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**Good governance and territorial marketing – two sides of the same coin? Development of market orientation through governance mechanisms in local government.**

*Draft paper, please do not quote*

Abstract

The scope of the paper is to discuss the role of good governance in improving responsiveness of local government to the needs of the selected target groups (investors, tourists, students). The criteria of good governance and governance indicators are analysed with regard of their applicability in building customer orientation of local authorities i.e. increasing market intelligence, disseminating knowledge about current and prospect users of the territory and fostering organizational culture conducive of gathering, sharing and applying market information for satisfying local demand.

The objective is to assess usefulness of governance mechanisms in improving marketing management process (i.e. analysis, planning, implementation and control) of the local authorities towards selected groups of external target customers (investors, tourists, students). The paper will create the analytical framework for the future research in selected Polish cities. The main good governance rules will be tested both from the governors' perspectives and from the customer one. The issues below should be taken into consideration in terms of governors' performance:

- focusing on the organisation's purpose and on outcomes for citizens and service users
- performing effectively in clearly defined functions and roles
- promoting values for the whole organisation and demonstrating the values of good governance through behaviour
- taking informed, transparent decisions and managing risk
- developing the capacity and capability of the governing body to be effective
- engaging stakeholders and making accountability real

Different approaches to public service quality at the operational level and territorial marketing at the strategic level as well as methodologies of measuring governance will be taken into account as a theoretical background.

Key words: good governance, local government, market orientation, place marketing, measurement

JEL: H79, L38, R59, Y

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## **Introduction**

The scope of the paper is to discuss the role of good governance in improving responsiveness of local government to the needs of the selected target groups (investors, tourists, students). At the theoretical level the authors take interdisciplinary approach to test applicability of marketing concept to governance. Market orientation characteristics and European good governance indicators will be analysed in terms of capacity for mutual reinforcement in the process of modernization of public administration.

Problems of relations between place marketing and governance received little attention so far. The result is lack of knowledge about coexistence of market orientation and good practices in governance in local government. Public governance approach was developed in political science while references to private market practices as benchmark for public organization appeared in public administration and organization science. Governance scholars concentrated on processes by which public services are designed and delivered while public management' focal point were outputs/outcomes of service delivery. Application of marketing instruments and tools while referring strongly to marketing as external orientation might bridge the gap between governance and new public management.

New public management concentrates on intraorganizational transformation, while changes caused by governance processes are caused by interorganizational relations (R. Sibeon, 2000). Participation of stakeholders in governance facilitates achievement of greater consistency between citizens' needs and programmes and services provided by local authorities. In order to apply marketing orientation to public institutions and redirect their orientation towards external constituencies we should first respond to the problem of competitiveness and voluntariness of transactions that are characteristic features of for-profit institutions. We assume, that activities of local governments aimed at attracting investors, tourists and prospective students fulfill characteristics of quasi market situation and as such call for application of market instruments. In order to neutralize *exit* option (S. Rose-Ackerman, 1979) by mobile growth factors i.e. decision to choose another location as a place to invest, study, entertain, run business and live local authorities take more and more interest in new modes of public management and governance. The proposed study should serve as an answer to the questions of local authorities on how to develop long term beneficial relationship with important stakeholders and promote regional development by means of good governance and market orientation.

## **Place marketing as a strategic approach to regional development**

The competition between localities has never been more intense. Today the territorial authorities need to seek modern methods of action under the market conditions, which require a more flexible approach on their part. A kind of solution is provided by the notion of *place marketing*, which derives from the commercial activities of enterprises. Places like municipalities, cities, regions, have to operate in a competitive environment. They compete for the external growth factors (inward investments, purchasing power from tourists and students). Marketing maybe treated as an integrated approach to competing in domestic and the international environment.

The notion of marketing started to be applied to places in Western Europe already in late 1960s (Girard 1997: 69-70). It was created by the need to promote certain areas or objects located there. Local authorities wanted to attract visitors pursuing commercial, tourist or leisure activities. Industrial areas became the object of promotion as well, because local authorities looked for foreign investors with the use of modern information techniques. Then growing demand for promotion of various places led to the elaboration of a number of tools used in the pursuit of this objective at the turn of 1960s and 70s. They began to be used more widely in 1980s and 90s also due to the ongoing decentralisation of the decision-making procedures and the growing autonomy of local authorities in many countries. It should be underlined, however, that the basic direct reason for taking up marketing activities by local authorities is the crisis situation of a place (Kotler et al. 1999: 1-20).

The notion of place marketing is quite complex. It can be defined as: "a system of co-ordinated actions of local, regional and national agents which aim to generate exchange and stimulation processes by getting to know, shaping and satisfying the needs and desires of the inhabitants" (Szromnik 2007: 16-19). Therefore, the principal goal of the place marketing is influencing the opinions, positions and the patterns of behaviour of

"external" and "internal" groups of interested clients by shaping the set of means and instruments of stimulating exchange contacts (Meffert 1989). H. Meffert makes a clear classification of various aspects of place marketing. They are: philosophical, informative, strategic-operational, of the diversification of activities and co-ordination of planning. The explanation of the meaning of each category deserves some space.

The **philosophical** aspect of place marketing concerns the way of treating marketing as a philosophy of actions focussed on the client orientation. For regional authorities, the philosophical aspect means a stronger orientation of their actions on the inhabitants and other potential clients. This approach must be endorsed not only by current regional authorities but also by lower echelons of public administration and the executive level so that it could bring about tangible results: the satisfaction of inhabitants and other groups using the regional product. It is often lowest level employees of the local authorities who shape the public opinion regarding the functioning of the local structures.

