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PPP Policy Implementation Performance: *A Cross-Case Analysis of Port Infrastructure Projects in Bangladesh*

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Abstract

Public-Private Partnership (PPP) is one of the engaging words found in the recent public sector management and governance literature since 1990's. Interestingly, literature on PPP policy implementation performance evaluation are still evolving. Against the presence of several methods for evaluating PPP performance and inclusion of diverse range of criteria, this study gives particular focus on evaluating PPP policy implementation performance based on a theory driven approach. Considering network management perspective as basic theoretical framework, this study evaluates PPP performance of two land port PPPs in Bangladesh using case study procedures and qualitative comparative analysis (QCA) techniques. The study reveals that QCA is capable of indicating PPP success in more precise form based on qualitative remark scale. The basic advantage of the theory driven evaluation approach is reflected in surfacing up the strength of various performance indicators, which offer more insights in describing differences in PPP performance.

Keywords: Public-private partnership (PPP), PPP performance, theory driven approach, case study procedures, qualitative comparative analysis (QCA)

1. Introduction

Public-private partnership (PPP) implementation experience in the land port sector of Bangladesh shows that under the same public authority, policy performance in one PPP differs from another PPP, which indicates a major policy implementation deficit. To understand the difference in policy performance, first task is to evaluate the actual policy performance of the PPPs and second task is to see why performance differs. This study is devoted to first task, i.e., evaluate the PPP policy implementation performance. To explore performance evaluation, this paper is organized in following way: second section deals with concept of PPP, research objective and research question. Third section explains the theoretical framework employed in evaluating PPP performance. Fourth section informs case study procedures and methodological details. Fifth section presents findings in the form of within-case analysis and cross-case analysis. Based on findings and preliminary analysis, sixth section discusses the results and implications of the study before concluding the paper.

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2. Literature

Public-Private Partnership (PPP) is one of the engaging words found in the recent public-sector management and governance literature. PPP, considered as tool of the government, is a relationship based on a long-term agreement between public and the private sector for delivering public infrastructure and services. However, seemingly self-explanatory word 'public-private partnership' created a debate among the scholars of successive public administration paradigms. According to New Public Management (NPM) ideas, government should focus on the formulation of public policy and leave the implementation to the other bodies (i.e., private organization or non-profit organization) (Klijn, 2010, p. 4 cf. Osborne and Gaebler, 1992). That's why in NPM, privatization, outsourcing, agentification are encouraged and emphasis are given on the market and private actors involvement, where public actors are supposed to control the implementation through set performance indicators and or deploying market mechanisms (Klijn, 2010, p. 4).

On the other hand, emergent New Public Governance (NPG) approach offers a different way of viewing relationships between actors in the public domain, including PPPs (Bovaird, 2010). In NPG, PPPs are cooperative bodies where the best from public and private is used, create innovative solutions by matching knowledge and expertise, use various kinds of network management strategies to improve coordination and produce valuable policy outcomes (Klijn, 2010, p. 9). However, according to Greve and Hodge (2007, p. 182), PPP is considered as a continuation of NPM as well as a break and connected with NPG. Whereas, Bovaird (2004, p. 11) clearly mentions that the major theoretical underpinnings for partnership working show much stronger relationship of PPP with NPG paradigm as compared to the NPM paradigm. Based on Klijn (2010); Greve & Hodge (2007) and Bovaird (2004 & 2010), this study agrees with the assumption that PPP as a network form of governance, falls within the NPG paradigm.

Since 1990s, Government of Bangladesh also has been encouraging private sector involvement for infrastructure development & service delivery through PPP. Following Private Sector Infrastructure Guidelines (PSIG)-2004, the Ministry of Shipping and the Bangladesh Sthala Bandar Kartipaksha (BSBK) decided to develop six land ports on Build-Operate-Transfer (BOT) basis through private sector for better and efficient storage & handling of cargoes. According to GoB (2013, p. 27) and official records of BSBK, among six land ports, one PPP is operating at acceptable level, four PPPs are struggling with construction of physical facilities & operation and one PPP did not start any activity yet. Thus, differing PPP policy performance under the same public authority is evident. To understand the differing policy performance, first task is to evaluate the actual policy performance of the PPPs.

Evaluating the performance of PPPs is explicitly a daunting task as the PPP phenomenon covers a wealth of different meanings, includes taxonomy of several

approaches, and encompasses a range of disciplines, which have contributed PPP performance evaluation complex and technical (G. A. Hodge, Greve, & Boardman, 2010). At the same time performance evaluation needs to be based on scientific methods as it is connected with decision making processes (Bingham and Felbinger, 2002 cf. G. Hodge, 2010, p. 83). Moreover, Bingham and Felbinger (2002) see a continuum of evaluation possibilities, from outcomes evaluations through to process evaluations (cf. G. Hodge, 2010, p. 91). Due to these complexities, scholars are involved in developing methods and incorporating different criteria based on their domain of expertise.

Huxham and Hubert (2009) made a noteworthy effort in measuring collaborative performance. They have studied what makes partnership a success or not and identified five types of success criteria (cf. G. Hodge & Greve, 2011, p. 8). They are: (1) 'achieving outcomes' in other words 'mission accomplished', it is indeed the final decision word on whether a project or policy is success or not, (2) 'getting the process to work' means that the partnership process run smoothly, brings new and innovative elements and helps create satisfaction among participants, then the process could be a success (3) 'reaching emergent milestones'- signify emergence of new goals & objectives and discovery of invention due to functioning of well-structured process, thus it will be considered as success criterion (4) 'gaining recognition from others' means partnerships gained recognition from others, thus it is a success criterion and (5) 'acknowledging personal pride' means partner by himself feels pride due to championing a partnership, thus it is success criterion. Authors also evaluated these five types of success criteria and mentioned that the most well-known success criteria are (1) and (2).

