



◆ **Research Article**

The Success of Public Private Partnerships with Transparency and Accountability Principles*

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ABSTRACT

Harsh debates on the restructuring of public administration and the failures of states have continued for decades, Public Private Partnership (PPP) suggests a different function to the state as an application of the "New Public Management" approach, for solving some of these debates. Although PPP can be briefly defined as the provision of public services by the private sector, its complex relationship structure and risks behind this definition do likely make the model unsuccessful. In pursuit of the best model, international organizations and mechanisms, including the OECD, the UN, and the European Commission, have attempted to apply some models of successful examples, procedures, and laws. Some studies learning from faulty designs and experiences have focused on what should not be. As a result, the critical success factors seem to be the most proper tool to improve the PPP method. This study focuses on providing support information for countries trying to design and develop a PPP model. Afterward, it deals with the performance-measured PPP applications in the world in the context of transparency and accountability and reveals the significance of the principles of transparency and accountability in the success of the PPP model.

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1 Introduction

The extent to which the state should be present in the economy in a world that is changing with each passing year is constantly debated by political and economic circles. In this process, state structures have not only conceptually shifted from the traditional understanding of the state to the New Public Management approach, but have also witnessed a change in the provision of public services. The most prominent motivation behind the New Public Management (NPM) was to focus on solving problems and generating new ideas, as well as criticizing the shortcomings of the public administration approach. Since the late 1970s, as a result of criticism of the existing system and new searches, the traditional understanding of public administration has been replaced by the understanding of NPM, in other words, neo-liberal state policies have replaced the welfare state policies.

In the 1970s, global economic and social catastrophes caused pressure on the bureaucracy and accordingly the borders of the public sector began contracting. Globalization and liberal movements have become the dominant paradigms in the world with democratic principles. The development of mass media and technology has enabled information to spread rapidly. With these developments, a new understanding of public administration emerged with new principles. The concepts of transparency and accountability, which are at the forefront of these principles, occupy a highly critical position for the NPM.

The quest in public administration has featured, a structure that emphasizes efficiency, performance, cost/benefit analysis, competitiveness, quality, flexibility, continuous improvement and development and the principles of transparency and accountability are fundamental. In addition states offering services with scarce resources to start to be expected to benefit from the technology, capital and innovative structure of the private sector. Accordingly, the concept of Public Private Partnership (PPP), which is based on the provision of public services by the private sector, has emerged. In pursuit of the best model, international organizations and mechanisms, including the OECD, the UN and the European Commission, have attempted to apply some models of successful examples, procedures and laws. Some studies learning from faulty designs and experiences have focused on what should not be. As a result, the critical success factors seem to be most proper tool to improve the PPP method.

This study focuses on providing to support information for countries trying to design and develop a PPP model. Afterward, it deals with the performance-measured PPP applications in the world in the context of transparency and accountability and reveals the significance of the principles of transparency and accountability in the success of the PPP model. This study examines the relationship of transparency and accountability with tools and procedures that are independent of countries, sectors and even projects in the PPP model. Regarding the significance of the a PPP Project, especially developing countries find it useful to utilize and adapt existing experience and projects that proved their successes before. The study also demonstrates the compatibility between the criteria of a successful PPP project and the principles of transparency and accountability by reviewing international organizations' reports supporting PPP projects and other academic studies.

The study applies cross-country performance comparisons to demonstrate the effects of transparency and accountability principles on the PPP model. However, the study focuses on performance research on projects-specific. This is because the PPP model is applied differently in different countries and a standardized performance measurement method has not yet been developed.

2 Transparency and Accountability in Public-Private Partnerships

Transparency and accountability in public administration are inseparable concepts. An effective and well-functioning accountability process is a must to ensure government transparency. The reverse is true: an open and transparent public policy making is a must to ensure that an effective accountability process (Yüksel, 2005, p. 166).

The concept of transparency in public administration can be defined as the timely provision of reliable and relevant information about the activities of public institutions and organizations to the public. Several concrete tools ensure the sustainability of implementation of transparency in public

administration and make it a culture. These tools are as follows: recognizing as a duty to inform the public; accepting the obligation to specify the reasons for all decisions and activities in a clear and understandable manner; ensuring free access to information, documents and data records related to public administration; recognizing the right to information; and establishing a proper system. Accordingly, citizens must also have a culture of demanding information from the public sector and the necessary means to do so for the effective use of transparency in public administration, in addition to the obligation of the administration to provide information. Otherwise, the public sector might have an information monopoly, manipulating information, sharing and withhold it in the interest of public administrators and bureaucrats (Porumbescu et al., 2021, p. 4-6).

Accountability notwithstanding its various definitions, is the act of explaining and responding to authorities for decisions taken on behalf of others (Balci, 2008, p. 157; Dwivedi & Jabbra, 1989, p. 1; Hughes, 2003, p. 237; Mulgan, 2000, p. 555; Ruffner & Sevilla, 2006, p. 124; Scott, 2000, p. 40).

The first factor that makes transparency and accountability criteria critical in public administration is that it is a requirement of the democratic governance. Democracy is not only the mode of governance but also the source of political power. Therefore, it has claims about determining state-society relations and ensuring the legitimacy of political power. In democratic systems, the legitimacy of political power is based on the will of the people and the reflection of this will on the government. In other words, democratic participation mechanisms legitimize political authority. When democratic legitimacy emerges, public administration decisions and activities are not likely monopolized by the will of a particular group, but are a reflection of the majority's will (Bayram, 2003, p. 89).

Another factor for an effective transparency and accountability principles is to prevent abuse of public power. Accountability principle ensures veracity in public administration, deterring government to look after its benefits in making and implementing decisions. (Lozano et al., 2021, p. 41-42).

Three main obstacles to good governance are corruption, clientelism and plunder. These obstacles arise because public authority and resources are used for private gain rather than for the public good (Ackerman, 2005, p. 3). In order to prevent abuse of power by public officials, accountability mechanisms need to be established to ensure that public officials are responsible for their decisions and actions (Behn, 2003, p. 7).