The **informative** aspect of place marketing is extremely important, though still underestimated by the local authorities. Shaping the best regional offer for consumers requires an examination of the beneficiaries' needs. Therefore, it is necessary to study the expectations and wishes of the target groups for shaping properly all elements of the regional offer. This aspect of marketing requires research activities and instruments ensuring permanent contacts between the decision-makers and the target groups. The political struggle often makes one forget about the inhabitants.

The **strategic-operational** aspect of place marketing is linked to the need of planning development activities by the local authorities. The strategy of the regional development is the basic instrument available for the regional authorities, which may be used to carry out the development policy. It ought to be emphasised that not only local politicians but also representatives of various social and professional communities in the region should take part in the process of working out the strategy. Making the preparation process of the regional strategy public increases the chances that the elaborated document will be treated as common, which improves in turn the chances of its implementation. The strategic-operational aspect of marketing activities also concerns the development of supply of goods and services, infrastructure planning, price setting, and communication policy-making. The last element seems particularly important in the context of popularisation of knowledge on the opportunities of getting financial support from European funds and the promotion of good projects.

The next aspect of place marketing - **diversification of activities** draws on the notion of market segmentation used by enterprises. The regional offer should be adjusted to various groups of consumers. Thus it should be diversified. For the inhabitants, it may express care about the young people (e.g. building recreational amenities, organising sports events), about the less affluent people (e.g. social welfare), or about the elderly (e.g. new health care facilities). For external addressees like investors, the offer is created according to their needs. If potential investors are quite heterogeneous, they may be divided into smaller target groups and the regional offer may be shaped in a more precise way.

The last of the mentioned aspects of territorial marketing - **co-ordination of planned activities** stems from the complexity of regional management. The multiplicity of decision-makers, of the addressees and of the projects makes the actions of the local authorities not easy. That is why they require considerable organisational effort. Marketing is expected to facilitate the co-ordination of numerous activities performed at each management stage, from the decision-making to the implementation of individual projects.

The above arguments point out to a wide application of marketing in the development policy of cities and regions. At present this topic becomes more and more popular in Europe and Asia (Kotler 1999, Kotler 2001), despite the fact that most publications dealing with it continue to appear in the United States . It is probably there that places compete with one another to the greatest extent, and the production factors are the most mobile. Due to the enlargement of the European Union and the Single European Market expanding to cover the whole territory of the United Europe, a growing competition among regions may be expected.

Local authorities are responsible not only for creating multi-annual development strategies, but also for their implementation. Previous experiences show that the implementation phase tends to be the most difficult. In practice, many strategies created with the use of a marketing approach are not implemented. It may result from the shallowness of the planning activities on the one hand, and on the other from a lack of suitable marketing

strategies or programmes, which are supposed to develop strategic statements. This part of the paper will contain an attempt to classify the most important marketing strategies in relation to regional authorities. It needs to be added that the below divisions are not exhaustive.

Marketing strategies of a region/city may be divided into two broad categories (Fig. 1). The first one concerns outward-oriented strategies. They encompass competitive actions aimed at attracting external regional/local growth factors. Taking into account the experience of local authorities in countries having a strongly established market economy, these factors comprise: purchasing power, foreign investments and structural funds. In case of Poland, these three groups are very relevant as well. Territorial authorities can undertake actions aimed at attracting customers for goods and services produced there, e.g. tourists or buyers coming from other areas. Foreign investments, as it has been mentioned, constitute an important object of interest for territorial authorities and a subject of competitive struggle. The EU structural funds, which are available for Poland from 2004, are also an important growth factor. The availability of opportunities to support various local/regional undertakings depends primarily on the self-governments. They may be direct beneficiaries of each programme but also transfer funds to third sector organizations and enterprises.

The second category comprises inward-oriented strategies and aims at stimulating the endogenous potential of the territory. Their principal goal is to mobilise endogenous growth factors. They consist of actions that improve the innovativeness of local enterprises, create local partnership, help to start economic activity, developing investments by firms located in the territory, or promote the absorption of assistance funds by enterprises, organisations, or persons from the territory. They may also include the efforts of local authorities to raise the education level of local communities or to set up vocational training programmes adjusting workers to new labour market requirements. Therefore, both categories comprise strategies which are complementary and they should be conducted simultaneously, in a co-ordinated way. Obviously, the above classification is not exhaustive and may be developed further. In particular, this applies to the category of outward-oriented marketing strategies. It may be extended by the strategy reinforcing the development of international co-operation of a place, or the strategy of promoting the sale of local products in other regions or countries.

**Figure 1: Principal categories of marketing strategies of territorial development**



*Source: Rudolf, W. (2008), Place marketing as the integrated approach to attract FDI. The case of the city of Lodz in Poland, COPE USA*

## Market orientation and good governance

Problems of relations between market orientation of public organizations and good governance have not received enough attention from both academics and practitioners although external orientation is fundamental for both approaches. That might be for the fact that it is conventional to underline boundaries between New Public Management and governance in public administration literature with different backgrounds of management studies and institutional and network theory (S. Osborne, 2010). Further differences comprise the locus of drivers of change (internal vs. external), role of the public official (manager vs. broker), role of the public organization client (customer vs. citizen), process orientation (economic vs. democratic) (J. Alford, 2009). Introducing market orientation to public administration was so far an exercise in naming important differences that make market like transactions and meeting customers' needs and preferences much more difficult than in the private sector. The process of European integration made room for analysis of impact on domestic policies and practices in local governance (T. Boerzel and T. Risse, 2000). Rules of subsidiary and partnership and their representation in the EU cohesion policy significantly empowered local authorities and gave them additional resources to develop (Tavistock Institute, 1997). How these factors contribute to improving quality of local governance remains unclear as well as change orientation either towards NPM or governance. Although it is conventional to see continuity from traditional public administration through NPM towards governance sometimes the boundaries between them in national practice are blurred and within one country there are institutions, regions are public services more or less advanced in performing changes towards more advanced modes of governing local affairs.