Liu, ED Love, Smith, Regan, and Sutrisna (2014) think product-oriented conventional ex post evaluation based on 'cost' and 'time' is unable to capture the inherent complexities derived from the development processes of PPP projects. Thus to comprehensively and effectively measure PPPs, the process-based evaluation with the multiple-stakeholder complexity needs to be applied. Grossman (2012) develops a model for PPPs performance measurement based on an integral balanced measurement approach in which author gave importance on quality of life (QOL) to capture public aspects, return on investment (ROI) to capture private aspiration and organization and management capacity (OMC) to capture the management aspect of PPP. Based on understanding about the prevalence of insufficient literature on partnership performance and outcomes assessment, Brinkerhoff (2002) addresses the evaluation challenges of integrating process and institutional arrangements into performance measurement systems, thus contributing to relationship performance as well as program outcomes. Kušljić & Marenjak, (2013) conducted a quantitative study on PPP/PFI success criteria in Croatia and identified twenty PPP/PFI success criteria for public sector client.

Jeffares, Sullivan, and Bovaird (2013) also have observed PPP performance in which they have seen PPP performance in narrow and wide perspective. In narrow perspective, PPP performance is as concerned with the achievement of particular service or outcome targets as set out in the partnership agreement (strategy, contract, business plan) and assessed in relation to other factors such as the cost of the partnership's operations. It is indeed a goal-based evaluation and relatively easy to evaluate PPP success. On the other hand, in wider perspective, partnership performance includes consideration of the longer-term relationship that might exist beyond the delivery of a particular project or program, and the wider benefits to particular individuals or partner organizations or indeed to citizens and service users. Evaluating success in the context of wider view is relatively difficult job for the researcher.

Based on above performance evaluation literature, it is clearly evident that there are no uniform methods for assessing PPP performance or there are no uniform criteria for assessing PPP performance. Skelcher and Sullivan (2008) and Jeffares et al. (2013) in this perspective come up with a theory-driven approach for analyzing and assessing collaborative performance. According to authors, theory-driven approach proceeds from the causalities that connect different purposes to intended outcomes, so that the assessment of performance involves operationalizing a particular theoretical position (cf Skelcher 2008). Therefore, the question for this study is 'how to evaluate theoretically driven PPP policy implementation performance? The next section addresses the research question.

3. Theoretical Framework For PPP Performance

Evaluating success is relatively difficult job for the researcher and thus Skelcher and Sullivan (2008) and Jeffares et al. (2013) suggest to follow a theory driven approach. In this perspective, Skelcher and Sullivan (2008) and Jeffares et al. (2013) propose policy performance domain needs to be evaluated through policy network theory. If PPP is considered as a tool of public governance paradigm, PPP evaluation needs to be conformed with this perspective too. More specifically, if network theory is taken for explaining the PPP policy process, PPP performance needs to be assessed based on similar theoretical position.

However, assessing outcome for a single actor is not in line with the network approach. In a network, variety of actors is involved and they all have different objectives thus it is expected that the process and outcome will be evaluated in terms of the objectives of actors involved in the network. Thus, from network management perspective, Klinj and Koppenjan (2000, p. 15) emphasize that the evaluation criteria need to be considered based on multi-actor, dynamic character of interaction in networks. They argue that a classic top-down approach for measuring success and failure of policy processes, in terms of a public actor's effectiveness in achieving

goals, is not appropriate in the network approach. Rather, ex-post satisfying criterion offers a probable solution to this problem (Klinj & Koppenjan, 2000, p. 16 cf. Teisman 1992/1995).

According to Klinj and Koppenjan (2000, p. 16), ex-post satisfying criterion implies that the starting point of the assessment of policy process outcomes is based on the subjective judgments of individual actors. Thus, the practice of interviewing various actors about their satisfaction after the conclusion of the process can solve several problems. Again, when actors have succeeded in reaching an outcome that represents an improvement from the earlier situation for all, or when an undesirable situation is avoided through cooperation, this represents a win-win situation. This win-win situation criterion needs to be used in the network performance assessment. In addition to the win-win situation criterion, process criteria such as openness, carefulness, reliability and legitimacy are included when evaluating interaction processes in networks. Thus, in the network management perspective, the ex post judgment of actors about the process and the outcome, in combination with process criteria and concern for external effects, are used in order to determine the success or failure of policy processes. Provan & Milward (2001) is a good example of public sector network evaluation, in which authors propose a framework for evaluation incorporating network level effectiveness. In their framework of evaluation, they have incorporated three broad levels of analysis: community or service recipient level effectiveness, network level effectiveness, and organization/ participant level effectiveness.

Based on above understanding of two streams of literature, i.e., PPP literature and network management literature, PPP performance evaluation under network theory driven approach need to be combined in such a way that meets the narrow project objectives as well meet some broader interest of the society. Thus, in this study, PPP performance evaluation framework is consisted of ideas from narrow perspective of PPP performance i.e., meeting policy design goals as conceived in Jeffares et.al. (2013), Huxham & Hubert (2009), secondly, ideas from stakeholder's satisfaction as conceived Klijn & Koppenjan (2000), Huxham & Hubert (2009) and finally, ideas from *network level effectiveness* conceived in Provan & Milward (2001), Bovaird (2004) and Klijn & Koppenjan (2000).

