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CULTURE-BASED POTENTIAL FOR THE DEVELOPMENT OF CITIES IN POLAND

POTENCJAŁ KULTUROWY DLA ROZWOJU MIAST W POLSCE

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Summary: The discussion in this article concerns the identification of the culture-based development potential of cities, and the aim of the study, is to classify urban communes (boroughs) in Poland in terms of their culture-based development potential. A multidimensional comparative analysis was used to build a measurement tool and to create rankings of cities. The proposed measure includes five groups of diagnostic variables referring to the cultural infrastructure, cultural events, creative sector, tourist base and public finances. Data from 306 urban communes in Poland from 2013-2016 were collected for the study. The article presents selected research results, such as rankings of cities with the highest City Culture Potential index. This is due to the visibly differentiated strategies for building a competitive advantage, which result in different intensities and the importance of factors assumed as explanatory variables in measuring the potential of culture.

Keywords: city development, culture, measures.

Streszczenie: Dyskusja podjęta w niniejszym artykule dotyczy zidentyfikowania potencjału kulturowego miast. Celem opracowania jest klasyfikacja gmin miejskich w Polsce pod względem posiadanego potencjału kulturowego. Dla dokonania uszeregowania zastosowano wielowymiarową analizę porównawczą i zbudowano miernik taksonomiczny. Zaproponowane narzędzie pomiaru uwzględniła pięć grup zmiennych diagnostycznych odnoszących się kolejno do infrastruktury kultury, wydarzeń kulturalnych, sektora kreatywnego, bazy turystycznej i finansów publicznych. Do przeprowadzonego badania zebrano dane z 306 gmin miejskich w Polsce z lat 2013-2016. Artykuł prezentuje wybrane wyniki badań, takie jak rankingi miast o najwyższym wskaźniku potencjału kulturowego. Wykazano, iż analizę potencjału kulturowego powinno się przeprowadzać osobno dla miast w różnych przedziałach wielkości. Spowodowane jest to widocznie zróżnicowanymi strategiami budowy przewagi konkurencyjnej, której efektem jest różne nasilenie i ważność czynników przyjętych za zmienne objaśniające przy pomiarze potencjału kultury.

Słowa kluczowe: rozwój miast, kultura, pomiar.

1. Introduction

The analyses described in this paper are based on the fundamental assumption that culture is of great significance for the development of cities and regions [Sanetra-Szeliga 2013; Klasik 2010; Hausner 2013]. A growing number of urban communes strive to support their economic development by means of improving their cultural base, attracting tourists, organising mass events as well as supporting the creation of artistic neighbourhoods. Planners and decision-makers need to identify the role that culture-based potential plays in achieving social, cultural and economic objectives as – unlike economic development which is oriented towards innovations and growth – culture is continuously re-created [Skrede 2015]. Strengthening the knowledge base of a city and its knowledge-based economy is not possible without the prior strengthening of all the aspects of the city's cultural attractiveness. Attention needs to be paid in particular to local historical, cultural, aesthetic and ecological values which make each city unique and which shape the quality of life within the city [Knight 1995].

In times of globalisation, production decline and the growing importance of territorial marketing, many cities turn to culture as the preferred source of competitive advantages. Various strategies may be identified with regard to using culture for the promotion of a city or region. Some aim to create an elite place, a refuge for culture and the artistic avant-garde. Others concentrate on social functions and aim to satisfy the inhabitants' requirements. Some cities combine cultural sites and buildings with tourism and perceive investments in culture as a project primarily aimed at the "visitor class" [Eisinger 2000], but the reality is far more complex. Cultural amenities may bring in the so-called "tourist dollars" but are at the same time a base for educational programmes and entertainment for the inhabitants [Grodach, Loukaitou-Sideris 2007]. They create possibilities for improving the city's image, at the same time providing employment for local artists and creating jobs for highly qualified employees in the so-called creative industries. Furthermore, investments in culture (infrastructure and/or events) make a city more attractive to people with higher qualifications. Local government policies often recognise the need to support creativity which is perceived as a driver of development. Cultural development has become of fundamental importance for stimulating creativity and the creative sectors as well as for the international promotion of a city, attracting investments and the "creative class" [Florida 2002].

