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**PRIMJENJIVOST MODELA JAVNO-PRIVATNIH
PARTNERSTVA U TURIZMU****VIABILITY OF THE PUBLIC PRIVATE PARTNERSHIP
CONCEPT IN TOURISM**

SAŽETAK: Javno-privatna partnerstva predstavljaju sve češće korišten model ekonomski efikasne opskrbe krajnjih korisnika objektima javne infrastrukture, odnosno uslugama koje su tradicionalno bile u domeni odgovornosti javnog sektora. U novije se vrijeme koncept javno-privatnog partnerstva sve više dovodi u kontekst privređivanja u turizmu. S obzirom da privređivanje u turizmu pretpostavlja suradnju javnog i privatnog sektora, ovaj rad ima za cilj uspostaviti jasnu i transparentnu distinkciju između turističkih projekata u kojima ulazak u javno-privatno partnerstvo može biti ekonomski opravdano, troškovno racionalno i društveno prihvatljivo rješenje, odnosno turističkih projekata za koje se to nikako ne može reći. U metodološkom smislu, rad se maksimalno oslanja na teoretske postavke, ekonomsku logiku i uobičajeni način funkcioniranja modela javno-privatnog partnerstva u svijetu, kao i na dosadašnji način primjene ovog koncepta u turizmu u različitim jurisdikcijama u svijetu.

KLJUČNE RIJEČI: javno-privatna partnerstva, turizam, ekonomska opravdanost

SUMMARY: Public-private partnerships have become a widely spread model for an economically efficient market supply of public infrastructure facilities and/or services that have traditionally been in the domain of the public sector. In recent times the public-private partnership concept is increasingly associated with tourism. Since tourism requires close cooperation between the public and private sector, this article aims to establish a clear distinction between tourism related projects for which a public-private partnership could be an economically viable, cost-efficient and socially acceptable solution, and tourism projects for which this should not be the case. In methodological terms, the article predominantly relies on the theoretical precepts, economic reasoning and worldwide accepted best practice of the public-private partnership model, as well as on its successful application in various tourism related projects in different jurisdictions.

KEYWORDS: public-private partnerships, tourism, economic viability

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1. UVOD

Jedno od najintragantnijih pitanja suvremene organizacije postindustrijskih društava odnosi se na uspostavu optimalne crte razdvajanja u alokaciji resursa između javnog i privatnog sektora (Martimort i Pouyet, 2008). Za razliku od uvriježenih načela i zakonitosti privređivanja u poduzetničkoj sferi gdje bi učinkovitu alokaciju resursa trebala osigurati tzv. "nevidljiva ruka", to nije slučaj i za proizvode i/ili usluge s obilježjima javnih dobara. Riječ je ponajviše o proizvodima i/ili uslugama za čiju proizvodnju privatni poduzetnički sektor, uslijed nedovoljne alokativne djelotvornosti tržišnog mehanizma, nema interesa, a bez kojih nijedna društvena zajednica ne može kvalitetno funkcionirati. Naime, budući da javna dobra imaju obilježja neisključivosti i nerivalne potrošnje, njihova relativno učinkovita alokacija (Arrow, 1963) implicira intervenciju javnih vlasti (Musgrave i Musgrave, 1989; Stiglitz, 2000).

Poštujući uvriježena načela neoklasične ekonomske paradigme, a u želji da se poboljša postojeća ponuda i unaprijedi operativna efikasnost javnog sektora u opskrbi tržišta javnim dobrima, sve u uvjetima rastućeg budžetskog ograničenja, došlo se do spoznaje da su ulasci privatnog sektora na područje odgovornosti javnog sektora mogući i poželjni konceptom tzv. javno-privatnog partnerstva. U tom smislu javno-privatna partnerstva predstavljaju sve češće korišten model ekonomski efikasne opskrbe krajnjih korisnika objektima javne infrastrukture, odnosno uslugama koje su tradicionalno bile u domeni odgovornosti javnog sektora (Lockwood, 1995; Collin, 1998; Haarmeyer i Mody, 1997; Banus i Barcenilla, 2000; Grimsey i Lewis, 2005; Shen, Platten i Deng, 2006; Koch i Buser, 2006). Dok se interes javnog sektora za ulazak u javno privatno partnerstvo temelji na "*daj - uzmi - daj*" principu, pri čemu javni sektor

1. INTRODUCTION

One of the most intriguing issues of the contemporary organization of postindustrial societies involves establishing an optimal demarcation line in allocation of resources between the public and private sector (Martimort & Pouyet, 2008). Unlike the traditional principles and laws that govern the private sector, where the efficient allocation of resources should be provided by the so-called "invisible hand", this is not the case for products or services falling into the category of "public goods". This primarily includes those products/services that the private sector is not interested in providing due to the inadequate allocation efficiency of the market mechanism, but without which the modern society could not function well. Namely, since consumption of public goods is typically non-excludable and non-rival, their relatively efficient allocation (Arrow, 1963) implies the intervention of the government (Musgrave & Musgrave, 1989; Stiglitz, 2000).

Abiding to the mainstream neoclassical principles of public sector economics, and aiming to improve the expected market supply of public goods as well as to enhance the public sector's operational efficiency under the conditions of increasing budgetary constraints, it has come to mind that private sector's entry into the areas of traditional public sector's responsibility are feasible and desirable through the concept of public private-partnership. In this sense, public-private partnerships have become a widely spread model for an economically efficient market supply of public infrastructure facilities and services that were traditionally in the domain of the public sector's interest (Lockwood, 1995; Collin, 1998; Haarmeyer & Mody, 1997; Banus & Barcenilla, 2000; Grimsey & Lewis, 2005; Shen, Platten & Deng, 2006; Koch & Buser, 2006). While the public sector's interest to enter a public-

ciljeve koje ne bi mogao ostvariti samostalnim djelovanjem, interes privatnog sektora počiva na "uzmi - daj - uzmi" principu (Montanheiro, 2000:432-432), pri čemu privatni sektor javno-privatnim partnerstvom i dalje pokušava ostvariti tipični cilj svakog poduzetničkog djelovanja – maksimiranje profita (Varian, 1984) i/ili dioničkog kapitala (Rappaport, 1986; Mathur i Kenyon, 1998).

Iako je model javno-privatnog partnerstva inicijalno kreiran za realizaciju razvojno-investicijskih projekata, tradicionalno u ingerenciji javnog sektora (npr. cestogradnja, zdravstvo, zbrinjavanje otpada, socijalna skrb i sl.), u novije se vrijeme, osobito u manje razvijenim zemljama svijeta, ovaj koncept sve više povezuje i s nekim gospodarskim granama, sektorima i/ili sferama čiji bi razvoj, u kontekstu prevladavajuće neoklasične ekonomske doktrine, bilo uobičajeno povezivati ponajviše s poduzetničkim interesom privatnog sektora. U tom smislu, posebnu pažnju valja obratiti na turizam, gospodarsku aktivnost čiji razvoj brojni autori sve izrazitije dovode u kontekst javno-privatnog partnerstva (Holder, 1992; Selin i Chavez, 1995; Owen, 1997; WTOBC, 2000; Dredge, 2006).

U želji da se pobliže razjasni dilema predstavljaju li javno-privatna partnerstva doista primjeren ekonomski model za namicanje potrebnih sredstva i realizaciju turističkih razvojno-investicijskih projekata ili je ipak riječ o konceptu kojeg valja primjenjivati selektivno i s određenom dozom opreza, ovaj rad ima za cilj uspostaviti jasnu i transparentnu distinkciju između turističkih projekata u kojima ulazak u javno-privatno partnerstvo može biti ekonomski opravdano, troškovno racionalno i društveno prihvatljivo rješenje, odnosno turističkih projekata za koje se to nikako ne može reći. U metodološkom smislu, rad se maksimalno oslanja na teoretske postavke na kojima počiva ideja javno-privatnog partnerstva, njihovu

take - give" principle where the public sector seeks to achieve the socio-economic goals that it would otherwise not be able to realize, the interests of the private sector are based on the "take - give - take" principle (Montanheiro, 2000:432-432), where the private sector still persists on the typical goal of every business – profit maximization (Varian, 1984), and/or shareholders' capital maximization (Rappaport, 1986; Mathur & Kenyon, 1998).

Despite the fact that the concept of public-private partnerships has initially been created for traditional public sector's development projects (e.g. road construction, health care, waste management, social welfare etc.), in recent times, however, especially in less developed countries, the concept is increasingly associated with certain economic/industrial areas, the development of which, under the provisions of the mainstream economic paradigm, should be linked exclusively to the entrepreneurial endeavors of the private sector. In this regard, one should pay special attention to tourism, an economic activity whose development many authors have lately been increasingly associating with the notion of public-private partnerships (Holder, 1992; Selin & Chavez, 1995; Owen, 1997; WTOBC, 2000; Dredge, 2006).

In order to add more insight into the dilemma of whether public-private partnerships can be regarded as a suitable economic concept for providing financial means for new tourism-related site development projects, or if it is a concept that should be used only selectively and with great care, this article aims to establish a clear distinction between those tourism related projects for which a public-private partnership could be an economically viable, cost-efficient and socially acceptable solution, and those tourism projects for which this should not be the case. In methodological terms, the article predominantly

povijest, ekonomsku logiku i uobičajeni način funkcioniranja modela javno-privatnog partnerstva u svijetu, kao i na dosadašnji način primjene ovog koncepta u turizmu u različitim jurisdikcijama u svijetu.

2. ŠTO SU JAVNO-PRIVATNA PARTNERSTVA?

Iako još uvijek nema jedinstvene i opće-prihvaćene definicije javno-privatnog partnerstva, riječ je o različitim kombinacijama mogućih odnosa između institucija javnog sektora i privatnih poduzetnika u cilju:

- pružanja kvalitetnije i/ili jeftinije usluge krajnjim korisnicima u nekoj od već postojećih sfera djelovanja javnog sektora (npr. usluge javnog prometa, usluge odvoza i/ili zbrinjavanja otpada, usluge održavanja parkovnih površina i javne rasvjete i sl.); odnosno
- bolje opskrbe tržišta nedostajućim javnim dobrima i/ili uslugama izgradnjom i operativnim upravljanjem različitim objekata kapitalne i/ili komunalne infrastrukture tijekom određenog vremenskog razdoblja (uz adekvatnu naknadu bilo od krajnjih korisnika usluge, bilo od nositelja javne vlasti).