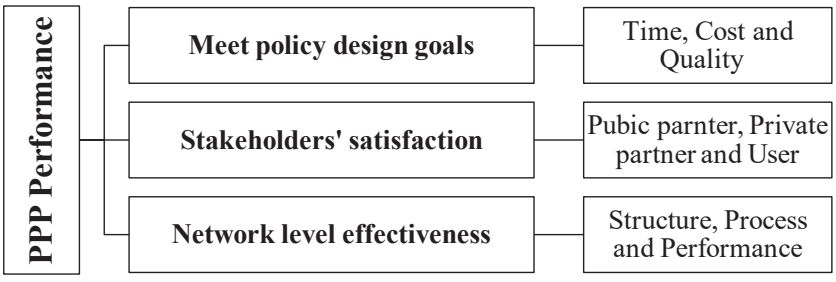

Figure-1: PPP Performance Framework

Operationalization is the process of designing precise measures for the abstract theoretical constructs (Bhattacherjee, 2012, p. 22). In operationalization, most of the measures of those constructs are taken from existing empirical literature. However, it is important to mention that country context, work culture and environmental/political issues pose challenge of best fit along with scientifically valid operationalization of performance indicators. Considering this, few additional measures in operationalization in some specific case have been taken. Here, the PPP performance is the output of policy implementation result as well as equivalent terms of network outcomes/effectiveness and the performance indicators are: meet policy design goals, stakeholders' satisfaction on benefits gained, and network level effectiveness.

4. Methodology of The Study

4.1 Case Study Method

Objective of this research is to gauge PPP performance based on particular theoretically driven approach. Considering PPP as a complex phenomenon, form of raised research question, 'how', and not having control over actual behavioral events of PPP, case study research design is the best choice. Yin (2014, p. 4 & 9) suggests application of case study is suitable in those instances. Moreover, for PPP performance study, use of case study is an established scientific method, which is followed by authors in different countries. Such as Alam, Kabir, and Chaudhri (2014); Handley (1997); Jones and Noble (2008); Koppenjan (2005); Samii, Van Wassenhove, and Bhattacharya (2002) they all have used case study method in examining PPP.

To search the answer of the research question, multiple-case design is preferred choice. However, simplest form of multiple-case design has been used where only two cases are selected for study. Among these two cases one is considered successful in implementing PPP policy and other one is non-successful. Two land port PPPs (i.e., Teknaf land port PPP and Sonamasjid Land port PPP have been sampled purposively for this purpose. The central focus of the study is to assess PPP policy implementation performance, accordingly 'PPP implementation performance' is considered as the unit of analysis.

4.2 Data collection procedure

Based on four sources of evidence (i.e., observation, documentation, archival records, and interview), data and information are collected during March 2015 to June 2015. Observations were done through visiting and staying at the project site and through observing operation, jointly connected activities, and attending in the available meetings. For this purpose, Teknaf land port, Cox's Bazar district was visited in the third week of April 2015 and Sonamasjid land port, Chapai Nawabgonj district was visited in the fourth week of May 2015. Besides these two PPPs, visiting BSBK office was done for observation on how they work with the networks, collection of documents & archival records, and for conducting interviews.

Interviews (in the form of both semi-structured and in-depth) were conducted with 24 key respondents from the organizations involved in two PPP networks. Purposive and snowball sampling procedure were adopted for key respondent selection because those persons are required who are directly involved with the network as well as hold position in the organization with decision making role. Thus, at the network level, focus was on the network level managers. Field level officials who work in the organization but not in interactive positions were not contacted. The following Table-1 gives composition of the respondents.

Table-1: List and Composition of Key Respondents

Key respondents	Teknaf land port PPP	Sonamasjid land port PPP
1. BSBK [Chairman, Director (Traffic), Superintendent Engineer, Executive Engineer, Assistant Director (Traffic)]	5	5
2. TLP PPP & SLP PPP (Managing Director/ Director, General Manager, Manager, Deputy Manager)	4	4
3. Service recipients (Importer, Exporter, C& F Agents)	3	3
Total	**24**	

Interview duration was mostly one and half hour to two hours. However, in case of long open-ended discussion, it continued in another day with similar amount of time for completing the interview session. A case study protocol was developed earlier and during interview it was followed to stay in line of enquiry. Interview sessions were expected to be recorded based on consent from the interviewees. However, due to some limitations, all the answers and notes were taken in hand notes. Considering the freshness of the information, answers and notes were typed at night in each interview taking day. Moreover, for this research, consultation was done with most of the archival records including the project documents such as invitation for tender, concession agreement, land lease agreement, and direct agreement.

4.3 Data analysis technique

In case study, data analysis is usually done at two stages: within-case analysis and cross-case analysis. Within case analysis begins with a rich/thick description of the data presented in ways to depict the essence of an individual case. However, data reduction strategy is employed to deal with the large amount of data collected during data collection period. It is important to mention about within case analysis that if the case is too brief, then within-case analysis will likely produce few insights that will add to the field of study, on the other hand, if the case is too dense, the contribution of within-case analysis to understanding the phenomenon under study may be complicated (Paterson, 2010, p. 972). Thus, writing within- case analysis requires management of perfect balance.

At the second stage, cross-case analysis is done as one of the methods of studying multiple cases, initially proposed by Matthew B. Miles and A. Michael Huberman. As a basic method for generalizing beyond the individual case, cross-case analysis and synthesis are ubiquitous in qualitative research. Even two cases are a useful cross-case method because the second case, while still limited in strength, allows for greater generalizability and validity than would be possible for only a single case (Burns, 2010, p. 266). Like within-case analysis, this cross-case analysis may take several forms. In this study, cross-case analysis is conducted through comparing two PPPs, showed the performance indicators across pairs with the assistance of qualitative comparative analysis (QCA). QCA attempts to bridge gaps of qualitative and quantitative analysis by utilizing methodological tools that have proven to be very useful to social science research (Liyanage & Villalba-Romero, 2015, p. 7).