As Jon Hawkes [2001] rightly argues, the concept of culture is an invaluable tool which however remains mostly ignored by the decision-makers when they make plans for the future and when they assess the past. The fact that the notion of culture capital is not understood by decision-makers often leads to the improper allocation of public resources which does not contribute to satisfying the actual social needs [Eisinger 2000].

2. The culture-based potential of urban communes

It is difficult to define the culture-based potential in an unambiguous way, due to its multi-dimensional nature. It is created through the actions of individuals, institutions and public authorities but it is not just a simple sum of these actions. It may be intensified when the multiplier effects are generated leading to strengthening of the impact of each and every one of these actions [Karwińska 2014]. For example, the existence of multiple institutions of culture contributes to generating creative capital, thus attracting potential investors and leading to the greater development potential of regions.

The literature identifies different approaches to the culture-based potential for development. The sociological approach recognises a subject-oriented perspective which emphasises the ability to participate in creating culture, as well as an object-oriented perspective which relates to the material and financial dimension. This article assumes the strategic approach – which relates to the functions of culture-based potential in development processes – as the leading one [Karwińska 2014] and concentrates on the tangible, material dimension of the phenomenon. The instrumental value of culture as a source of social as well as economic benefits [Świętochowska 2016] has also been pointed out. Deliberations in this aspect relate to increasing the possibilities of using the resources recognised as components of culture-based potential for development which exists in urban communes (boroughs).

In their research on urban areas in the United States, M. Russ, G. Bansal and A. Parrillo [2017] referred to *experience cities*, a term which includes, amongst others, the culture-based development potential. Their approach was based on *experience economy*, a new paradigm of business which requires that businesses assign unforgettable experiences to their products or services. Experiencing creates economic value by means of increasing the active and emotional involvement of the customers. The factors which determine the efficiency of experience economy in this research approach were: (1) the total annual payroll for the art, entertainment and recreation sectors in the metropolitan statistical area, divided by the average receipts for the same sector across all metropolitan statistical areas as well as the total number of art, entertainment and recreation institutions in the metropolitan area divided by the total number of such institutions in all metropolitan statistical areas.

In Poland, research on culture-based potential in district (*powiat*) capital cities was carried out by P. Landsberg, M. Poprawski and P. Kieliszewski. The results, presented in a report entitled “Kulturalne potencjały i deficyty miast powiatowych” [2010], outline the needs of the consumers of cultural services, present a diagnosis of the needs and the identification of the cultural potentials and deficits in district capitals using an example of six average-sized cities in the Wielkopolska region.

This article assumes a slightly different approach to culture-based development potential. The issue which this paper puts forward is to determine the culture-based development potential of urban communes in Poland and to identify the cities with

the highest and the lowest culture-based potential. **Two objectives were set. The first is to construct a measure for the culture-based development potential of urban communes which would allow their ranking. The second objective is to identify the cities characterised by the largest culture-based development potential in the analysed period (2013-2016).**

3. The method and factors of culture-based potential

An assessment of the culture-based potential of cities is a complex undertaking due to the complexity of culture itself as well as the large number of explanatory variables which should be taken into consideration. Multi-dimensional comparative analysis relates to a group of statistical methods which allow for simultaneously analysing at least two variables describing the analysed object or phenomenon. These methods are used for analysing phenomena which cannot be directly measured, but which can be described using the features which characterise them. In order to analyse the culture-based development potential of cities in Poland an aggregate index was constructed. Similar measures are used, amongst others, to indicate social development [Kompa 2009], to assess the attractiveness of properties to potential buyers [Mazur, Witkowska 2006], or in analyses on the capital market [Dmitruk, Gawinecki 2017].

An aggregate index is constructed in five stages:

- 1) creating a data matrix;
- 2) standardising data in order to ensure comparability;
- 3) determining weights for diagnostic variables;
- 4) determining the model and calculating the distance of each of the objects from the model (Euclidean distance);
- 5) normalising the synthetic measure.

The research was based on data from 306 urban communes collected for the period between 2013 and 2016. As three communes changed their status (from urban communes to urban-rural communes) during this period, 303 communes were finally included in the analysis.

