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# Institutional Determinants of Resource Provision for Ukraine's Tourism Sector within the Framework of Public-Private Partnerships

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**Abstract.** *The sustainable development and competitiveness of the Ukrainian tourism sector is no longer determined solely by the presence of tourism potential. Instead, it is determined by the capacity of institutions to ensure the effective provision, mobilisation and allocation of resources. In this study, resource provision in tourism is conceptualised as an integrated system encompassing financial, infrastructural, human, natural and digital assets. The coordinated use of these assets enables destination development and resilience. Public-private partnerships (PPPs) represent a significant mechanism for the expansion of this resource base, as they facilitate the attraction of investment, the sharing of risks, and the establishment of long-term co-operation among key stakeholders. However, the extent to which PPPs contribute to the enhancement of resource provision is contingent on institutional determinants, including regulatory clarity, administrative competence, strategic coherence across governance levels, and the stability of coordination platforms. This article examines the institutional framework for providing resources in Ukraine's tourism sector, clarifying the distinct roles of government bodies, local authorities, private enterprises, and destination management organisations in mobilising and allocating resources. The analysis shows that the fragmentation of responsibilities, procedural complexity and uneven local capacity hinder the effective implementation of public-private partnerships (PPPs) and restrict the integration of available resources into sustainable development strategies. The study's findings have led to the formulation of specific recommendations for enhancing the institutional mechanism of resource provision. These recommendations include the following: the streamlining of PPP regulatory procedures, the introduction of capacity-building programmes for local authorities, the strengthening of the institutional and financial status of destination management organisations, and the expansion of co-financing and guarantee instruments to stimulate private investment. The implementation of these measures would enhance the coherence of resource flows, reinforce investment attractiveness, and support resilient, innovation-driven tourism development in Ukraine.*

**Keywords:** resource provision, tourism development, institutional mechanisms, public-private partnership, destination management organisations, investment capacity.

**JEL Classification:** L83, R58, H79

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## 1 Introduction

The tourism sector has long been recognised as a significant driver of economic development, regional competitiveness, and socio-cultural exchange. For Ukraine, the tourism industry is of considerable importance in terms of national economic diversification, as well as being a strategic instrument for the enhancement of international visibility and regional resilience. However, the sector's sustainable development is critically dependent on the availability, allocation, and effective management of its resource base, which

encompasses financial, infrastructural, human, natural, and digital resources. The capacity to mobilise and integrate these resources is influenced by market conditions, as well as the quality and coherence of institutional arrangements. In this context, public-private partnerships (PPPs) emerge as a vital mechanism for enhancing the resource provision of the tourism sector, enabling risk sharing, investment attraction, and jointly coordinated development strategies.

This research is novel in its conceptualisation of resource provision as an integrated institutional-

economic system rather than a set of isolated components. Although previous studies have examined tourism competitiveness, investment attractiveness and PPP efficiency in isolation, insufficient attention has been given to the institutional factors that influence resource provision within the tourism sector specifically. This is particularly relevant for Ukraine, where ongoing socio-economic transformations, decentralisation reforms and post-war recovery priorities necessitate novel collaborative models between the state, private enterprises and local hromadas (communities). In order to ensure the availability of resources and their effective utilisation, transparency in decision-making and the long-term sustainability of tourism development initiatives, it is essential to strengthen institutional capacity.

The objective of this study is to identify and analyse the institutional determinants that influence the formation and development of resource provision in the Ukrainian tourism sector within the framework of public-private partnerships. To achieve this, the research sets out the following objectives: (1) to clarify the conceptual and categorical framework of resource provision in tourism and determine its structural components; (2) to examine the institutional conditions and regulatory environment that shape PPP implementation in the tourism sector; (3) to evaluate the involvement of government bodies, local authorities, private enterprises and destination management organisations in mobilising and allocating resources; and (4) to formulate recommendations for improving institutional mechanisms aimed at strengthening the provision of resources for tourism development.

The research is based on a combination of institutional economic theory, the resource-based view and concepts of collaborative governance. The study uses comparative, structural-functional and systems analysis to examine the interaction between institutional actors and resource flows. The presentation begins with the theoretical foundations of resource provision and institutional frameworks, moves on to the identification of factors influencing resource mobilisation, and concludes with strategic recommendations for improving PPP implementation.