U formalno-pravnom smislu, a ovisno o karakterističnom tipu ugovora između javnog i privatnog partnera (Marenjak, Skenderović i Čengija, 2008), može se govoriti o: a) ugovorima o upravljanju kojima javni sektor, svojevrsnim uslužnim "*outsourcingom*", prepušta privatnom sektoru da za njega obavlja određenu javno-uslužnu djelatnost tijekom određenog vremenskog razdoblja, b) ugovorima o koncesiji na tzv. BOT (eng. "*build-operate-transfer*") principu, kojima se privatni sektor angažira da izgradi i operativno upravlja određenim objektom javne infrastrukture u cilju pružanja konkretne usluge krajnjim korisnicima, koju od istih i naplaćuje, odnosno da ga, po isteku ugovornog razdoblja, preda u vlasništvo javnog sektora (tj. nositelja javne vlasti

relies on the theoretical precepts behind the idea of public-private partnerships, up to date history, economic reasoning, and the usual manner in which public-private partnerships are typically used worldwide, as well as on the credible application of the public-private partnership concept in the tourism industry practice in different countries.

2. WHAT IS A PUBLIC PRIVATE PARTNERSHIP?

Although a unique and generally accepted definition of public-private partnerships does not exist, it is, in fact, a combination of different relationships between various public sector institutions and private sector entrepreneurs, which aims to:

- provide better and/or cheaper services to end users in any of the public sector's existing spheres of activity (e.g. public transport services, waste collection and disposal services, maintenance of parks and/or recreation areas, management of prisons and similar institutions, etc.), or
- improve the deficient market supply of public goods and/or services through construction or operation of various major public and/or communal infrastructure facilities over a given period of time (for an appropriate fee collected from either the end users or the public sector partner).

In the formal/legal sense, according to the usual types of contracts governing the relationship between the public and private partner (Marenjak, Skenderović & Čengija, 2008), one can distinguish between the following forms of public-private partnerships: a) management contracts by which public sector "outsources" a public service by appointing a private party to perform such service for a given period of time; b) concession contracts on a BOT (*build-operate-transfer*) basis by which a private partner is engaged to build and operate a specific

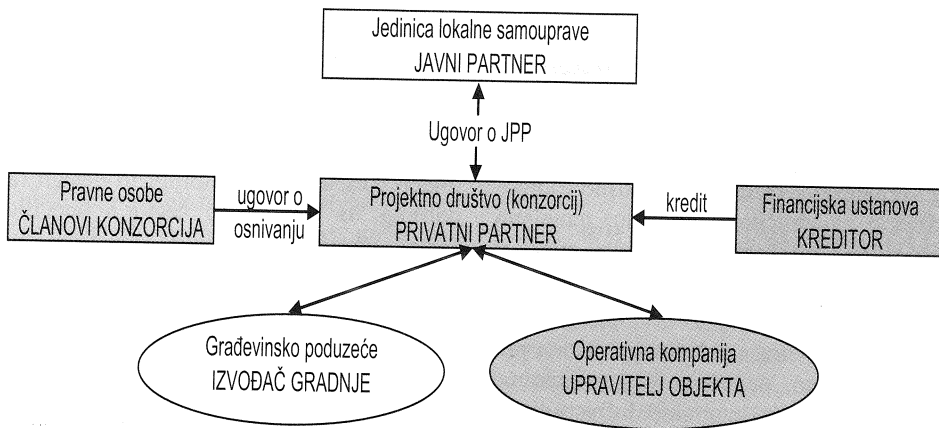
na razini lokalne samouprave), c) ugovorima na bazi tzv. privatne financijske inicijative (eng. "*private finance initiative*") kojima se privatni partner obvezuje da će projektirati, osigurati financiranje i izgraditi neki nedostajući objekt javne infrastrukture te njime, za odgovarajuću naknadu, operativno upravljati u cilju pružanja konkretne javno-uslužne djelatnosti tijekom ugovorenog vremenskog razdoblja, odnosno d) ugovorima o zajedničkom ulaganju, temeljem kojih javni i privatni sektor trajno ulaze u suvlasništvo određenog objekta javne infrastrukture.

Suradnja javnog i privatnog sektora, povijesno gledano, započela je s projektima izgradnje objekata kapitalne infrastrukture te se temeljila uglavnom na ugovorima o koncesiji (Marenjak, Skenderović, Čengija, 2008). Sve češća primjena različitih oblika javno-privatnog partnerstva, osobito u razvijenim zemljama svijeta, javlja se tijekom 1970-ih i 1980-ih godina, ponajviše kao posljedica ubrzano rastućih infrastrukturnih potreba u uvjetima relativno ograničenih mogućnosti njihovog financiranja od strane javnog sektora, odnosno kao rezultat sve većeg nezadovoljstva krajnjih korisnika kvalitetom i/ili cijenom pojedinih javnih usluga. Paralelno s traženjem odgovora na pitanje kako istodobno osigurati ne samo dovoljan broj objekata javne infrastrukture, već i ponuditi bolju kvalitetu i/ili manju cijenu javne usluge, s vremenom se koncesijski model, osobito kad je riječ o visoko razvijenim tržišnim ekonomijama, dalje razvijao te evoluirao u model tzv. privatne financijske inicijative.

public/communal infrastructure facility and thus provide a specific service to end users, for which it is entitled to charge a fee in the form of a price for the service, whereas upon expiration of the concession term, the facility is transferred to the full ownership of the public sector (i.e. the public authority holders); c) private finance initiative contracts (PFI), by which the private partner undertakes the responsibility to design (according to the public sector's specifications), provide financing, construct, and manage a required public/communal infrastructure facility for an appropriate fee (paid on account of fiscal receipts), in the aim of providing a public service of a specified quality for a given period of time; and d) joint-venture contracts under which the public and private partners become permanent co-owners of a public infrastructure facility.

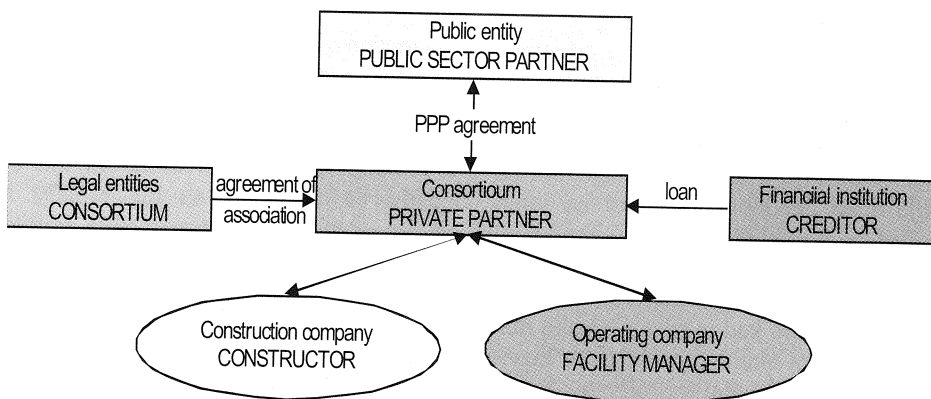
The cooperation between the public and the private sector, from a historic perspective, began with the construction of large infrastructure facilities, mainly on the basis of concession contracts (Marenjak et al., 2008). The growth of popularity of public-private partnerships, particularly in the developed countries, occurred during the 1970s and 1980s. The reasons for this can mostly be attributed to the rapidly increasing demand for infrastructure facilities in the postindustrial societies, the fact that this demand could not be financed on account of the public sector's relatively limited sources, but also to the growing consumer dissatisfaction with the quality and price of various public services. In parallel with trying to solve the problem related to the cost effective provision of a sufficient amount of public infrastructure facilities, as well as providing a better quality and/or a lower price of a public service, the initial concession model (especially when it comes to highly developed market economies), continued to develop further, finally evolving into the private finance initiative model.

Slika 1: Tipična struktura javno-privatnog partnerstva (JPP)



Izvor: Marenjak, Skenderović i Čengija, 2008, str. 2

Figure 1: Typical Structure of a Public Private Partnership (PPP)



Source: Marenjak et al., 2008, pg. 2

Za razliku od tradicionalno shvaćenog načina opskrbe tržišta javnim dobrima u kojem su izgradnja objekata javne infrastrukture i njihovo operativno korištenje u cilju pružanja usluga krajnjim korisnicima bile dvije odvojene aktivnosti (Martimort i Pouyet, 2008), uvođenjem instituta javno-

Unlike the conventional notion of supplying the market with public goods, whereby the construction of a public infrastructure facility, and its daily operation in providing services to end users were two disconnected activities, each involving different risks (Martimort & Pouyet, 2008), the

privatnog partnerstva nositelji javne vlasti došli su u bitno kvalitetniju poziciju - odabirom zainteresiranog partnera iz poduzetničkog sektora (u pravilu konzorcij), u jednom se koraku rješava kako pitanje projektiranja i izgradnje, tako i pitanje efikasnog operativnog upravljanja, a često i financiranja različitih objekata javne infrastrukture (Spackman, 2002).

Iako neki autori (Minow, 2003) smatraju da većina javno-privatnih partnerstva predstavlja samo novu inačicu privatizacije objekata javne infrastrukture, riječ je o dobro osmišljenim ugovornim aranžmanima u kojima i privatni i javni sektor ostvaruju svoje primarne poslovne interese. Temeljna korist za javni sektor ogleda se ne samo u tome da javno-privatna partnerstva omogućavaju realizaciju većeg broja kapitalno intenzivnih objekata javne infrastrukture u jedinici vremena nego bi to bilo moguće samo korištenjem raspoloživih proračunskih prihoda, već i u činjenici da izgradnju objekata javne infrastrukture putem javno-privatnog partnerstva obilježava društveno odgovorno ponašanje obje uključene strane, što u konačnici rezultira dugoročno održivim i socijalno prihvatljivim rješenjima. Naime, osim prebacivanja najvećeg dijela operativnih rizika i odgovornosti na privatnog partnera, povezivanjem izgradnje objekata javne infrastrukture s njihovim operativnim upravljanjem, nositelji javne vlasti dodatno potiču privatnog partnera da u dizajnu i izgradnji pronalazi inovativna rješenja koja mogu ne samo poboljšati kvalitetu i trajnost objekta, već koja će maksimalno poštivati zahtjeve i/ili preferencije krajnjih korisnika usluge. Konačno, povezivanje troškova izgradnje s operativnim upravljanjem i pružanjem usluga krajnjim korisnicima stimulira privatnog partnera da koristi zastarjelu tehnologiju, nedovoljno dobre i/ili ekološki neprihvatljive materijale uslijed činjenice što bi mu to, u fazi eksploatacije objekta, bitno povećalo operativne troškove.

notion of public-private partnerships has enabled the public sector decision makers to deal with both issues/risks simultaneously. Namely, by choosing an interested private partner (usually a consortium), the public sector decision makers can now, in a single step, solve not only the design and construction issue, but the efficient operational day to day management issue, as well as the issue of providing finance for public infrastructure facilities (Spackman, 2002).