In order to analyse the culture-based potential of urban communes in Poland a set of factors (diagnostic variables) which contribute to this potential had to be determined. Six such variables were found – they relate to five factors of culture-based potential: cultural infrastructure, cultural events, creative sector, tourist base and public expenditure on culture in each of the communes.

The first of the factors which constitute culture-based development potential in a commune (borough) is illustrated by the number of cultural institutions in relation to the number of inhabitants. Cultural institutions and events have played a role in the development of cities for a long time. They are both perceived to promote the city's image and to attract tourists. Cultural institutions provide a foundation for a proactive development strategy for cities which organise or support the

organisation of various events which enhance their attractiveness as places for living or running a business. Following the decentralisation in the sphere of culture, the financing of and supervision over most institutions became the responsibility of local government. This enabled local authorities to create their own local cultural policies. The existence of cultural institutions provides possibilities for inhabitants to spend their free time but also stimulates social and economic activity.

Recently the creation of new resources/infrastructure which contribute towards the city attractiveness, has become prominent in the implementation of the cultural policy of cities. These resources are related to the organization of events belonging to the broadly understood culture [Sanetra-Szeliga 2013]. That is why the number of cultural, entertainment, sport (or mixed) mass events which are organised in the commune is assumed as the second indicator for the commune's culture base. In order to ensure comparability between cities of different size, and similarly to the previous indicator, the number of cultural institutions is reported per 1,000 inhabitants.

The culture-based development potential of a commune is also determined by the size of the business creative sector which is recognised as the second factor of culture-based potential. Admittedly, it does not directly illustrate the culture sector but it is founded on the creative potential which is generated within the culture-related activities [Głowacki 2013]. Economically speaking, creativity is one of the most prominent factors contributing to economic growth [Orankiewicz 2014]. The size of the culture-based development potential and the strength with which it impacts development processes may both be illustrated by the size of the creative business sector and its growth. There are cause-effect relationships of a dual nature which may be highlighted here – on the one hand such firms open and operate where the culture-based potential is notable, on the other hand they themselves lead to the creation of this potential. These effects will be captured by including the number of existing and newly registered businesses in the sectors which are commonly recognised as creative (sections according to the Polish Classification of Activities: J-58; J-59; J-60; M-74; R-90; R-91).

The impact of various aspects of culture (such as institutions or events) may go beyond creating an attractive space for living and working for the creative class. They may contribute towards building the city's brand and image, thus enhancing its tourist base which is assumed as the third factor of culture-based potential. This leads to the conclusion that measures typically related to the tourist attractiveness of a given place – such as the number of accommodation facilities or the number of beds in relation to the number of inhabitants – may serve as measures of culture-based development potential [Orankiewicz, Turała 2019].

The culture-based development potential of communes is generated not only by the public institutions but also by private entities, including NGOs which participate in the creation of the cultural and entertainment offered. In Poland however, culture is financed mostly from public funds, often the size of available funding is reflected in the type of cultural activities which are carried out in a given region. The city

may organise cultural activities on its own, creating special funds supported by the city budget. This leads to the assumption that the size of expenditure on culture (*per capita*) from the city budget may become another diagnostic variable used for illustrating the final, fifth factor of culture-based development potential.

When using taxonomic methods it is imperative to determine the character of the diagnostic variable (a stimulant, a destimulant or a nominant). Stimulants are used when an increase of a diagnostic variable leads to an increase of the dependent variable. The opposite is true for destimulants – an increase of a diagnostic variable will lead to a decrease of the dependent variable. As for nominants – their required (preferred) values are limited to a single value or a range of values. Five groups of factors were distinguished, each of which was assigned an equal weight of 0.2. Table 1 presents all the diagnostic variables for the City Culture Potential index, indicating their nature and assumed weight.