Overall, this research makes a valuable contribution to the development of a more coherent institutional model for providing resources to the tourism sector in Ukraine. It offers a framework that could support evidence-based policymaking, post-war recovery planning and the development of sustainable tourism.

## 2 Conceptual and Categorical Framework of Resource Provision in Tourism

The concept of resource provision in tourism has evolved beyond the conventional emphasis on natural attractions and service facilities, towards a more comprehensive understanding of the resource base as a systemic, multi-component structure that facilitates the functioning, competitiveness, and sustainability of tourism destinations. From the standpoint of the resource-based view (RBV), resources are understood not merely as tangible inputs, but as strategic assets capable of generating value and competitive advantage when effectively mobilised and combined (Albayrak, 2021). This conceptualisation is in alignment with the natural-resource-based perspective, which places significant emphasis on the importance of environmental and territorial uniqueness as sources of long-term competitive positioning of destinations (Hart & Dowell, 2011).

In the context of the tourism sector, "resource provision" can be defined as the process of ensuring the availability, accessibility, mobilisation, allocation and coordinated utilisation of financial, infrastructural, human, natural and digital resources to support the development and operation of tourism enterprises and destinations. This encompasses the quantitative sufficiency of resources, as well as the institutional mechanisms that govern their distribution, stewardship, and renewal (Roik & Bublyk, 2024). Therefore, the provision of resources is inextricably linked to the quality of governance, regulatory norms and coordination between public, private and community actors (Kurniawan et al., 2020).

Table 1 summarises a structural representation of the key components of resource provision in the tourism sector, systematising their defining characteristics and underlying determinants.

Crucially, these components do not operate independently; rather, they form a mutually reinforcing system in which the quality of institutional coordination determines the extent to which resources can be mobilised and transformed into competitive advantages. Empirical studies show that weak institutional frameworks result in fragmented resource allocation, low investment inflows and inefficiencies in tourism governance (Lykholat et al., 2021; Yukhymenko et al., 2022). Conversely, institutionally supported co-operation mechanisms, particularly public-private partnerships, have been demonstrated to improve access to finance, enhance infrastructure, strengthen managerial capacity, and promote co-responsibility for destination development (Tsvilij, 2024; Biletska, 2025).

**Table 1** Structural components of resource provision in the tourism sector

Resource component	Definition / Content	Determinants of availability and effective use
Financial resources	Investments, state budget allocations, grants, credit instruments, private capital directed to tourism development	Macroeconomic stability, investment climate, regulatory incentives for capital attraction
Physical and infrastructure resources	Transport infrastructure, accommodation capacity, cultural and recreational facilities, hospitality and public services	State development strategy, PPP mechanisms, long-term infrastructure planning
Human capital resources	Professional qualifications, managerial competences, entrepreneurial capacity, labour market adaptability	Education and training policy, workforce development programmes, crisis response strategies
Natural and cultural resources	Landscapes, biodiversity, heritage objects, cultural identity and traditions forming destination attractiveness	Sustainable resource governance, community participation, regulatory protection of heritage
Digital and technological resources	Smart destination platforms, digital marketing systems, online booking technologies, information management tools	Level of digitalisation, innovation policy, technological spillovers, stakeholder readiness

Source: compiled by the author based on (Kampo et al., 2024; Khomyshyn et al., 2025; Hodge & Greve, 2007; OECD, 2024; Baum & Szivas, 2008; Wang & Bramwell, 2012; Luongo et al., 2023)

In this sense, it is crucial to clarify the conceptual and categorical framework in order to establish the analytical basis upon which the subsequent assessment of institutional determinants and PPP mechanisms can be grounded.

### 3. Institutional Conditions and the Regulatory Environment Shaping PPP Implementation in the Tourism Sector

The implementation of public-private partnerships (PPPs) in the tourism sector is fundamentally shaped by the institutional conditions and regulatory framework that define how responsibilities, risks, and benefits are allocated among the participating actors. The development of tourism is often characterised by the involvement of a wide network of stakeholders, including state institutions, municipal authorities, private investors, community organisations, and destination management organisations (DMOs). The coordination of the interests of these stakeholders is typically achieved through formal governance arrangements (Wang & Bramwell, 2012). Consequently, the establishment of a coherent and predictable institutional environment becomes imperative for the mobilisation of resources, the enhancement of investor confidence, and the assurance of transparency in partnership implementation (Hodge & Greve, 2007).