Notwithstanding the fact that some authors (Minow, 2003) believe that most public-private partnerships are just another name for the privatization of public infrastructure facilities, they are in fact well-calculated contractual arrangements by which both, the private and public sector, achieve their primary business goals. The principal benefit of the public sector is reflected not only in the fact that public-private partnerships, in a unit of time, enable the realization of a larger number of capital-intensive public infrastructure projects than would otherwise be possible (i.e. relying only on the available fiscal receipts), but also in the fact that the construction of public infrastructure facilities by means of public-private partnership implies high social responsibility of both parties involved. This ultimately results in economically sustainable and socially acceptable solutions. Namely, apart from shifting most of the operational risks and responsibilities to the private sector partner, by bundling together the issues of construction and operational management of a public infrastructure facility, the public sector partner additionally encourages the private partner to implement innovative technical solutions in the design and construction in order not only to improve the quality and durability of a facility, but also to meet the end-user requirements and/or preferences to the fullest extent possible. After all, bundling the construction cost with operational management and provision of services to end users discourages the private sector partner to use outdated technol-

S druge strane, privatni partner u javno-privatnom partnerstvu, tijekom trajanja ugovora o partnerstvu dolazi u monopolski položaj na tržištu, čime eliminira dva elementarna poslovna rizika – faktor konkurencije i faktor neizvjesnosti konzumacije proizvoda/usluge od strane krajnjih korisnika. Naime, s obzirom da su ugovorom unaprijed stipulirani uvjeti suradnje, privatni partner može do u detalje izračunati ekonomsku održivost i/ili financijsku isplativost ulaska u partnerstvo, što nije slučaj u klasičnoj tržišnoj utakmici. Isto tako, povezivanje odgovornosti za izgradnju i pružanje usluga krajnjim korisnicima predstavlja dodatni stimulans za privatnog partnera da se maksimalno odgovorno pridržava predviđenih standarda kvalitete i rokova izgradnje, odnosno vodi računa da mu troškovi izgradnje ne odstupaju od planiranih.

3. FINANCIJSKA KREDIBILNOST JPP-a U IZGRADNJI I UPRAVLJANJU OBJEKTIMA JAVNE INFRASTRUKTURE

Iako nema sumnje da javno-privatna partnerstva mogu biti korisna ne samo za javni i za privatni sektor, pravilna i ekonomski opravdana primjena koncepta javno-privatnog partnerstva morala bi krajnjim korisnicima određene javne usluge osigurati veću razinu blagostanja. To je moguće bilo putem veće vrijednosti za novac (veća količina i/ili bolja kvaliteta usluge za istu jediničnu cijenu), bilo putem stvaranje pretpostavki za smanjenje postojeće razine porezne presije (nepromijenjena količina i kvaliteta usluge uz nižu jediničnu cijenu), osigurati veću razinu ukupnog blagostanja od one koja bi rezultirala nabavnim procesom uobičajenim za javni sektor.

U skladu s gornjom pretpostavkom, prije donošenja odluke o povjeravanju neke javno-uslužne djelatnosti privatnom sektoru, odnosno o izgradnji objekata javne infrastrukture temeljem javno-privatnog partner-

ogy, inferior and/or environmentally unfriendly materials, simply because it would generate considerably higher operating costs during exploitation of the facility.

On the other hand, during the term of a public-private partnership contract, the private partner gains a monopoly position in the market, thereby eliminating two elementary business risks - the factor of competition, and the factor of uncertain product/service consumption. Since the contract stipulates the partnership terms and conditions in advance, the private sector partner is able to calculate in detail the economic viability and/or financial feasibility of entering into a public-private partnership, which is not the case under normal market competition. Furthermore, bundling the responsibilities of facility design/construction and providing services to end-users additionally encourages the private sector partner to take maximum responsibility in meeting the set construction quality and/or deadlines as well as not to exceed the expected/planned construction costs.

3. FINANCIAL CREDIBILITY TEST OF PPPS RELATED TO CONSTRUCTION AND MANAGEMENT OF PUBLIC INFRASTRUCTURE FACILITIES

There is no doubt that public private partnerships are beneficial not only for the public and private sectors, but for the consumers of a certain public service as well. However, proper and justified implementation of a public-private partnership, by means of either better value for money (larger amount or better quality of services for the same unit price), or by creating conditions for reducing the current level of fiscal pressure (same amount and quality of services at a lower unit price), should be associated with a higher level of overall societal welfare, compared to the level of welfare that would otherwise result from the "normal" provision of public goods.

stva, svaki bi pojedini projekt trebao proći detaljnu provjeru. Prvi korak takve provjere mora se temeljiti na izračunu predvidivog ukupnog troška željene usluge pod pretpostavkom tradicionalnog načina njenog osiguranja (svojevrsni *benchmark*), dok se, potom, u drugom koraku utvrđeni *benchmark* mora usporediti s predvidivim troškom osiguranja iste usluge ulaskom u javno-privatno partnerstvo.

Tradicionalni način opskrbljivanja društva objektima javne infrastrukture i/ili javnim uslugama temelji se, u pravilu, na analizi troškova i koristi, pri čemu se procijenjene ekonomske koristi i/ili troškovi, iskazani kao očekivani prihodi ili rashodi, tijekom cijelog predvidivog radnog vijeka projekta, svode na neto sadašnju vrijednost primjenom diskontnog faktora koji odgovara cijeni javnog zaduživanja. Inicijalna analiza troškova i koristi, u pravilu, ne razmatra različite načine i/ili modele moguće realizacije projekta, već polazi od najjednostavnijeg i najčešće korištenog načina – javne nabave financirane na teret proračunskih prihoda. Ukoliko inicijalna analiza troškova i koristi razmatranog projekta pokaže da je riječ o smislenom projektu čije (direktno i indirektno) ekonomske koristi premašuju predvidive ekonomske troškove, takav će projekt generirati pozitivnu neto sadašnju vrijednost te sugerirati nositeljima javne vlasti da krenu u postupak javne nabave. Konačno, najbolji ponuđač preuzet će obvezu realizacije projekta.

Istodobno, kod tradicionalnog načina nabave objekata javne infrastrukture i/ili osiguranja neke javno-uslužne djelatnosti na teret proračunskih prihoda, neto sadašnja vrijednost troškova povezanih kako s izgradnjom materijalnih pretpostavki, tako i s predvidivim efektuiranjem razmatranog projekta tijekom njegovog cjelokupnog očekivanog radnog vijeka predstavlja dobru mjeru vrijednosti za novac. Riječ je o komparatoru javnog sektora kojeg sačinjavaju četiri karakteristične komponente (Grimsey & Lewis, 2005): a) osnovni troškovi (izrada

Under the above stated provision, each particular public sector related project should be submitted to a credibility test before choosing either to "outsource" a public service, or construct a public infrastructure facility through public-private partnership. The first step of such a test is to determine the total cost of the required service assuming its traditional procurement as a benchmark, after which, in the second step, such a benchmark must be compared against the anticipated cost of providing the same service through a public-private partnership.

The traditional method of determining whether to build public infrastructure facilities or offer additional public services is based generally on the cost-benefit analysis, whereby the estimated economic benefits or costs, in form of total projected revenues or expenses throughout the foreseeable lifetime of the project, are expressed in net present value terms, using a discount factor corresponding to the cost of public debt. The initial cost-benefit analysis, as a rule, does not include various methods or models by which a public infrastructure project could be realized, but is rather based on the simplest and most commonly used method – public procurement on the account of budgetary receipts. If the initial cost-benefit analysis of a public infrastructure project indicates its viability, whereby its direct and indirect economic benefits exceed the projected economic costs, such a project will generate a positive net present value, suggesting initiation of the public procurement procedure. Ultimately, the best bidder will take on the responsibility of realizing the project.

At the same time, in the traditional method of procurement of public infrastructure facilities and/or public sector services, the net present value of costs associated with both the construction of the tangible asset and the predictable effects of the project throughout its expected lifetime, is a good indicator of the project's value for money and represents the so-called "public sector comparator". Typically, the public sector

projektne dokumentacije, pribavljanje različitih dozvola i/ili odobrenja, troškovi povezani s pribavljanjem financijskih sredstava, izgradnjom i/ili nabavom opreme, operativni troškovi, uključujući i naknadu menadžmentu te plaće tijekom razdoblja efektuiranja, troškovi povezani s predajom objekta na kraju ugovorenog razdoblja i sl.), b) rizici koji se mogu transferirati na privatnog partnera, c) rizici koji se ne mogu transferirati na privatnog partnera, odnosno d) tzv. konkurentska neutralnost koja se odnosi na činjenicu da javno vlasništvo može imati određene konkurentske prednosti u odnosu na model javno-privatnog partnerstva zbog različitog poreznog opterećenja, uslijed čega ove prednosti valja isključiti iz komparatora javnog sektora. Komparator javnog sektora ujedno predstavlja *benchmark* koji se eventualnim ulaskom u model javno-privatnog partnerstva mora nadmašiti osiguravajući, pritom, jednaku kvalitetu usluge. Drugim riječima, ukoliko model javno-privatnog partnerstva ne može osigurati nižu neto sadašnju vrijednost ukupnih troškova nabave objekta javne infrastrukture tijekom njegovog cijelog predvidivog radnog vijeka i/ili javno-uslužne djelatnosti tijekom predviđenog trajanja ugovornog odnosa u odnosu na onu koja bi bila ostvarena tradicionalnom javnom nabavom, ulazak u model javno-privatnog partnerstva bio bi društveno neodgovoran i ekonomski štetan razvojni model. Samim tim, njegovom bi se realizacijom smanjila kako vrijednost za novac krajnjih korisnika, tako i dostignuta razina društvenog blagostanja.