Market orientation is defined as “the organization-wide generation of market intelligence that pertains to current and future customer needs, dissemination of intelligence across departments, and organization-wide responsiveness” (B. J. Jaworski, A. K., Kohli, 1990) either as “the culture that (1) places the highest priority on the profitable creation and maintenance of superior customer value while considering the interests of other stakeholders; and (2) provides norms for behavior regarding the organizational development and responsiveness to market information” (Slater, J.C. Narver, 1995). Customer focus appears as a key theme of market orientation. Her objective should be high level of customer satisfaction through delivery of high quality products and services designed to fit customers need. It is the customer who serves as a reference for the organization's market activities – and in consequence as an ultimate source of the product quality assessment (J. Otto, 2004). Market orientation is not viable without considering customer as a key stakeholder and it appeared as a consequence of shift from transactional to relational approach in private sector organizations. Maintaining long term relationship in private sector became a condition for competitive advantage as soon as knowledge about relevance of customer satisfaction for dissemination of positive image of the company, brand reputation and as a consequence attracting new and retaining loyal customers became popular. Development of place marketing and place branding (W. Ollins, 2004, S. Anholt, 2006) draw attention to approaches, methods and tools that were previously used in marketing communication of consumer brands. Promotion of territories towards important target groups such as prospective students, tourists and investors was in fact competition for rare resources vital for socio-economic development of local areas (A. Szromnik, 2010). It became general practice to run directed policies and draw strategies aimed at attracting these stakeholders although it is disputable whether communication process went in both directions either it was sending an offer without closer research on the customers preferences. Still, adopting rules of marketing from the private sector calls for designing local product i.e. municipality, region or state in contact and co-operation with customers. Private sector is still one step further in acknowledging role of social media, trend for personalization and customization and making room for co-production of services or even service specification by

H. George Fredrickson's view of customer as a passive beneficiary of public administration services who is “limited to liking or disliking services and hoping that the administrators will change delivery if enough customers object” (K. Callahan, 2007) in contradiction to citizen –owner model with citizens playing proactive role and deciding the shape of the policies seems to omit important nature of relations in customer market. Market orientation in fact empowers customers and puts them in the focal point of organization that wants to deliver certain products and services. Developments of relationship marketing with multiple market model (A. Payne, 1996) were fundamental for understanding the nature of non –profit and public marketing where markets of customers, influencers, regulators and resourcers should receive proper attention (A. Sergeant, 2005). It is not the problem of customer-citizen dichotomy rather a problem of applying effective tools of influencing

administrative practices by citizens. Private sector relationship marketing tools that were already validated for public sector such as SERVQUAL (Parasuraman, Zeithaml, Berry, 1988), MARKOR (Kohli, Jaworski, & Kumar 1993) or critical incidence technique (Bitner, Booms, and Tetreault 1990) indicate clearly what the organization should do to maintain long term and satisfying relationship with its customers. MARKOR offers public and private managers insight to the content of strategies that are developed and measures of their external orientation, SERVQUAL describes perception gaps in service quality as seen by customers while CIT focuses on behavior of front line personnel with regard to defects on part of organizations such as unavailability of service, service delays etc., customers needs and requests and spontaneous reactions to non-standard situations. Of course this remark applies to situations of voluntary transactions not all types of public services (J. Alford, 2009).

In private sector customer is in fact a purchaser of goods and services while in public sector there are many clients and some of them are not purchasers in market terms. Thus some authors argue that market orientation concept is not relevant for public and non profit arena and should be replaced by other propositions such as for example societal orientation. Societal orientation is a construct proposed by Liao, Forman and Sargeant. Their contribution to dispute about marketing in non profit sector focuses on stretching and adjusting concept of market orientation so as it comprises “a number of additional elements, specific to the nonprofit context”. These elements would be e.g. concentrating on needs of wider society not only those of customers’, and considering issues such as “the potential for collaboration with other nonprofits, with the public sector, and with private sector bodies.” (M. Liao, S. Forman, A. Sargeant, 2001)<sup>2</sup>.

Apart from the problem with determining who is the customer for public sector organization other differences relate to the factors that are crucial for market orientation development: there is no clear connection between outflow of clients due to their dissatisfaction and reduction of employment in the organization, i.e. market based incentives for employees are mostly absent, customers satisfaction is not priority but needs of society or even changing behavior of target groups (M. Liao, S. Forman, A. Sargeant, 2001), there is problem with establishment efficiency and effectiveness measures for organization objectives, since they are multifaceted and complex. Market based quality related to customers preferences poses also a problem since its generation may create conflict with financial targets, budgetary constraints, selected effectiveness indicators or influential stakeholders’ preferences (J. Øvretveit, 2005). Decision making power of front line employees is weak due to lack of institutional support for them on the part of senior managers, since the latter almost never go into interactions with clients. Separation of front line personnel from the rest of the organization in bureaucracy negatively influences organizational loyalty and as a consequence ability to build long term and stable relationships with customers.

Also political cycle may negatively influence organization’s effectiveness and rationality understood as satisfying customers’ needs not maximizing election results. It is very common that relationship between positive elections results and satisfying citizen’s needs does not apply because diagnosed needs do not comply with citizen’s wants.