Finally, transparency and accountability mechanisms are essential because they ensure that the use of public resources and the provision of services can be implemented in a productive and economical manner. Beneficiaries' reviews about public services enables state institutions to correct their mistakes and learn from their shortcomings. (Bovens et al., 2008, p. 232).

2.1 Framing the Public Private Partnerships (PPPs)

There is no standard definition in the literature on PPPs, in the legislation of states or in the reports and studies of international organizations. The term PPP is used to describe a wide variety of types of agreements between public and private organizations across countries. Basically, the PPP is a long-term contract between the public and private sectors to provide important public services, involving the sharing of risk, management responsibility and financial burden (World Bank et al., 2014, p. 14).

The PPP model, with public sector, private sector and civil society actors, has gained popularity as an international alternative method for almost every service, from the provision of important public services such as infrastructure, health and education to a sustainable environment. PPPs are voluntary collaborations to achieve mutually beneficial results and to improve service quality in areas where each actor is good at. The PPP model is usually implemented through written contracts specifying the objective of the projects, their process, the formal administrative structure and various actors' authorities and responsibilities. In this model, resources, risks and gains are shared between the public and private sectors as specified in the contract. The PPP model could be regarded a win-win situation for both public and private sectors if implemented successfully as discussed later in this study (Buse & Harmer, 2004, p. 51).

2.1.1 Success in PPPs

It is complex to determine whether a PPP model is successful. PPP success criteria can be differently evaluated by actors such as the private sector, the public sector or the end user of the service (society). For example, although the quality of public service delivery is generally seen as the most important success criterion, this is directly related to the beneficiaries of the service. However, the success of PPP is directly related to the expectations of both public and private sector representatives as well as service beneficiaries. On the other hand, the inclusion of other factors such as the impact of the service provided on social welfare, environmental sensitivities, sustainable development needs and public interest makes it difficult to evaluate the success of PPP. However, the aim of this study is not to measure the success of a PPP model, but to reveal the important success factors that are necessary for all actors.

Governments may face challenges while trying to design an appropriate PPP model. That challenge basically stems from the diversity of models and approaches put forward by different countries, consultants and commentators. Therefore, while developing a PPP program, it would be helpful to adopt a framework that has already proved its success in a country. However, it is worth bearing in mind that these previously successful PPP program frameworks have evolved over many years in a manifold legal, political and financial environments. In this way, the experience of countries with successful PPP programs may not produce the same degree of success, at least in the short run, in other countries when applied on a one-to-one basis without modification (Delmon, 2015, p. 2). Therefore, a successful PPP program necessitates a good grasp of existing examples and country-specific improvements.

The sources used in determining PPP success factors are crucial for the validity of the factors. The sources used in this study consist of guides, reports, books and articles of international institutions and organizations such as the United Nations, OECD, World Bank and European Commission, as well as publications of leading researchers in the field of PPP.

2.2 The Relationship of Success Criteria in PPPs with the Principles of Transparency and Accountability

A successful PPP project should be based on a system that encompasses four main components: feasible planning, competition in the selection of private sector collaborators, financial supervision of the selected private sector collaborator during the project period, and periodically renewed tendering or structuring (Villalba-Romero & Liyanage, 2016, p. 377-379).

(Table 1) reveals PPP success criteria and importance rankings identified in the relevant studies across countries. These differences in success criteria show that PPP projects are implemented differently and cause researchers to obtain different results.

Table 1. Comparison of PPP Success Criteria for Some Countries

Order of Importance	Australia	England	Hong Kong	Syria	Malaysia
1	Public and private sector authorities and responsibilities	Private sector collaborator with a strong institutional structure	A clear and standardized legal framework	A clear and standardized legal framework	Good governance
2	Appropriate risk sharing	Appropriate risk sharing	Public and private sector authorities and responsibilities	Political support	Public and private sector authorities and responsibilities
3	Private sector collaborator with a strong institutional structure	Accessibility to financial markets	Private sector collaborator with a strong institutional structure	Good governance	A clear and standardized legal framework

4	Good governance	Public and private sector powers and responsibilities	Favorable and stable macroeconomic conditions	Favorable and stable macroeconomic conditions	Stable economic policy
5	Technical feasibility analysis	Detailed and realistic cost-benefit analysis	Appropriate risk sharing	Appropriate risk sharing	Accessibility to financial markets

Source: Ismail, 2013, p. 14; Kahwajian et al., 2014, p. 402; Li et al., 2005, p. 432

As can be seen, the criteria for the success of PPP programs are often specific to the countries and maybe sector or even project-specific Still, PPP projects have general procedures and tools that are completely independent of countries, sectors or projects. It is possible to find out the criteria underlying a successful PPP project By examining these standardized PPP tools and procedures in more detail. For this purpose, there are profound efforts to put forward the legislation, success criteria and standard procedures for the PPP projects and realize more effective, efficient and economic projects.

The aim of this study is to explore the relationship of tools and procedures that are independent of these countries, sectors and even projects with transparency and accountability. In order to perfect PPP projects, Numerous examples of project frameworks, project coordination notes, implementation guidances and project selection guidances in the literature strives to make PPP projects perfect. Especially developing countries tries toutilize this experience and to benefit from successful projects.

Global experience shows that there is no ready-made formula for developing successful PPP projects., Certain basic criteria such as transparent and stable policies, a strong legal framework, project techniques in line with previous successful international practices, mutual compatibility of the private and public sectors and a well-informed public opinion are leading elements in its success. In this context, this study aims to determine the extent to which transparency and accountability principles are important for these key criteria.



Figure 1. Leading Institutions in Determining PPP Success Criteria

The literature gives place to many criteria playing a role in the success of the PPP model. The most prominent criteria for most of studies is the adoption of the principles of transparency and accountability. In fact, it is noticeable that all these important success criteria emphasized are closely related to these principles. From this point, this study reveals the relationship between the principles of transparency and accountability in the literature and PPP success criteria.