Da bi se, s druge strane, stvorili predujeti za objektivno i meritorno donošenje odluka o primjerenosti ili neprimjerenosti korištenja modela javno-privatnog partnerstva u izgradnji objekata javne infrastrukture i/ili osiguranju neke javno-uslužne djelatnosti, pri definiranju ulaznih pretpostavki za izračun komparatora javnog sektora kao *benchmarka*, mora se voditi računa o sljedećih nekoliko elemenata (Grimsey i Lewis, 2005:354-355):

comparator consists of four characteristic components (Grimsey & Lewis, 2005): a) base costs (preliminary set-up and planning work, obtaining various approvals and permits, costs associated with obtaining finance, costs of construction and/or procurement of equipment, operational costs, including managerial fees and wages during the effective period, costs associated with transferring the facility at the end of the contract period, etc.), b) risks transferable to the private partner, c) retained risks that are not transferable to the private partner, and d) competitive neutrality, related to the fact that public ownership might have certain competitive advantages over the public-private partnership model due to different fiscal treatment, these advantages should be excluded from the public sector comparator. The public sector comparator represents a benchmark that each public-private partnership, under equal service quality provision, must exceed in order to be selected as a model for the realization of the public sector project. In other words, entering into a public-private partnership that is unable to provide a lower net present value of total costs associated with the provision of a public infrastructure facility/service throughout its predicted lifetime/contract period than would be achieved by means of traditional public procurement implies social irresponsibility and would be economically detrimental. Realization of such a public-private partnership would reduce not only the consumers' value for money but also the achieved level of societal welfare.

On the other hand, in order to create the preconditions for an objective and competent decision-making on whether or not one should use a public-private partnership for the provision of a public infrastructure facility/service, in defining the input assumptions for the public sector comparator determination (*benchmark*), one must take into account the following elements (Grimsey & Lewis, 2005:354-355):

- vremenska dimenzija – komparator javnog sektora i razmatrani model javno-privatnog partnerstva moraju se u cijelosti vremenski poklapati (početak projekta kao i cjelokupno razdoblje njegovog efektuiranja);

- operativni standardi – komparator javnog sektora mora podrazumijevati te biti računat na istim standardima izgradnje i/ili kvaliteti opreme, odnosno podrazumijevati istu kvalitetu usluge kao i razmatrani model javno-privatnog partnerstva;

- financiranje – komparator javnog sektora pretpostavlja da nositelji javne vlasti mogu unaprijed osigurati cjelokupni novčani iznos koji je potreban za realizaciju razmatranog projekta (objekt javne infrastrukture), odnosno ponudi kvaliteta javne usluge koja će po svim relevantnim specifikacijama biti usporediva s onima koji bi proizašli temeljem realizacije istog projekta na principima javno-privatnog partnerstva;

- troškovi nabave – u komparator javnog sektora valja uključiti samo one troškove koji su direktno povezani s realizacijom i predvidivim efektuiranjem razmatranog projekta (objekta javne infrastrukture).

4. JAVNO-PRIVATNA PARTNERSTVA I TURIZAM

Paralelno sa sve rasprostranjenijim korištenjem javno privatnog partnerstva u troškovno racionalnom podmirivanju potreba društva za različitim objektima javne infrastrukture i/ili troškovno efikasnim obavljanjem neke javno-uslužne djelatnosti, u novije se vrijeme koncept javno-privatnog partnerstva sve češće dovodi i u kontekst realizacije različitih projekata u turizmu u velikom broju zemalja svijeta (Goymen, 2000; KPMG, 2004; Kim, Kim i Lee, 2005; Perić, 2009). Neovisno o činjenici što bi javno-privatna partnerstva i u turizmu morala doprinosti većoj raspoloživosti, boljoj kvaliteti i/ili jeftinijoj opskrbi javnih dobara na razini

- time dimension - the public sector comparator and the relevant public private partnership should, time-wise, fully correspond (the start of the project as well as the entire period of its effectuation);

- output specification and performance standards - the public sector comparator should presume and be determined upon the same construction standards and equipment specification, i.e. it should presume the same service quality as the relevant public-private partnership;

- financing - the public sector comparator presumes that the public sector partner is able to secure the total funds needed to finalize the project (build a public infrastructure facility/offer a public service) that is comparable to the one that would be the result of a public-private partnership in all relevant aspects;

- procurement costs – the public sector comparator should include only the costs that are directly associated with the project's implementation and its expected effectuation.

4. PUBLIC PRIVATE PARTNERSHIPS AND TOURISM

In parallel with the ever-wider implementation of public-private partnerships to meet the demand for various public infrastructure facilities and/or public services in a cost-effective manner, the idea of public-private partnerships has nowadays been increasingly promoted in the context of various tourism related projects in many countries around the world (Goymen, 2000; KPMG, 2004; Kim, Kim & Lee, 2005; Perić, 2009). Notwithstanding the fact that public-private partnerships in tourism should contribute to the greater availability, better quality and cheaper supply of public goods at the level of the entire tourism destination, the less informed tourism development stakeholders are increasingly

cijele turističke destinacije, u očima nedovoljno upućenih razvojnih dionika, javno-privatna partnerstva sve se više percipiraju kao univerzalno rješenje za realizaciju određenog broja turističkih javno-uslužnih i/ili razvojno-investicijskih projekata.

S obzirom da turizam, u pravilu, ne bi trebalo tretirati kao uobičajenu sferu djelovanja i/ili područje interesa javnog sektora, korisno je detektirati razloge koji su, za razliku od drugih područja uobičajene ekonomske aktivnosti poduzetničkog sektora, "zaslužni" za sve veću popularnost koncepta javno-privatnog partnerstva upravo u turizmu. Iako, vjerojatno, nema jednoznačnog i svima prihvatljivog odgovora na to pitanje, čini se da je pojačani interes za primjenu modela javno-privatnog partnerstva u turizmu uvelike rezultat sljedeća dva činitelja:

- privređivanje u turizmu podrazumijeva izgradnju tzv. turističkog lanca vrijednosti. Riječ je, u pravilu, o potrebi izgradnje cjelovitog (zaokruženog) destinacijskog proizvoda u kojem, svojim svakodnevnim neposrednim aktivnostima, sudjeluje velik broj sudionika kako privatnog (smještajni objekti, objekti hrane i pića, različiti uslužni servisi, institucije financijskog posredovanja, turistički posrednici, trgovine i sl.), tako i javnog sektora (javni prijevoz, komunalna infrastruktura, čistoća i uređenost mjesta, sigurnost, turističke informacije, kulturne institucije i sl.). Samo međusobnom uspostavom različitih privatno-privatnih, javno-javnih i/ili javno-privatnih saveza (suradnji i/ili partnerstva), od kojih su neka dugoročnog, a neka kratkoročnog karaktera, moguće je stvoriti kvalitetan turistički lanac vrijednosti, odnosno uspostaviti konkurentan proizvod na razini turističkog odredišta;

- privređivanje u turizmu vrlo je često povezano s visokim inicijalnim kapitalnim ulaganjima kao i s dugačkim vremenom povrata predumljenog kapitala. Osim što je izgradnja bazičnih objekata turističke suprastrukture (hoteli, turistička naselja,

perceiving public-private partnerships as a universal solution for realizing a number of tourism-related public services and tourism investment projects.

Given that the tourism industry and its development in general should not be treated as a typical field of activity or interest of the public sector, one should try to understand the reasons why the notion of public-private partnerships, unlike in any other traditional sectors of the economy, is becoming so widely recognized as a viable business concept for the tourism sector. Although there is probably no definite and universally acceptable answer to this question, it seems that the increased interest for the use of public-private partnerships in tourism is largely the result of the following two factors:

- economic activity in tourism implies the creation of a tourism value chain. This generally means the creation of a comprehensive destination product in which various private sector services providers (accommodation facilities, food and beverage facilities, various rent-a-service facilities, financial institutions, travel agencies, shops, etc.), but also public sector services providers (public transportation, utilities, waste disposal and public cleaning, security, tourism information, cultural institutions, etc.) contribute on a daily basis. A well rounded tourism value chain and a market competitive destination product can only be created by the establishment of various private-private, public-public and/or public-private alliances (co-operations or partnerships), regardless whether they are formed on a long-term, or on a short-term basis.

- economic activity in tourism is very often associated with high initial capital investment and a long payback period. Apart from that the construction of the destination's basic tourism supra-structure is becoming extremely expensive (hotels, resorts, golf courses, marinas, etc.), the situation is additionally aggravated by the fact

golf tereni, marine i sl.) sama po sebi izuzetno skupa, situaciju dodatno otežava i činjenica da se ovi objekti često grade ili na lokalitetima koji, osobito u slučaju manje razvijenih zemalja, nisu adekvatno infrastrukturno opremljeni, ili na lokalitetima koji su već zauzeti objektima druge namjene koje prethodno valja ukloniti i/ili sadržajno, prostorno i funkcionalno prenamijeniti (osobito u slučaju visokorazvijenih zemalja). U oba slučaja, zahvati su često preveliki i/ili previše rizični da bi se privatni sektor u njih upuštao bez određenih jamstava, odnosno bez prethodnog dogovora s nositeljima javne vlasti.

Kako se privređivanje u turizmu u velikoj mjeri i na dnevnoj osnovi isprepliće s različitim aktivnostima u sferi interesa i/ili neposredne odgovornosti javnog sektora, to je i potreba suradnje privatnog i javnog sektora u turizmu znatno izraženija nego u drugim sferama uobičajene poduzetničke aktivnosti privatnog sektora. Za razliku od izgradnje objekata javne infrastrukture i/ili obavljanja javno-uslužnih djelatnosti, u slučaju javno-privatnih partnerstva u turizmu još uvijek nema ni političke volje, niti jasno definiranih i empirijski prihvaćenih kriterija, temeljem kojih bi se pristupilo ocjeni njihove ekonomske efikasnosti (Augustyn i Knowles, 2000).