Table 1. Factors and diagnostic variables of the City Culture Potential index (CCP index)

Factor	Diagnostic variable	Symbol	Nature	Weight
Cultural infrastructure	the number of institutions of culture per 1,000 inhabitants	X_1	stimulant	0.2
Cultural events	the number of mass events per 1,000 inhabitants	X_2	stimulant	0.2
Creative sector	the number of economic entities in creative sectors per 1,000 inhabitants	X_3	stimulant	0.1
	the number of newly established economic entities in creative sectors per 1,000 inhabitants	X_4	stimulant	0.1
Tourist base	the number of accommodation facilities per 1,000 inhabitants	X_5	stimulant	0.1
	the number of beds in accommodation facilities per 1,000 inhabitants	X_6	stimulant	0.1
Public finance	Total expenditure in Section 921 – Culture and protection of national heritage <i>per capita</i>	X_7	stimulant	0.2

Source: prepared by the author.

Diagnostic variables for the i^{th} object were standardised using the following formula:

$$z_k^i = \frac{x_k^i - \bar{x}_{ik}}{S_{ik}^x},$$

where: x_k^i – values of diagnostic variables for the i^{th} object, \bar{x}_{ik} – arithmetical average for x_k^i , S_{ik}^x – standard deviation, in accordance with the formula:

$$S_{ik}^x = \sqrt{\frac{1}{n} \sum_{i=1}^n (x_k^i - \bar{x}_{ik})^2}.$$

In the next step the model was determined as:

$$z_0^i = \begin{cases} \min_{i=1,2,3,\dots} \{z_k^i\} & \text{if } x_k^i \text{ is a destimulant} \\ \max_{i=1,2,3,\dots} \{z_k^i\} & \text{if } x_k^i \text{ is a stimulant} \end{cases}.$$

The distance of each object from the hypothetical model was then determined in accordance with the following formula:

$$q_{ik} = \sqrt{\sum_{i=1}^n (z_k^i - z_0^i)^2},$$

where: q_{ik} – distance of the i^{th} object from the hypothetical model, z_k^i – standardised diagnostic variables for the i^{th} object z_0^i – values of standardised diagnostic variables for the model.

4. Discussion of the research results

The research aimed at determining the City Culture Potential index for urban communes in Poland and at ranking them. Table 2 presents the top 10 cities (urban communes) according to the culture-based development potential (as measured by the CCP index) in each of the analysed years. Additionally, the top 10 cities by the average value of the CCP index between 2013 and 2016 are also indicated.

Krynica Morska is ranked first, ahead of Karpacz and Sopot. It needs to be emphasised that the top ranks are occupied by mostly small cities of less than 20,000 inhabitants (six out of the top 10),

In order to identify the causes of such results, separate rankings were prepared for three size categories typically assumed by the Polish Statistical Office: small cities (up to 20,000 inhabitants), medium cities (between 20,000 and 100,000 inhabitants) and large cities (above 100,000 inhabitants). Tables 3, 4 and 5 outline the top 10 cities according to the culture-based development potential (as measured by the CCP index) for each of the size categories.

The rankings presented in Tables 3, 4 and 5 give a far more complete overview of the analysed phenomenon as they include all the cities that are intuitively perceived as having a high City Culture Potential index.

The next question which was considered for the purpose of preparing this paper related to determining which factors had the greatest contribution to the CCP index in each size category. Hence, the next step of analysis involved determining which of

Table 2. Top 10 urban communes in Poland according to the CCP index (2013-2016)

Rank	CCP ₂₀₁₃	CCP ₂₀₁₄	CCP ₂₀₁₅	CCP ₂₀₁₆	CCP ₂₀₁₃₋₂₀₁₆ (average)
1	Krynica Morska				
2	Sopot	Karpacz	Karpacz	Karpacz	Karpacz
3	Karpacz	Podkowa Leśna	Łeba	Łeba	Sopot
4	Podkowa Leśna	Sopot	Podkowa Leśna	Sopot	Łeba
5	Łeba	Szklarska Poręba	Sopot	Szklarska Poręba	Podkowa Leśna
6	Szklarska Poręba	Łeba	Jastarnia	Podkowa Leśna	Szklarska Poręba
7	Jastarnia	Jastarnia	Szklarska Poręba	Jastarnia	Jastarnia
8	Krosno	Zakopane	Zakopane	Zakopane	Zakopane
9	Zakopane	Świeradów-Zdrój	Wrocław	Sucha Beskidzka	Kraków
10	Kraków	Kraków	Świeradów-Zdrój	Pruszków	Wrocław

Source: prepared by the author.

