

Dimensions of the Efficiency of Public - Private Partnership

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Efficiency of public administration is recognized as a rather broad concept encompassing a variety of areas, therefore instruments and optimal solutions it requires must be selected individually for a single case. However, efficiency is always related to application of limited financial resources, minimal organizational costs and efforts in pursue of target results. Despite the limitation of financial possibilities, needs of society in the context of global and regional changes are constantly growing. An increased demand both for quantity and quality of services and infrastructure is observed.

For complex and permanent modernization of public sector, a complex strategy of modernization is required (vision, mission, provisions, and concepts of modernization). Partnership is recognized as one of the factors of infrastructure development and service efficiency. The nature of partnership is revealed when the public sector recognizes its dependence on other sectors and starts solving governance problems by decentralizing activity. Thus the principle of partnership is consolidated both vertically (by relating different levels of administration) and horizontally (inter-sectoral).

For efficient partnership three key constituents should be taken into consideration: 1) need; 2) political, legal, administrative environment; 3) communication. This enables both the compatibility of natures of different sectors and development of partnership reaching ultimate synergy. Precise identification of needs enables preparation of plans and strategies of actions. Possibilities of performance of the latter are limited by political, legal and administrative environment. Communication needs to act in two directions: between partners (internal) and towards the society (external). Internal communication strengthens interrelation and trust whereas the external one enhances approval of the society for ongoing changes.

Partnership can assume a variety of forms; however roles and obligations must be clearly defined. It is recognized that each of the sectors pursues not only common goals of the project (better quality services, development of infrastructure), but personal ones as well: the public sector laying its accounts on political and economic benefits, whereas the private one striving for recognition, profit, possibilities for development.

Philanthropy from the private sector or government benevolence is not a reliable foundation for a partnership. Central governments decentralize some decision-making and financial power to local tiers or share them with community members and the private sector.

Keywords: *partnership, Public-Private Partnership (PPP), efficiency, new public management, communication.*

Introduction

The issues of the efficiency of public administration has been, and still is, relevant both in theoretical and practical level. Efficiency is recognized as a rather broad concept encompassing a variety of areas, therefore, implements and optimal solutions it requires must be selected individually for a single case. However, efficiency is always related to utilization of limited financial resources, minimal organizational costs and efforts in pursue of target results (Backūnaitė, 2006, Raipa, 2001). Despite the limitation of financial possibilities, needs of society in the context of global and regional changes are constantly growing. An increased demand both for quantity and quality of services and infrastructure is observed.

In pursuit of the efficiency of public sector, a consistent modernization of activity of public institutions is seen as the main task. For complex and permanent modernization of the public sector, a complex strategy of modernization is required (vision, mission, provisions, and concepts of modernization). Partnership is recognized as one of the factors of infrastructure development and service efficiency.

Partnership covers a wide range of different forms of interactions among different organizations and sectors (public, private, NGO), as well as interest groups. Every single partnership is aimed at definite goals to be achieved with presence of the same, limited resources, however, combining a potential of different sectors.

As the object of the article is dimensions of the efficiency of public – private partnership (PPP), it will not cover the analysis of efficiency of interaction of other sectors. PPP is related to the theory and practice of New Public Management (NPM) which originated in Anglo-Saxon countries. To achieve maximum exploitation of new possibilities of cooperation and partnership of public and private sectors governments of many of these countries have established organizations for development and monitoring of partnership of public and private sectors. PPP issues have become an inseparable part of the public sector research and discussions. Separate studies are dedicated to the analysis of this area and dissemination of „good“ and „bad“ practice in particular, and case analysis, however, they fail to answer the principal question, i.e. what are the criteria for the evaluation of PPP efficiency, even though many authors emphasize partnership being an

efficient and progressive instrument to satisfy social demands. Hood (1991), for example, points out that cooperation of public and private sectors under the circumstances of reforms of new public management will ensure an increased quality of public services and enhance the efficiency of public administration. While analyzing public and private partnership in the context of the „Welfare“ state, Wilson (2002) argues that combining of resources of public and private sectors can result in effectively functioning social infrastructure, defeat of economic crisis and improved life. Gudelis and Rozenbergaitė (2004) present some theoretical aspects of risk management having impact on PPP efficiency. Petrauskienė and Raipa (2007) notice that NPM approaches partnership as an instrument of particular importance for efficient performance of bureaucracy. However, some generalizing explicitness of efficient partnership is still missing despite the fact that its separate constituents have been broadly discussed.