Customer – citizen’s value generation in public sector is more difficult for multiplicity of actors whose interests are in conflict with each other. As a result public managers trust much more in internally established quality indicators than satisfaction measures (J. M. Kelly, 2005). According to Øvretveit we can draw three levels of quality in public sector from the multiplicity of actors: client quality, professional quality and management quality. Client quality is defined as response to client’s wants, professional quality refers to needs and methods of delivery as defined by professional providers within necessary procedures and techniques while management quality refers to the most efficient and productive use of resources within the limits and directives set by higher authorities/purchasers (J. Øvretveit, 2005). There are different results at each level of quality – client satisfaction at the first one, good professional results at the second one and lower cost of service per user at the third one. This proposition seems to accept the fact that in private sector end users are not the ultimate and most important source of organization’s offer assessment.

According to Gummesson and Groenroos bureaucratic organizations are allied to formality and distance and as such follow transactional approach not the one based on development relations with client (J. Desmond, 2004). At the same time, strength of attachment due to the barriers of exit and absence of perceived alternative service providers is a factor that allows organization to maintain relationship with client, that is not satisfying

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<sup>2</sup> See also J. Denhardt, R. Denhardt, *The New Public Service: Serving, not Steering*. M.E. Sharpe, Armonk 2003



for the latter (J. Otto, 2004). That is often the case of public services since actual competition level in this market is low, either decision to choose other provider has many constraints.

Despite all these barriers attempts to measure services quality and responsiveness of public bodies to citizens at the operational level are based on tools and approaches used in private sector. E. Vigoda in his study of responsiveness of Israeli municipalities to citizens' needs refers to citizens' perception of activities carried out by public institutions. The results indicate that entrepreneurial orientation, high ethical standards, professionalism of managers and personnel, unbiased organizational practices and social spirit enhance responsiveness levels of municipal organizations (E. Vigoda, 2000).

1980' brought proposals of reshaping public sphere organizations towards market driven approach. This set of innovations covered such solutions as: implementation of new technologies, enhancing productivity of employees, giving managers the right to manage, building in tools of control by constant pressure on increase in quality of delivered services, emphasizing need of devolution and clear delimitation of responsibilities, measurement of performance, use of output measures, change in pay and promotion systems so that it reflects quality of performance, introducing competition between service providers and perceiving clients as customers and areas of spending as markets. Ways of incorporating NPM to domestic structures of governance were also discussed. Pollitt's proposal brought multilevel structure of NPM change that affected (1) discursive convergence i.e. new ideas and concepts related to NPM appearing in talking and writing about political context, (2) decisional convergence that reflected decisions of authorities to adopt certain techniques, (3) practice convergence i.e. internalization of management techniques mentioned above to daily routine of more and more public organizations and (4) results convergence with country practices and results becoming similar due to successful introduction of similar measures or benchmarking practices (Ch. Pollitt, 2002). Peters' approach concentrates on source of change towards increased efficiency of public administration that can be (1) leader perceiving need of change in purposive model, (2) surrounding as an arena of innovative modification, place where other organizations act perhaps more efficiently so they create competition and induce change, or point of reference for tasks of public sphere in model of environmental change and (3) internal system of values shared by members of organizations in model of institutional change. (B. Guy Peters, 1994) The purposive model offers the most immediate adjustment of organization in terms of velocity of the process but at the same time change might be superficial and resistance to change on the part of employees can be high. It can be avoided if change is induced in institutional model, but altering matrix of values, rules and beliefs of organization members is time consuming.

## **Analytical framework**

European governance was outlined in the EU White Paper on European Governance and Code of Good Administrative Behaviour. Its principles are openness, participation, accountability, effectiveness and coherence (European Commission, 2001). While openness, participation and accountability of public policies are more common within civil society, effectiveness and coherence are values closer to New Public Management. These two faces of European approach to governance see citizens either as an active and self-conscious member of strong communities or consumers of public goods. The boundary can be drawn between abstract level of political declarations, which put special stress on importance of civil society, and micro level of separate common policies, which are introduced in concrete economic conditions and should follow rules of quality, cost-benefit effectiveness and sustainability. Acknowledging lack of general agreement on relations between New Public Management, governance and market orientation of public sector the table 1 tries to seek for consistencies in tools characterizing these approaches and their potential contribution to implementation of the rules of European good governance.

**Table 1: Contribution of selected tools of NPM, governance and market orientation to implementation of rules of European good governance**

<b>European good governance rule</b>	<b>NPM tools</b>	<b>Governance tools</b>	<b>Market orientation tools</b>
<b>Openness</b>	Making procedures user friendly	Access to public information Ethical standards in public service	Making public information easy to access, understand and apply
<b>Participation</b>	Involvement of experts in the process of strategy deliberation, Outsourcing Contracting-out Engaging voluntary sector in service delivery Notification and consultation of strategies	Public petition Letter writing Direct contact with officials/MPs Referendum Recall of elected officials Notification and consultation of strategies Participation in legislative hearings Protest Being active in interest groups, voluntary NGOs Opinion polls E-governance Access to mass media	Market research: Consumer satisfaction surveys Focus group interview Monitoring of demand Notification and consultation of strategies Engaging voluntary sector in service delivery Involvement of experts in the process of strategy deliberation, Outsourcing Contracting-out E-governance
<b>Effectiveness</b>	Quality management systems: ISO, CAF, TQM, Best Value, EFQM Setting performance measures Task budgets Multiannual budgets Accrual accounting Project management methodologies: Prince2, PMBoK	Ensuring convenient system of participation by e-governance Improving capacities of citizens in participation by training and promotion of the participation process Analysing stakeholders matrix	Quality management systems Internal marketing Reputation management Setting performance measures Satisfaction surveys Servqual analysis Marcor analysis Project management methodologies
<b>Coherence</b>	Long term strategic planning Operationalization of strategies Operationalization of performance measures	Multiplied membership of consulting bodies	Analysis of environment Analysis of organization Analysis of marketing mix

