

Critical success factors in local governments' application of public-private collaborative governance in the new southbound policy

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Abstract

In face of limited social resources and complicated public issues, governments are constantly expanding the functions; however, the administrative efficiency and effectiveness is not promoted. Besides, the mass society presents multiple demands for public service. In such a governmental reform movement, the cooperation between governments and civil organizations is emphasized. The cooperation between public sectors and private sectors allows governments better arranging governance structure and implementing the core of tasks to facilitate government downsizing with better fit in the public power and social force combination process. Aiming at employees and supervisors of Kaohsiung City Government as the questionnaire survey objects, total 300 copies of questionnaire are distributed, and 263 valid copies are retrieved, with the retrieval rate 88%. The results show that among the second-level dimensions, "respect and trust" is the most important dimension, followed by "goal consensus" and "mutual benefit". Among the 15 indicators, the top five indicators are: multiple communication methods, goals and results, resource allocation, coordination mechanism, and project management. According to the results to propose conclusions and suggestions, it is expected to provide reference for the central government and local governments continuously executing the New Southbound policy.

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Introduction

Domestic new southbound policy ("the new southbound" in short) is in the sixth year. The so-called "the new southbound" stresses on the international exchange and cooperation with Southeast Asia. Nevertheless, the groundbreakingness is not simply to cooperate with countries in Southeast Asia, but to reinforce the partnership with the entire Southeast Asia, India, South Asia, New Zealand and Australia. Being the most important foreign policy of domestic new government, the new southbound is the "development strategy taking care of external relations and internal social transformation". Most public opinions understand the new southbound policy executed in major ministries in the central government that allows the academia more easily cutting in. It is a pity that local governments' responses to the new southbound are less noticed. As a matter of fact, local governments present the willingness and energy to participate in the new southbound.

In face of limited social resources and complicated public issues, governments are constantly expanding the functions; unfortunately, the administrative efficiency and effectiveness is not promoted. Since the mass society appears multiple demands for public service, the service provided in traditional bureaucracy can no longer satisfy the mass society's growing demands for public service. It results in the questioning of government legitimacy and the "anti-government" voice to emerge "minimal state". "Anti-government" does not mean to get rid of governments, but to reform governments and change governments' holding-fire constitution. In the governmental reform movement, the cooperation between governments and civil organizations is emphasized. The cooperation between public sectors and private sectors allows governments better arranging governance structure and implementing the core of tasks to facilitate government downsizing with better fit in the public power and social force combination process [1].

Public-private collaboration expects to enhance the integrative utilization and management of social resources through the cooperation between public sectors and private sectors, to reduce value conflict and resource misallocation in social development actions, and to positively create benefits for the sustainable development of society and provide citizens with more protection, safety, and welfare [2]. Apparently, public and private sectors are no longer in traditional competitive relationship, but make common goals, under interdependence, co-existence and co-prosperity relations, to build new system for managing the society through

fair and effective social resource integration as well as cooperating and sharing resources with each other to create new effectiveness and larger benefits for the mass society. Public-private collaboration then becomes a governance tool of modern governments. Therefore, this study explores the key success factors of local governments' use of public-private collaborative governance in the New Southbound Policy, in order to provide a reference for the central and local governments to continue to implement the New Southbound Policy.

Literature review

I. Public-private collaboration

Government departments and private sectors collaboratively promoting public affairs, with public-private collaboration, has become the trend in the interaction between public and private sectors in the 21st century. Park and Yoon [3] regarded public-private collaboration as governments, enterprises, non-profit organizations, and individual citizens cooperating and sharing resources for realizing social needs [4]. Vollset et al. [5] considered the possibility of public sectors and private sectors collaboratively providing new economic development as well as sharing and integrating resources of communities, government, and private sectors. Connelly, Bryant, and Sharp [6] pointed out public-private collaboration as cooperation among actors, who agreed to collaboratively complete specific economic development goals or individual projects for achieving specific regions, local economy, and specific network and to propose various visions. Costonis considered that the partnership of public-private sectors was built based on the trilateral relationship, where civil groups, governments, and developers collaboratively constructed the body of the relationship and mutually developed the influence; in short, public-private collaboration was the dynamic interaction between governments and private sectors. Rauwerdink et al. [7] regarded public-private collaboration as participants in specific affairs forming the relationship not belonging to governments or private sectors, but to the combination of public and private sectors. It was not necessary a hierarchical organization, but was the relationship or network with organization [8]. The participants were not restricted to hierarchical master/slave relation, but the interaction stressed on efficiency and division of work. Specific affairs were handled through two-way horizontal participation to build the consensus so that the participants presented

goal identity, strategy consistency, and responsibility for division of work as well as shared cooperation process and results. Kumar [9] considered public-private collaboration as the cooperation style combining both public and private sectors' resources under the principles of equality & reciprocity, collaborative participation, and responsibility sharing. Both parties, based on equal status, presented the same decision-making power in the decision-making process to form the mutually dependent co-existence and co-prosperity relationship.