The **objective** of this article is to present basic constituents of effective and efficient PPP management.

The main **tasks** are to:

1. reveal the essence of PPP;
2. present essential prerequisites for efficient PPP management.

Research methods to solve the scientific problem are scientific literature review, analysis of analytical and empirical studies and synthesis of fragmentary knowledge on the subject.

The Essence of Partnership

In the world of global changes any organization (private, public or NVO) can predominate as long as it is open to interaction with its environment. Political, economic and social changes make organizations constantly review their vision, mission and renew adapting to environmental changes. To enhance their significance they are forced to reallocate tasks and missions among organizations. Therefore, in dynamic environment partnership serves as a means to adopt and implement reallocated tasks and missions considering social, political and economic context.

Decentralization which can be functional, geographic, etc. is one of the crucial conditions for PPP development. Political, administrative, fiscal and market decentralization in different countries and their sectors can often vary assuming fresher and diverse forms. However, decentralization is always marked with development of institutions of lower level, their autonomy in public or any other dimension related to preparation and implementation of managing solutions (Raipa, Backūnaitė, 2004).

Given the variety of contexts the concept of partnership is used in, an absence of uniform conception is natural. The nature of partnership is revealed when the public sector recognizes its dependence on other sectors and starts solving governance problems by decentralizing activity. Thus, the principle of partnership is consolidated both vertically (by relating different levels of administration) and horizontally (inter-sectoral).

According to Petrauskienė and Raipa (2007), partnership participants oblige to accept new values: “controlled competitiveness“, emphasis on consumer needs, and implementation of responsibility and quality systems. Therefore the concept of partnership is often seen as common performance with the society and for the sake of society rather than its supervision “from above“.

Miraftab (2004, p.92) states that “possibility of a partnership depends on the nature of the associated action: how the partnership is conceived, why it is initiated and carried out, and whether the power imbalances amongst participants can be dealt with to secure equitable, horizontal power relations“. Therefore it is important to realize who is participating in partnership on whose terrain and in whose process. This is a main and crucial conceptual difference, defining on whose premises the partnership develops and will operate.

In discussions of modern society and its development PPP theoreticians lay stress on inter-sectoral partnership. Partnership is seen as purposeful and balanced use of unique natures, competences, resources and capacities of separate sectors with the aim of solving problems of the society or its part.

The term PPP covers a range of different structures which can be used to deliver a project or a service (see Table 1). Depending on the country and the politics of the time, the term can cover a spectrum from relatively short term management contracts (with little or no capital expenditure); through concession contracts (which may encompass the design and build of substantial capital assets along with the provision of a range of services and the financing of the entire construction and operation); to joint ventures and partial privatizations where there is a sharing of ownership between the public and private sectors (PricewaterhouseCoopers, 2004).

In most general meaning, PPP is an intermediate variant between traditional public procurement via public institutions and total privatization (see Table 1). The essence of this collaboration can be defined as procurements of the public sector, but rather than buying long-term assets and paying the entire sum in advance by applying PPP mechanism the public sector is enabled to build independent business funded and managed by the private sector. Thus a customer of the public sector is provided with services in exchange of a payment conforming to level and quality of the service. Attempts have been made to identify a variety of PPP with privatization of public assets.

Summarizing the essence of PPP it is noteworthy that it is a NPM theory that can be realized in practice – contractual, time-defined means of interaction between the public and private sector capacitating consolidation of resources to reach a new quantitative or qualitative level. The reasons for establishing PPPs vary but generally involve the financing, design, construction, operation and maintenance of public infrastructure and services.