Source adapted: J. Anders, *Implications of the EU membership for governance in Polish regions – can good governance be operationalized with market orientation of public sector?*, Conference Paper, IASIA 2011,

In order to assess applicability of marketing tools to implementation of rules of good governance that are subject of analysis in this research the authors assumed that specific tools will be analyzed with regard to each stage of marketing process: planning, analysis, implementation and control. Each tool and each stage will be also analyzed against the background of territorial government practices aimed at attraction of exogenous growth factors: investors, tourists and prospective students. As it was mentioned earlier territorial marketing strategies targeted at acquiring external stakeholders and mobilizing internal stakeholders are mutually reinforcing. Investors create growth potential for indigenous industries enterprises and labour, tourists increase local demand while students become residents of the city for at least several years. As soon as external stakeholders decide to choose specific location they enter into formal and informal networks with internal stakeholders thus extending basis for local development.



In the process of attracting and retaining the external target groups the local authorities should identify potential stakeholders and run certain strategies aiming at inviting them to the common effort in this regard for the common benefit. From the perspective of the researcher it would be very useful to examine the contribution of the individual stakeholders to attract and retain the selected target groups. On the other hand it is worth to assess the stakeholders value (for each group) which is how the needs and wants of stakeholders may be satisfied (T. Proctor, 2007) .

It is worth to mention that local authorities have been selected by local community to meet expectations and needs of that community. Referring to the attempt of the local authorities to attract external entities (investors, tourists, students) we may interpret that the aim is to create value for stakeholders and in so doing to satisfy their wants and needs. This in turn requires that the authorities have to identify the various specific interests of different stakeholder groups. Table 2 presents proposal for stakeholders that will be taken into account in analysis.

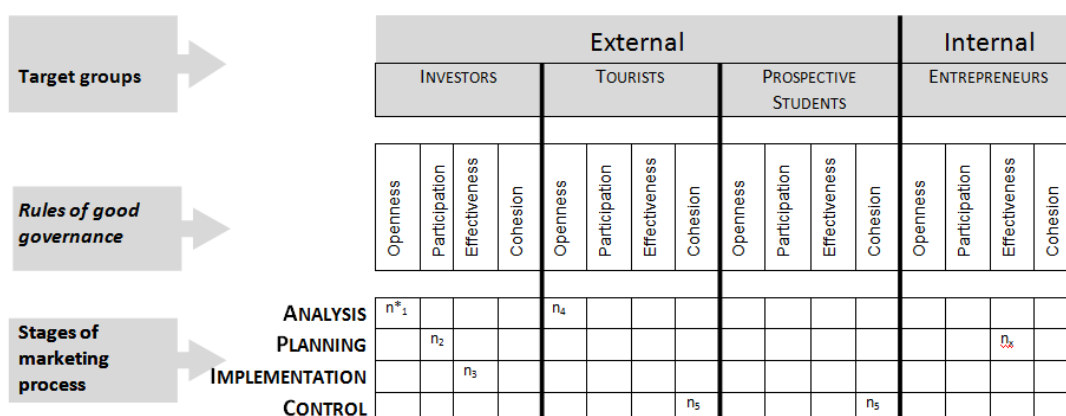
**Table 2: Stakeholders representing exogenous growth factors for territory**

Target group	Stakeholder organizations/representatives
Tourists	Regional Touristic Organization, Local Touristic Organization, associations of companies functioning in touristic sector (hotels, restaurants and bars, local attractions), individual companies of considerable size, neighboring municipalities, local producers of consumer products popular among tourists.
Investors	Polish Agency for Foreign Investments Invest in Poland Agency, Regional Investor Assistance Centre, providers of basic business services to investors, Local business community (Chamber of Commerce, Branch Associations, financial and insurance institutions, local community (potential employees), providers of B to B services, neighboring municipalities
Students	public and private universities, real estate agencies, private dormitories, individuals providing houses and flats for students, restaurants bars and canteens, local producers of consumer products popular among students, providers of different services for students, employers (interested in employing graduates).

Source: authors' own elaboration

Figure 2 presents framework for identification of tools that are used in relation to each target group and reinforce implementation of good governance rules at each stage of territorial marketing process.

**Fig. 2: Analytical framework for marketing tools implementing good governance rules**



\*n<sub>1</sub>, n<sub>2</sub>, n<sub>3</sub>... - tools and instruments applied in marketing process to implement rules of good governance in activities to attract selected target groups

Source: authors' own elaboration

Research will be carried out in large cities that have potential to strategically manage relations with investors, tourists and students. After the reform of local government in 1999 r. municipalities took over large scope of competences in line with subsidiarity rule and fulfill important obligations in terms of managing local competitiveness level. Municipalities as self governing communities play a decisive role as to the tools and methods of constituting offer towards key customers both external and internal. Following groups of municipalities will be taken into account during making selection for analysis based on typology proposed by EUROREG:

- metropolitan centres (Warsaw, Silesian Conurbation, Cracow, Poznan, Triple City, Wroclaw, Lodz)
- regional centres, class A (Lublin, Szczecin, Torun)
- regional centres, class B (Bialystok, Bielsko-Biala, Bydgoszcz, Czestochowa, Kielce, Rzeszow, Olsztyn)

There are differences in terms of economic development, population and attractiveness within members of each group. Differentiation of analysed cases should enable to determine what factors can influence process of operationalization of governance at the local level. Research will be carried out in 8 cities: 3 metropolitan centres, 2 regional centres in class A, and 3 regional centres in class B.

