

### PUBLIC-PRIVATE PARTNERSHIPS AS A MODEL FOR THE DEVELOPMENT OF EDUCATION INFRASTRUCTURE AND PEDAGOGICAL STANDARDS: THE CASE OF VARAŽDIN COUNTY, CROATIA

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#### **ABSTRACT**

**Purpose.** The aim of the paper is to analyse the model of public-private partnership in Varaždin County for the purpose of developing educational infrastructure and strengthening the pedagogical standard.

**Design.** A public-private partnership stands for a joint activity of the public and private sectors in the production of public goods or the provision of public services, either at the central government level or at the local self-government unit. The need for public-private cooperation is more common at the local level because global trends such as decentralization bind the local self-government to search for effective responses on their responsibilities. Based on the theoretical background of public-private partnership and the analysis of the external environment of the public-private partnership model on the example of the Varaždin County in the field of education, key factors that influence the model of public-private partnerships have been identified. Moreover, the effects of such partnerships between the public and private sector have been identified too, as well as the weaknesses, opportunities, and threats in applying such a model at the local and regional level and in the education sector.

**Findings.** In order to increase the efficiency of the country in the terms of public-private partnership, the benefits of a public-private partnership model should be recognized and the limitations should be reduced by providing the set of standards for the co-financing the model of public-private partnership for each sector separately (education sector, public transport, healthcare, environment, public order and safety, energy and etc.).



#### 1. INTRODUCTION

A public-private partnership (PPP) stands for a joint activity of the public and private sectors in the production of public goods or the provision of public services, either at the central government level or at the regional or local self-government units. The public and private sectors combine resources and expertise to meet certain public needs. Participation of a public partner in a project is usually accomplished by paying regular fees to a private partner for the services provided. The European Union promotes the importance of public-private partnership contributions, particularly through the local development, in order to increase living standards, for instance cheaper and more accessible use of resources. The need for publicprivate co-operation is more common at the local level because global trends such as decentralization bind the local self-government to search for effective responses to their responsibilities. Local economies, in order to maintain their competitiveness on the global market and ensure good business environment and the boost in the investment climate, rely on the public sector. On the other hand, local government due to lack of funds in the budget will also have to look for different ways of providing the public goods and, therefore, search for the support in the private sector. In many cases the local dimension contributes to the good functioning of public-private partnerships, mostly due to geographic and cultural similarities, facilitating relations based on local knowledge and resources. Croatia is fiscally decentralized, there are 576 units of local and regional self-government units (Središnji državni portal, 2018) which carry a number of functions in the areas of health, education and social welfare and dispose with the certain financial resources in co-operation with the ministries and other state bodies (Republika Hrvatska, Ministarstvo financija, 2018). Therefore, the public-private partnerships are of great importance for the development of its regions, i.e. counties, cities, and municipalities. Varaždin County has recognized this and launched the wave of building and upgrading schools in its area based on the model of public-private partnership (Varaždinska županija, 2018). According to the Register of public-private partnership contracts in Croatia, 15 projects have been realized so far in the total value of 2, 5 bil HRK. Of these, 11 projects were realized in Varaždin County (Agency for Investments and Competitiveness, 2018). The aim of this paper is to analyse the model of public-private partnership in Varaždin County with emphasis on the projects for the development of educational infrastructure and the strengthening of pedagogical standards. The purpose of the paper is to explore the key factors influencing the functioning of the public-private partnership model and the strengths, weaknesses, opportunities, and threats of the model. The hypothesis of the paper is that regional and local self-government units through a public-private partnership model in the education sector can positively influence on raising the pedagogical standards and prosperity of the local community. The structure of the work consists of the Introduction, followed by the theoretical background

and the significance of the public-private partnership. Then, Chapter 3 explains the methodology of the paper. In Chapter 4, the PEST and SWOT analyses of the public-private partnership on the example of Varaždin County in the education sector are conducted. Chapter 5 describes the effects of applying the public-private partnership model, while Chapter 6 presents the perspectives for the further development of public-private partnership in the education sector. Finally, it comes to the Conclusion, which synthesizes the whole paper.