Definitions of PPP

Author/source	PPP description
Gerrard, 2001	cooperative business ventures built on long-term contracts in which public services are delivered on the basis of clearly defined public needs.
Carroll, Steane, 2000	an instrument of modernization and renewal for state intervention allowing public enterprises to adopt new organizational forms in order to establish different types of relationships with private sector organizations.
Loew, McLindon	PPP arrangements are basically contracts between a private sector entity and the government that call for the private partner to deliver a desired service and assume the associated risks.
4Ps, UK local government procurement agency	generic term for the relationships formed between the private sector and public bodies often with the aim of introducing private sector resources and/or expertise in order to help provide and deliver public sector assets and services. The term PPP is used to describe a wide variety of working arrangements from loose, informal and strategic partnerships to design build finance and operate (DBFO) type service contracts and formal joint venture companies.
EC, COM(2004) 327	forms of cooperation between public authorities and the world of business which aim to ensure the funding, construction, renovation, management or maintenance of an infrastructure or the provision of a service.
Gudelis, Rozenbergaitė, 2004; Savas, 2000	creation and development of quality services traditionally described to the competence of the public sector, and the required infrastructure. The main objective of the partnership is an efficient implementation of the task defined.

Constituents and Content of Efficient PPP

A variety of studies while reasoning the PPP efficiency share an opinion of the public sector being inflexible in the meaning of productivity due to institutional arrangement. Experience has proved that structure and methods of activity of a private organization is more efficient enabling an achievement of target objectives. Therefore a capacity of the private sector to offer lower price, better efficiency and improved customer service as compared to managers (administrators) of the public sector is mentioned as the prime argumentation for privatization or cession of the public sector to private operator (Karlaftis et al. (1997, p.76). However, examples of individual countries and projects resulted in the identification of three essential problems causing assumptions as to benefits provided by PPP. At the same time they enable the identification of the main constituents of efficient management (see Fig. 1).

It is a need for services, infrastructure or their complex that should be named a key factor. All articles dealing with practical application of PPP or presenting theoretical considerations emphasize limitation of the state to meet arising and changing needs of members of the society.

Sometimes need is defined in quite an abstract manner indicating a need to increase competitiveness of the country which in turn, is related to quantitative and qualitative development of infrastructure, human resources and other spheres. In many cases needs are defined in strategic documents and are evident whereas in some cases they can emerge suddenly (e.g. in the case of *force majeure*). In all cases need is defined as striving for higher quality. Therefore, it is vital that full compatibility of approaches on the same issue (need) between the public and private sector be achieved. Both parties concerned must be guided by a common vision, objectives to achieve ultimate results by reconciling their actions.

A need can as well be viewed from the perspective of partnership development. According to Mbodj (1999), the term of partnership has become more generalized and presented a profound challenge to traditional structures of cooperation, because it meets a threefold need:

- a *need* 'to use an innovative form to bring different sectors together, so that the strengths and weaknesses of each can be reconciled as a result of the

complementary nature and solidarity of the sectors involved';

- a *need* to re-think cooperation by reaffirming existing partnerships and creating new ones, taking into account existing or potential players in the process of development in order to improve our standard of living;
- a *need* finally to achieve a balance, by democratizing the relationships between players through an extension of cooperation to all institutions, whether public or private, national or local, in a way which is appropriate for consolidating and strengthening the capacity for action of social agencies characterized by traditional vertical-type relationships, substituting horizontal-type relationships based on partnership, instead of support. (by Sedjari, 2004).

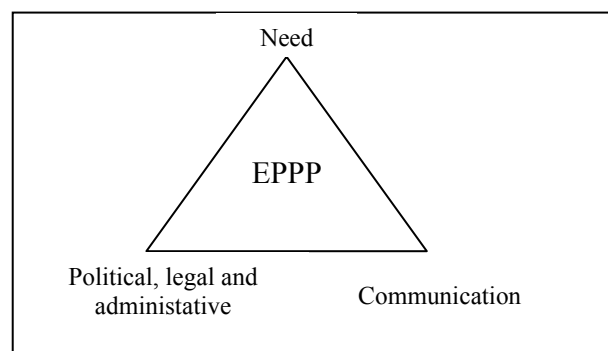


Figure 1. Prerequisites for efficient PPP

Another important factor is political, legal and administrative environment encompassing:

1. consistent and stable policy;
2. legal form of PPP contracts:
 - a. concession;
 - b. public procurement and agreement;
 - c. civil law contract regulations (franchise, management or service contracts, etc);
3. institutional unit.

The case of Melbourne franchising has revealed an example of reckless political instruments – tax increase (Williams et al., 2005) which resulted in crisis of the public

transport system. However some other reasons accounted for that as well, including groundless assumptions of the operator as to increase in number of customers and cost decrease and contractual drawbacks (Mees, 2003) .