In Ukraine, the institutional architecture that supports PPPs is still in a process of consolidation. Despite the existence of a legal foundation for PPPs, administrative procedures frequently remain intricate, fragmented, or inconsistently

implemented across regions, thereby constraining the scalability of tourism PPP projects (Biletska, 2025; Yukhymenko et al., 2022). Concurrently, decentralisation reforms have fortified the role of municipalities, bestowing upon them augmented authority over land use, local development strategies, and resource allocation. Nevertheless, numerous local governments continue to be deficient in their managerial capacity to formulate, evaluate, or negotiate PPP agreements (Lykholat et al., 2021).

The regulatory environment acts as both an enabler and a limiter. Clear procedures, transparent public procurement rules and risk-sharing mechanisms encourage private sector involvement (Kampo et al., 2024; Khomyshyn et al., 2025). However, regulatory opacity, excessive administrative burdens and overlapping institutional jurisdictions can discourage investment and delay project implementation (Trusova et al., 2020; Roik & Bublyk, 2024).

In order to achieve a comparative understanding of these institutional determinants, it is necessary to systematise them according to functional criteria and to examine their influence on resource mobilisation. This enables the identification of the conditions under which PPPs can operate effectively in the tourism sector, as well as the institutional gaps that may constrain their implementation. The summary of the key institutional dimensions and their implications for PPP-based resource provision is presented in Table 2.

This systematisation shows that institutional factors influence how, to what extent and under what

**Table 2** Institutional conditions influencing PPP implementation in the tourism sector

Institutional dimension	Key characteristics	Implications for PPP resource provision
Legal and regulatory framework	Laws governing PPPs, land use, investment procedures, public procurement	Clear, consistent regulations encourage private investment and reduce contractual risks
Governance and administrative capacity	Professional competencies of authorities, coordination between agencies, ability to manage PPP contracts	Strong capacity enables effective negotiation, monitoring, and risk-sharing mechanisms
Financial and investment environment	Access to financing, state co-financing tools, investment incentives and guarantees	A favourable financial climate increases resource mobilisation for tourism infrastructure
Local self-governance and community engagement	Role of municipalities and stakeholders in tourism planning, participation in decision-making	Inclusive governance enhances sustainability and reduces social conflict over tourism development
Strategic coordination and destination management	Presence of DMOs, tourism strategies, capacity for stakeholder alignment	DMOs strengthen co-operative planning and long-term resource allocation

Source: compiled by the author based on (Hodge & Greve, 2007; Wang & Bramwell, 2012; Kampo et al., 2024; Khomyshyn et al., 2025; OECD, 2024; Roik & Bublyk, 2024)

conditions PPPs can operate to enhance resource provision in tourism. Crucially, the effectiveness of PPPs as platforms for co-investment and destination development hinges on the quality of coordination among institutions. Poor coordination can result in PPPs remaining administratively symbolic rather than operationally impactful. Therefore, strengthening governance coherence, clarifying regulatory procedures and improving local administrative capacity are essential for leveraging PPPs as drivers of the provision of resources to Ukraine's tourism sector.

#### **4 The Role of State Authorities, Local Authorities, Private Enterprises and Destination Management Organisations in Mobilising and Allocating Resources**

The effective provision of resources in the tourism sector is contingent upon the coordinated interaction of multiple institutional actors, each of whom contributes distinct instruments, authority, and capacities. The degree to which these actors collaborate determines the scale and sustainability of tourism development initiatives. In instances where such coordination proves deficient, the mobilisation of resources becomes fragmented, investment potential remains under-realised, and development strategies lack continuity (Roik & Bublyk, 2024; Matsuka & Horbachevska, 2024).

Government bodies play a strategic role in establishing national policy priorities, regulatory frameworks, and mechanisms for public financing. These actors have the capacity to influence the investment climate, define the parameters for public-private partnership procedures, and establish

standards for quality, safety, and sustainability in tourism activities. In periods of economic or social instability, state-level intervention becomes essential for restoring investor confidence and stabilising market conditions (OECD, 2024; Khomyshyn et al., 2025).