Istodobno, za utvrđivanje ekonomske efikasnosti javno-privatnog partnerstva u turizmu potrebno je pobliže se odrediti u odnosu na sljedeća dva pitanja: a) jesu li javno-privatna partnerstva u turizmu "prava" javno-privatna partnerstva (u smislu da njihova realizacija povećava razinu općeg društvenog blagostanja) ili je riječ samo o nedovoljno principijelnom kopiranju, odnosno b) može li se društvena opravdanost modela javno-privatnog partnerstva u turizmu ocjenjivati primjenom istog metodološkog postupka kao i u slučaju javno-privatnih partnerstva u sferi opskrbe tržišta javnim dobrima (komparator javnog sektora)?

that these facilities are often, especially in less developed countries, built on sites with insufficient infrastructure, or, predominantly in highly developed countries, on sites already occupied by facilities initially intended for other purposes which require either removal, or conversion. In both cases, the alterations are often too extensive and/or too risky for the private sector to be involved without certain guarantees or without prior consultations with the representatives of the public authority.

Since economic activity in the sphere of tourism is largely and daily interconnected with various activities in the public sector's area of utmost interest and/or direct responsibility, the need for public-private cooperation is much more pronounced in tourism than in other private sector's usual areas of business interest. However, contrary to the practice of construction/provision of public infrastructure facilities/services, there is still no political will nor clearly defined and/or empirically accepted criteria by which to assess economic viability of public-private partnerships in tourism (Augustyn & Knowles, 2000).

At the same time, to determine the economic efficiency of public-private partnerships in the sphere of tourism and tourism business, it is necessary to define a clear position in relation to the following two questions: a) are public-private partnerships in tourism "true" public private partnerships (in the sense that they generate an increased level of social welfare) or are they just an insufficiently principled "cross-over", and b) could the same method used to evaluate the efficiency of public-private partnerships in supplying the market with public goods (public sector comparator) be used to evaluate the economic and social viability of public-private partnerships in the sphere of tourism?

To elucidate whether and under what conditions the specific forms of public-private cooperation in tourism and the tourism business are a rational and cost-effective social choice in relation to the classical

U želji da se pobliže istraži jesu li, odnosno pod kojim uvjetima, konkretni oblici suradnje javnog i privatnog sektora u turizmu mogli predstavljati troškovno racionalan društveni izbor u odnosu na klasičan način nabave turističkih usluga i/ili sadržaja turističke ponude iste kvalitete, u nastavku se pobliže razmatraju neka dosadašnja iskustva u primjeni javno-privatnih partnerstva u turizmu. Pritom posebno valja razlikovati a) suradnju na području upravljanja turističkom destinacijom, odnosno b) suradnju u sferi realizacije razvojno-investicijskih projekata velike nabavne vrijednosti.

Suradnja u upravljanju turističkom destinacijom

Suradnju javnog i privatnog sektora u upravljanju turističkom destinacijom obilježava ponajviše činjenica da je riječ o projektima relativno male financijske težine pri čemu dominantan oblik partnerstva ima sve bitne značajke uslužnog *outsourcinga*. Ovaj model suradnje javnog i privatnog sektora vrlo se često primjenjuje na polju:

- marketinga i promocije turističkog odredišta (Ateljević i Doorne, 2002; Wang i Fesenmaier, 2007, Nadiri i Avci, 2000), pri čemu valja razlikovati jednokratno angažiranje privatnih konzultantskih i/ili marketinških kuća za obavljanje određenog segmenta promocije destinacije, od višegodišnjeg aktivnog sudjelovanja lokalnih privatnih poduzetnika u različitim oblicima promocije destinacije, a kao nadopuna uobičajenim aktivnostima nositelja javne vlasti i/ili destinacijske promocije;

- upravljanja plažama, uključujući i održavanje kvalitete (čistoće) vode (Hardacre i Chester, 2001; Jennings, 2004), pri čemu nositelj javne vlasti na nekom području, temeljem ugovornog odnosa, prebacuje odgovornost za čistoću, uređenost i ponudu sadržaja ponude, odnosno kvalitetu vode na privatnog partnera koji svoje usluge napla-

method of supplying the market with tourism services and/or tourism facilities of equal quality, one should more closely look into the basic distinctive features of several commonly referred examples of public-private partnerships related to the tourism industry. At this point, however, one should distinguish between: a) cooperation of the public and private sector at the tourism destination management level, and b) cooperation of the public and private sector in capital-intensive site development projects.

Cooperation at the Destination Management Level

Public-private cooperation at a tourism destination management level is characterized mainly by the fact that such projects do not require substantial financial means, whereby the dominant form of partnership has all the essential features of a service(s) outsourcing contract. This model of public-private cooperation is frequently applied in the following fields:

- destination marketing and promotion (Ateljević & Doorne, 2002; Wang & Fesenmaier, 2007; Nadiri & Avci, 2000), in which one should differentiate between the one-time engagement of private consultants or marketing agencies to conduct a particular segment of destination promotion, and the longstanding active participation of local businesses in various forms of a destination's promotion as a supplement to the usual activities of the public authorities and/or public sector agencies;

- beach management, including water quality (cleanliness) protection (Hardacre & Chester, 2001; Jennings, 2004), in which the public authority holder for a given area, based on a contractual relationship, shifts the responsibility for maintaining beach cleanliness, orderliness and water quality, as well as for adequate supply of various beach facilities to the private partner. Public partner, on the other hand, is entitled to charge a fee for such services regardless whether it is col-

čuje bilo od krajnjih korisnika, bilo od nositelja javne vlasti,

- planiranja razvoja turizma (Bramwell i Sharman, 1999; Okazaki, 2008), kako na makro razini (država, regija, županija, općina/grad), tako i na mikrorazini (zona, lokalitet), pri čemu također valja razlikovati jednokratno angažiranje privatnih konzultantskih kuća od planiranja koje u planski proces uključuje sve relevantne dionike turističkog razvoja kako javnog i privatnog sektora, tako i različitih građanskih udruga;

- upravljanja nacionalnim parkovima i/ili drugim zaštićenim, prirodno osjetljivim, područjima (Thackway i Olsson 1999; Buckley, 2003), gdje nositelji javne vlasti, ovisno o stupnju razvijenosti konkretnog područja, putem izdavanja koncesija o korištenju, povjeravaju upravljanje nad nekim područjem privatnom sektoru ili angažiraju privatni sektor za obavljanje samo neke konkretne uslužne djelatnosti (npr. foto-safari i sl.);

- očuvanja kulturne baštine gdje nositelji javne vlasti na različite načine potiču privatni sektor da se uključi u upravljanje i/ili zaštitu materijalne spomeničke baštine (McKercher i du Cross, 2002),

- unapređivanja sigurnosti turista u turističkoj destinaciji različitim vidovima dodatne pomoći privatnog sektora službenim organima i/ili institucijama zaduženim za održavanje javnog reda i sigurnosti.

Sve navedene karakteristične slučajeve uslužnog *outsourcinga* karakterizira činjenica da je riječ o javno-privatnoj suradnji gdje javni sektor angažira jednog ili više gospodarskih subjekata privatnog sektora da mu pomognu u osiguranju dovoljne količine konkretne javno-uslužne djelatnosti zadovoljavajuće kvalitete od podjednake koristi kako za kralje, tako i za lokalnu zajednicu. Nadalje, riječ je o suradnji na projektima koji su više organizacijske prirode te nisu

lected from the end users or the public authority holder,

- tourism development planning (Bramwell and Sharman, 1999; Okazaki, 2008) at macro (country, region, county, municipality/city), and micro level (tourism development zone, site). As in the case of destination marketing and promotion, here too is also necessary to differentiate between the one-time engagement of private consultants from the "community based" planning approach which implies the involvement of all relevant destination stakeholders in the process of tourism development planning. These include public and private sector entities, but also various civil sector associations and non-governmental organizations;

- management of national parks and other protected, environmentally sensitive areas (Thackway & Olsson 1999; Buckley, 2003), where the public authority holder, depending on a given area's achieved development level, on a concession principle, entrusts the private sector with the management of a particular area, or engages a private sector legal entity to provide only specific services within the protected area (e.g. photo-safari, etc.);

- preservation of cultural heritage, where public authority holders encourage the private sector in various ways to participate in the management and/or protection of tangible cultural heritage (McKercher & Du Cross, 2002),

- improving the overall safety of tourists in a destination by providing official government institutions responsible for maintaining public order and security with additional help of the private sector legal entities.

Each of these outsourcing services cases typically involves a public-private collaboration in which the public sector engages one or more business entities from the private sector to assist them in providing a sufficient supply of specific public services of satis-

povezani s većim kapitalnim ulaganjima u izgradnju novih i/ili inoviranje postojećih objekata turističke i/ili komunalne infrastrukture. Kako je istodobno riječ ponajviše o suradnjama javnog i privatnog sektora koje uvelike doprinose relativno ravnomjernom podizanju kvalitete života svih pripadnika lokalne zajednice na području konkretne turističke destinacije, riječ je o projektima koji su snažno pozitivno korelirani s opće društvenim interesom. Tako je, primjerice, rezultat javno-privatnog partnerstva na razini marketinga i prodaje u nekom turističkom odredištu povezan ponajviše s većom razinom turističke potrošnje i/ili opetovanim dolascima, dok su javno-privatna partnerstva u domeni planiranja turističkog razvoja, upravljanja nacionalnim parkovima i/ili očuvanja kulturne baštine povezana s osiguranjem namjenskog i dugoročno-održivog upravljanja destinacijskom resursno-atraktivnošću osnovom. U svim navedenim slučajevima dugoročne direktne koristi, a time i preduvjete za povećavanje dostignute razine blagostanja, imaju svi lokalni žitelji. Drugim riječima, riječ je o projektima koji imaju sve bitne značajke javnih dobara.