Therefore central or local institutional unit must draft model tender and contractual documents that reconcile requirements and international best practices in the common forms of PPP contracts: management contracts, leases, concessions, and other arrangements (such as off-take agreements) that constitute BOT (Build-Operate-Transfer) and similar types of "project finance" projects. Tender documents should be designed to accommodate international competitive bidding when appropriate, and should ensure that the bid and evaluation process is transparent and equitable to all bidders. PPP contracts must include workable payment, termination, and dispute-resolution procedures and be enforceable.

Efficiency in this context should be understood as a government's ability to establish predictability in the institutional and policy environment.

Finally, the last support of the efficient partnership playing a vital role is communication. According to Karlavičius and Karlavičienė (2004) communication can either contribute to or ruin a project. Communication can help:

- solve problems related to conveyance of the society and opinion-making;
- identify possible risks and eliminate them on time;
- ensure dissemination of timely information between partners.

PPP communication should be directed to disclose project reality and utility. Bearing in mind PPP practice, communication cannot be primitive carried out by mere messages; it needs a definite beginning and ending. As duration of some projects exceeds a period of 10 years a long-termed strategy is required aimed both to ensure availability of information and contribute to dissemination of experience. The strategy of communication must include clearly defined objectives, the list of which by all means shall indicate:

1. meeting with the members of society – to render good or improved information service;
2. in mass media – create positive image of project implementation;
3. in dimension of partnership – enhance reciprocal understanding in core issues.

The need of society to be aware of essential details of the contract makes crucial moment of communication (Ghere, 2001). However, it may contain some confidential information particularly related to new technologies that are used. Therefore, critical success can be achieved by balancing between the right of the society to information and protection of intellectual property.

Communication between partners should be based on trust and reconciled positions rather than exhibition of powers from any of the sectors (Tomlinson, 2005). According to Bachmann (2001), all social relations involve a mixture of trust and power but each produces different qualities of relationships. The author states that "power is generally the second best choice, but it is a good choice if trust seems not affordable" (Bachmann, 2001). According

to analysis of the Best Value partnership model in the Melbourne City Council is "relatively successful in developing working relationships between council members, appointed managers, private service providers and local communities" (Teicher et al., 2006, p.96-97). The Best Value model is viewed as efficient, transparent, accountable, and it engages community participation. The working relationships between partners appear to be based on trust.

All partnerships serve the purpose when they make use of advantages of the parties involved and thus a synergy effect is achieved.

However, it is noteworthy that to achieve synergy both partners must have reciprocal benefits and hold complementary roles. Philanthropy from the private sector or government benevolence is not a reliable foundation for a partnership. Central governments decentralize some decision-making and financial power to local tiers or share them with community members and the private sector, not out of benevolence, but in the expectation of political or economic return. The same is true of other partners. Business supports local development through donations and development funds out of the conviction that development of the area where it is based also helps its own business. Thus, all partners have the expectation to gain and are more likely to sustain the partnership when its benefits are mutual (Miraftab, 2004).

As many objects implemented by means of PPP alter established means of service delivery forming new practices, a plan of communications has to define both material and non-material things. In any case, it is demonstration of project transparency what makes the key objective of communication.

Summarizing it should be noted that additional factors of success and efficiency can be found. However, it depends on a particular project, its type and sector (transport, water, education, etc.), cultural environment, procedural factors: reconciliation of interests, forecasting of demand, and evaluation of value for money, risk sharing and management, etc. However, it needs identification and ranging, relevant political and legislative environment and external and internal communication that should rank as prime factors for the efficient partnership.

Conclusions

1. The term partnership varies according to the context being analyzed, participants of interaction, their roles and allocation of powers. In the context of NPM theory and practice an emphasis on private public partnership is placed. By summing up practice of different countries a conclusion can be drawn that it is a contractual, timely – defined means of interaction enabling joining of resources to enhance quantitative and qualitative volume of services and infrastructure.
2. The analysis conducted enables identification of the three prime prerequisites for efficient partnership: need; political, legislative and administrative environment; communication. Identified and ranked needs together with harmonious environment and internal and external communication capacitate both efficient development of projects and would

encourage development of such projects thus enhancing common horizontal approach of the public and private sectors.