Before establishing a PPP model in a country, all stages from legal infrastructure to the performance evaluations after the completion of the projects should be handled and planned meticulously. This section of the study examines the important points emphasized in the publications, guides and reports of the United Nations, European Union, OECD, World Bank and research institutions, organizations and authors specialized in PPP. Furthermore, it surveys the relationship between the success criteria common to most of them and the principles of transparency and accountability. Accordingly, it analyzes important success criteria under the headings of PPP Framework, Project Selection, Project Design and Contracting, Performance Management and Financing and Revenue Allocation.

2.2.1 PPP Framework, Transparency and Accountability

The PPP framework sets out institutional responsibilities, activities, rules and procedures for planning and implementing and upgrading projects. The World Bank suggests that a PPP project may be implemented on a one-off basis without specific regulatory legal and institutional legislation, but most successful countries in PPP implementation have PPP legislation. Countries that have been early adopted and consistently implemented PPP projects have refined this legislation by experiencing projects and adjusting them to emerging needs. It seems logical for countries without legal and institutional frameworks for PPP to benefit from this global experience (World Bank, 2017, p. 66-67).

A well-functioning PPP framework in a country is significant for transparency and accountability. This is because international companies that want to take part in infrastructure projects with large investments and the institutions or financial institutions that finance these projects make investment decisions according to the policies and laws of countries. Profound capital inflows likely follows transparent and accountable country administrations that pursue rule of law. On the other hand, since local investors expect profits as much as the risks they take, they might find assurance of the expected profits if the project is successful in the consistency of existing laws and policies.

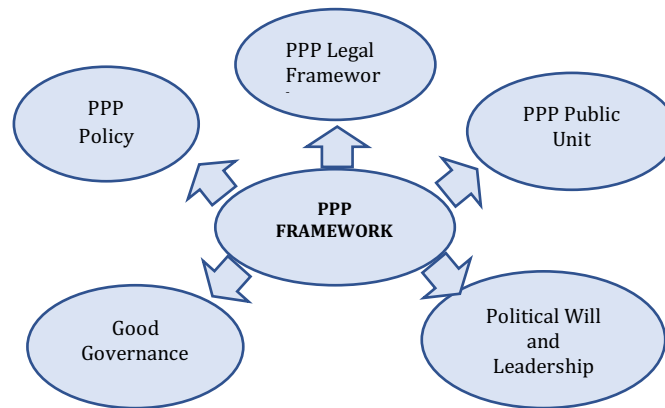


Figure 2. PPP Framework Success Criteria

The PPP framework includes factors such as policy scope, legal framework, an independent unit of PPP, good governance and good political administration (Figure 2). Each of these success factors is closely related to transparency and accountability criteria.

Policy Scope

Policy scope should consist of policies, procedures, rules and institutions that determine how PPPs are identified, evaluated, selected, prioritized, budgeted, monitored and explained. Moreover, the persons and institutions responsible for each process should be identified. The established PPP policy scope should ensure that the PPP projects are aligned with the country's development policies, that it contributes to the national economy and that the public is not exposed to excessive financial risks (World Bank, 2017, p. 57).

Table 2. Relationship between PPP Policy Scope and Transparency-Accountability

Emphasis on Transparency / Accountability	Source
For a successful PPP model, a detailed, clear, credible and well-developed PPP policy, in parallel with the PPP-specific legal framework and other public financial management legislation affecting the programs, should be developed and shared with the public.	United Nations, Yescombe, Alfen et al

PPP policy should be developed on the basis of the principles of "accountability, transparency, efficiency, fairness and participation".	World Bank, Tvarnø
In order to incentivize investors in PPP projects, as well as to ensure competition and fairness, there should be a clear, transparent and predictable policy context, with accountability, to which each project is linked in a standardized way.	OECD
The roles of all public institutions, including the control and approval of projects with monitoring, control, audit and accountability mechanisms established under good governance, should be defined and project processes should be clearly and continuously disclosed to the public.	United Nations, World Bank
The PPP policy context in the country should first define the model, then list and articulate its decisions, activities and rationale.	PPIAF, World Bank
The PPP policy scope should state the types, sectors and scopes of PPPs that can be implemented in the country.	PPIAF, Yescombe, OECD
The PPP policy scope should set out the sectors in which the model will be implemented and the time and project cost with minimum and maximum limits within the legal framework.	PPIAF
The government should make clear its political commitment and intention to the PPP model, supported by a legal framework.	McQuaid, European Bank

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Legal Framework

For the successful implementation of the PPP model in the delivery of public services, the first step is for countries to establish a clear, predictable and well-regulated legal framework. The legal framework of the PPP model should be transparent, detailed and predictable in order to attract investors and create competition in a free market. Access to information and decision-making processes should be open and fair for collaborators and society to ensure accountability. If the PPP legal framework is regulated to ensure transparency and accountability, this move might likely create a balanced and stable regulatory environment, provide confidence to investors, promote competition, reduce project costs and increase the benefit/cost ratio. An open and transparent legal framework that collaborators and the public may rely and access throughout the duration of PPP projects will likely contribute positively to accountability. Furthermore, the clarity of the legal framework will help to minimize conflicts of interest, bureaucratic obstacles, corruption and unethical behaviors (OECD, 2011, p. 9).