5. Findings and Analysis

Case A: Teknaf Land Port PPP

Teknaf Land Port is located on the banks of the Naaf River at Teknaf, Cox's Bazar district with an area of 27 acres. This land port is mostly used for transit of people and goods between Bangladesh and Myanmar. BSBK was interested to develop and operate this land port through private sector participation and selected Univan Port Services Ltd. (a joint venture of United Enterprises & Co. Ltd and Van Omeron Tank Terminal (BD) Ltd.) as port operator who offered highest revenue share (28.09% of gross revenue earning from the land port operation) with an estimated project cost of TK 28.24 Cr. BSBK signed agreement on 31.08.2006 with United Land Port Teknaf Ltd. (ULPTL), a project company formed by the selected bidder. Partial commercial operation date of this land port was started along with signing land lease agreement with private operator on 31.10.2006. However, due to some complexity, commercial operation date (COD) which was due after 2 years of land hand over date (i.e., 02.12.2009) ultimately started on 01.07.2012.

During operation of the land port, private port operator faced several minor and major revenue risks. BSBK assisted private port operator to overcome some minor risks. However, the major revenue risk faced by the port operator has been evolved from construction of jetties legally and illegally nearby the land port for internal passenger transport from Teknaf to St. Martin Island and resultant shifting of internal passenger transport from Teknaf Land Port to other jetties. Local Government Engineering Department has also constructed two jetties. BSBK could not solve this problem evolved from competing facilities. Thus, taking consent from BSBK, port operator filed a writ petition in the High Court against those persons and authorities who are connected with illegal jetty operation.

Implementation Performance: Meeting policy design goal

Meeting policy design goal is one of the important indicators for observing policy implementation success. In this case, these design goals are meet delivery schedule, meet the budget, meet technical and operational specifications and finally meet the payment schedule. For TLP PPP, agreement was signed between BSBK and ULPTL on 31.08.2006. Partial commercial operation was scheduled to start after the land lease agreement and it actually started on 30.10.2006. Commercial operation was scheduled to start after two years after land hand over date but in reality, it started on 01.07.2012 due to delay in making an amendment in the agreement by the BSBK. Though operation could have been started with the then existing infrastructure on 02.12.2009. Thus, TLP PPP meet delivery schedule of project completion & commercial operation. However, actual project cost is higher than estimated cost. Thus, TLP PPP could not meet the budget.

Technical specifications were appropriate and private port operator constructed all infrastructure after obtaining approval of design from the BSBK. In this regard, BSBK official mentions:

> *'Port operator developed the port facility complying hundred percent of the concession agreement. Moreover, port operator has constructed more infrastructure and developed more facilities which were not in the agreement earlier. Such as they have built mosque, set weighting scale, constructed embankment, reclaimed land from the Naf river' (Superintendent Engineer, BSBK).*

In case of TLP PPP, all respondents from both public authority and private operator mentioned that operational specification of the constructed infrastructure is perfect. According to Executive Engineer of BSBK,

> *'Operational specification is 100% perfect in TLP infrastructure facilities' (Executive Engineer, BSBK).*

Not only that in meeting payment obligation, TLP PPP is regular in paying and there are no payment irregularities. It is evident that the TLP PPP met most of the policy design goals.

Implementation Performance: Stakeholders' satisfaction on benefits gained

In TLP PPP, most of the respondents from public authority have mentioned that service quality has been improved, risks have been transferred to the private operators and there is reduction of disputes, claims and operation related complexities. Chairman, BSBK mentions,

> *'Government's objective is to facilitate the service as if the people of the country get benefits. The private port operator is doing this job consistently, thus we do not have any dissatisfaction', (Chairman, BSBK).*

Most of the respondents from ULPTL responded positively that they have attained certain level of commercial success and have gained operational efficiency. Respondents confirmed their new knowledge and expertise development through land port operation on partnership basis. The following remark was made by General Manager, ULPTL which shows an overall indication of satisfaction of the port operator:

> *'Teknaf Land Port is a successful PPP project. It is because of ethical practice of the private investor, not for other reasons. We follow strict principles; port is under full vigilance/monitoring and our treatment does not vary based on the face of the businessmen. There is no scope for being treated individualistic manner. However, we still cannot claim that we have been fully mechanized with all sorts of equipment. So still there is room for improvement'. (GM, ULPTL)*

The reflection of port users about service quality is that, service delivery is reliable, responsive, courteous, efficient and tangible. For example:

> *'Four to five years ago, I faced problems in loading cement due to labor shortage. On that time, I informed and it took long time for solving the issue. However, now operator is very much responsive and all sorts of problems are solved within one to two hours. So, I am fully satisfied with the current arrangement. Moreover, labor deficiency and labor management issues are no longer the case of this port', (Service Recipient, TLP).*

> *'Physical infrastructure is sufficient, maintained properly and clean. However, there are no such equipment at the port except weighing scale. Weighing scale is functioning properly. Port operator do not have crane or fork lift. Maybe we could have done our job quicker if that equipment were there. Overall service is improved and I am satisfied', (Service Recipient, TLP).*

In essence, regarding satisficing and win-win state, public authority and users of the facilities are found satisfied on the service delivery. But it is port operator's pain that they are losing some revenue from internal passenger transport though they had constructed all facilities for delivering the required services to internal passengers. Private partner could not specify the project as commercially unsuccessful rather responses are found towards accomplishment of their corporate sector goals.