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Viešosios ir privačiosios partnerystės efektyvumo dimensijos

Santrauka

Viešojo administravimo efektyvumo klausimai buvo ir tebėra aktualūs tiek teoriniu, tiek praktiniu lygmeniu. Pripažįstama, kad efektyvumas gana plati ir daugelį sričių apimanti sąvoka, todėl priemonės ir optimalūs sprendimai kiekvieno atveju turi būti parenkami atskirai. Tačiau efektyvumas visuomet siejamas su ribotų finansinių išteklių, minimalių organizacinių kaštų bei pastangų panaudojimu siekiant planuojamų rezultatų (Backūnaitė, 2006, Raipa, 2007, 2001). Nepaisant finansinių galimybių ribotumo, visuomenės poreikiai, vykstant globaliems ir regioniniams pokyčiams, nuolat didėja. Poreikiai didėja ne tik paslaugų ir infrastruktūros kiekybei, bet ir kokybei.

Pagrindinis uždavinys siekiant, kad viešasis sektorius būtų efektyvus, yra sistemingai modernizuoti viešųjų institucijų veiklą. Norint permanentiškai, kompleksiskai modernizuoti viešąjį sektorių, reikalinga sisteminga modernizavimo strategija (modernizavimo vizija, misija, nuostatos, koncepcijos). Vienas iš infrastruktūros plėtros bei paslaugų efektyvumo skatinimo veiksnių yra partnerystė.

Partnerystė apima pakankamai platų skirtingų organizacijų bei sektorių (viešojo, privataus, NVO), taip pat ir interesų grupių įvairių sąveikos formų spektrą. Kiekviena partnerystė siekiama apibrėžtų tikslų, kurie turi būti pasiekti esant tiems patiems ribotiems ištekliams, tik sujungiant skirtingų sektorių potencialą.

Šio straipsnio **objektas** – viešosios ir privačiosios partnerystės (VPP) efektyvumo dimensijos, todėl bus atsiurbta nuo kitų sektorių sąveikos efektyvumo analizės.

VPP yra siejama su naujosios viešosios vadybos (NVV) teorija ir praktika, kuri kilo anglosaksiškose valstybėse. Daugelio šių šalių vyriausybės, norėdamos maksimaliai iš naudoti atsiveriančias viešojo ir privačiojo sektorių bendradarbiavimo ir partnerystės galimybes, įsteigė viešojo ir privačiojo sektorių partnerystės plėtojimo ir priežiūros organizacijas. VPP problemos tapo neatsiejama viešojo sektoriaus tyrinėjimų ir diskusijų dalimi. Šios srities analizei, ypač „gerosios“ ir „blogosios“ praktikos sklaidai, atvejų analizėms skiriamos atskiros studijos, tačiau jose neatsakoma į esminį klausimą: Kokiais kriterijais reikėtų matuoti PVP efektyvumą? Nors daugelis autorių ir pabrėžia, kad tai yra pažangi ir efektyvi priemonė socialiniams poreikiams patenkinti.

Pavyzdžiui, S. A. Hood (1991) teigia, kad viešojo ir privačiojo sektorių bendradarbiavimas naujosios viešosios vadybos reformų sąlygomis ilgam užtikrins geresnę viešųjų paslaugų kokybę ir padidins viešojo administravimo veiksmingumą. R. Wilson (2002), analizuodamas viešojo ir privačiojo sektorių partnerystę „Gerovės“ valstybės kontekste, teigia, kad sujungus šių sektorių išteklius galima sukurti veiksmingai funkcionuojančią socialinę infrastruktūrą, įveikti ekonomines krizes ir pagerinti žmonių gyvenimą. V. Domarkas (2007) išvelgia poreikį, o R. Smaliukienė (2005) galimybę padidinti privačiojo sektoriaus socialinę atsakomybę VPP projektuose. Abu autoriai sutinka, kad taip galima padidinti produktyvumą, kartu su vyriausybės vykdoma kryptinga politika ir nacionalinio ūkio konkurencingumą. D. Gudelis ir V. Rozenbergaitė (2004) pateikia kai kuriuos rizikos valdymo teorinius aspektus, kurie daro įtaką PVP efektyvumui.

R. Petrauskienė ir A. Raipa (2007) pastebi, kad NVV teorijoje partnerystė traktuojama kaip itin svarbus instrumentas, skirtas reformoms, siekiančioms priversti biurokratiją veikti efektyviau, valdyti. Tačiau pasigendama apibendrinančio efektyvios partnerystės apibrėžtumo, nors atskiros jo dedamosios yra gana plačiai aptartos.