Table 3. Top 10 small urban communes (from 10,000 to 20,000 inhabitants) in Poland according to the CCP index (2013-2016)

Rank	CCP ₂₀₁₃	CCP ₂₀₁₄	CCP ₂₀₁₅	CCP ₂₀₁₆	CCP ₂₀₁₃₋₂₀₁₆ (average)
1	Krynica Morska				
2	Karpacz	Karpacz	Karpacz	Karpacz	Karpacz
3	Podkowa Leśna	Podkowa Leśna	Łeba	Łeba	Łeba
4	Łeba	Szklarska Poręba	Podkowa Leśna	Szklarska Poręba	Podkowa Leśna
5	Szklarska Poręba	Łeba	Jastarnia	Podkowa Leśna	Szklarska Poręba
6	Jastarnia	Jastarnia	Szklarska Poręba	Jastarnia	Jastarnia
7	Ustroń	Świeradów-Zdrój	Świeradów-Zdrój	Sucha Beskidzka	Świeradów-Zdrój
8	Duszniki-Zdrój	Ustroń	Duszniki-Zdrój	Szczyrk	Duszniki-Zdrój
9	Szczyrk	Duszniki-Zdrój	Ustroń	Duszniki-Zdrój	Szczyrk
10	Świeradów-Zdrój	Wisła	Sucha Beskidzka	Lubawa	Ustroń

Source: prepared by the author.

Table 4. Top 10 medium urban communes (between 20,000 and 100,000 inhabitants) in Poland according to the CCP index (2013-2016)

Rank	CCP ₂₀₁₃	CCP ₂₀₁₄	CCP ₂₀₁₅	CCP ₂₀₁₆	CCP ₂₀₁₃₋₂₀₁₆ (average)
1	Sopot	Sopot	Sopot	Sopot	Sopot
2	Krosno	Zakopane	Zakopane	Zakopane	Zakopane
3	Zakopane	Lubin	Pruszków	Pruszków	Krosno
4	Świnoujście	Krosno	Kołobrzeg	Krosno	Lubin
5	Lubin	Kołobrzeg	Krosno	Świnoujście	Świnoujście
6	Oświęcim	Oświęcim	Lubin	Lubin	Pruszków
7	Bełchatów	Zamość	Świnoujście	Kołobrzeg	Kołobrzeg
8	Tarnobrzeg	Żywiec	Płońsk	Oświęcim	Oświęcim
9	Żywiec	Świnoujście	Jelenia Góra	Jelenia Góra	Żywiec
10	Kołobrzeg	Sanok	Lubartów	Puławy	Zamość

Source: prepared by the author.

Table 5. Top 10 large urban communes (over 100,000 inhabitants) in Poland according to the CCP index (2013-2016)

Rank	CCP ₂₀₁₃	CCP ₂₀₁₄	CCP ₂₀₁₅	CCP ₂₀₁₆	CCP ₂₀₁₃₋₂₀₁₆ (average)
1	Kraków	Kraków	Wrocław	Warszawa	Kraków
2	Warszawa	Wrocław	Kraków	Kraków	Wrocław
3	Wrocław	Opole	Warszawa	Wrocław	Warszawa
4	Toruń	Katowice	Gdynia	Toruń	Toruń
5	Opole	Warszawa	Toruń	Opole	Opole
6	Koszalin	Toruń	Wałbrzych	Lublin	Gdynia
7	Katowice	Dąbrowa Górnicza	Opole	Poznań	Koszalin
8	Gdynia	Koszalin	Koszalin	Gdynia	Katowice
9	Poznań	Rzeszów	Poznań	Koszalin	Poznań
10	Lublin	Gdynia	Lublin	Katowice	Lublin

Source: prepared by the author.

the assumed diagnostic variables reached the greatest values and thus the contribution to the CCP index. The detailed analysis of diagnostic variables shows that the most successful (in terms of the CCP index) small cities tend to build their competitive

advantage on tourism, i.e. on the number accommodation facilities and the number of beds per 1,000 inhabitants. Some touristic small cities may have up to three times as many beds in various accommodation facilities as they have inhabitants, leading to a drastic increase in the number of (temporary) residents in the holiday season. The culture base (i.e. the number of cultural institutions per 1,000 inhabitants) is another significant factor, just as public finances (i.e. expenditure on culture *per capita*).