Implementation Performance: Network Level Effectiveness

Network level effectiveness refer to those achievements, those are derived through the partnership and have relevance in progressing ahead of time and thus make the partnership sustainable in the long-run. Port operator is thinking about developing tourism facility through constructing some tourist resorts. BSBK has noticed some aspects in their BSBK Act 2001 from experience and proposed amendment proposal

to the Ministry. More importantly, BSBK officials mentioned that they have attained sufficient strength of collaboration between partners and can now go for more partnership projects with the private sector while they were talking on TLP PPP. Such as:

> 'With some precautionary measure we can easily do partnership with the private partners for constructing and operating the port'. (Superintendent Engineer, BSBK).
>
> 'If we become little bit cautious, then we can do public service job through private partners', (Chairman, BSBK).
>
> 'ULPTL itself is a model of new entrepreneurial development. If government wants to do another PPP for another Port, we will go there and hopefully we will be the best competitor. The important fact is that government will want us for showing such level of entrepreneurial development at the port. For us, it would be easy to discuss the agreement provisions and identify the problems. In that case there will have opportunity to overcome the existing problems those we are facing now', (GM, ULPTL).

Based on above context, network level effectiveness is at developing stage and there are strong ties established between partners which signify the sustainability of the TLP PPP network.

Case B: Sonamasjid Land Port PPP

Sonamasjid Land Port is the first land port of BSBK with private sector participation. The land port is located in Chapai Nawabganj district on 19.10 acres of land just 200 meters away from Indian border. Among the technically qualified bidders, Panama Trading Company Ltd. was selected as private port operator with an estimated project cost of TK 16.72 crore who made the highest offer of Variable Royalty i.e., 49% of gross revenue. BSBK signed agreement with the Panama Sonamasjid Port Link Ltd. (PSPLL), a project company formed by the bidder on 9.10.2005. Port operator started partial commercial operation on 01.09.2006 with limited facilities. However, operator stopped the payment of revenue share. BSBK issued termination notice on 04.06.2008. To cure the events of default, Infrastructure Development Company Ltd. (IDCOL) as facility agent nominated designee for the port. BSBK approved with a condition that designee will pay back the BSBK's outstanding and complete construction within 4 years of commercial operation. Accordingly, commercial operation date is fixed on 20.05.2010.

However, this new operator also could not complete infrastructures and found irregular in paying dues. BSBK issued Termination Notice on 03.11.2014. Minister, Ministry of Shipping mediated the issue and instructed operator to pay the dues at the rate of

25000.00 TK in each day until all dues are exhausted and subsequently termination notice was suspended. Two major issues are related with this case. First, new land acquisition is needed for handling of around 40% trucks loaded with imported crashed boulder stone and fly ash coming from India which now go outside the port for unloading. Operator loses revenue earning from those trucks. Second, amendment of agreement is required to include open stack yard, transshipment shed, small size warehouse instead of warehouses of large size. But these issues are yet to be solved.

Implementation Performance: Meet policy design goals

For SLP PPP, agreement was signed between BSBK and PSPLL on 09.10.2005. Partial commercial operation was scheduled to be started after 6 months of land handover date i.e., 04.07.2006 as land was handed over to PSPLL on 04.01.2006. Commercial operation was scheduled to start after one and half year of land handover date i.e., on 04.07.2007. However, due to nationwide political turmoil and unrest during that period partial commercial operation date was extended 59 days and it ultimately started with minimum facility on 01.09.2006. As partial commercial operation date extended, operation was also extended 59 days and up to 01.09.2007. But due to termination, port operation under designee and required amendment of agreement, commercial operation ultimately started on 20.5.2010. These imply that SLP PPP could not meet delivery schedule of project completion & commercial operation. Moreover, operator crossed the estimated project cost. So, considering the budget of the project, SLP PPP could not meet the budget.

In SLP PPP, private port operator could not satisfy BSBK regarding technical specifications of constructed infrastructure. BSBK informed this matter several times to the port operator:

> *'transshipment yard, internal roads, truck parking yard, open yard, weighbridge scale, and drainage systems were not constructed as per the specification of Schedule-1 of the agreement' (Source: BSBK letter).*

All respondents from BSBK mentioned that most of the constructed infrastructures do not meet the technical specification. In this regard, BSBK officials express their views:

> *'Private port operator did not construct facility based on technical specification and most of the cases operational specification is not appropriate' (Superintendent Engineer, BSBK)*

> *'Very small percentage of infrastructure private port operator has constructed. Even among those constructed infrastructures operational specification is not fully satisfactory'. (Executive Engineer, BSBK)*

Moreover, port operator was not regular in paying to BSBK. Up to 30 September 2014, the total unpaid amount to the BSBK was raised to Taka 4.18 crore which

includes variable royalty, rent of the structure, land lease rent, land taxes, fixed royalty and interest on the unpaid amount (Source: Termination Notice dated 03.11.2014). Therefore, PPP projects could not meet the policy design goals i.e., technical and operational specifications, time, budget and payment.