Local authorities function at the operational level, translating national strategies into development projects. The responsibilities of these local authorities include spatial planning, infrastructure development, management of local cultural and natural assets, and facilitation of community participation. However, disparities in administrative capacity and local fiscal resources result in significant variations in the effectiveness of resource mobilisation across regions (Biletska, 2025; Yukhymenko et al., 2022).

Private enterprises contribute to the economy in a number of ways, including direct investment, managerial experience, technological innovation, and market adaptability. These enterprises are pivotal in the diversification of tourism services, the enhancement of hospitality quality standards, and the development of new tourism products. However, their propensity to engage in long-term co-investment arrangements is contingent on the predictability and transparency of regulatory procedures (Kampo et al., 2024; Trusova et al., 2020).

Destination management organisations (DMOs) function as coordination platforms that align the interests of public and private actors, structure destination branding, and ensure strategic continuity in tourism development. The facilitation of communication and the reduction of institutional

fragmentation by DMOs has been demonstrated to optimise resource allocation and promote collective planning (Wang & Bramwell, 2012; Kurniawan et al., 2020).

These complementary roles are summarised in Table 3.

Collectively, these actors constitute the institutional foundation of resource mobilisation in tourism. However, it is important to note that the full extent of their contributions is only realised when there is coordination, balanced incentives and transparency in PPP frameworks. This, in turn, enables shared responsibility and long-term development outcomes.

### 5 Recommendations for Improving Institutional Mechanisms to Strengthen Resource Provision for Tourism Development

The enhancement of resource provision within the tourism sector necessitates the establishment of coherent, transparent, and operational institutional mechanisms that foster collaboration, mitigate administrative uncertainty, and facilitate sustainable investment. Following a thorough analysis of institutional determinants and stakeholder roles, several key directions for improvement have been identified.

Firstly, it is necessary to enhance the regulatory clarity and procedural transparency of public-private partnership mechanisms. This includes the simplification of approval procedures, the development of standardised PPP contract templates, and the introduction of clear risk-sharing frameworks that balance incentives for both public and private partners (Hodge & Greve, 2007; OECD, 2024). Transparent regulatory

procedures have been demonstrated to contribute to a reduction in investor uncertainty and a decrease in the transaction costs associated with infrastructure or service-based tourism projects.

Secondly, capacity-building programmes for local authorities should be prioritised. Regional disparities in administrative and financial capacity can have a significant influence on the effectiveness of resource mobilisation. Providing targeted training in areas such as project design, public procurement and stakeholder negotiation would empower municipalities to play an active role in PPP formation rather than acting as passive intermediaries (Biletska, 2025; Yukhymenko et al., 2022).

Thirdly, the role of destination management organisations (DMOs) should be reinforced institutionally. Strengthening DMOs as permanent coordination platforms would enhance strategic continuity, reduce the fragmentation of marketing and investment planning, and reinforce long-term destination competitiveness. To this end, they should be provided with stable funding models based on public-private co-financing and performance-oriented grant schemes (Wang & Bramwell, 2012; Kurniawan et al., 2020).

Fourthly, it is crucial to expand the range of financial instruments that support tourism development. These could include state-backed credit guarantees, preferential tax regimes for SMEs in the tourism sector, co-investment mechanisms for infrastructure modernisation and regional tourism development funds to leverage private capital (Kampo et al., 2024; Khomyshyn et al., 2025).

These proposed measures are summarised in Table 4.

**Table 3** Roles of key institutional actors in resource mobilisation in the tourism sector

Institutional actor	Primary functions	Key resource contributions	Constraints
Government bodies	National policy, regulatory frameworks, strategic financing	Public funding, investment incentives, legal coordination	Bureaucratic complexity; policy inconsistency
Local authorities	Land-use planning, infrastructure development, local strategic branding	Community engagement, spatial management, co-financing	Variations in administrative capacity and budgets
Private enterprises	Capital investment, operations management, innovation	Financial resources, market responsiveness, service diversification	Regulatory uncertainty; risk perception in PPPs
Destination management organisations (DMOs)	Stakeholder coordination, marketing, long-term destination strategy	Integrated planning, partnership facilitation, strategic alignment	Dependence on stable funding and institutional support