The driving factors behind the culture-based development potential of medium cities include the number of mass events per 1,000 inhabitants (culture base) as well as newly established economic entities in the creative sector. The creation of competitive advantage in this case is based on attracting entrepreneurs and creating an investment-friendly environment.

The large cities with the highest values of the CCP index build their competitive advantage on the number of mass events per 1,000 inhabitants as well as on the number of existing economic entities in the creative sector. Figures 1, 2 and 3 illustrate the sources of competitive advantages for small, medium and large urban communes respectively.

In small, medium and large cities, the values of the City Culture Potential index are strongly diversified. It is worth considering whether the culture-based potential for development is in any way clustered in terms of geography. The next part of the analysis includes the diversification of the average values of the City Culture Potential index in regions.

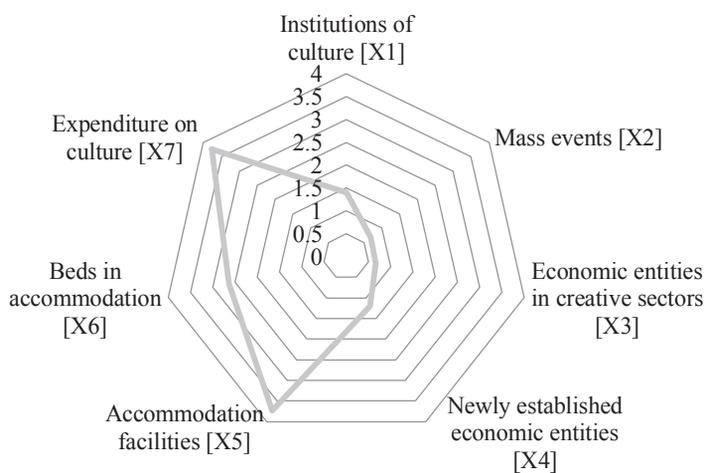


Fig. 1. Source of competitive advantage of 10 small urban communes with the highest CCP index

Source: prepared by the author.

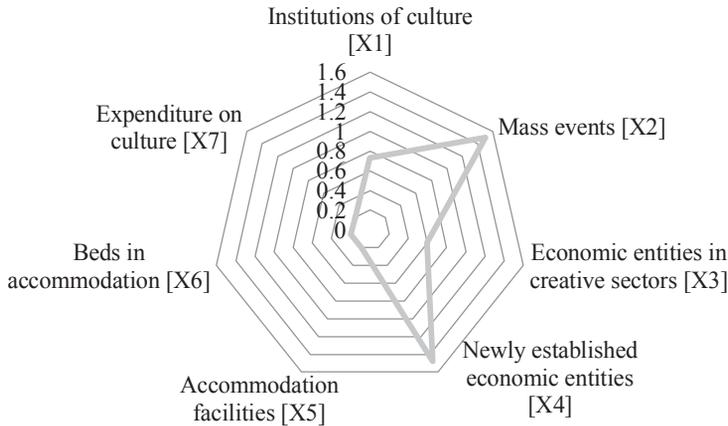


Fig. 2. The source of competitive advantage of 10 medium-sized urban communes with the highest CCP index

Source: prepared by the author.

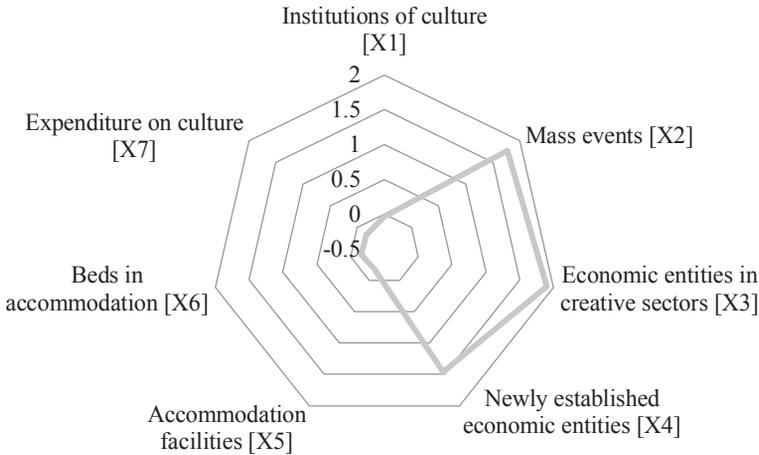


Fig. 3. The source of competitive advantage of 10 large urban communes with the highest CCP index

Source: prepared by the author.