Following questions will be subject to consideration :

1. What is the level of consciousness with regard to selected theories of public administration, management and governance?
2. What is the level of consciousness with regard to place marketing as a strategic approach in planning and implementation of developmental policies at the local level?
3. Which rules of good governance are crucial from the viewpoint of local authorities and their stakeholders in the context of increasing potential to attract exogenous growth factors?
4. Which stages of marketing process are visible in local government practices with regard to activities towards groups of stakeholders that were mentioned earlier?
5. Can we observe coexistence of marketing processes and market orientation and implementation of good governance rules at the local level?
6. Are there significant differences between analysed cases in terms of good governance implementation?
7. Which factors influence potential differentiation between analysed cases in terms of good governance implementation?

The following research questions lead to formation of working hypotheses for research:

H1: There are differences in utility of good governance rules for local government depending on the stage of marketing process

H2: There are differences in ease of application of marketing indicators by local government to measurement of implementation of different good governance rules

H3: Local government institutions responsible for attraction of exogenous growth factors and operating in competitive environment are more conscious as to the benefits of implementation of good governance in bureaucratic organizations than local institutions concentrated on internal customer

H4: Local government institutions responsible for attraction of exogenous growth factors and operating in competitive environment are more conscious as to the benefits of implementation of market orientation in bureaucratic organizations than local institutions concentrated on internal customer

H5a: Being a part of European funds administrative framework/being active beneficiary of assistance funds is a factor mobilizing consciousness of the relevance of good governance for local government

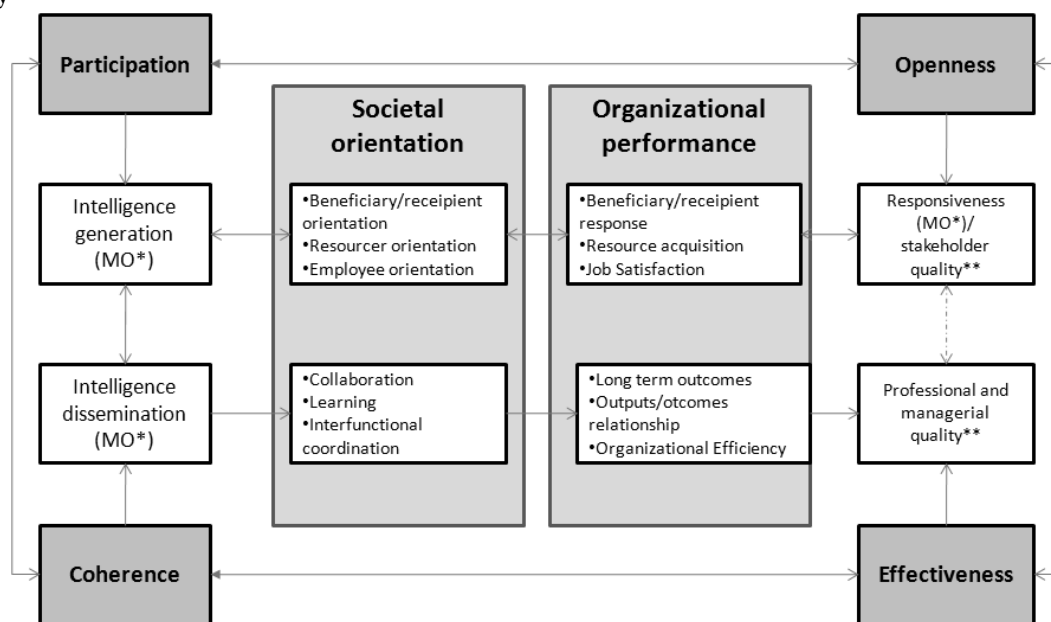
H5b: Being a part of European funds administrative framework/being active beneficiary of assistance funds is a factor mobilizing steps towards market orientation of local public organization

H6: Local self government institutions that implement quality management systems accept market orientation as a standard of their behavior and use marketing tools to deliver their services to a local market

H7: Implementation of good governance rules positively affects results of activities aimed at maintaining long term relationship with key stakeholders

In order to take integrated perspective the authors assume, that mutually reinforcing rules of good governance contribute to market orientation development and increased responsiveness of local authorities to the stakeholder's needs. Intelligence on preferences of stakeholders can be gathered through proper mechanisms of partnership and contributes to development of societal orientation. Proper transfer by coherent intraorganizational policies and co-operation with stakeholders measures level of intelligence dissemination. As a result organizational performance increases and results in achieving greater effectiveness of local developmental policies. Without openness to external constituencies however mechanisms of participation are subject to serious distortions thus affecting quality of intelligence generation process. This approach justifies treatment of good governance rules and marketing tools as mutually reinforcing phenomena in public management and administration (fig. 3).

**Fig. 3 Relations between good governance, market orientation, societal orientation and public service quality**



Openness, participation, effectiveness, coherence: rules of good governance

Societal orientation and organizational performance according to L. C. Duque-Zuluaga, U. Schneider 2008

MO\* - market orientation according to Kohli, Jaworski, Kumar 1993 and Matsuno, Mentzer and Rentz 2000

\*\* - levels of public service quality according to Ovretveit 2005

Source: authors' elaboration

## Conclusions

The proposed research is aimed at bridging the gap between new public management and governance by application of market orientation to analysis of processes that take place at the local level. Limitation of research to analysis of programmes and activities aimed at attracting of exogenous growth factors in large Polish cities reduces distortion effects caused by lack of competition and voluntariness in civic choices regarding public service. The most important part of further studies is to select proxies for market/societal orientation of local authorities towards selected stakeholders in the context of building relations with target groups so that they are easy to apply, available at reasonable cost and measurable. It is vital to make results of the study applicable for local governments in search for methods of operationalization of *good governance*.