Table 3. The Relationship between PPP Legal Framework and Transparency-Accountability

Emphasis on Transparency / Accountability	Source
In the implementation of the PPP model, the PPP law should include the principles of transparency and predictability to ensure accountability, attract investors and encourage competition.	OECD, United Nations, Yescombe
For a successful PPP implementation, a clear and transparent legal framework should be established that creates an environment of trust for all actors and offers equal opportunities to private investors and does not create procurement barriers.	OECD, United Nations
In the relevant law, access to information, decision-making and operationalization processes must be open and fair.	OECD, United Nations

The PPP law should define the roles, powers and responsibilities of all its institutions, including the identification, development, implementation, control, approval, supervision and evaluation of projects.	World Bank, Yescombe
The relevant law should specify the methods by which the public sector can make changes to ongoing projects and define the limits of the additional costs incurred.	Yescombe
Public procurement processes and procedures should be clarified.	Yescombe
The PPP law should clarify the conditions and modalities for the use of public lands or assets.	European Bank
PPP law should define limits on public payments (guarantees, etc.).	World Bank
Best practice methods should be used to overcome conflicts with other legal arrangements, and globally successful standardized PPP models should be used as a benchmark for performance outcomes.	AB
The relevant law should clearly define the approach to controlling financial statements, accounting, reporting, budgeting, performance evaluation and financial risk management, and the approach to public disclosure.	World Bank
The PPP law should specify how all actors, such as oversight bodies, parliament and the public, are involved in the model and the methods of accountability for the decisions and activities of the people and institutions responsible for implementing PPP programs.	World Bank
The law should define the areas (geographical, sectoral, cost scale, etc.) covered by the competencies and responsibilities of the relevant contracting unit for a concession.	United Nations
The PPP law should specify an independent, impartial and transparent regulatory body (including court review) where anyone, regardless of primary involvement in projects, can request a review of regulatory decisions, and should spell out the grounds for such requests.	United Nations

As the table shows, the legal framework of PPP is a must for more transparent and universal system Besides, international institutions and organizations, especially the World Bank, have clearly emphasized the necessity of having a legal framework in order to ensure transparency and universality in order to carry out successful PPP projects (World Bank, 2017, p. 66).

PPP Public Unit

The successful implementation of a PPP project requires the commitment, capability and expertise of the relevant public institutions and experts. These institutions and actors are expected to be competent in the relevant sectors, economic and financial assessments of projects, private sector-assisted project contracts, procurement, tendering and contract management. Institutional arrangement for PPPs may face certain shortcomings in case of the lack of some on these qualities. To overcome this obstacle, it is preferable to establish a PPP public unit in countries and to have an institution consisting of experts in various fields (from finance, law to engineering and planning) to guide the projects (World Bank, 2017, p. 71).

This unit will be authorized to monitor and evaluate the performance of the projects and make a significant contribution to the success of the model by providing transparency and accountability through regular reports to the public (Colverson & Perera, 2012, p. 14; Yescombe & Farquharson, 2018, p. 31).

Good Governance

Successful implementation of infrastructure projects requires a technical, legal and financial competent administration and personnels, adequate institutional cohesion and organization, substantial financial resources and an appropriate legal framework within economic stability. Therefore, all of the qualitative and quantitative factors for a viable PPP project can be implemented through an effective regulatory legal framework that includes planning, monitoring and supervision mechanisms established within the framework of good governance (United Nations, 2017, p. 20).

Table 4. The Relationship between Good Governance and Transparency-Accountability in PPPs

Emphasis on Transparency / Accountability	Source
Good governance encompasses the need for an institutional framework that is clear, predictable, legitimate and properly resourced. This includes informing the public through discussions on the relative costs, benefits and risks of PPPs and public procurement.	United Nations
The PPP law should guarantee that the entire process, including the project initiation and tender preparation, operates within a standardized legislative framework and according to transparent procedures.	United Nations, European Bank
A mechanism for the protection of data related to PPP projects should be established in accordance with legal legislation, making the data open to public and parties.	United Nations
UN's primary requirement for transparency is the inclusion of clauses in the PPP contract.	United Nations
The public should be well informed about the definition and implementation of PPP and how effective the provision of public services through PPP is in improving the service quality.	EU
Information on PPP tenders, contracts, costs and processes should be made publicly available.	EU
Public consultation should be included in critical decision-making processes.	EU
Public access to information and project processes must be open and fair.	OECD
PPP, performance, program and audit reports should be online for public use.	World Bank
Community participation in decision-making processes and taking into account their suggestions, complaints and demands through feedback channels will help governments identify critical issues and put forward effective strategies for services provided through PPP.	World Bank
Private sector collaborators should contribute to public outreach and advisory services during the project.	OECD

Good governance includes the need for an institutional framework as a clear, predictable, legal and appropriate resource. In other words, good governance involves informing the public through discussions on the costs, benefits and risks of PPP projects and all public procurement. In additionally, if regulations are transparent, it will help to ensure that institutional powers and responsibilities are clear and that activities are open to accountability. A transparent budget process and public disclosure of all costs and mutual obligations in PPP projects will minimize financial risks and play a positive role in ensuring the integrity of the procurement process (United Nations, 2017, p. 14).

Political Will and Leadership

One of the priorities of a successful PPP project is that the highest level of public authority should support the PPP model and provide transparent information to the public about the model. A political leader who is well-informed about the PPP model will play a critical role in ensuring transparency and accountability, in presenting operational projects to the public, minimizing misperceptions and ensuring information flow (NCPMP, 2008). Senior executives, both political and administrative, should publicly declare their support for the PPP model (Frisch, 2002, p. 16-18).

2.2.2 Project Selection, Transparency and Accountability

Before specifying a PPP model in a country, the feasibility of the projects should be measured. A proper PPP model for a public service should be beneficial to the country's welfare increase, growth and development. (European Bank, 2016, p. 15-16).

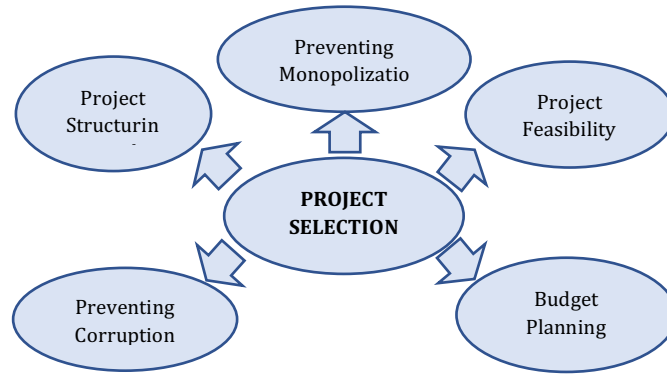


Figure 3. Project Selection Success Criteria

PPP project selection includes factors such as project structuring and starting, project feasibility, budget planning, prevention of monopolization and corruption (Figure 3). Each of these success factors is closely related to transparency and accountability criteria.