The research results indicate that the highest values of the CCP index are in the *pomorskie* and *małopolskie* regions, and the lowest in the *świętokrzyskie* and *łódzkie* regions. Figures 4 and 5 present the distribution of the average values of the CCP index for the individual regions.

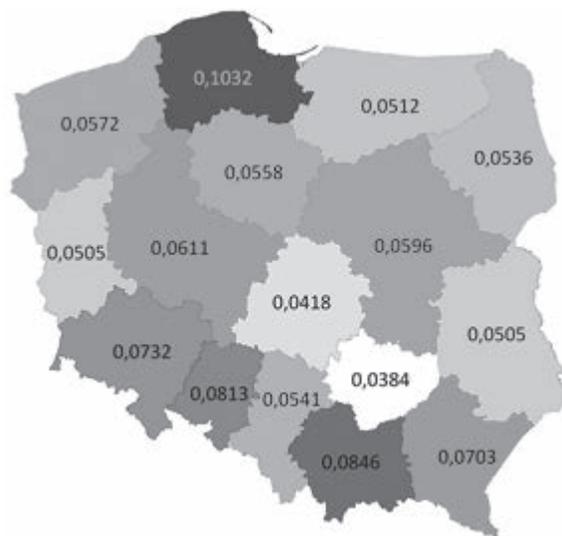


Fig. 4. Culture-based development potential for cities by region (average of CCP₂₀₁₃₋₂₀₁₆)

Source: prepared by the author.



Fig. 5. Culture-based development potential for cities by region (average of CCP₂₀₁₃₋₂₀₁₆)

Source: prepared by the author.

5. Conclusion

In this article, the City Culture Potential index for cities in Poland was determined to allow the creation of a ranking of cities and the identification of those with the highest culture-based development potential. The research showed that the analysis of cultural

potential should be carried out separately for cities in various size categories. This is caused by the visibly differentiated strategies of building a competitive advantage, which results in the different intensification and importance of the factors taken as explanatory variables.

Culture is one of the pillars of a knowledge-based economy and is used to increase the competitiveness of cities. The author agrees that “culture is more and more urban business” [Zukin 1995], but at the same time we also should ask questions about its contribution to socio-economic development. Eisinger [2000] in his research pointed out that an increasing number of cities in the United States allocate large public funds for the development of an infrastructure for culture and entertainment in order to attract more and more tourists. At the same time, he discusses whether such a solution is good for the residents, arguing that focusing on building a city just for the class of ‘visitors’ can put a strain on trust between local leaders and citizens because the investment program is being implemented to the detriment of basic municipal services. In many cities, the construction and extension of cultural facilities is progressing at a rapid rate. Critics emphasize the dissonance between the economic objectives of promoting prestigious high-culture objects to attract wealthy guests, and the social and educational goals of popularizing culture and increasing its access for the masses [Bianchini 1993].

When building a competitive advantage based on the culture-based development potential the basic and most important aspects of the culture associated with the needs of people living in a given municipality must not be forgotten.

As Hausner [2013] argues, the influence of culture on territorial development (e.g. regions or cities) should not be reduced to promotion and external attractiveness, that is, the issue of attracting investors, the capital of tourists or new residents. It is much more important to recognize its significance for discovering, using, valorising and multiplying own resources. The main criterion for development is not the level or dynamics of the created GDP, but the widely recognized quality of life of the inhabitants [Hausner 2013].

The study of the culture-based development potential of cities is part of the research on the determinants of urban development in Poland. At the same time, similar measurements are carried out in relation to the innovative potential and based on education and higher education. Further research will concern the impact of these potentials and their significance for the development of urban municipalities.

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