Implementation Performance: Stakeholders' satisfaction on benefits gained

In SLP PPP, the respondents of public authority were found conservative while they were asked about service quality improvement at the port, risks transfer to the private operators, and reduction of disputes, claims & operation related complexities. Such as,

> *'Most of the cases service quality did not improve at the port' (Superintendent Engineer, BSBK);*

> *'We are unable to implement agreement provisions, rights, obligations. Operator could not implement any commitment. To my opinion, 95% of commitments are not implemented. Earlier investor left the project, but new investor is also the same. In my view, risks could not be transferred to the private operator' (Executive Engineer, BSBK).*

From private operator's perspective, SLP PPP was found non-satisfactory in case of commercial success, positive reputation gain and quantifiable rate of growth & operational efficiency gain. According to MD, PSPLL:

> *'Still no commercial success we see but the major benefit from operating this port is that we have secured some expertise in operation of land port. Initially, I went to partnership to have some prestige issue that entering into PPP project will bring reputation in society. Unfortunately, the desired prestige position is still not achieved' (Managing Director, PSPLL).*

In case of new knowledge and expertise development, Executive Director, PSPLL mentioned:

> *'We gained new knowledge and expertise through land port operation on partnership basis. Now we can participate in the PPP related tender and are interested to operate more ports (Executive Director, PSPLL).*

The users from SLP PPP mentioned that the port operator is responsive in dealing with their inquiry promptly and they are courteous. But they also mentioned that most of the time they are unable to solve problems quickly. Moreover, users of SLP were not happy with the functioning of the weighbridge scale, floor of the parking ground, internal road conditions and warehouse conditions. Some of the remarks made by the service recipients are presented below:

> *'When goods of big importer are unloaded, Bangladeshi truck cannot take more than 15 MT and those trucks collect exit pass and exit through one gate. On that*

time, the other trucks cannot get exit easily. There are also problems in weighing scale, trucks take long time to pass. Extra payment of labor is prevalent here due to not having charged fix for them. There is also theft of goods in the port. Port operator maintains the serial but it takes long time'. (Service Recipient, SLP)

'If there any problem occurs, we inform port operator. GM usually tries to solve from his room using loudspeaker. But we are not fully satisfied in controlling theft, and in reducing truck jam'. (Service Recipient, SLP)

From above understanding on satisfaction level of stakeholders, it is obvious that public authority, private operator and service recipients nobody is in a level of satisfaction. Consistent tensions, frustrations and dissatisfactions are prevalent among the stakeholders which no longer support a claim of win-win scenario among the stakeholder's group.

Implementation Performance: Network level effectiveness

In terms of strength of collaboration Chairman, BSBK opined that

'We can implement project through partnership with the private operator, this type of belief has not been created from the experience of SLP PPP' (Chairman, BSBK).

Indeed, this is the response from all other key respondents in public side. SLP PPP is not considered as environment friendly by the respondents. Even, respondents from PSPLL were hesitant to tell SLP as environment friendly project due to huge dust, chemical imports and regular truck jam. Port operator acknowledged that

'We have to do lots of works to make land port environment friendly, if we can construct transshipment shed, open yard then situation will improve' (Executive Director, PSPLL).

Thus, considering the network level effectiveness, SLP PPP is not in a position which can demonstrate that the partnership network is in sustainable form.

Case C: Cross-case Analysis

Cross-case analysis mainly looks for similar concepts and patterns between different cases and compares cases in a pair-wise manner listing similarities and differences across pairs of cases. In this way, cross-case analysis offers better generalizability and validity of research findings. The following table compares the similarities and differences about the core concepts and patterns. It basically informs the findings but do not tell conclusively about the PPP performance.

Table-2: Findings on PPP Performance Indicators

Sl. No.	Indicators	Teknaf Land Port PPP	Sonamasjid Land Port PPP
1.	Meet policy design goals	Mostly	Not at all
2.	Public authority's satisfaction	Satisfied	Not satisfied
3.	Private operator's satisfaction	Satisfied	Not satisfied
4.	User's satisfaction	Satisfied	Partially
5.	Network level effectiveness	Partially effective	Not yet effective

Source: Field survey, 2015

To understand PPP performance better, it is needed to employ specific method. In this particular context, qualitative comparative analysis (QCA) method as Liyanage and Villalba-Romero (2015) conceive in their study has been employed. Liyanage and Villalba-Romero (2015) developed QCA methodology for measuring success in PPP road projects using both qualitative and quantitative strategies without using specialized computer software and they termed this method as manual qualitative comparative analysis. They employed three different perspectives to measure the success of a project: project management perspective (time, cost, and quality), stakeholder perspective (public partner, private partner and user) and contract management perspective (contract, process and results). Then the 'overall' success has then been deduced by bringing these three perspectives together as a holistic approach. However, authors did not clarify the theoretical perspectives of these perspectives. In this study, method employed by Liyanage and Villalba-Romero (2015) to measure PPP performance has been used based on network management as theoretical framework.

QCA attempts to bridge gaps of qualitative and quantitative analysis by utilizing methodological tools that have proven to be very useful to social science research (Liyanage and Villalba-Romero, 2015, p. 7). During the QCA process, the following four-step approaches were carried out: first, develop performance indicators and performance measures, second, define success based on three different perspectives, third, detect success criteria based on success score and finally, fourth, view success criteria within holistic perspective. The similar steps are being explained here.

First Step: Develop performance indicators and performance measures.

In this study, performance indicators and performance measures were identified from extant empirical literature. Altogether, 5 performance indicators and 25 performance measures have been developed earlier through literature which are now under the QCA process. In this process, at first, the data gathered from the case studies have been categorized & coded manually. Then, based on the answers from the respondents, Likert scale has been developed which are presented in a table (Appendix-A). In this table, the categories and codes were transformed to a tabular format, and the codes were given either a Likert scale or Yes/No type binary scale to

easily quantify the results. Though the study is qualitative, this scaling is found useful for data reduction purpose. This procedure according to Liyanage and Villalba-Romero (2015, p. 8), made possible to triangulate the data and to add internal consistency to the qualitative descriptions (cf. Miles & Huberman, 1994).