Project Structuring and Inception

Many countries have accountability mechanisms for public investment projects through various stages of pre-evaluation and approval. PPP projects are inherently a public investment. However, since these projects do not always impose costs on the public, they may not be directly subject to pre-assessment and approval procedures. For this reason, many governments have adopted separate pre-assessment, monitoring and approval procedures for PPPs, albeit similar to the provisions applicable to other public investments (Schwartz et al., 2008, p. 97-99).

Table 5. Relationship between Project Structuring and Start-up and Transparency-Accountability in PPPs

Emphasis on Transparency / Accountability	Source
In order for PPPs to be developed in line with macro policies and in a sustainable manner, a standardized and transparent process for the design/implementation of a PPP project should be defined and made public.	World Bank, European Bank
The appraisal process of the project design should consist of stages where the potential project is repeatedly evaluated and refined. At each stage, the project should be approved and continued in order to ensure accountability mechanisms are in place.	World Bank
PPP projects should be transparent from the design stage to ensure competitiveness.	World Bank, Yescombe
Major projects, especially infrastructure, must be approved by the legislature.	World Bank
The monetary values of the project should be calculated at all stages and made available for comparison with the design and evaluation of other projects.	Yescombe, United Nations, European Bank
Publicly available performance evaluations of projects should cover all costs and returns over the life of the contracts.	United Nations
Anticipated costs that may arise from risk transfer in project selection should also be calculated and made publicly available.	Yescombe

Unlike other traditional public service delivery methods, the table shows, that it would be wise to start the accountability mechanism in PPPs from the project preparation process. That is to prevent the allocation of the budget to weak projects with high costs and risks for the public and thus to prevent the waste of resources in the beginning.

Project Feasibility

The feasibility and economic sustainability assessment of the PPP project should be as comprehensive as that of a major traditional public investment project. The description of the project should be made public, including a description of the buildings and facilities the technology the outputs and the service. In addition, the capital, operation and maintenance costs as well as the expected revenue and performance outputs during the project should also be made publicly available. The focus for the public sector in a PPP project should be on performance and results, while the technology, inputs and processes should be left to the private sector (World Bank, 2017, p. 123).

Table 6. Relationship between Project Feasibility and Inception and Transparency-Accountability in PPPs

Emphasis on Transparency / Accountability	Source
Before an approved project proposal is made public, the project must be clearly defined and justified in the presentation.	World Bank
Existing reports should be reviewed in detail and public consultations with private collaborators and sector experts should be carried out to gather information on the objectives and scope of the project.	World Bank
Best international examples, should be reviewed before signing the contract. Transparency of project evaluations is important as a precedent for feasibility studies.	World Bank
All policy instruments or projects to ensure the model's sustainable success and achievement of performance targets should be clearly publicized. with various tax treatments, or other funding and financial sources,	World Bank
It should be checked whether there is an "optimism bias" in society or efforts to create such a bias, and if so, this should be prevented by improving the flow of information.	World Bank
Ensuring the participation of all actors, especially private sector collaborator candidates, from the design process of the projects will be useful in the evaluation of the project.	World Bank
When designing a PPP project, the potential positive/negative impacts of the project on the population and the environment should be clearly identified and presented to the community.	OECD
Before selecting a potential collaborator, governments should conduct market research and promote the project on a national/international platform with accurate data available, in order to strengthen competition in the bidding process and increase the capacity to participate.	World Bank

One issue that needs to be considered in advance of a project is "optimism bias". Overly optimistic public demand for a project may lead governments to approve projects whose costs outweigh the benefits. Accordingly, to prevent optimism bias participation of all actors in the project evaluation process and a healthy flow of information should be ensured (World Bank, 2017: 123).

Budget Planning

Even if PPP projects' risks, costs and responsibilities are in line with the existing public expenditures and public revenues in the budget, this compliance should be sustainable in the long term. For this reason, the costs to the public, risks and possible revenue estimation should be handled transparently throughout the duration of the project. Due to the long-term borrowing requirement in PPP contracts, they are difficult to integrate into the budget like regular public expenditures. The government should transparently disclose relevant financial data to the public, including the total cost over the life of the project and full details of guarantees and contingent liabilities. This data also serves estimates of likely cost, time overruns and revenue shortfalls based on findings from peer projects during the cost assessment of subsequent projects. If the PPP contract involves a transfer of resources from the state, this should be specifically highlighted in the information provided to the public and actors. This long-term financial analysis data in the contracts should be republished together with the long-term realization figures of the project for comparison (OECD, 2011, p. 11).

Table 7. Relationship between Budget Planning and Transparency-Accountability in PPPs

Emphasis on Transparency / Accountability	Source
Private sector involvement in public services should not be used as a way of evading government budgetary discipline and oversight.	OECD
Unless all relevant risks are borne by the private sector, PPP projects should be reflected in the public budget in all their line items.	OECD
All information on the current and future costs and obligations of PPPs should be transparently disclosed through budget documentation. The documentation should include all details regarding the total amount of costs, guarantees (on which conditions these guarantees are conditional) and other contingent liabilities undertaken by the public sector under the contract.	OECD
The financial obligations in the draft contract should be examined to determine whether the project is within the public authority's capacity to pay and should be put through the approval stages.	World Bank
The contracting public authority should be held accountable for its decisions and actions, including its capacity to draft the project, its authority to tender and its financial resources, and its ability to manage the contract throughout the life of the project.	World Bank

As can be seen in (Table 7), in order to ensure transparency and accountability in PPPs, the government should transparently disclose relevant financial data to the public, including the total cost over the life of the project and full details of guarantees and contingent liabilities.