## Annex

	MARKOR+ scale item (Kohli, Jaworski, Kumar 1993)	Public sector goodness of fit	Good governance indicator applicability
Intelligence generation	In this business unit, we meet with customers at least once a year to find out what products or services they will need in the future.	+	P
	Individuals from our manufacturing department interact directly with customers to learn how to serve them better.	+	P
	In this business unit, we do a lot of in-house market research.	+	-
	We are slow to detect changes in our customers' product preferences. (R)	+	E
	We poll end users at least once a year to assess the quality of our products and services.	+	P
	We often talk with or survey those who can influence our end users' purchases (e.g., retailers, distributors).*	+	P
	We collect industry information by informal means (e.g., lunch with industry friends, talks with trade partners).	+	P
	In our business unit, intelligence on our competitors is generated independently by several departments.	+	C
	We are slow to detect fundamental shifts in our industry (e.g., competition, technology, regulation). (R)*	+	E
We periodically review the likely effect of changes in our business environment (e.g., regulation) on customers.*	+	-	
Intelligence dissemination	A lot of informal "hall talk" in this business unit concerns our competitors' tactics or strategies.*	+	-
	We have interdepartmental meetings at least once a quarter to discuss market trends and developments.*	+	C
	Marketing personnel in our business unit spend time discussing customers' future needs with <i>other</i> functional departments.	+	C
	Our business unit periodically circulates documents (e.g., reports, newsletters) that provide information on our customers.*	+	C
	When something important happens to a major customer of market, the whole business unit knows about it within a short period.*	+	C
	Data on customer satisfaction are disseminated at all levels in this business unit on a regular basis.	+	C
	There is minimal communication between marketing and manufacturing departments concerning market developments. (R)	+	C
When one department finds out something important about competitors, it is slow to alert other departments. (R)*	+	C	
Responsiveness	It takes us forever to decide how to respond to our competitor's price changes.(R)	+/-	E
	Principles of market segmentation drive new product development efforts in this business unit.	+/-	-
	For one reason or another we tend to ignore changes in our customer's product or service needs. (R)	+/-	E
	We periodically review our product development efforts to ensure that they are in line with what customers want.	+/-	E
	Our business plans are driven more by technological advances than by market research. (R)	+/-	P
	Several departments get together periodically to plan a response to changes taking place in our business environment.	+	C
	The product lines we sell depends more on internal politics than real market needs. (R)*	+	O
	If a major competitor were to launch an intensive campaign targeted at our customers, we would implement a response immediately.	+	E
	The activities of the different departments in this business unit are well coordinated.*	+	C
	Customer complaints fall on deaf ears in this business unit. (R)*	+	O
	Even if we came up with a great marketing plan, we probably would not be able to implement it in a timely fashion. (R)*	+	C/E
	We are quick to respond to significant changes in our competitors' pricing structures.*	+/-	E
When we find out that customers are unhappy with the quality of our service, we take corrective action immediately.*	+	E	
When we find that customers would like us to modify a product of service, the departments involved make concerted efforts to do so.*	+	C	

Source for scale items: A. Kohli, B. Jaworski, A. Kumar, MARKOR: A Measure of Market Orientation, "Journal of Marketing Research" Vol. XXX (November 1993)

	MO scale items to complement MARKOR+(Matsuno, Mentzer and Rentz: 2000)	Public sector goodness of fit	Good governance indicator applicability
Intelligence generation	In this business unit we frequently collect and evaluate general macro-economic information (e.g., interest rate, exchange rate, gross domestic product, industry growth rate, inflation rate).	+	-
	In this business unit, we maintain contacts with officials of government and regulatory bodies (e.g., Department of Agriculture, Food and Drug Administration, Federal Trade Commission, Congress) in order to collect and evaluate pertinent information.	+	C
	In this business unit, we collect and evaluate information concerning general social trends (e.g., environmental consciousness, emerging lifestyles) that might affect our business.	+	-
	In this business unit, we spend time with our suppliers to learn more about various aspects of their business (e.g., manufacturing process, industry practices, clientele).	+	P
	In our business unit, only a few people are collecting competitor information. (R)	+	-
Intelligence dissemination	We regularly have interdepartmental meetings to update our knowledge of regulatory requirements.	+	C
	Technical people in this business unit spend a lot of time sharing information about technology for new products with other departments.	+	C
	Market information spreads quickly through all levels in this business unit.	+	C
Responsiveness	We are slow to start business with new suppliers even though we think they are better than existing ones. (R)	+	E
	If a special interest group (e.g., consumer group, environmental group) were to publicly accuse us of harmful business practices, we would respond to the criticism immediately.	+	O
	We tend to take longer than our competitors to respond to a change in regulatory policy (R)	+	E

Source for scale items: K. Matsuno, J. Mentzer, J. Rentz, *A Refinement and Validation of the Markor Scale*, "Journal of the Academy of Marketing Science", Vol 28 No 4, 2000