Second Step: Define success based on three different perspectives

In this study, PPP performance criteria have been drawn from the network management theoretical perspective. In which, project success not only considers the public authority's policy goal achievement but also considers the stakeholders satisficing criteria based on win-win situation and network level criteria. Based on this perspective, three broad performance indicators have broken down into following ways:

a. Project management perspectives (i.e., meet policy design goals) in terms of 'iron triangle' of projects success criteria i.e., time- project construction completed within time; cost- project completed within budget; and quality- project is completed following required specifications;

b. Stakeholder satisfaction, in terms of satisfaction of public and private partners based on benefits gain; and satisfaction of users of that infrastructure facilities based on service quality; and

c. Network management perspective is broken down into network structure connected with resource distribution and rules, process connected with network management strategies for enhancing cooperation and performance derived from the cooperation.

Based on above three sets of performance indicators, PPP performance is considered a 'success' if the above elements within the three perspectives have been achieved. Indeed, at this second step, all performance indicators and performance measures are categorized according to these three perspectives. However, the process of spreading 25 performance measures during this QCA process is mainly based on subjective understanding (Appendix-B). Sometime academic discussion and focus group discussion may reduce researcher's bias to a great extent (Liyanage & Villalba-Romero, 2015, p. 11). Following table presents summary of the perspectives.

Table 3: Three perspectives together

Project management perspective	Stakeholder perspective	Network management perspective
Time (4)	Public (10)	Structure (5)
Cost (8)	Private (9)	Process (7)
Quality (13)	User (6)	Performance (13)

* Number of measures is shown in the parentheses

Third Step: Calculate success score and develop qualitative remark scale

Now, it is needed to measure success score based on the three different perspectives. To do such, at the first, percentage scores in each performance indicator's category is calculated. In assigning value judgment in five-point Likert scale, success corresponds to the higher values mainly 4 and 5 and in case of answer YES, it signifies the success with upper value of 5. Conversely, in five-point Likert scale non-success corresponds to the lower values i.e., 1 to 3 and it also corresponds when the answer is NO, which considers the least value of Likert scale i.e., 1. Then, based on success score and reviewing qualitative data from the case study template a conclusive position has been taken. This conclusive position is expressed in terms of a qualitative remark which is firmly footed on the percentage score and review of interview data. This qualitative form of remark is expected to offer a conclusive comment on the case which is more just and more expressive in depicting the success. Here, the scales that are employed for understanding the level of success are: Success case or S; Less than fully success or LS; Neither Success nor non-success or NSN; Far from Success or FS; and Non-success or NS. The following Figure-2 shows this perceptual scale which indicates the qualitative judgment of success and non-success.

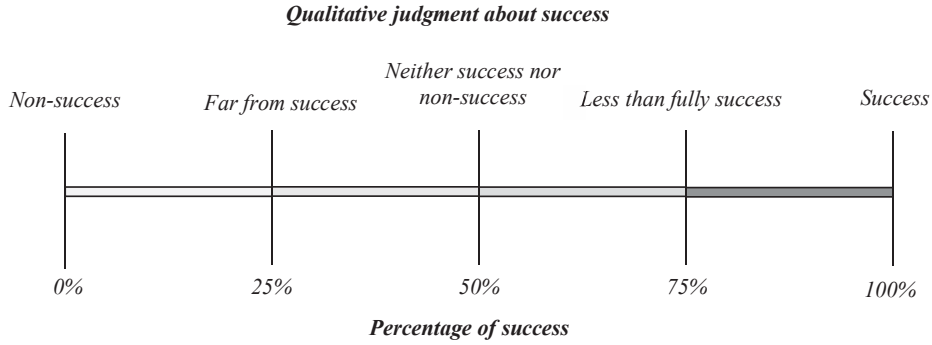

Figure-2: Qualitative judgment scale of success and non-success
Source: Adapted from Liyanage and Villalba-Romero (2015, p. 15)

Forth Step: View success criteria within holistic perspective

At this final step, based on consideration of all three different perspectives a matrix form table has been prepared to help identify 'overall' implementation success. For this study, the matrix form Table-4 is presented below for implementation performance.

Case Studies/ Perspectives	TLP PPP			SLP PPP		
	Score obtained	Percentage of score**	Remarks on score	Score obtained	Percentage of score	Remarks on score
Initial assessement * (25X5 =125)	95	76%	LS	25	20%	NS
Project management perspective						
Time (4X5 = 20)	17	85%	LS	8	40%	FS
Cost (8X5 = 40)	27	68%	NSN	15	38%	FS
Quality (13X5 = 65)	50	77%	LS	22	34%	FS
Stakeholder perspective						
Public (10X5 = 50)	37	74%	LS	14	28%	FS
Private (9X5 = 45)	28	62%	NSN	13	29%	FS
User (6X5 = 30)	30	100%	S	15	50%	NSN
Network Management perspective						
Structure (5X5 = 25)	15	60%	NSN	7	28%	FS
Process (7X5 = 35)	30	86%	LS	14	40%	FS
Performance (13X5 = 65)	52	80%	LS	20	30%	FS
Overall remarks	**Less than Fully Success**			**Far from Success**		

* To secure a highest success score, highest success value (i.e., 5) is multiplied with number of measures, here total number of measures employed in the case study is 25.