Iako suradnja javnog i privatnog sektora na projektima uslužnog *outsourcinga* u turizmu ima ekonomskog smisla (budući se ovakvom suradnjom osigurava veća količina i/ili bolja kvaliteta raspoloživih javnih dobara za sve članove lokalne zajednice), potrebno je sagledati i je li ovaj oblik osiguranja konkretnih javno-uslužnih djelatnosti od općeg interesa troškovno superioran klasičnom obliku njihovog osiguranja od strane javnog sektora. Pritom nema nikakvog razloga zašto se za ocjenu troškovne racionalnosti, a time i financijske opravdanosti modela uslužnog *outsourcinga* i u turizmu također ne bi mogao koristiti komparator javnog sektora.

factory quality. Furthermore, this type of public-private cooperation is more of an organizational nature and does not involve major capital investment into construction or improvement of existing tourism facilities or public utilities. The end-beneficiaries in each specific case are both, the tourists and the local community. Since all the above examples of public-private collaboration largely contribute to the living quality enhancement of all permanent and/or temporary residents of a specific tourist destination, these projects strongly positively correlate with general societal interest. Namely, public-private partnerships in the marketing and sales area are associated mostly with higher levels of tourist spending or repeated arrivals. On the other hand, public-private partnerships in tourism development planning, management of national parks or preservation of cultural heritage sites provide dedicated and long-term sustainable management of the destination's resource and attractions base. Nevertheless, in all these cases, local residents gain long-term direct benefits, and thus the prerequisites for increasing the level of their total wellbeing. In other words, these projects have all the essential features of public goods.

Even though cooperation between the public and private sector entities in tourism and the tourism business in various services outsourcing projects is economically sensible (since it provides better supply and/or better-quality of public goods available not only to tourists but to the entire destination's population), it is also necessary to determine whether this form of providing public services of general interest to the local community is more effective in relation to the traditional way the public sector provides them. In so doing, there seems to be no apparent reason why the public sector comparator should not be applied in order to objectively evaluate the cost effectiveness and financial feasibility of various tourism related service outsourcing contracts. Notwithstanding the foregoing, however, no

Suradnja na razvojno-investicijskim projektima

Za razliku od javno-privatnih partnerstva koje karakterizira nedostatak potrebe za većim kapitalnim ulaganjima, suradnja javnog i privatnog sektora u turizmu može se odnositi i na realizaciju velikih razvojno-investicijskih projekata kako na BOT principu, tako i na principu privatne financijske inicijative, odnosno na principu zajedničkog ulaganja. Pritom, manje i srednje razvijene zemlje svijeta valja povezivati ponajviše s razvojno-investicijskim projektima čija je realizacija povezana s tržišnim otvaranjem turistički vrlo interesantnih, a infra i/ili suprastrukturalno još potpuno neopremljenih zona i/ili područja. Samim tim, riječ je o projektima čija realizacija zahtijeva izgradnju kako objekata kapitalne i/ili komunalne infrastrukture, tako i različitih objekata i/ili sadržaja turističke suprastrukture. S druge strane, u visoko razvijenim zemljama svijeta prevladavaju razvojno-investicijski projekti povezani s tzv. urbanom rekonstrukcijom i/ili urbanom konverzijom. Riječ je o projektima sadržajne prenamjene nekad izgrađenih, a danas nedovoljno funkcionalnih, nedovoljno atraktivnih ili nedovoljno ekonomski interesantnih dijelova urbanog tkiva, pri čemu je takva prenamjena, gotovo uvijek, u većoj ili manjoj mjeri povezana i s uvođenjem turističkih sadržaja (Turner i Rosentraub, 2002).

Nadalje, turističke razvojno-investicijske projekte, identično kao i u slučaju javno-privatnog partnerstva u izgradnji javnih infrastrukturnih objekata, karakterizira i činjenica da se uloga javnog sektora uvijek temelji na vlasništvu građevnog zemljišta i/ili cijelog projektnog područja. Iz toga, nadalje, proizlazi i pravo nositelja javne vlasti na definiranje projektnog zadatka, odnosno utvrđivanje pravila igre. Definiranje projektnog zadatka, u pravilu, temelji se na prethodno izrađenom "konceptu najbolje uporabe" konkretne lokacije, a u slučaju većih razvojno-investicijskih zahvata, na od-

concrete theoretical and/or practical insight exists on whether the social and economic viability for tourism related service outsourcing contracts are at all examined using this or any other method.

Cooperation in the site development projects

Unlike the tourism related public-private partnerships in which there is no need for major capital investment, cooperation between the public sector and private business entities in the sphere of tourism development may also involve major need for investment projects based on BOT principle, as well as projects based on private financial initiative, or joint ventures. In this regard, tourism development in small and medium-developed countries should primarily be associated with investment projects whose realization is closely related with the need to develop zones or areas that are attractive to the tourism market, but which are in many cases, as yet, completely unequipped with either necessary infra, or superstructure. This in itself involves investment projects whose realization requires construction of not only major communal or site related infrastructure, but also various lodging and/or other tourism facilities. On the other hand, tourism development projects especially in highly-developed countries are ever more associated with the so called "urban reconstruction" or "urban conversion" projects. These projects are primarily concerned with the adaptive reuse of the previously developed urban areas, which have nowadays proved to be inadequate, unattractive or economically uninteresting. Such adaptive reuse of inadequate urban space is, almost as a rule, more or less associated with establishing some sort of tourism related offer (Turner & Rosentraub, 2002).

Another characteristic of site development projects, identical as in the case of "normal" public-private partnerships estab-

rednicama tzv. turističkog masterplana cijelog projektnog područja. Na taj se način utvrđuju parametri kao što su maksimalni prihvatni potencijal, dopušteni stupanj izgrađenosti, vrsta sadržaja i tipologija gradnje, parametri zaštite okoliša i sl. Istodobno, uloga privatnog sektora svodi se ponajviše na kreativni dizajn i funkcionalnost predviđenih sadržaja, realizaciju projekta, odnosno operativno vođenje svih objekata ponude tijekom njihovog predviđivog tržišnog efektuiranja. Polazeći od takve podjele uloga, može se reći da je suradnja javnog i privatnog sektora u pripremi razvojno-investicijskih projekata u turizmu poželjna te da doprinosi društveno odgovornom ponašanju i dugoročno održivim razvojnim rješenjima. Istodobno, to još nikako ne implicira i da je njihova realizacija na principima javno-privatnog partnerstva (dugoročni ugovorni odnos) dobro, ekonomsko opravdano i financijski prihvatljivo razvojno rješenje.

Naime, suradnja javnog i privatnog sektora na realizaciji razvojno-investicijskih projekata u turizmu, a ovisno kako o preferencijama i/ili financijskim mogućnostima nositelja javne vlasti, tako i o zakonskim odredbama pojedinih jurisdikcija, implicitno pretpostavlja neku od sljedećih mogućnosti:

- nositelji javne vlasti prodaju cijelo turističko razvojno područje i/ili zonu privatnom investicijskom konzorciju (najboljem ponuđaču) koji preuzima obvezu izgradnje svih vitalnih infrastrukturnih sustava kao i svih objekata i/ili sadržaja unaprijed definirane turističke ponude. Suradnja nositelja javne vlasti i privatnog sektora temelji se na činjenici da javni sektor definira prostorno-planske, infrastrukturne i graditeljske elemente/gabarite kojih se valja pridržavati te kontrolira proces izgradnje do njegovog dovršenja, dok privatni sektor preuzima na sebe trošak i kvalitetu izvedbe, odnosno cijeli rizik budućeg operativnog poslovanja. Suradnja i formalno prestaje trenutkom dovršenja izgradnje i "puštanja u pogon" svih planiranih infrastrukturnih ob-

lished in order to satisfy the market demand for various public infrastructure facilities, is that the role of the public sector always stems from its outright control over the construction zone or the entire project area. This specific feature gives the public authority holder the right to define the project terms of reference or, in other words, the right to determine the rules of the game. Project terms of reference are generally determined based on the predefined "best use concept" of a specific site, or, in case of major tourism development projects, on the determinants of the tourism master plan of the entire project area. In this way, parameters such as maximum carrying capacity, facility type and construction typology, environmental parameters, etc. are determined. At the same time, the role of the private sector partner is reduced mostly to the creative design and functionality of the planned tourism facilities, as well as to their construction and operational management during their predictable market life. Based on such role distribution, it is safe to say that the cooperation between the public and private sector in preparing major tourism-related site development projects is desirable since it contributes to socially responsible behavior and long-term sustainable development solutions. However, this in no way implies that the realization of tourism-related site development projects under a public-private partnership model (implying a long-term contractual relationship) is an economically desirable and financially credible development solution.

Namely, the public-private sector cooperation in the area of tourism-related site development projects, depending on the preferences or financial capabilities of the public authority holders on one side, and regulations of particular jurisdictions on the other, implicitly assumes one of the following options:

- public authority holders sell the entire tourism development area, site or zone

jekata i sadržaja turističke ponude. Prodaja cijele zone i/ili područja koje valja turistički razviti privatnom kapitalu, model na kojem je u novije vrijeme, izgrađeno nekoliko turističkih megacentara na nenaseljenom dijelu obale Crvenog mora u Egiptu (Tourism Development Authority, Egypt, www.tourinvest.com.eg).

- nositelji javne vlasti povjeravaju razvoj cijele turističke zone ili područja izabranom najboljem ponuđaču uz obvezu da je kompletno opremi svim vitalnim infrastrukturnim sustavima, odnosno svim objektima i/ili sadržajima turističke suprastrukture. Suradnja se formalizira ugovorom na modelu privatne financijske inicijative ili na modelu dugoročne koncesije na BOT principu. Izvršena ulaganja u kapitalnu infrastrukturu u oba se slučaja, cjenovnom politikom, prevaljuju bilo na vlasnike pojedinih sadržaja novoizgrađene turističke ponude, bilo na turiste kao krajnje korisnike tijekom cijelog trajanja javno-privatnog partnerstva.