Source: compiled by the author based on (OECD, 2024; Biletska, 2025; Kampo et al., 2024; Wang & Bramwell, 2012; Kurniawan et al., 2020)

**Table 4** Recommended institutional measures to strengthen resource provision in tourism

Institutional measure	Expected outcome	Primary stakeholders	Implementation priority
Simplification of PPP regulatory procedures and contractual templates	Reduced investment risk and administrative delays	National government, private enterprises	High
Capacity-building programmes for local authorities	Improved project design and negotiation capability	Local authorities, academic and training institutions	High
Institutional strengthening and stable financing of DMOs	Enhanced strategic coordination and destination competitiveness	DMOs, municipalities, tourism enterprises	Medium–High
Expansion of financial support instruments (grants, co-financing, guarantees)	Increased investment volume and diversification of tourism services	Government bodies, financial institutions, private sector	Medium
Inclusive stakeholder governance mechanisms in destination planning	Higher community support and sustainability of resource use	Local governments, DMOs, hromadas (communities)	Medium

Source: compiled by the author based on (OECD, 2024; Biletska, 2025; Kampo et al., 2024; Wang & Bramwell, 2012; Kurniawan et al., 2020)

These recommendations collectively aim to reinforce coordinated governance, predictable investment conditions and inclusive strategic planning. This will enable tourism destinations to mobilise their financial, infrastructural, human, natural and digital resources more effectively. Therefore, strengthening institutional mechanisms is not only a condition for improved resource provision, but also a catalyst for the long-term competitiveness and resilience of Ukraine's tourism sector.

## 6 Conclusions

This study examined the institutional factors influencing resource allocation in Ukraine's tourism sector, focusing on the impact of public–private partnership frameworks on fostering collaboration and investment capacity. The analysis showed that tourism resource provision should be viewed as an integrated system comprising financial, infrastructural, human, natural and digital components. The mobilisation and effective allocation of these components depends on the coherence of institutional arrangements. The employment of resource-based and institutional approaches facilitated the elucidation of the structural composition of resource provision, thereby revealing the pivotal role of governance quality, regulatory clarity, and coordination among stakeholders in shaping tourism development outcomes.

The research showed that government bodies play a critical role in establishing the strategic and regulatory conditions under which tourism activities take place, particularly with regard to investment incentives and quality and sustainability standards.

Local authorities are responsible for adapting these strategies to the local area, managing local resources and encouraging community involvement. Meanwhile, private enterprises contribute financial capital, operational expertise and innovative capacity, acting as agents of diversification and market responsiveness. Destination Management Organisations are essential coordination platforms that align the interests of stakeholders and ensure long-term continuity in tourism planning and branding. Therefore, the synergy and balance between these actors is fundamental to building resilient tourism development trajectories.

At the same time, the study identified several institutional constraints that limit the effectiveness of PPP mechanisms in Ukraine. These include regulatory complexity, uneven administrative capacity across regions, limited access to financing instruments for small and medium-sized enterprises (SMEs), and insufficiently institutionalised coordination structures at destination level. These issues hinder the scalability of collaborative projects, reduce investor confidence and result in the inefficient allocation of resources.

Based on these findings, the study proposes the following four key areas for strengthening institutional mechanisms: improving the clarity and transparency of PPP legal and procedural frameworks; enhancing the administrative competence of local authorities, particularly with regard to project evaluation and negotiation; reinforcing the institutional status and sustainable financing of destination management organisations; and expanding financial support instruments to stimulate private investment in tourism infrastructure.

and product development. The implementation of these recommendations is expected to increase the efficiency of resource mobilisation and promote more balanced, competitive, and resilient tourism development.

The research opens several avenues for further academic inquiry. It is recommended that future studies concentrate on the development of quantitative indicators for the evaluation of institutional readiness for the implementation of PPPs in the tourism sector. In addition, the

construction of regional typologies of resource provision levels and the modelling of the impact of decentralisation reform on tourism development outcomes are advised.

In conclusion, the enhancement of institutional mechanisms for resource provision is not only a prerequisite for the improvement of the tourism sector's functionality, but also a strategic condition for ensuring its long-term competitiveness, resilience, and contribution to national and regional economic recovery.

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