II. *Factors in public-private collaborative governance*

Chuang [10] pointed out several principles for constructing public-private collaboration, including (1) legality, (2) responsibility recognition, (3) democracy, (4) efficiency, (5) activeness, (6) consensus, (7) flexibility, (8) win-win, (9) innovation, (10) neighborhood and community participation, and (11) greatest public interest. Huang [11] also pointed out critical success factors in public-private collaboration, containing (1) planning, (2) openness, (3) coordination, (4) leadership, and (5) communication.

Chen et al. [1] regarded the following characteristics for successful collaboration oriented public service.

- (1) Goal consensus: visions or goals as the premises of development.
- (2) Reciprocity and mutual benefit: full acquisition of required resources in the collaboration process.
- (3) Respect and trust: establishment of good interaction in the collaboration process, mainly high trust and mutual respect.
- (4) Multiple communication methods: multiple and flexible communication channels in the collaboration process.

Higgins-Desbiolles [12] pointed out 9 factors (conditions) to explain successful collaborative arrangement.

- (1) Network social capital: Human and social factors should not be ignored in collaborative arrangement; non-official relationship and network would deeply affect the collaboration result.
- (2) Difference between goals and results: The integration of partner arrangement should present common goals.
- (3) Mixing partner organizations: The similarity of partner organizations (such as ability, size, structure, coherence, and accessibility) would affect the coordination ability.

- (4) Model: The model involves in interaction degree, partners' autonomy or correlation, mutual aid strength, and reciprocity degree.
- (5) Available resources: Resource and budget allocation would affect the management of partner arrangement.
- (6) Partner arrangement structure: Structure attributes (e.g. coordinator or organization design) would influence coordination effectiveness.
- (7) Human resource management issues: Personnel planning and arrangement should take future development into account and even avoid possible conflict of responsibilities.
- (8) Partner arrangement stability: In addition to environmental effects, the attributes of partnership and partner arrangement (e.g. coordination mechanism, infrastructure of organization) would affect the stability.
- (9) Coordination formalization: Partnership responsibilities should be built based on the decision-making process with consensus.

Hsieh and Lai [2] proposed 13 success factors in the community-oriented organization network, covering (1) careful selection of participated organization, (2) mutual respect, understanding, and trust, (3) positive important community participation and professional orientation planning, (4) benefit of member sharing process and result, (5) open communication channels and interaction opportunity, (6) participation and involvement of stakeholders, (7) compromising ability, (8) clear organizational role and policy, (9) multiple communication channels, (10) clarification of provided service items and served objects, (11) manageability, concretion, and visibility of projects, (12) process to develop specific and long-term network goals and objectives, and (13) establishment of exit strategy from network organizations. Above factors were closely related to network formation, development & management, sustainable development, and maintenance & growth.

Research design and method

I. Research method

Brian [13] proposed the meaning to use Analytical Hierarchy Process as "collecting opinions of scholars, experts, and participants through group discussions to simplify complicated problems into a hierarchical evaluation system with simple elements, and then calculating the

contribution or priority of elements in various hierarchies corresponding to the previous hierarchy according to experts' brainstorming". Sindhu, Nehra, and Luthra [14] explained that by objectively interviewing department heads, the target tasks are first determined based on the management process, and then individual key success factors are proposed based on personal practical experience and needs.

This study adopts the expert interviewing survey method. This study also uses the fuzzy Delphi method (FDM) and the analytic hierarchy process (AHP) introduced with fuzzy theory for data analysis to clearly select the key success factors for local governments to apply public-private collaborative governance under the New Southbound Policy. Fuzzy Delphi Method (FDM): Murry et al. first integrated fuzzy theory into traditional Delphi in 1985. According to semantic differences, the value was expressed with corresponding variables. Other words with various degrees could be given different weights for the estimation. Murry et al. proposed the fuzzy semantic variables for evaluation to solve fuzziness in traditional Delphi. However, more specific calculation was not proposed. Successive researchers therefore proposed solutions, such as range, fuzzy integral, triangular fuzzy number, and dual triangular fuzzy number.

Analytical Hierarchy Process: After integrating experts' opinions, the complicated decision-making system is constructed a hierarchical system, where problems are clarified by developing hierarchies. The principle is to evaluate the importance of related factors through pairwise comparison.

II. Indicator building

Initial feedback from the experts was used to calculate the issues that local governments consider when using public-private partnership governance in the New Southbound Policy, and factors of similar nature were classified and fed back to the experts for comments. The main classification was determined through multiple email inquiries. An expert meeting was held to determine the key success factors for local governments to use public-private partnership governance in the New Southbound Policy, including consensus on goals, mutual benefit, and respect and trust. Using these key factors as the dimensions of the Analytic Hierarchy Process (AHP), an AHP questionnaire was established, and corresponding research principles were formulated. The research principles were improved by the Delphi method. contain

- (1) Goal consensus: goals & results, participated organization, planning process, project management, organization coherence.