Preventing Monopolization

Transparency needs a guarantee for a successful tendering process in PPP projects. Competition in the market for a particular service sector forces public authorities to keep this bidding competition alive in order to protect the interests of service beneficiaries. Otherwise the selected private collaborator will likely monopolize the sector (OECD, 2007, p. 22).

An internationally transparent investment environment for PPP projects will likely increase the number of potential investors and prospective collaborators, expanding the market beyond national borders and competition. An open and impartial bidding environment by the contracting public authority and transparency in all processes will prevent monopolization. Furthermore, transparency in procurement processes in PPP projects should be provided (United Nations, 2017, p. 17).

Preventing Corruption

All processes of each project, regardless of the level of the PPP model, should be purged from corruption. At the stage of determining the PPP model, governments should take effective measures to ensure transparency and accountability of the public and private sectors in the context of cooperation and provide appropriate procedures for the prevention and detection of corruption. Corruption activities in any public sector are a potential threat to PPP projects. The monopoly structure in many sectors where the PPP model is present, including procurement processes, can create opportunities for corruption for those seeking to profit (Cuadrado & Miguel, 2021, p.137-138; OECD, 2007, p. 16).

Table 8. The Relationship between Transparency-Accountability and Corruption Prevention in PPPs

Emphasis on Transparency / Accountability	Source
It should be recognized that the political ownership, political interference or political protection afforded to PPPs provides an environment for various forms of corruption and other abuses and often has the potential to impede financial accountability.	OECD
In order to prevent corruption in the PPP model, transparent management and standardized public information should be provided at regular intervals and channels at all stages	United Nations
In ensuring transparency and accountability, it would be useful to ensure that the evaluation processes of PPP project tenders are participatory and open to the public. The involvement of independent consultants who are experts in their fields and planning commission is also crucial.	Plummer
To prevent corruption in PPPs, accountability should be ensured and project selection and evaluation should involve repeated and varied approval phases.	World Bank
Public officials or private individuals involved in corruption activities, who have committed irregularities in the implementation of accountability and transparency principles, may be temporarily or permanently blacklisted for the PPP model.	Plummer

Corruption may take place at any stage of its design, procurement, operation and transfer of assets. The principles of transparency, oversight, accountability and practices to ensure fiscal balance should be adopted to prevent corruption at each of these stages. Private participation may offer some anti-corruption options as well. For example, the ability to purchase tariffs that are transferred to the private sector in the market would prevent public officials in some countries from demanding illegal payments from beneficiaries of the services provided by the project (OECD, 2007, p. 16).

2.2.3 Project Design and Contracting, Transparency and Accountability

Contracts manage the relationship between the project contractor and the public authority in PPP projects. They also underlie the documents of the projects. A PPP contract is therefore at the heart of cooperation due to its structure providing the relationship between the parties, risk allocation, rights and obligations, and exchange procedures (Alfen et al., 2009, p. 23).

Tender Process

The tender process for projects should be designed to ensure absolute transparency. If not, public authorities have to create competition in the bidding process in order to protect the interests of the beneficiaries or to ensure free market credibility. Otherwise, the selected private sector collaborator will take advantage of monopolizing the market (OECD, 2007, p. 22).

Table 9. Transparency-Accountability Relationship with PPP Tender Process

Emphasis on Transparency / Accountability	Source
The principles of openness, impartiality and transparency should be adopted in the selection of private sector collaborators during the all stages of the project to ensure efficiency and effectiveness.	OECD, United Nations
All local and international collaborators should have equal access to information about the project in order to ensure fair competition	Plummer, Heymans
Potential collaborators should be prohibited from receiving special support from any person or organization in the public sector in order to gain an advantage in the bidding process.	Plummer, Heymans
Any amendment in contracts during the implementation should be reported to the public in the clearest form possible.	OECD, Plummer, Heymans

As seen in (Table 9), the bidding process is important in PPP projects. In this process, tender process should be adhered to the legal framework and implemented transparently in accordance with the standard legislation developed in advance.

Contract Structure

The project contract, the latest draft of the project and the basis for the implementation phase, establishes the relationship between the rights and responsibilities of the public and private sectors. This contract constitutes the base for the entire financial structure of the project implementation and the complex web of activities. This principal contact shapes other detailed aspects and relationships during the implementation (United Nations, 2017, p. 18).

Table 10. PPP Contract Structures and Transparency-Accountability Relationship

Emphasis on Transparency / Accountability	Source
In order to best design the contract and minimize potential amendments, investors are expected to know expectations of the project-specific cooperation.	NCPP
A well-designed contract should define the division of rights, obligations, risks a clearly defined dispute resolution procedure for all projects in advance.	United Nations
The success of a PPP project depends on an environment of public trust by adopting the principles of transparency and accountability at the tender and contract stages.	McQuaid, Plummer, Heymans
All PPP contracts should include a clearly defined methods of dispute resolution between the parties as standard procedure.	NCPP
In order to ensure accountability in PPP projects, the design, procurement, contracting and evaluation units should be separate and independent from each other.	Engel et al.
Separate mechanisms should be established to manage contract drafting, contract monitoring and negotiations between the parties.	Engel et al.
An independent expert commission should review the cost-benefit analyses at each stage of the projects and the PPP contracts at the signature stage, comparing their consistency with these analyses.	Engel et al.
From the signing of the contract, a PPP manager should be appointed who oversees the compliance of activities with contracts, monitors performance outputs and service quality, and provides information to the general public.	Engel et al.
Once the contract is signed and the project is operational, a commission should be appointed to deal with dispute resolution between the parties and inform the public	Engel et al.
Full public disclosure of the PPP agreement between the parties is the only way to ensure trust for the success of projects.	United Nations

As mentioned in (Table 10), the relationship between the project design and contract success criteria of the PPP model and the principles of transparency-accountability is important for the success of the model.

2.2.4 Performance Management, Transparency and Accountability

A country's leading motivation to adopt the PPP model is to provide public services with better performance. Therefore, the quality of public service and performance monitoring constitute the most important stage of the projects. The use of performance management system is significantly decisive to succeed a project. The success of performance management depends on the appropriate use of all indicators in performance measurement.