- nositelji javne vlasti angažiraju proračunska sredstva i potpuno opremaju novu turističku razvojnu zonu i/ili područje svim potrebnim objektima kapitalne i/ili komunalne infrastrukture, nakon čega, temeljem javnog tendera, prepuštaju razvoj svih objekata turističke suprastrukture privatnom sektoru. Pritom se, za razliku od prethodne alternative, suradnja s privatnim sektorom, u pravilu, formalizira ugovorom na bazi dugoročne koncesije na BOT principu, pri čemu javni sektor visinom koncesije, odnosno stjecanjem vlasništva nad objektima turističke ponude po isteku ugovorenog razdoblja trajanja koncesije, kompenzira inicijalna ulaganja u infrastrukturu. Dobar primjer takve podjele uloga u turističkom razvojnom procesu predstavlja Turska, pri čemu ključne ugovorne odrednice (cijena, način plaćanja, valuta, vremensko trajanje) na bazi kojih se određena turistička razvojna zona i/ili područje daje u koncesiju privatnim investitorima, utvrđuju zajedno Ministarstvo kulture i turizma, Ministarstvo

to a private investment consortium (highest bidder), which undertakes the responsibility to ensure all vital infrastructure systems, build lodging facilities and all other tourism related facilities, all according to the predefined terms of reference. In such public-private sector cooperation, the public sector defines all vital physical planning issues, infrastructural requirements and architectural specifications that have to be met, and controls construction up to its completion. On the other hand, the private sector partner takes over the responsibility for providing finance, for the construction and quality assurance, as well as for the entire market risk of future operation. Cooperation is formally terminated upon completion and commissioning of all the planned tourism facilities and buildings. Selling entire tourism-development zones or areas to private capital is a model that has been used recently in the development of several tourism mega-resorts on the uninhabited coast of the Red Sea in Egypt (Tourism Development Authority, Egypt, www.tourinvest.com.eg).

- public authority holders entrust the development of the entire tourism area, site or zone to a selected best bidder, who commits to provide all vital infrastructure systems, lodging facilities and other related tourism facilities. Cooperation is formalized through a private financial initiative contract or a long-term BOT concession contract. In both cases, all the investments in capital infrastructure are transferred by means of a pricing policy to either the owners of individual businesses in the newly-developed tourism area/zone, or to the tourists as end users of the zone's offer throughout the duration of the public-private partnership contract.

- public authority holders employ their budgetary receipts to develop fully a new tourism zone, site or area with all the necessary infrastructure, upon which the private sector is invited via a public tender to develop the planned tourism superstructure. In doing so, unlike in the previous al-

financija i Ministarstvo poljoprivrede i šumarstva (Turkish Ministry of Culture & Tourism, 1982; Goymen, 2000).

- nositelji javne vlasti ulaze u zajedničko ulaganje s jednim ili više partnera iz sfere privatnog sektora u cilju cjelokupnog razvoja neke turističke zone i/ili područja kako svim potrebnim objektima infrastrukture, tako i svim predviđenim objektima turističke ponude. Pritom se unaprijed dogovaraju odgovornosti, obveze, prava, odnosno vlasnički udjeli svakog od partnera. Tipičan primjer zajedničkih ulaganja javnog sektora i više privatnih poduzetnika predstavljaju neki od projekata urbane konverzije u SAD i Velikoj Britaniji (Malizia, 2003).

Analiza temeljnih značajki gore navedenih mogućih oblika suradnje javnog i privatnog sektora u realizaciji velikih turističkih razvojno-investicijskih poduhvata ukazuje na činjenicu da je riječ uglavnom o suradnjama koje samo iznimno zadovoljavaju elementarnu ekonomsku logiku na kojoj bi valjalo temeljiti ulazak u "prava" javno-privatna partnerstva. Naime, razvojno-investicijski projekti kod kojih javni sektor prodaje cijele turističke razvojne zone privatnom kapitalu ne teže povećanju kvalitete i/ili boljoj opskrbljenosti turističke destinacije javnim dobrima i/ili uslugama od interesa za lokalnu populaciju. Samim tim, riječ je o klasičnim poduzetničkim projektima koji nemaju nikakve veze s temeljnim postulatom javno-privatnog partnerstva.

Nadalje, ni za većinu turističkih razvojno-investicijskih projekata na principima privatne financijske inicijative i/ili BOT koncesija ne može se decidirano ustvrditi da pozitivno utječu na kvalitetu i/ili količinu javnih dobara i/ili usluga u turističkoj destinaciji namijenjenih lokalnoj populaciji. Realizacija turističkih razvojno-investicijskih projekata na principu prodaje turističkih razvojnih zona, privatne financijske inicijative i/ili BOT koncesije odrazit će se na (ravnomjerno) podizanje kvalitete života i razine blagostanja svih pripadnika lokalne

ternative, the cooperation with the private sector is generally formalized through a long-term BOT concession contract, wherein the public sector compensates the initial investment in the infrastructure through the yearly concession amount and/or through acquiring title over all erected tourism related facilities at the end of the agreed concession term. Turkey is a good example of such a role distribution in the tourism-development process, wherein the key contract terms and conditions (price, manner of payment, due date, effective term) upon which a concession for a tourism development zone is granted to private investors, are determined jointly by the Ministry of Culture & Tourism, the Ministry of Finance, and the Ministry of Agriculture & Forestry (Turkish Ministry of Culture & Tourism, 1982; Goymen, 2000).

- public authority holders enter into a joint venture with one or more private partners with the aim to completely develop a tourism area, site or zone with all the necessary infrastructure, as well as to provide all planned tourism facilities and amenities. The joint venture contract implies strict predetermination of the responsibilities, obligations, rights, and equity shares of each partner. Some urban conversion projects in the USA and Great Britain (Malizia, 2003) are typical examples of the public sector associating with several private partners.

Analysis of the basic features of the possible, above specified, forms of public-private cooperation related with the realization of major site development projects suggests that these partnerships only exceptionally comply with the elementary economic logic on which "true" public-private partnerships should be based. Specifically, the site development projects wherein the public sector sells entire tourism development zones, sites or areas to private capital are not intended to improve the quality of a destination's supply of public goods and/or services to the local population. Hence, these are classical business projects that have

zajednice samo pod uvjetom ako i oni imaju pravo aktivno i bez naknade participirati u blagodatima novoizgrađene infra i/ili suprastrukture, odnosno u slučaju kad se pozitivna razlika u proračunskim prihodima u godinama tržišnog efektuiranja dotičnog turističkog razvojno-investicijskog poduhvata namjenski ulaže u konkretne (infrastrukturne) projekte od općeg interesa. S obzirom da to najčešće nije slučaj, veliki razvojno-investicijski projekti u turizmu samo će se posredno, odnosno marginalno odraziti na bolju raspoloživost i/ili povećanu kvalitetu javnih dobara na raspolaganju lokalnoj zajednici. U slučaju razvojno-investicijskih projekata u izdvojenim i/ili prostorno izoliranim zonama (tzv. turistički geto) čak niti to. Konačno, posebno valja ukazati i na realnu mogućost da takvi projekti ponekad, zbog pojave različitih negativnih eksternacija, mogu dugoročno i umanjiti kvalitetu života jednog dijela lokalne populacije.

Iznimku, u određenoj mjeri, predstavljaju jedino projekti urbanih konverzija, temeljeni kako na zajedničkom ulaganju javnog i privatnog sektora, tako i na aktivnoj participaciji svih razvojnih dionika u sadržajnom definiranju i konceptualizaciji projekta, budući da su u takvim okolnostima izvjesne ekonomske koristi za cjelokupnu lokalnu populaciju. Međutim, kod ovih je projekata opravdano postaviti pitanje je li tu uopće riječ o turističkim razvojnim projektima ili je riječ o projektima namijenjenima ponajviše lokalnom stanovništvu, pri čemu je turistički interes samo dobrodošla posljedica?

S druge strane, za razliku od suradnje javnog i privatnog sektora u upravljanju turističkom destinacijom na bazi uslužnog *outsourcinga*, čak i pod uvjetom da pojedini turistički razvojno-investicijski projekti na bazi dugoročnog ugovornog odnosa između nositelja javne vlasti i privatnog sektora, neposredno i/ili posredno, u konačnici osiguravaju veću količinu i/ili bolju kvalitetu nekog javnog dobra i/ili usluge za cjeloku-

nothing in common with the basic postulate of public-private partnership.

Further, not even for most site development projects based on private financial initiatives or BOT concession contracts could it be asserted that they positively influence the quality or quantity of public goods and/or services in a tourism destination intended for the local population. Once implemented, site development projects based on sales of land plots, private financial initiatives or BOT concessions can and will affect the even increase in the living quality and wellbeing level of the local population only if the local residents are entitled to participate actively and without charge in the benefits of the newly built infra and/or superstructure, and if the positive balance in public authority's budgetary receipts during the market effectuation of the respective site development project is invested into specific (infrastructure) projects of common interest. Since neither is usually the case, most site development projects will have only indirect and mostly marginal impact on the better availability or increased quality of public goods available to the local population. Yet, not even that will be valid in the case of site development projects in remote or isolated zones (the so-called "tourist ghettos"). Finally, one should also bear in mind that site development projects, sometimes, can create all sorts of negative externalities, which directly reduce the achieved level of living quality of part of the local population.

The only exception to the rule that site development tourism related projects do not increase the level of welfare of the local population are, to a certain extent, various urban conversion projects. Apart from the necessary cooperation of public and private sector entities, realization of such projects implies active involvement and participation of various civil stakeholders at the community level in defining the concept and desirable features of the project, which results in numerous economic benefits for the local population. However, one can raise the

pnu populaciju konkretne turističke destinacije, teškoće s primjenom komparatora javnog sektora kao mjerila financijske kredibilitnosti takve suradnje, ukazuje na činjenicu da u većini turističkih razvojno-investicijskih projekata ne može biti riječ o "pravom" javno-privatnom partnerstvu. Naime, primjena komparatora javnog sektora u većini takvih projekata često nije ni relevantna, niti primjerena iz sljedećih razloga:

- kod razvojno-investicijskih projekata kod kojih javni sektor povjerava privatnom sektoru izgradnju svih objekata kapitalne i/ili komunalne infrastrukture, odnosno svih objekata i/ili sadržaja turističke suprstrukture na području neke turističke razvojne zone, korištenje komparatora javnog sektora nema previše smisla i nije metodološki primjereno. Nije, naime, za očekivati ni da bi se nositelji javne vlasti u bilo kojim uvjetima i pod bilo kakvim okolnostima uopće željeli upuštati u financiranje izgradnje komercijalnih turističkih sadržaja. Čak ako bi to negdje i bio slučaj, nije za očekivati da bi nositelji javne vlasti to mogli raditi bolje i jeftinije od za to osposobljenog privatnog sektora.

