date the Act entered into force.

¹⁹ Cf. B. Brzeziński, A. Olesińska (ed.), *Prawo finansów publicznych*, Toruń 2017, p. 70.

²⁰ Dz.U. of 2015, item 861.

The Polish Space Agency, as stipulated in Article 17(1) of the Act, conducts independent financial management on the basis of an annual financial plan. The draft plan shall be prepared by the President of the Agency, upon consultations with the Agency Council, and subsequently it shall be approved by the Prime Minister (Article 17(2) of the Act).

The Act specifies the catalogue of the Agency's revenues. Pursuant to Article 18(1), these include:

- 1. Specific grants from the state budget allocated for:
 - a) the implementation of the Agency's tasks, including the cofinancing of programmes and projects financed with the participation of European funds,
 - b) financing or co-financing of the Agency's investments,
- 2. European Union funds resources allocated for the implementation of the Agency's tasks,
- 3. Earmarked grants from the state budget intended to co-finance the ongoing activities of the Agency, including the management of the tasks referred to in Article 3,
- 4. Revenues from the conducted activities, including fees for services provided by the Agency or publications issued by it, in particular:
 - a) consultancy or management agreements with research institutions, universities and business entities active in the field of exploration and use of outer space and approaching the Agency with such tasks,
 - b) research and development agreements concluded with the commissioning public authorities or entrepreneurs
 - c) agreements for the participation in international research and development programmes,
 - d) remuneration for the educational and advisory services provided, as defined by law,
- 5. Voluntary contributions and subscriptions,
- 6. Interest on free funds deposited in accordance with the provisions on public finance,
- 7. Revenues from other sources, including funds obtained as part of non-returnable assistance.

The revenues generated by the Agency shall cover the costs of the Agency's activities, including the salaries of its staff (the rules of remunerating the Agency's staff shall be defined by the remuneration regulations to be established by the President of the Agency upon consultations with the Agency Council).

It should be noted that the Agency may take out loans – Article 18(4) – but may not provide guarantees – Article 18(5).

Article 21 of the PFA, which indicates the annual financial plan as the basis for the financial management of the executive agency, is specified in more detail in Article 19 of the Act. Pursuant to paragraph 2, the Agency's financial plan specifies in particular:

- revenues,
- costs,
- gross financial result,
- obligatory charges on the financial result,
- net financial result,
- proposed distribution or coverage of the net financial result.

It needs to be noted that Article 19(2) mentions only exemplary elements of the Agency's financial plan, as indicated by the construction "in particular".

Article 19(3), on the other hand, shows that the functioning of the Agency is based on a statutory fund (equivalent to the net value of fixed assets, intangible and legal assets, and other assets transferred to the Agency for the purpose of carrying out its activities), a supplementary fund (used to cover the Agency's net loss for the financial year) and other funds established on the basis of separate provisions.

The Agency's financial statements (to be audited by a statutory auditor) are reviewed by the Agency Council (Article 19(10) of the Act) and subsequently presented by the President of the Agency to the Prime Minister for approval together with the audit report and the annual report on the Agency's activities²¹.

²¹ The literature indicates that the report on the execution of the budget act submitted by the Council of Ministers to the Sejm does not include a report on the implementation

6. Finances of the Polish Space Agency in 2016–2018

The financial plan of the Polish Space Agency, like that of other executive agencies, is published annually in Annex 11 to the Budget Act. Its analysis makes it possible to determine how the finances of this entity are shaped in each year. The Act on Public Finances and the Act on the Polish Space Agency in terms of financial and legal issues introduce regulations which are specified in the financial dimension by annual budget acts.

The Agency's revenues on an accrual basis in the years 2016–2018 are illustrated in Table 1. Its analysis indicates that in subsequent years the revenues are comparable in the amount, with the dominant revenue being grants from the state budget.

	2016	2017	2018
Total revenues	9,500	10,966	10,966
(in thousands PLN)	9,300	10,900	10,900
Revenue from state			
budget grants	9,100	9,566	9,566
(in thousands PLN)			
Remaining revenue –			
equivalent			
of depreciation	400	1,400	1,400
expense			
(in thousands PLN)			

Table 1. Revenues of the Polish Space Agency on an accrual basis in the years 2016–2018.