<b>Societal Orientation</b>	Good governance indicator applicability
<b>Beneficiary or Recipient Orientation</b>	
• We constantly monitor our level of commitment and orientation to serving users' needs (Gatignon and Xuereb 1997)	P
• We develop activities to understand user's situations and needs (Narver and Slater 1990)	P
• We monitor our users very often to find out what programs or activities they will need in the future (Jaworski and Kohli 1993)	P
• We regularly analyze that our programs be valuable for users, fitting their particular situations	P
<b>Donors or Resource Acquisition Orientation</b>	
• We pay close attention to various fundraising opportunities	E
• When we find out that major donors would like us to modify the service offering, we make concerted effort to do so (Balabanis et al. 1997)	E
• We meet our donors at least once a year to find out what causes (programs/ services) they will be interested to support in the future	P/E
• We develop diverse activities in order to attract new financial resources	E
• We periodically review the likely effect of changes in our operating environment on donors (e.g. regulation, economy, etc) (Balabanis et al 1997)	-
<b>Volunteer and Employee Orientation</b>	
• When recruiting new employees or volunteers, we search for people who potentially identify with our values and mission	-
• We undertake different actions in order to maintain motivated our human resource (employees and volunteers)	-
• We pay close attention to our human resources' perceptions and suggestions in aspects such as services improvement, development of new activities, and users' changes	C
<b>Collaborative Orientation</b>	
We frequently monitor strengths and weaknesses of potential collaborators for provision of services	P/C/E
• We work together with other organizations recognized as partners in serving end users	P/C/E
• We are looking strategically for convenient partnerships in order to obtain resources or lobbying	P/C/E
• We maintain good relationship with some organizations that could become future collaborators	P/C
<b>Learning and Social Entrepreneurship</b>	
• We systematically review our services, activities and programs in order to improve them	E
• We usually analyze and learn about both our successful and unsuccessful experiences	-
• The board discusses and compares to other NPOs' strategies and programs (Narver & Slater 1990)	E
• Our policies and procedures encourage an atmosphere of learning about funders, boards, etc (United way 2005, <a href="http://national.unitedway.org">http://national.unitedway.org</a> )	E
• We search for target users to whom we have an opportunity to offer competent services (Gatignon & Xuereb 1997)	E
<b>Inter-functional Coordination</b>	
• We systematically organize meetings between the different functions to analyze information (Lado et. al. 1998)	C
• We are functionally integrated in the planning and development of strategies and programs (Narver & Slater 1930)	C
• All of our organization functions are integrated in serving the needs of our user (Gatignon & Xuereb 5997)	C
• When members of several departments get together, tensions frequently run high Reversed (Voss S Voss 2000)	C
• We monitor very often that strategic activities be contributing to our main goals	C



<b>Nonprofit Organizational Performance</b>	Good governance indicator applicability
<b>Beneficiary or Recipient Response*</b>	
• Customer perception of services in terms of personal impact, quality of the work, access to service. etc.(Fishel 2004)	E
• Members 'overall satisfaction level (Chan&Chau 1998)	E
• Percentage of clients/ users who continuously participate' attend/ use our services	E/P
<b>Financial Flexibility and Resource Acquisition</b>	
• We have sufficient funding to support all programs and services this year	E
• In the case we lose one funder we could manage it and continue developing our usual activities (Tuckman and Chang 1991)	E
• We have assets that could be sold out if we are facing strong shocks (Tuckman and Chang 1991)	E
• Stability of revenue acquisition (Sowa et al. 2004 )	E
• Growth in resources (Gainer & Padanyi 2002)	E
• Variation of financial subsidy received this year compared to a year ago (Chan & Chau 1998)	E
<b>Job Satisfaction of Volunteers and Employees</b>	
• In general, I am satisfied with my job (Selden & Sowa 2004)	-
• I intend to work here at least two more years (Selden & Sowa 2004)	-
• I like to work for this NPO, because I believe in its mission and values (Brown and Yoshioka 2003)	C
• Most days I am enthusiastic about my work (Asian Productivity Org 2002)	-
• In general, employees and volunteers are proud to work for this NPO (Jaworski & Kohli 1993)	-
• Our people has little or no commitment to the organization reversed (Jaworski & Kohli 1993)	C
• Employees and volunteers feel that their future is intimately linked to this NPO (Jaworski & Kohli 1993)	-
<b>Responsiveness Assessment</b>	
• Overall to what extent is the manager performing his/her job the way you would like it to be performed? (Tsui 1984)	E
• To what extent has he/ she met your expectations in his/ her managerial roles and responsibilities? (Tsui 1984)	E
• If you had your way, to what extent would you change the manner in which tie' she is doing the job? reversed	E
<b>Long-Term Outcomes</b>	
• Considering the most recent environmental changes, we can claim that in three years we will still be providing the same or improved service	-
• In which percentage you consider the NPO is achieving the main goals set for this year?	E
Rate the NPO last year's overall performance related to its mission	E
<b>Program Outputs and Intermediate Outcomes</b>	
Program-specific measurement of distinct program objectives (outputs and intermediate outcomes):	E
<b>Organizational Efficiency</b>	
• Public support/ fundraising expenses, Total revenue/ fundraising expenses (Ritchie & Kolodinsky 2003)	E
• Total contributions' total revenue; Direct public support/ total assets (Ritchie & Kolodinsky 2003)	E
• Total revenue/ total expenses; Total contributions/ total expenses (Ritchie & Kolodinsky 2003)	E
• Administration/total costs, • Variation in costs for unit of output compared to last year, • Variation in amount of volunteers compared to last year	E

Source of scale items: L. C. Duque-Zuluaga, U. Schneider, *Market Orientation and Organizational Performance in the Nonprofit Context: Exploring Both Concepts and the Relationship Between Them*, "Journal of Nonprofit & Public Sector Marketing". Vol. 19(2) 2008

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