The following two issues are important in achieving performance targets in PPP projects (World Bank, 2017: 149):

- In performance management, performance measures should be monitored by an independent and impartial expert commission, then shared with the public.
- The participation of service beneficiaries in determining service quality and performance monitoring processes is crucial for the PPP model for achieving its objectives.

2.2.5 Financing and Revenue Allocation, Transparency and Accountability

Another criterion in the success of PPP projects is the financial structuring of the project. In a PPP project, appropriate financial instruments should be used and the cost/benefit analysis should be made at an optimal level.

In a PPP contract, revenue streams should not be guaranteed by the public sector to the contracting private sector collaborator. Instead, the PPP service contractor should generate revenue based on the quantity and quality of the specified service. The model supporting a performance-based revenue generation structure should, in principle, be included in the contract. The price and revenue mechanism to be used throughout the operational life of the project should be negotiated and finalized before the contract is signed (United Nations, 2017, p. 21).

For example, incorrectly estimating the number of vehicles that will use a highway will be an unnecessary cost to the public. Such errors will lead to inefficient spending of public resources and misrepresentation of PPP projects to the public. Identifying the errors and shortcomings in the PPP model will enable the necessary steps to be taken to ensure the more effective operation of the system and public confidence.

3. PPP Practices in the Context of Transparency and Accountability Across the World

Comparing PPP projects at the international level involves a number of challenges. It would be wrong to directly compare the data of PPP projects of various countries. It is even difficult to compare the performance of different projects in the same country regarding financial reporting due to inconsistencies in the way data is recorded and reported (Cheng et al., 2021, p. 12).

It is also important for these assessments to consider whether transparency has been sufficiently adopted in the projects to obtain data. Thus, assessing the relative size of PPP projects and their contribution to the economy is fraught with challenges. Any data presented when evaluating a PPP project should be treated with extreme caution. In countries without standardized accounting, reporting, evaluation processes and transparency of the resulting results, the data do not allow for a comprehensive quantitative analysis, but are only presented as an indicator of PPP effectiveness in the countries.

Due to the reasons mentioned above, international comparisons of the PPP model in the literature are limited to budget sizes and the number of projects implemented. Therefore, researchers have been conducting studies on project-specific performance evaluations where analyses are more accurate. The extent to which the principles of transparency and accountability, which are the main subject of this study, are important in practice for the success of PPP projects is shown in Table 11 in light of the data obtained from these studies.

Table 11. PPP Performance Measurement Studies in the World

Focused on Country/Region/Sector	Emphasis on Transparency and Accountability	Focused on Country/Region/Sector	Emphasis on Transparency and Accountability
China; No specific sector was selected (Cheng et al., 2021)	According to the research results, the contracting phase should work as a trigger to build trust between PPP partners. The research emphasized the need to implement information transparency and accountability to ensure this trust in PPP projects.	Australia and the UK; Social infrastructure (school) (Saeed et al., 2018)	In the study, financial transparency was found to be deficient in the selected projects and it was suggested that the financial structure of the project should be made more transparent as a solution to the performance deficiency.
Turkey; No specific sector was selected (Budayan et al., 2020)	In the survey, the criterion that received the highest number of votes when identifying performance indicators was that the procurement process should be well structured. At this stage, transparency and accountability were identified as the key elements in ensuring competition. This research in Turkey points to the importance of a competitive, transparent and accountable procurement process in ensuring value for money.	Ghana (focus on developing countries); No specific sector was selected (Osei-Kyei & Chan, 2017)	The study highlights the importance of critical factors such as openness, transparency, clear roles and responsibilities, and clear common objectives to minimize disputes between parties during the PPP contracting process in developing countries.
Spain; Healthcare sector (Comendeiro-Maaløe et al., 2019)	The transparent presentation of all input and output data for the relevant projects allowed for a year-on-year performance comparison of these projects with their counterparts provided through traditional public service delivery management.	Belgium; No specific sector was selected (Willems et al., 2017)	A transparent contracting process should be followed and public accountability should be ensured so that actors can set the right goals in line with their common interests.
China; Social infrastructure (housing) (Yuan et al., 2018)	To improve operational performance indicators in PPP programs in China, the study emphasizes the principles of transparency and accountability at the design and pre-evaluation stages.	Australia; Social infrastructure (J. Liu et al., 2017)	The study emphasized that increased accountability and transparency can strengthen the prudent management of public expenditures and reduce corruption.
Global; No specific sector was selected (Osei-Kyei & Chan, 2018)	The study emphasized that the negative perception of PPP projects that may arise in society should be reduced by increasing transparency, reducing the service fee and preventing corruption under the participation (governance) criterion.	Global; No specific sector was selected (Osei-Kyei et al., 2017)	By ensuring transparency and competition throughout the PPP process, participatory consultations on service pricing adjustments can be ensured, thereby reducing negative public perceptions.

(1/3)