Source: Authors' own study on the basis of budget acts for 2016–2018.

The Agency's expenses on an accrual basis in 2016–2018 are shown in Table 2. What is particularly interesting is the relatively high expenditure on salaries and salary derivatives, which in each of the above mentioned years exceeds 50% of the costs.

of executive agencies' plans, as they are only of an accounting nature – see A. Mierzwa [in:] P. Smoleń (ed.), *Ustawa o finansach publicznych. Komentarz*, Warszawa 2012, p. 255.

	2016	2017	2018
Total expenses (in thousands PLN)	9,500	10,966	10,966
Depreciation (in thousands PLN)	400	1,400	1,400
Materials and energy (in thousands PLN)	620	510	352
Third-party services (in thousands PLN)	1,400	1,400	1,949
Remuneration (in thousand PLN)	5,700	5,026	5,625
Payments for natural persons (in thousands PLN)	0	0	15
Social security, labour fund and bridging retirement fund contributions (in thousands PLN)	900	939	888
Taxes and charges (in thousands PLN)	20	20	3
Other operating costs (in thousands PLN)	460	1,671	734

Table 2. Expenses of the Polish Space Agency on an accrual basis in 2016–2018.

Source: Authors' own study on the basis of budget acts for 2016–2018.

Tables 3 and 4 show the Agency's revenue and expenditure on a cash basis for the period 2016 to 2018.

Table 3. Income of the Polish Space Agency on an accrual basis in 2016–2018.

	2016	2017	2018
Total expenses	10,000	10,066	10,066
(in thousands PLN)	10,000	10,000	10,000
Income from state			
budget grants (in thou-	10,000	10,066	10,066
sands PLN)			
Earmarked grants	9,100	9,566	9,566
(in thousands PLN)	9,100	9,500	9,000
Grants for investments			
and investment	900	500	500
purchases			

Source: Authors' own study on the basis of budget acts for 2016–2018.

	2016	2017	2018
Total expenses	10,000	10,066	10,966
(in thousands PLN)	,	,	_ = = = = = = = = = = = = = = = = = = =
Operating costs	9,100	9,566	9566
(in thousands PLN)		- ,	
Materials and energy	620	510	352
(in thousands PLN)			
Third-party services	1,759	1,490	1,949
(in thousands PLN)	1,700	1,100	1,545
Remuneration	5,400	4,956	5,625
(in thousands PLN)	3,400	4,000	3,023
Payments for natural			
persons	0	0	15
(in thousands PLN)			
Social security, labour			
fund and bridging			
retirement fund contri-	841	926	888
butions (in thousands			
PLN)			
Taxes and charges	20	20	3
(in thousands PLN)	20		
Other operating costs	400	1.004	724
(in thousands PLN)	460	1,664	734
Expenses related to			
property (in thousands	900	500	500
PLN)			

Table 4. Expenses of the Polish Space Agency on cash basis in 2016–2018.

Source: Authors' own study on the basis of budget acts for 2016–2018.

Of all the executive agencies, the Polish Space Agency is characterized by the lowest revenue. Compared to other executive agencies, its revenues can even be considered merely nominal. This is shown in Table 5.

No.	Executive agency	2016	2017	2018
1.	Polish Space Agency	9,500	10,966	10,966
2.	Polish Agency for Enterprise Development	496,370	246,378	227,113
3.	National Centre for Research and Development	1,784, 327	1,407, 046	1,572, 177
4.	National Science Centre	1,028, 159	1,200, 915	1,316, 069
5.	Military Property Agency	1,341, 207	1,327, 537	1,299, 863
6.	Agency for Restructuring and Modernisation of Agriculture	1,766, 090	1,766, 562	1,800, 935
7.	Agricultural Market Agency	392,071	376,713	National Centre for
8.	Agricultural Real Estate Agency	268,400	268,750	Agricultural Support – 360 193
9.	Agricultural Property Agency of the State Treasury	2,897, 400	1,190, 300	1,039, 000
10.	Research Centre for Cultivar Testing	72,520	88,187	88,422
11.	Material Reserves Agency	134,913	533,735	251,631

Table 5. Total revenue (in thousands PLN) of Polish executive agencies in 2016–2018.