### 2. THE THEORETICAL BACKGROUND AND IMPORTANCE OF THE PUBLIC-PRIVATE PARTNERSHIP

For public-private partnership as a form of co-operation between the public and private partnership, there is no universal definition. Although such co-operation has existed for centuries since the Roman Empire (the construction of ports, markets, and public baths), the goals of the association were not always the same, so the concept of public-private partnership differs from those throughout the history (Barković & Širić, 2010). At the present time, in times of globalization and the increasing number of people's needs, the public sector faces the task of satisfying public interests, i.e. the growing needs of the population. The primary task of each government is to meet the needs of a society. Due to the lack of financial resources in the budgets, governments need to look for other sources of funding to provide certain services in an efficient way. What implies the stabilization of public expenditures is the provision of better public goods in the shortest time possible.

Bailey (2004), states that the public-private partnership involves the mobilization of resources in the realization of common interests of more than one sector with the aim of preparing and monitoring the development strategy of a particular area. In Juričić (2008), Bettignies and Ros point out that the public-private partnerships are based on the co-operation of two sectors within which their experience and knowledge is exploited and they strive to deliver the best quality of public services on the basis of appropriate allocation of resources, risks, and benefits and result in value added for paid value of money that is achieved by the traditional organization of public service delivery. Sinković and Klarić (2007), define public-private partnership as a model of financial stimulation for the economy, which accelerates the development of infrastructure and public services. Also, Marenjak et. al (2007), under the concept of public-private partnership, imply a model of financing and contracting public infrastructure. Gulija (2004), states that in the narrow sense today, the public-private partnership means corporate ventures in which public and private sectors combine resources and expertise to meet a public need through appropriate allocation of resources, risks, and rewards. Moreover, the government should promote publicprivate partnership by developing programmes that will boost productivity patterns through ability to develop and manage new technologies, mount schemes that will



discourage brain drain and discourage migration, as well as channelling corporate and social responsibilities to channels where productivity can be enhanced (Oluwabunmi, Akintoye Victor, 2017). Given that there is no single definition of a public-private partnership, in his paper Juričić (2008), according to Petres, highlights 5 common features of the public-private partnership: (1) the partnership involves two or more entities; (2) in private-public partnership the project participants have a position of principal; (3) the circumstances are established, a long-term and stable cooperation between the partners; (4) in the public-private partnership model each of the participants brings something into the partnership; (5) the partnership implies shared responsibility for the outputs produced, that is, for the delivered services.

From all the above, it can be concluded that the main features of public-private partnerships are the relationship between public and private sector, knowledge exchange, risk sharing in public sector project implementation with the aim of delivering efficient public services of better quality (with added value).

The great importance of public-private partnership has been recognized in the United States during the 70s of the twentieth century. By adopting the first "Railroad Revitalization and Regulatory Reform Act" in rail transport, the private sector is allowed to enter the closed market in order to develop competition and improve railway property (Congress, 2018). Furthermore, the European Union has recognized the importance of public-private partnership. In the Lisbon Strategy 2000, public-private partnerships are pointed out as models for achieving the greatest competitiveness of the European economy (Ivan-Ungureanu and Marcu, 2006). The European Commission in 2004 issued the "Green Paper on Public-Private Partnerships of the European Union on Public Contracts and Concessions." It defines, classifies and characterizes contracts, the rules of a public-private partnership with EU regulations. The document states that public-private partnership implies cooperation between public authorities and private entrepreneurship which aims to secure financing, construction, reconstruction, management, and maintenance of public infrastructure or the provision of public services. Based on the Green Paper of the EU in Croatia, the public-private partnership area is covered by the Public-Private Partnership Act (OG 78/12 and NN 152/14) the Decree on Implementation of Public-Private Partnership Projects (OG 88/12 and 15/15), the Law on Concessions (OG 69/17), and the Public Procurement Act (OG 120/16) related to the procedures for the award of public contracts and concession contracts (Investment and Competitiveness Agency, 2018).

Varaždin County, based on the model of public-private partnership and the form of a private financial initiative (private sector through public sector projects builds public goods and provides services, then charges public service provided by the public sector and after the expiration of a multiyear lease, the public goods return to the public partner), has reconstructed the County Palace building and the construction and upgrading of the school buildings and the school halls in order to raise

the level of the pedagogical standard in the County. Pedagogical standards stand for the minimum infrastructure, financial and the human resources requirements for the realization and development of activities and the same conditions for a balanced development of primary and secondary education throughout the Republic of Croatia (Ministrastvo znanosti, obrazovanja i športa, 2008).