- (2) Reciprocity and mutual benefit: participation & involvement, resource allocation, human resource management, win-win principle, budget allocation.
- (3) Respect and trust: interaction degree, interaction opportunity, multiple communication methods, information sharing, coordination mechanism.

III. Research object

The questionnaire survey was conducted among Kaohsiung City Government staff and supervisors. A total of 300 questionnaires were distributed, and 263 valid questionnaires were collected, with a recovery rate of 88%.

Data analysis result

After completing all the level weights, the overall weights of the key success factors of local governments' use of public-private collaborative governance in the New Southbound Policy, as shown in Table 1

Conclusion

The empirical results analysis leads to the following conclusions:

"Respect and trust" is emphasized in the second level with a weight of 0.398, accounting for about 39.8% of the total weight, followed by "goal consensus" (weight 0.342) and "mutual benefit" (weight 0.260). The results show that respect and trust are the most important dimensions for local governments to use public-private partnership governance in the New Southbound Policy.

1. The hierarchical weight ranking of each indicator in the third level is as follows:
2. Under goal consensus, the indicators are goals and results, project management, planning process, organizational consistency and participatory organization. Under reciprocity and mutual benefit, the indicators are ordered resource allocation, participation and involvement, budget allocation, win-win principle, and human resource management.
3. Under respect and trust, the indicators are ordered multiple communication methods, coordination mechanism, information sharing, interaction degree, and interaction opportunity.

Table 1
Overall weights of factors in the sustainable development of technological innovation of green enterprises

Dimension	Hierarchy 2 weight	Hierarchy 2 order	Indicator	Overall weight	Overall order
Goal Consensus	0.342	2	Goals & Results	0.104	2
			Participated Organization	0.022	15
			Planning Process	0.073	7
			Project Management	0.081	5
			Organization Coherence	0.048	11
Reciprocity and Mutual Benefit	0.260	3	Participation And Involvement	0.067	8
			Resource Allocation	0.096	3
			Human Resource Management	0.031	14
			Win-Win Principle	0.042	12
			Budget Allocation	0.064	9
Respect and Trust	0.398	1	Interaction Degree	0.060	10
			Interaction Opportunity	0.035	13
			Multiple Communication Methods	0.116	1
			Information Sharing	0.076	6
			Coordination Mechanism	0.085	4

According the overall weights of critical success factors in local governments' application of public-private collaborative governance in the new southbound policy, top five indicators, among 15, are ordered multiple communication methods, goals & results, resource allocation, coordination mechanism, and project management.

Governments from time immemorial play the roles of detectors and influencers and develop the functions of information center, goods provision, and authority use & organization to practice the conduct. In the time change, governments' roles and civil relationship appear distinct degrees and styles. Democracy in Taiwan rapidly grows in past decades to

result in fierce changes in social structure. On one hand, private sectors increase the influence on government; public needs are responded and expressed through various channels. On the other hand, people gradually enhance the requirement for governments' service quality, but request minimal and economical government size, that governments could not cope with increasing demands. In other words, along with the democratization of politics and increasing maturity of private sector activities, private sectors start to reflect and ask for the participation in social responsibility. Public sectors also start to realize the limited ability and seek for complementary support. Accordingly, governments increase civil interdependence, and both parties develop cooperation or partnership step by step; public-private cooperation then becomes an important policy tool in governments' governance. The research results reveal that goal consensus internally communicated in governments is the discussion focus. Government departments with cooperation, teamwork, and tension should achieve consensus before negotiating with the new southbound countries so that Taiwan could enhance bargaining power and government professionalism. Local governments could promote public-private collaborative governance through effective resource allocation or reinforcement of multiple communication methods; properly concentrating resource and technology scheduling presents positive effects on public-private collaborative governance.

Suggestion

1. Practice of reinforcing public-private collaboration theory: The major participants to promote the new southbound policy are government agencies. Although the overall policy conforms to public-private collaboration spirit, external participants could not provide any opinions at the policy beginning stage. In this case, participants in policy promotion, to some degree, are "police recipients". Accordingly, the practical application of public-private collaboration theory should be reinforced to allow multiple policy participants' planning at policy planning stage so as to enhance the spirit of public-private collaboration participation and avoid the dilemma of "ungovernable" system.
2. Enhancing the use of e-governor: Taking Korea and Singapore as the examples, governments should largely apply digital technology to deal with mediation and communication so that communication

methods could be multiple and mutually connected to transparently follow the latest progress.

3. Establishment of professional coordinators: Many countries invest humans and objects in coordination in past years, e.g. the UK and Japan. The new southbound policy should match broad objectives that it is necessary to invest in the coordinators. The ideal method is to definitely divide the position into the new southbound business and other international negotiation business, rather than putting them together, so that each person could fulfil the duties and more effectively enhance job performance.

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