Source: Authors' own study on the basis of budget acts for 2016–2018.

7. Implementation of the Agency's financial plan in 2016 and 2017 in the light of information from the Supreme Audit Office

In 2017, the Supreme Audit Office carried out an audit of the Polish Space Agency in order to assess the implementation of the Agency's financial plan for 2016. 2016 was the Agency's second financial year and the first year in which its financial plan was included in an annex to the Budget Act.

The scope of the audit included: the implementation of the Agency's revenue and expenditure plan and the effects of the tasks that were carried

out, including the degree of their implementation, management of free funds, correctness of the 2016 accounts, correctness and reliability of annual budget statements for 2016, and reports for the fourth quarter of 2016 with regard to financial operations.

The audit results for the Polish Space Agency financial plan execution in 2016 have been published and are available on the Supreme Audit Office website.²²

The Supreme Audit Office made a negative assessment of the Agency's implementation of the financial plan in 2016. The irregularities revealed in the course of the audit included:

- incurring expenditure in an amount exceeding the amount determined in the financial plan by PLN 85.3 thousand (1.0% of total expenditure),
- awarding public contracts related to the purchase of airline tickets (domestic and foreign) with a total net value of PLN 205.9 thousand (EUR 49.3 thousand), with the omission of the Public Procurement Law (PLN 210.3 thousand gross – 2.6% of total expenses),
- the failure to establish control mechanisms ensuring the separation of key obligations with respect to financial and economic operations in cases of concluded civil law contracts (in 2016, the total expenditure of PLN 341.9 thousand – i.e. 4.2% of total expenditure was effected on their basis),
- establishing only one objective and one measurement in the Agency's activity-based budget, which reflected only a part of the Agency's tasks,
- failure to document the acceptance of the results of works performed on the basis of the concluded civil law contracts (on the basis of which expenses in the amount of PLN 260.9 thousand – 3.2% of total expenses were incurred),
- awarding public contracts in the total amount of PLN 66.3 thousand in violation of internal regulations (0.8% of total expenditure).

²² LGD.430.001.13.2017; https://www.nik.gov.pl/plik/id,14200.pdf (accessed on-line: 17.09.2018).

In 2018, the Supreme Audit Office again conducted an audit in the Polish Space Agency, the purpose of which was to assess the implementation of the Agency's financial plan for 2017, in terms of legality, purposefulness, and economy. The audit results for the Polish Space Agency financial plan execution in 2017 have also been published and are available on the Supreme Audit Office website²³. It should be noted that the Supreme Audit Office made a negative assessment of the Agency's activities in terms of the financial plan execution also for 2017. The Office, in its report issued following the audit, requested that actions be taken in order to:

- ensure correct estimation of the value of contracts,
- ensure supervision over the correct performance of civil law contracts,
- incur expenditure within time limits that result from the commitments previously entered into,
- draw up budgetary and financial operation reports on the basis of fixed accounting records,
- correctly classify expenditure,
- include accounting documents in accounting records, in appropriate accounting periods.

8. Conclusion

A few years after the establishment of the Polish Space Agency, doubts have arisen as to whether this entity "effectively uses all the opportunities of space exploration" or maybe it is focused on financing the remuneration for its staff.

An analysis of the Agency's finances and the results of the audit of the Supreme Audit Office on the implementation of the financial plan in 2016 and 2017 leads to the conclusion that of all the executive agencies, the Polish Space Agency has the least funding for its activities and, additional-

²³ LGD.430.001.02.2018; https://www.nik.gov.pl/plik/id,17105.pdf (accessed on-line: 17.09.2018).

ly, it makes mistakes in the implementation of its financial plan. One might get the impression that the Agency is (for the time being) focusing on its existence and not on the implementation of tasks related to "space". In principle, however, this is in line with the assumptions underlying the establishment of the Agency, as it has been pointed out that "initially its activities will be limited". And it seems that the activities are limited indeed.

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