#### 3. METHODOLOGY

Based on the theoretical background of public-private partnership and the analysis of the external environment (PESTLE analysis) of the public-private partnership model on the example of the Varaždin County in the field of education, the key factors that influence the model of public-private partnerships have been identified. A PEST is an acronym for political, economic, social and technological factors from the external environment that could affect the business (Sundać et. al, 2016). Very often in PEST analysis are included legislative and environmental factors, which forms PESTLE analysis. Moreover, the SWOT analysis was used, too. SWOT analysis is a framework used to evaluate a company's competitive position by identifying its strengths, weaknesses, opportunities and threats. By using SWOT analysis, the strengths of such partnerships between the public and private sector have been identified too, as well as the weaknesses, opportunities, and threats in applying such a model at the local and regional level and in the education sector. SWOT analysis is a foundational assessment model that measures what an organization can and cannot do, and its potential opportunities and threats (Investopedia, 2018). Based on the data from the Reports on the implementation of a public-private partnership in Varaždin County, the evaluation of the results of the application of such a model and the perspectives for the further development of the public-private partnership in the education sector have been established (Varaždinska županija, 2018).

## 4. ANALYSIS OF PUBLIC-PRIVATE PARTNERSHIP IN THE EDUCATION SECTOR OF VARAŽDIN COUNTY

Varaždin County has recognised the importance of investment in education for the economic growth. According to internal data, Varaždin County is the founder of 33 primary schools and 14 secondary schools.

In the education sector, in order to reach a strategic goal, one of the measures of the Varaždin County was to organize one shift in schools with the purpose to raise the pedagogical standard, enabling the launch of development programs. For the organization of lessons in one shift, a total of 22 school buildings and 10 school halls were needed to be constructed and upgraded. Given the limited budget, this was realized in the form of a Private Financial Initiative (PPP / PFI) for the period 2005 to 2009 (Varaždinska županija, 2018).



PPP (Public Private Partnerships) / PFI (Private Financial Initiative) features define the position of public and private partners. A public partner in this example, the County, realizes its interests by granting the right to build a private partner for the construction of school buildings and their use through lease agreements for the entire period from the takeover of built school buildings until the end of the construction right. A private partner finances and builds school facilities and maintain them for the entire duration of the rent. It realizes its interests through the reimbursement of the funds invested and the profit from renting school buildings for the entire term of the contract lasting from 25 to 30 years.

In the following, by the PEST analysis, the factors of the external environment of positive and negative impacts on the model of public-private partnership on the example of the Varaždin County in the education sector are identified. In the same example, by SWOT analysis the strengths, weaknesses, opportunities, and threats in this form of partnership between the public and private sector are identified too.

# 4.1. PEST analysis of the public-private partnership in the education sector of Varaždin County

The PEST analysis describes a framework of macroeconomic factors (political-legal, economic, socio-cultural, and technological) that are used for environmental analysis so that decision-makers can adjust the corporate / institution's behaviour in order to succeed in doing business. Table 1. shows PEST analysis of the public-private partnership in the education sector of Varaždin County.

Table 1.: PEST analysis for public-private partnership model in the education sector of Varaždin County

FACTOR	POSTIVE	NEGATIVE
POLITICAL AND LEGISLATIVE	- regional self-government initiative - support from other local self-government units - meeting the spatial needs of schools in Varaždin County - meetings and workshops on public-private partnerships attended by representatives of political parties, mayors, members of the County Council and representatives of banks and construction companies - the two-stage public procurement procedure - concluded 7 contracts with 4 companies of special purpose	- political instability - lack of support from the Government of the Republic of Croatia - the absence of regulations and acts for the public-private partnership area at the time of the launching of the model
ECONOMIC	- constructed/upgraded 32 objects by public-private partnership model - financing construction is provided by a private partner - private partner maintains buildings and equipment - better business efficiency	- limitations of the Varaždin County budget - constraints on the budget of municipalities and cities - payment of a fee depending on the exchange rate of the EURO, the EURIBOR and the interest rates
SOCIO- CULTURAL	- the better motivation of students and teachers - reduction of unjustified absences of pupils - reduction of negative grades - generational solidarity - raising the social standard of local communities through the use of school and hall space for manifestations, recreation, and other activities of locals - launching development programs	- the higher workload of teachers and technical staff - absenteeism of students
TECHNOLOGI- CAL	- risk sharing in project implementation - defining the availability of space and equipment - maintenance of space and equipment according to actual needs	- limitations on investment in specific public partner programs such as energy efficiency and renewable energy

Source: Authors.