Šio straipsnio **tikslas** – išskirti esmines efektyvaus PVP valdymo dedamąsias.

Pagrindiniai uždaviniai:

1. atskleisti VPP esmę;
2. išskirti esmines efektyvaus PVP valdymo prielaidas.

Globalių pokyčių pasaulyje nei viena organizacija (privati, viešoji ar visuomeninė) negali dominuoti, jei ji nėra atvira sąveikauti su aplinka. Politiniai, ekonominiai, socialiniai pokyčiai verčia organizacijas nuolat peržiūrėti savo veiklos viziją, misiją bei atsinaujinti prisitaikant prie aplinkos pokyčių. Siekdamas sustiprinti savo reikšmę, jos privalo perskirstyti užduotis ir misijas organizacijoms. Todėl dinamiškoje aplinkoje partnerystė padeda prisitaikyti ir įgyvendinti perskirstytas užduotis bei misijas atsižvelgiant į socialinį, politinį ir ekonominį kontekstą.

Partnerystės sąvoka vartojama skirtinguose kontekstuose, todėl nėra ir negali būti vieningos sampratos. Partnerystės prigimtis atsiskleidžia, kai viešasis sektorius suvokia savo priklausomybę nuo kitų sektorių ir valdymo problemas pradeda spręsti decentralizuodamas veiklą. Taip partnerystės principas įtvirtinamas tiek vertikaliai (susiejant skirtingus administravimo lygius), tiek ir horizontaliai (tarp įvairių sektorių).

Anot R. Petrauskienės ir A. Raipos (2007), partnerystės dalyviai išsipareigoja priimti naujas vertybes: „valdomą konkurenciją“, vartotojų poreikių išskėlimą, atsakomybės ir kokybės sistemų diegimą. Todėl partnerystės koncepcija dažniau suprantama kaip bendra veikla su visuomene ir jos labui, o ne vadovavimas jai „iš viršaus“.

Partnerystė gali turėti įvairias formas. Tačiau turi būti aiškiai apibrėžti vaidmenys ir išsipareigojimai. Pripažįstama, kad kiekvienas sektorius siekia ne tik bendrų projekto tikslų (kokybiškesnių paslaugų, infrastruktūros plėtojimo), bet ir asmeninių tikslų: viešasis sektorius tikisi politinės ir ekonominės naudos, privatusis sektorius – pripažinimo, pelno, plėtos galimybių.

Daugelyje studijų grindžiant VPP efektyvumą pateikiama nuomonė, kad viešasis sektorius yra nelankstus produktyvumo prasme dėl institucinės sąrangos. Patirtis rodo, kad privačiosios organizacijos struktūra ir veiklos metodai yra labiau efektyvūs ir leidžia pasiekti užsibrėžtų tikslų. Todėl pagrindiniu viešojo sektoriaus privatizavimo ar perleidimo privačiam operatoriui argumentu dažniausiai minima privataus sektoriaus galimybė pasiūlyti žemesnę kainą, didesnę efektyvumą bei geresnę klientų aptarnavimo kokybę, nei tai pavyksta padaryti viešojo sektoriaus valdytojams (administratoriams) (Karlaftis et al., 1997, p. 76).

Tačiau remiantis atskirų šalių vykdytų projektų pavyzdžiais leidžia išskiriamos trys esminės problemos, kurios sudaro prielaidas abejoti VPP teikiama privalumais.

Kartu išskiriamos pagrindinės efektyvaus valdymo dedamosios:

1. poreikis;
2. politinė, teisinė, administracinė aplinka;
3. komunikacija.

Esminiu veiksniu reikėtų įvardyti poreikį paslaugoms, infrastruktūrai ar jų kompleksui. Visuose straipsniuose, analizuojančiuose VPP taikymą praktikoje, ar teoriniuose svarstymuose pirmiausia pabrėžiamas valstybės ribotumas tenkinti didėjančius bei kintančius visuomenės narių poreikius.