** Percentage of success score is calculated as $\frac{Success\ Score\ Obtained}{Highest\ Score\ Achievable} X$

S-Success/ LS-Less than Fully Success/ NSN-Neither Success nor Non-success/ FS-Far from Success/ NS-Non-success

6. Discussion and Implications

At initial assessment, irrespective of the three perspectives, success/non-success remark was made based on overall success score. For TLP PPP, among 25 performance measures, 19 were found success, i.e., around 76%, signifying a position at 'less than fully success' in qualitative judgment scale. Later on, these performance measurement units are broken down into three different perspectives and its sub-perspectives to secure theoretically driven more specific outcomes. From where, it is evident that in TLP PPP, project management perspectives did not surpass the network management perspectives. Similar score does not confirm which management strategies were employed higher in TLP PPP. Second, public partner is comparatively more satisfied than the private partner. Third, performance and process score are relatively higher than network structure score, which may signify that processes employed in TLP PPP has more explanatory power for PPP success than network structure.

On the other hand, in case of SLP PPP, overall success score is only 20%, signifying a position at 'non-success' in qualitative judgment scale. In SLP PPP, project management score is slightly higher than network management score. But the difference is not that much strong enough to confirm. Dissatisfaction is paramount among all stakeholders but users are found a bit more satisfied than the partners. In addition, structure, process and performance score are all low indicating the weak network management perspectives. Here, after considering all three perspectives, the overall qualitative judgment about TLP PPP remains more or less same as initial assessment i.e., 'less than fully success' whereas, qualitative judgment about SLP PPP is improved one step ahead i.e., from non-success at initial assessment to 'far from success' after a composite assessment when three perspectives were considered.

The overall assessment tells that the TLP PPP case could have been a pathfinder PPP case in Bangladesh context if the public partner could have solved the revenue risk through adopting strategies such as enacting laws to protect the interest of the private partner, inter-ministerial and inter-departmental coordination towards managing the risks faced by the private operators, as well as through revisiting the agreement's terms and conditions. The SLP PPP cannot be termed as non-success but more collaborative efforts are required from both the partners to make this PPP as success case. Besides enhancing collaboration, there are other options too, but every option has severe consequences and externalities. This type of decision requires a comprehensive study on the SLP PPP with expert knowledge and understanding on broader socio-economic-political and legal dimensions.

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APPENDIX-A

Performance Indicators and performance measures

Performance indicators	Performance measures	Scale	Success (Maximum value)
Project management perspectives	Developed infrastructure meet technical specifications	Yes/ no	Yes*
	Developed infrastructure meet operational specifications	1-5	5
	Meet delivery schedule of project completion and operation	Yes/ no	Yes
	Project was completed within the budget	Yes/ no	Yes
	Port operator meet payment obligation	Yes/ no	Yes
Public authority's satisfaction	Public service quality has been improved in land port PPP	1-5	5
	Within budget or government has been able to save money	Yes/ no	Yes
	Risks has been transferred to the private operator	1-5	5
	Reduction of disputes, claims and operation related complexities	1-5	5
	Additional benefits have been derived from partnership	Yes/ no	Yes
Private operator's satisfaction	Commercial success	Yes/ no	Yes
	New product/ service line development	1-5	5
	Expertise development	Yes/ no	Yes
	Positive reputation generation	1-5	5
	Quantifiable rate of growth and operational efficiency gain	1-5	5
User's satisfaction	Consistent flow of loading and unloading without damage	Yes/ no	Yes
	Promptness in dealing user's inquiry	1-5	5
	Welcoming and positive attitude	1-5	5
	Cost of the client for using land port service is consistent	1-5	5
	Physical facilities and equipment's are clean and in good conditions	1-5	5
Network level effectiveness	New entrepreneurial development	Yes/ no	Yes
	New knowledge generated	Yes/ no	Yes
	Environment friendly project area	1-5	5
	Attained sufficient strength of collaboration between parties	1-5	5
	Development of new regulatory framework for PPP	Yes/ no	Yes

* In case of 'Yes', the quantitative code is 5, i.e., maximum value

APPENDIX-B

Performance Indicators and performance measures

Performance indicators	Performance measures	Project management perspectives	Stakeholders perspectives	Network management perspectives
Meet policy design goals	Meet technical specifications	Quality	Public	Structure
	Meet operational specifications	Quality	Public	Performance
	Meet delivery schedule	Time	Public	Performance
	Meet the budget	Cost	Private	Performance
	Meet payment obligation	Cost	Private	Performance
Public authority's satisfaction	Public service quality has been improved	Quality	Public	Process
	Government has been able to save money	Cost	Public	Performance
	Risks has been transferred to Private Operator	Cost	Public	Process
	Reduction of disputes, claims and operation related complexities	Quality	Public	Process
	Additional benefits have been derived	Quality	Public	Performance
Private operator's satisfaction	Commercial success	Cost	Private	Performance
	New product/ service line development	Cost	Private	Structure
	New knowledge and expertise development	Quality	Private	Performance
	Positive reputation generation	Quality	Private	Process
	Quantifiable rate of growth and operational efficiency gain	Time	Private	Performance
User's satisfaction	Consistent flow of loading and unloading without damage	Time	User	Performance
	Promptness in dealing user's inquiry	Time	User	Process
	Welcoming and positive attitude	Quality	User	Process
	Cost of the client for using land port service is consistent	Cost	User	Structure
	Physical facilities and equipment's are clean and in good conditions	Quality	User	Performance
Network level effectiveness	New entrepreneurial development	Cost	Private	Structure
	New knowledge generated	Quality	Public	Performance
	Environment friendly project area	Quality	User	Performance
	Attained sufficient strength of collaboration	Quality	Public	Process
	Development of new regulatory framework for PPP	Quality	Private	Structure