Political-legal factors relate to the factors that state and state institutions have through the laws and regulation of particular importance affecting the functioning of a particular organization or project. The primary strategic goal of Varaždin County is to invest in education. In order to raise the pedagogical standard at the regional and local level, Varaždin County has begun building and upgrading educational infrastructure through the model of public-private partnership. It relied on the support of local self-government units (municipalities and cities). During the implementation of public-private partnership projects, it organized meetings and a workshop on public-private partnerships, attended by representatives of political parties, may-



ors, members of the county government, and representatives of banks and construction companies. Seven contracts were contracted with the four companies of special purpose and the procurement procedure was two-stage. Political factors that have a negative impact on the stability of public-private partnership's functioning are frequent changes in government, i.e. changes in political climate affecting the county's budget uncertainty, and initially, while launching the model in Croatia, there was a lack of regulations and acts for the public-private partnership area. Sundać et al., 2016, point out that the more unstable political system is, the political-legal sector of the business environment is more demanding for monitoring by decision-makers in the enterprise, both in terms of intellectual effort and time and capital invested.

As far as the economic environment and the education sector are concerned, it is important to keep track of the trends in other countries, especially those that are members of European Union as it is Croatia too. In order to not lag behind in education standards and improve the business efficiency with respect to other EU member states and global trends, the Varaždin County with the limited budget and budget of other local and regional self-government units launched a public-private partnership model. According to the public-private partnership model, 32 buildings were constructed and upgraded, which financing for a construction and maintenance the private partner has provided. During the duration of the contract, Varaždin County as a public partner pays to a private partner a non-fixed fee, depending on the exchange rate of EURO, EURIBOR, and interest rates.

Social factors affecting the operations of a particular institution include social values, culture, and different expectations that society places. As far as the education sector is concerned, the aim was to reduce the business burden of teachers and technical staff through the model of public-private partnership and reduce the absenteeism of students. By building additional capacities, one shift was organized, leading to the greater motivation of students, teachers and technical staff and opening new development programs. In addition, using the school and the school hall space for manifestation, recreation, and other activities, a social standard of the locals has been raised.

Taking into the consideration the technological factors, the model of public-private partnership brings advantages in a building maintenance because it enables current and investment maintenance to meet real needs and ensures compliance with all legal changes in security, sanitation, and other areas that are important to the functioning of the building. The current way of maintenance depended on secured financial means that were not sufficient.

# 4.2. SWOT analysis of public-private partnership in the education sector of Varaždin County

This section presents a SWOT analysis of the public-private partnership project of the Varaždin County in education sector. The SWOT analysis is a method used to

evaluate an institution's strategy and includes four key factors: strengths, weaknesses, opportunities, and threats (Toolshero, 2018). Strengths and weaknesses represent the internal characteristics of an institution, while opportunities and threats come from the environment. Table 2. shows the SWOT analysis in the educational sector of Varaždin County.

**Table 2.:** A SWOT analysis of the public-private partnership model in the educational sector of Varaždin County

	Opportunities - the use of a private initiative through public sector investment - division of the project implementation risk - realization of the project in real time - maintenance of facilities and equipment according to actual needs - payment of rent of facilities and equipment according to their availability	Weaknesses - budget constraints of regional and local self- government - poor education in the area of public-private partnership
Strengths - developed network of schools - satisfactory enrollment areas in elementary education - satisfactory number and types of enrollment programs in secondary education - applied vocational training	Chances - realization of development programs	
Threats - political and economic instability - the impossibility of influencing legal regulations which define the financing of regional and local selfgovernment		Risks - the financial stability of a private and public partner

Source: Authors.

### 5. RESULTS OF THE PUBLIC-PRIVATE PARTNERSHIP MODEL IN THE EDUCATION SECTOR OF VARAŽDIN COUNTY

By applying the model of the public-private partnership in the education sector of Varaždin County for building the educational infrastructure and raising the pedagogical standards, the following results have been achieved: one-shift teaching, stabilization of business expenses, better social and pedagogical indicators, increased programs of extracurricular and sports activities, and greater social standard of the local community. By insight into the County's Reports on implementation of public-private partnership, by constructing and upgrading the additional space, existing space increased



by 35 % of the net utilized area by the private partnership model and the one shift teaching has been organized for 90 % of elementary and secondary students. Such teaching has reduced the working hours of the school from 12 hours to 8 hours, which in turn led to the reduction in energy costs by which energy costs for the newly constructed space were compensated. Consequently, these effects of public-private partnership enable that the largest percentage of financial resources for school managing to be spent on development programs.