Kartais poreikis apibrėžiamas gana abstrakčiai nurodant šalies konkurencingumo didinimo poreikį, o tai savo ruožtu susiję su infrastruktūros, žmogiškųjų išteklių ir kitų sferų kiekybine ir kokybine plėtra. Daugeliu atveju poreikiai pateikiami strateginiuose dokumentuose, todėl yra aiškūs.

Kai kuriais atvejais, poreikis gali atsirasti netikėtai (pvz., *force majeure* atveju). Visais atvejais poreikis apibrėžtinamas kaip aukštesnės kokybės siekinys. Todėl labai svarbu, kad viešojo ir privačiojo sektorių požiūris į pačią problemą (poreikį) sutaptų. Abi suinteresuotos grupės turi vadovautis bendra vizija, tikslais, kad derindamos savo veiksmus pasiektų maksimalių rezultatų.

Taip pat į poreikį galima pažvelgti ir partnerystės plėtojimo požiūriu. Nes pats terminas partnerystė apima trilypių poreikio aspektą:

- poreikį panaudoti inovatyvią formą siekiant sujungti skirtingus sektorius, kad kiekvieno iš jų stiprybės ir silpnybės, kylančios iš skirtingų sektorių prigimčių, būtų suderintos;
- poreikį iš naujo apsvaistinti bendradarbiavimo būdus atsižvelgiant į esamus ir potencialius proceso dalyvius, siekiant pagerinti gyvenimo standartus;
- poreikį pagaliau pasiekti balansą kuriant demokratinis dalyvių santykius, plėtojant visų institucijų bendradarbiavimą, stiprinant partnerystę paremtus vertikalius ir horizontalius ryšius (Sedjari, 2004, p. 293).

Antrasis, svarbus veiksnys, yra politinė, teisinė ir administracinė aplinka, kuri apima:

1. Kryptingą ir stabilų politiką;
2. VPP projekto formų įteisinimą:
 - a. Koncesiją,
 - b. viešuosius pirkimus ir susitarimus,
 - c. civilinės teisės sutarčių reguliavimą (frančizavimą, valdymo ir paslaugų sutartis ir t. t.).
3. Institucijos įkūrimą ir jos veiklos palaikymą.

Melburno frančizavimo atvejis atskleidė vieną iš neapgalvotų politikos priemonių – mokesčių padidinimą (Williams et al., 2005, p. 37 - 38). Dėl to viešojo transporto sistema išgyveno krizę. Tačiau buvo ir daugiau priežasčių: nepagrįstos operatorių prielaidos dėl keleivių skaičiaus didėjimo ir kaštų mažėjimo bei trūkumai kontraktuose (Mees, 2003).

Institucija centriniu arba vietiniu lygmeniu nustato kokybės standartus, standartizuoja tipinių sutarčių kontraktus ir juos keičia pakitus aplinkybėms, organizuoja derybas dėl kontrakto sąlygų, atlieka vykdomų projektų kontrolę bei monitoringą, vykdo kitas su VPP projektų rengimu bei įgyvendinimu susijusias funkcijas.

Trečiasis, tačiau ypatingai svarbus efektyvios partnerystės ramstis, – komunikacija. L. V. Karlavičius ir B. Karlavičienė (2004) teigia, kad komunikacija gali prisidėti prie projekto arba jį sužlugdyti. Reikia skirti vidinę ir išorinę komunikaciją. Vidinė komunikacija skirta pasitikėjimu grįstiems santykiams tarp partnerystės dalyvių įtvirtinti ir plėtoti. Išorinė komunikacija skirta visuomenės informavimui, teigiamos nuomonės formavimui, projekto skaidrumui užtikrinti.

VPP sėkmės ir efektyvumo veiksnių galima išskirti ir daugiau. Tačiau tai jau priklauso nuo konkretaus projekto, jo tipo ir sektoriaus (transporto, vandens, švietimo ir t. t.), kultūrinės aplinkos, procesinių veiksnių (interesų suderintumo, paklausos prognozavimo, vertės už pinigus įvertinimo, rizikos pasidalijimo ir valdymo ir kt). Tačiau esminiais efektyvios partnerystės veiksniais reikėtų laikyti poreikių identifikavimą ir rangavimą, tinkamą politinę ir teisinę aplinką bei išorinę ir vidinę komunikaciją.

Raktažodžiai: *partnerystė, viešoji ir privati partnerystė (VPP), efektyvumas, naujoji viešoji vadyba, komunikacija.*

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