- kod turističkih razvojno-investicijskih projekata kod kojih javni sektor mora na teret proračunskih prihoda sam izgraditi objekte kapitalne i/ili komunalne infrastrukture kao preduvjet za privlačenje privatnog poduzetničkog kapitala, moguće je jasno odvojiti dvije faze razvoja – prvu, u kojoj sudjeluje samo javni sektor na teret proračuna, odnosno drugu, u kojoj sudjeluje samo privatni sektor s vlastitim financijskim izvorima. Pritom, u prvoj fazi ima smisla razmišljati o javno-privatnom partnerstvu jer je riječ o izgradnji objekata infrastrukture od kojih će koristi imati i pojedinci i/ili institucije koje nemaju nikakve veze s turizmom. Za razliku to toga, druga razvojna faza predstavlja klasični poduzetnički poduhvat temeljen na očekivanoj stopi povrata na predujmljeni kapital. Činjenica da su odnosi javnog i privatnog sektora u drugoj ra-

question whether these primarily are tourism development projects at all, or are they rather projects primarily intended for the well-being of the local population while the tourism aspect is only a welcomed effect.

On the other hand, in contrast to public-private cooperation at the destination management level and based on service outsourcing contracts, even if certain tourism related site development projects based on the long-term contractual public-private relationship, directly or indirectly, ultimately provide a larger number or better quality of public goods and/or services for the entire population of permanent residents, the difficulties with using the public sector comparator as a measure of economic viability and financial desirability of such cooperation, also point out the fact that the great majority of site development projects cannot adhere to "true" public-private partnerships. Namely, the determination of a public sector comparator in most such projects would often be irrelevant and inappropriate for the following reasons:

- for tourism-related site development projects wherein the public sector entrusts the construction of all necessary infrastructure facilities, as well as all predefined tourism related facilities and amenities to the private sector, the application of the public sector comparator makes little sense and is not methodologically appropriate. Namely, it is highly unlikely that the public authority holders under any circumstances would ever want to get involved in providing finance for the construction of any kind of commercial tourism facilities. Even if that were to happen somewhere, it is unlikely that the public authority holder would perform this better and cheaper than would any competent private entrepreneur.

- tourism-related site development projects in which the public sector uses its fiscal receipts to build the necessary infrastructure facilities as a precondition for attracting private capital investors in tourism

zvojnjoj fazi regulirani ugovorom o koncesiji (na BOT principu) ne ukazuje na partnerski odnos nositelja javne vlasti i privatnog sektora, već govori isključivo o pravu vlasnika zemlje i infrastrukture (javni sektor) da od korisnika istih naplati tržišnu vrijednost pripadajuće rente (apsolutne, diferencijalne i/ili monopolske). Riječ je, dakle, o klasičnom i potpuno transparentnom ekonomskom odnosu koji ne treba maskirati krinkom javno-privatnog partnerstva. Sukladno tome, model javno-privatnog partnerstva nikako ne bi trebalo povezivati s cijelim turističkim razvojno-investicijskim poduhvatom, već samo s njegovom prvom fazom (ulaganje u objekte infrastrukture), pod uvjetom da komparator javnog sektora potvrdi oportunistički pristup. Drugim riječima, izrada komparatora javnog sektora ima smisla samo za prvu razvojnu fazu (javni interes), a nikako za ukupnost tzv. turističkog razvojno-investicijskog projekta.

U skladu s gornjim konstatacijama, proizlazi da primjena komparatora javnog sektora u ocjeni ekonomske opravdanosti turističkih razvojno-investicijskih poduhvata ima, zapravo, smisla samo u slučaju projekata koji se temelje na zajedničkom ulaganju (i alikvotnoj podjeli poduzetničkog rizika) javnog i privatnog sektora na cjelini razvojno-investicijskog poduhvata, uključujući kako ulaganja u izgradnju svih objekata infrastrukture, tako i ulaganju u izgradnju svih turističkih sadržaja. Samim tim, samo u slučaju suradnje javnog i privatnog sektora na turističkim razvojno-investicijskim projektima temeljenim na zajedničkom ulaganju može se govoriti o teoretski smisljenoj i društveno opravdanoj primjeni modela javno-privatnog partnerstva, pri čemu bi konačnu odluku o sklapanju partnerstva valjalo donositi na bazi primjene komparatora javnog sektora u svakom konkretnom slučaju.

superstructure, can be easily divided into two phases: the first phase implies the public sector involvement and is financed on account of fiscal receipts, whereas the second phase involves the private sector's activity as well as private sector's financial resources. Thus, in the first phase, it makes sense to consider the viability of entering into a public-private partnership since it involves the construction of necessary infrastructure facilities that will benefit the local individuals and/or institutions that have nothing to do with tourism and hospitality industry. In contrast to this, the second phase of the development process is a classical business venture project based on the expected rate of return on capital employed. The fact that the public-private relationship in the second phase is regulated under a BOT concession contract does not indicate a partnership between the public and the private sector, but speaks exclusively of the owner's (public sector's) right to charge a fair market price for the use of its land and/or facilities. This price should correspond to the market value of the rent (absolute, differential and/or monopolistic). Therefore, this is a classical and fully transparent economic relationship between the property owner and the property user and should not be hidden under the public-private partnership mask. Accordingly, the public-private partnership model should in no way be associated with the entire site development project, but only with its first phase (investment into infrastructure facilities), provided this is approved by the public sector comparator test. In other words, calculation of the public sector comparator makes sense only for the first phase of such a development (public interest), and not for the entire tourism-development project.

In accordance with the above assessments, it seems that the use of the public sector comparator as an objective tool for the verification of economic viability of tourism related site development projects in fact makes sense only in the case of projects

5. ZAKLJUČAK

Iako se ideja o poželjnosti javno-privatnih partnerstva u turizmu često spominje kao ekonomski korisno i financijski prihvatljivo razvojno rješenje, čini se da je to točno samo u slučaju projekata male nabavne vrijednosti temeljenima na uslužnom *outsourcingu*. Takvi, naime, projekti, čini se da doista doprinose većoj razini blagostanja stalnih stanovnika neke turističke destinacije te bi ih, stoga, valjalo podržavati i poticati ukoliko udovolje kriteriju komparatora javnog sektora.

S druge strane, model javno-privatnog partnerstva na turističkim razvojno-investicijskim projektima, osobito u slučaju manje i srednje razvijenih zemalja, odnosno privođenja turističkoj namjeni većih prostorno-razvojnih zona, u najmanju je ruku prilično dubiozan razvojni model iz aspekta njegovog direktnog utjecaja na opskrbljenost tržišta i/ili poboljšanu kvalitetu javnih dobara i/ili usluga na razini turističke destinacije. Samim tim, povezivanje modela javno-privatnog partnerstva s turističkim razvojno-investicijskim poduhvatima u najvećem broju slučajeva predstavlja više ispraznu i nedovoljno promišljenu sintagmu koja ne samo da ne odgovara svom pravom sadržaju, već često ne predstavlja ni ekonomski koristan, niti financijski opravdan razvojni koncept. To vrijedi čak i u slučaju kad privatni sektor preuzima obvezu izgradnje svih objekata infra i suprastrukture temeljem ugovora na principu privatne financijske inicijative i/ili BOT koncesije. Naime, iako po isteku ugovorenog razdoblja svi objekti koje je izgradio privatni investitor prelaze u vlasništvo nositelja javne vlasti (lokalne zajednice), riječ je najčešće o objektima čiji je životni vijek ionako pri kraju te koji kako svojim funkcionalnim, tako i vizualnim značajkama sve teže može odgovoriti zahtjevima potražnje. Sukladno tome, praksu javno privatnih partnerstva na principima privatne financijske inicijative i/ili BOT koncesije u opremanju turističkih razvojnih

based on joint public-private venture (and proportionate risk sharing) that include both, investment in the infrastructure facilities, as well as investments in the tourism facilities. Thus, it seems that in tourism related site developments, only public-private partnerships based on joint ventures are theoretically meaningful, as well as socially and economically justifiable. Nevertheless, the final decision to enter into such a partnership should still be made upon the public sector comparator test in each particular case.

5. CONCLUSION

Although the idea of public private partnerships in tourism and the tourism related projects is often cited in recent scientific literature as an economically viable and financially credible development solution, it seems that this is only true in the case of non-investment related tourism projects based on services outsourcing contracts. Such projects seemingly contribute to the greater well-being of a whole tourism destination's permanent population and should, therefore, be supported and encouraged if they meet the criteria of the public sector comparator test.

On the other hand, the public-private partnership scheme as a special purpose vehicle for the tourism related site development projects, especially in less developed countries which are trying to equip major tourism zones, sites or areas with necessary infra and super-structure is, at least, a quite dubious development concept in terms of achieving superior societal welfare. Therefore, associating the public-private partnership concept with tourism related site development projects, in most cases, represents a rather meaningless and insufficiently deliberated phrase that not only does not correspond to its real subject matter, but also does not even represent an economically beneficial or financially credible de-

zona turističkim sadržajima trebalo bi radije izbjegavati nego preporučivati.

Iznimku mogu, donekle, predstavljati samo turističko razvojno-investicijski projekti temeljeni na zajedničkom ulaganju javnog i privatnog sektora kojima se neka turistička razvojna zona oprema svim potrebnim infra i suprastrukturnim sadržajima. Naime, samo će u tom slučaju biti moguće očekivati da i javni i privatni partner, sustavno i dogovorno, ulažu realizirani profit u očuvanje i/ili podizanje stupnja tržišne konkurentnosti inicijalno izgrađenih sadržaja ponude. Naravno, prethodna konstatacija vrijedi samo pod pretpostavkom financijske kredibilitnosti takvog pristupa, a što pretpostavlja uporabu komparatora javnog sektora.

velopment concept. This applies even to cases where the private sector undertakes construction of all infrastructure and superstructure facilities under PFI or BOT concession contracts. Namely, although all the facilities constructed by private investors become the ownership of public authority holders (local community) after the expiration of the contract term, these facilities are typically at the end of their market life and cannot meet market requirements neither functionally, nor visually. Accordingly, the practice of public-private partnerships on the principles of private financial incentive and/or BOT concession contracts with regard to tourism related site development projects should be rather avoided than recommended.

Possible exceptions to the above rule are public-private tourism related site development partnerships on a joint-venture basis under which a tourism development zone, site or area gets fully equipped with all the necessary infra and superstructure facilities. Only then could one expect the public and private partner to invest, systematically and in mutual coordination, some of the earned profit into the initially constructed facilities and amenities in order to either maintain the present level of market competitiveness, or to increase it further. Naturally, the above holds only providing that such an approach is financially credible under the logic of the public sector comparator test.

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