The model of public-private partnerships and the new organization of classes (one shift) provided the following development programs:

- Spatial conditions for lifelong learning programs whose needs derive from working in the conditions of rapid change and development in social and economic life, and the application of new technologies and their introduction, and use through contemporary educational methods.
- Space and time for programs with gifted students through the Centres of Excellence in order to promote mathematics, physics, language, entrepreneurship, biology, chemistry, information technology, and new technologies and communication with elementary and high school students.
- New spaces enabled the introduction of a new network of programs, both in primary and secondary education to meet the needs of society.
- By building a school space in secondary education, it is possible to co-operate with higher education in a way that it will provide space for organizing professional and university studies of the required labor market. This will enable students to study at their place of residence, which will lower their study costs and increase their enrollment in secondary schools for deficient occupations.
- The construction of sports halls provided an even territorial coverage for the development of school sports under the conditions of great quality.
- There is a space for free activities of students engaged in extracurricular and extra-curricular activities. These activities enable a large number of students to satisfy their interests and develop their skills in specific areas and specialties.
- The built school and school halls allow the organization of the events and other needs of the locals after the lectures or on the weekends in order to raise the social standard of the local self-government unit.

By organizing classes in one shift, there has been also an improvement in discipline of students. In the period from 2005 to 2009, unjustified absences were reduced and fewer students were negatively assessed.

Generational solidarity develops and mutual help between the students of higher and lower grades. All cultural-artistic events in school are easier to organize and have a greater meaning and a better impact due to the unity of students and teachers who work in one shift.

# 6. PERSPECTIVES ON DEVELOPING THE PUBLIC-PRIVATE PARTNERSHIP MODEL IN THE EDUCATION SECTOR IN VARAŽDIN COUNTY

Public-private partnerships were used in these examples to secure the school space and hall space. Significant results have been achieved in this area. Its perspectives in the education sector are certainly great, especially in the field of equipping teaching aids, laboratory and workroom equipment, and development of other teaching programs.

Equipping the teaching aids would make them available to use, a private partner would provide financial resources, and the public sector would pay a rent. The partnership agreement would be signed for a few years according to the example of building the objects.

In the field of equipping the laboratory and workrooms, private partner finances procurement and maintenance, and the public partner provides space for equipment and pays the material costs of using the equipment. A private and public partner use the purchased equipment at the time defined by the contract. In the field of the development of the new teaching programs (curriculum), the private partner provides the equipment, and the public partner provides a curriculum in the field of education, training or retraining for the needs of a private partner.

#### 7. CONCLUSION

Given the limited budget, Varaždin County in 2005 initiated a model of public-private partnership, which included the construction of 22 school buildings and 10 school halls. With regard to the course of realization of construction/upgrading facilities, they were grouped in seven contracts with four private companies of special purpose. The public-private partnership model was implemented in the form of a private financial initiative from 2005 to 2009. A private partner finances and builds school facilities and maintains them for the entire duration of the rent. At the end of the contract period, the constructed buildings that have been fully paid will be returned to the public partner or the County.

By the model of the public-private partnership, the pedagogical standard of elementary and secondary education increased, which enabled the organization of one-shift teaching in schools and the creation of conditions for development programs. Such a model got support from other local self-government units. It raises the social standard of communities through introduction of the new programs education system, which increases the better motivation of students and teachers and the use of school and hall space for manifestations, recreation and other activities of locals. On the other hand, there is more space to improve the model. According to the analyses,



the threats to the model are political and economic instability that affect the financing of the model, as well as the impossibility of influencing legal regulations, which define the financing of regional and local self-government.

The model of public-private partnership in Varaždin County is a good example of the model in the education sector, which has positive outcomes, but shortcomings in financing due to the economic and political environment in the country. In Croatia, in the process of approving such types of projects, the Agency for Investments and Competitiveness and the Ministry of Finance have a key role with the Ministry of Economy, Ministry of Regional Development and EU Funds and the Central Finance and Contracting Agency. In order to increase the efficiency of the country in the terms of public-private partnership, the benefits of a public-private partnership model should be recognized and the limitations should be reduced by providing the set of standards for the co-financing the model of public-private partnership for each sector separately (education sector, public transport, healthcare, environment, public order and safety, energy and etc.).

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