Table 11 (cont.). PPP Performance Measurement Studies in the World

Focused on Country/Region/Sector	Emphasis on Transparency and Accountability	Focused on Country/Region/Sector	Emphasis on Transparency and Accountability
United Kingdom and United Arab Emirates; No specific sector was selected (Almarri & Boussabaine, 2017)	The study found that there is a significant relationship between the duration, quality, economic benefits and scope variability performance of PPP projects and the adoption of the transparency principle.	Global; but focused on developed countries; No specific sector was selected (Love et al., 2015)	In the study, instead of the Public Sector Comparator application, the proposed BIM model is suggested to be used to provide an accurate value assessment in real time, arguing that it is more transparent and efficient.
Indonesia; Energy sector (Atmo et al., 2017)	According to the study, the transparency and traceability of the data is of great importance for PPP performance's results in the energy sector	Australia; General infrastructure projects (J. Liu, Love, Carey, et al., 2015)	An appropriate method of choice between PPP and traditional public service delivery is set out. Decision-makers in the public sector need to effectively frame and transparently disclose all vital issues to determine which model of project delivery and contract type is the most appropriate choice.
Global; but focused on developed countries (Hodge & Greve, 2017)	It was stated that the accountability mechanism does not work due to conflicting authorities and responsibilities in the public sector and that projects lacking transparency will negatively affect decision-making processes and project performances.	Global; No specific sector was selected (J. Liu, Love, Davis, et al., 2015)	The study emphasized that decrease in corruption can be achieved through improved prudent management of public expenditures, accountability and transparency.
Netherlands; No specific sector was selected (Klijn & Koppenjan, 2016)	According to the study, the predictability and transparency of contracts from the tendering process onward will positively affect project performance.	UK, Spain, Portugal and Greece; The transportation sector (Liyanage & Villalba-Romero, 2015)	The most important reasons for the project failures (contract management, project management and actors' perspective assessment) identified in the study are the lack of sufficient competition, the lack of satisfactory completion of construction, operation and maintenance activities, and the lack of transparency and clarity of many elements of the contract.
Australia; Social infrastructure (hospitals, prisons and schools) (H. Liu et al., 2016)	Transparent presentation of the critical tangible and intangible outputs of projects for the public and private sectors will help to ensure accountability and improve the incremental performance of the project from its inception.	Australia and the UK; No specific sector was selected (Lam & Javed, 2015)	Contract flexibility will have a negative impact on the competition and transparency in the procurement process and will have a negative impact on performance evaluation.

(2/3)

Table 11 (cont.). PPP Performance Measurement Studies in the World

Focused on Country/Region/Sector	Emphasis on Transparency and Accountability	Focused on Country/Region/Sector	Emphasis on Transparency and Accountability
Global; No specific sector was selected (Javed et al., 2014)	In a social experiment based on game theory, it was found that dramatic changes in PPP contract negotiations would have a negative impact on transparency in the bidding process and thus on competition.	Australia; No specific sector was selected (Javed et al., 2013)	The study focused on the importance of lessons learned from failed projects. Careful and transparent publication of performance outputs would facilitate the monitoring of indicators.
Australia and Canada; The transportation sector (Lawther & Martin, 2014)	-According to the study, it is easier to ensure transparency and accountability in PPP projects than in other modalities because expenditures are identified in the pre-assessment processes. - It was emphasized that transparency of performance results and their impact on actors would lead to better results, greater accountability and better communication.	Global; but focused on China (Yuan et al., 2012)	Transparency is an important criterion for achieving the performance indicators identified in the project.
UK; PFI projects (Zhou et al., 2013)	According to the study, sustainable PPP practices will contribute positively to accountability, one of the ethical issues of the public sector.	Global; but with a focus on China, Social infrastructure (Beijing Olympic Games) (Yuan et al., 2010)	The group decision model proposed in the study is based on an approach that directly embraces participatory decision-making processes in projects and thus accountability.
Global; Mainly the transportation sector (Mladenovic et al., 2013)	According to the study, the predictability and transparency of contracts from the tendering process onward will positively affect project performance.	Australia; General infrastructure projects (Raisbeck et al., 2010)	It signals the need for Common techniques to measure the performance of PPPs worldwide. According to the study, the lack of transparency and accountability are responsible for the lack of comprehensive and comparative measurement of PPP projects' performance.
UK; PFI projects (Oyedele, 2013)	Transparency in PPP projects allows the participants to work together to realize their mutually beneficial objectives, i.e. the public sector receives a service that represents a return on expenditure and the contractor delivers that service for a reasonable return.	Global; No specific sector was selected (Yuan et al., 2009)	The study emphasizes transparency in the procurement process as one of the important criteria that will affect performance.

(3/3)

In light of this information, it is seen in Table 11 that the data supporting the main thesis of this study are presented in the implementation of the PPP model. In this respect, it is clear that the performance of PPP projects that are not, efficient and economical and where the principles of transparency/accountability are not adopted, will be negatively affected under these conditions.

4 Conclusion

This study concluded that the PPP model has the potential to provide many opportunities for economic growth and development, achieving value for money, increasing the capacity of capital markets and improving infrastructure services, when designed and managed properly. However, if the necessary lessons are not learned, all these positive expectations can lead to the opposite. Accordingly, the model cannot be expected to succeed in a country if the PPP debate is characterized by unconditional support or opposition rather than a focus on improvement and development.

This study emphasizes and examines the publications, guides and reports of the United Nations, European Union, OECD, World Bank and research institutions, organizations and authors specialized in PPP. It aims to reveal the success criteria that are common to almost all of them and their relationship with the principles of transparency and accountability. Having outlined these success criteria, it is observed that every criterion is in mutual harmony with the principles of transparency and accountability.

In this direction, regarding the project-specific performance studies of PPP implementations in the world, the principles of transparency and accountability are crucial in the success of the PPP model with different outcomes in each study. The reason for this is that countries' adoption of transparency and accountability criteria in all areas of public administration varies according to some variables, including their cultures. Comparisons according to the data obtained from PPP performance measurement surveys have remarkable implications. For instance, in developing countries such as Ghana, Indonesia and Turkey, which lag behind in country rankings such as "Open Budget Index" and "Corruption Perception Index" compared to developed countries such as the UK, Australia and Canada, transparency and accountability for a more successful PPP model are among vital criteria. Therefore, these two principles should be adopted not only for PPP projects but also in all areas of the public sector, especially for the growth and development of developing countries.

Project details should be shared with the public as much as necessary and meetings should be organized with the participation of relevant sector representatives, especially in large projects to ensure the participation of all actors in PPP projects. Major projects should be approved by parliament and those completed should be made public. Accordingly, PPP project contracts should be made available through various leading virtual means. Considering that a large part of the financing of public services is financed by taxes, the idea that the public should be informed about how resources are used will be a pioneer of development. As a result, public disclosure of the performance of PPPs and their potential impact on the budget to increase transparency and accountability would be an important democratic step toward growth and development for less developed and developing countries.

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