



Identification of Successful Delivery Factors for Stakeholder Management in Public-Private Partnerships Projects in Malaysia

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Abstract: Public-Private Partnerships (PPP) have been common in civil engineering works involving public and private sectors. PPP manages complex projects and involves multiple stakeholders. Stakeholders in the PPP project need to be properly managed to achieve project goals, minimise risk, and accommodate stakeholders' interest. Poor management of stakeholder could lead to project failure. Hence, this paper aims to identify stakeholder management's success factors towards successfully delivering PPP infrastructure projects in Malaysia. A quantitative approach via questionnaires survey was conducted on 70 respondents from multiple stakeholders' backgrounds, namely public authority, consultants, contractors, and financiers involved in PPP infrastructure projects in Malaysia. The survey was provided to the respondents with a list of the success factors. The responders were asked to rate the success factors contributing to successful delivery factors for stakeholder management based on the scale provided. The result concluded from four (4) stages of stakeholder engagement: stakeholder analysis, stakeholder engagement, stakeholder management action plan, and monitoring. A list of success factors for successful stakeholder management was developed by showing the relationship between stakeholder management and success factors. This component encapsulated the success factors perceived as the success factors contributing to the successful delivery of stakeholder management in Malaysia. The finding highlights on four (4) stakeholder management issues that need to be focused in PPP infrastructure projects. These include the need for a good stakeholder management process, the strategy to engage the stakeholders through clear and honest communication, a proper project communication plan to oversee overlapping in the process, and to monitor relationships of stakeholders during operations.

Keywords: Stakeholder management, public-private partnerships, successful delivery

1. Introduction

The Public-Private Partnerships (PPP) concept has become very popular in developing and developed countries (Osei- Kyei & Chan, 2015; 2017; Solomon et al., 2015). PPP is a relationship between the public and private sectors, aiming to carry the private sector to use their resources, expertise and efficiency into a public project to provide services or goods (Liu et al., 2015). PPP is seen as a partnership to develop public infrastructure with a private entrepreneur collaboration (Singaravelloo, 2010). To achieve a successful project delivery, project delivery stakeholder plays an important role in the construction industry (Eyiah-Botwe et al., 2016). Project Management Institute (PMI)

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(2004) defines project stakeholder management as the system that involved identifying, analysing, and planning actions to communicate with and influence stakeholders. El-Gohary et al. (2006) developed a semantic model for stakeholder involvement during PPP projects' design stage. However, according to De Schepper et al. (2014), these stakeholder issues are directly related to the responsibility with ineffective stakeholder management approaches. Although plenty of studies have been done in stakeholder management (Mwesigwa et al., 2019; Harris, 2010; Yang et al., 2009; Jergeas et al., 2000), stakeholder's successful delivery factors management in PPP projects in Malaysia is still vague. Therefore, this paper looking at the success factors in four stages of stakeholder management to perceive the successful delivery of stakeholder management in PPP projects.

2. Stakeholder Management in Public-Private Partnerships

Several researchers have been interested in the area of success factors of construction management that contribute to stakeholder management's success in construction projects (Reed et al., 2009; J. Yang et al., 2009). Jergeas et al. (2000) recognised two aspects of stakeholder management for construction projects: communication with stakeholders and establishing common objectives and project priorities. Five factors identified by Olander & Landin (2008): stakeholder requires analysis, benefits communication, negative impact interaction, alternative solutions evaluation, the project organisation and media interactions. In construction projects, (Yang et al., 2011) studied numerous factors or strategies leading to effective stakeholder management. While these factors/strategies are not particular to PPP projects, they are supposed to develop the conceptual framework in PPP projects. The success factors identified were classified into four (4) main stages of the stakeholder management process. Stakeholder analysis, stakeholder engagement, stakeholder management action plan and stakeholder management monitoring.

De Schepper et al. (2014) investigated the application of general stakeholder analysis techniques in PPP projects to carried out with the PPP project scenarios, assessed the impact of the allocation of the responsibilities of the two principal stakeholders in a PPP project and recommended better recommendations on improvement of success for PPP project achievement. From the research carried out by De Schepper et al. (2014), a list of stakeholder management for the success factors to PPP projects success has obtained. Besides, the study carried out by Henjewe et al. (2013) was extracted an additional set of success factors that contribute to PPP projects success. A list of success factors for PPP-specific and non-specific stakeholder management was developed and used to research the PPP practices list further. Table 1 presents the literature reviews of the success factors.

Table 1 - Identification of success factors of stakeholder management in PPP projects

Success factors contribute to stakeholder management	Authors
<u>Stakeholder Analysis</u>	
The formalised stakeholder assessment procedure	
Identify all stakeholders	Elias et al. (2002)
Classify stakeholders	Lim et al. (2005)
Rank stakeholders	Byrson (2004), Yang et al. (2009)
Identify relationships between stakeholders	Olander & Landin (2008), Lim et al. (2005)
Identify concerns of each stakeholder	Byrson (2004), Yang et al. (2009)
Identify longer-term stakeholder issues	Bryson (2004)
Identify relationships among stakeholder issues	Bryson (2004)
Have a good understanding of the objectives of each other	Yang et al. (2009), Zou et al. (2008), Ruuska & Teigland (2009), Yuan et al. (2009), Tang & Shen (2013), Liu et al. (2015)
Identification of stakeholders' expectations	
In-depth analysis of the political opportunity structure	De Schepper et al. (2014)
In-depth analysis of the opposition within stakeholders	De Schepper et al. (2014)
<u>Stakeholder Engagement</u>	
Formalised stakeholder engagement procedure	
Identify the most suitable strategy to engage with stakeholders	Yang et al. (2009)
Communication in stakeholder engagement	
Communicate and interact with all stakeholders	Zou et al. (2008), Olander & Landin (2008), Yang et al. (2009), Tang & Shen (2013)
Be honest	Tang & Shen (2013)
Early communication with stakeholders on their concerns	Olander & Landin (2008)
Transparency in stakeholder engagement	

Engage with stakeholders in the design of the bid's assessment criteria	Mouraviev & Kakabadse (2015)
Agreement on a brief by all relevant parties	Tang & Shen (2013)
Engage with the opposition party during the bidding stage	De Schepper et al. (2014)
<u>Stakeholder management action plan</u>	
Skilled project leader	Ruuska & Teigland (2009)
Employee training	Yuan et al. (2009) Yuan et al. (2012)
Integrate stakeholders into the strategy process	Freeman (1984), Savage et al. (1991)
Populate PPP workshops with experts from overseas	Garvin (2010)
Implement a stakeholder management action plan	Yang et al. (2009)
<u>Stakeholder Monitoring</u>	
Execution of stakeholder management performance evaluation	
Performance measurements each stakeholder category	McAdam et al. (2005)
On-going stakeholder analysis and engagement	
Analysing the change of stakeholders' influence and relationships	Chinyio & Akintoye (2008), Yang et al. (2009a)
Create a system that accumulates the lessons learnt via stakeholder forums	Tang & Shen (2013), Lim et al. (2005)
Ensuring an understanding of the 'big picture' through continuous open & balance communication	Ruuska & Teigland (2009)

2.1 Stakeholder Analysis

One of the main elements in stakeholder analysis for a project is stakeholder identification (Karlsen 2002; Olander 2007; Walker et al. 2008; Jepsen & Eskerod 2009; Bryson 2004). The majority of stakeholder analysis techniques are based on the key stakeholders' expertise to recognise other stakeholders of predetermined categories and, based upon the predetermined relationship characteristics and priority to their relative importance. Thus, all stakeholders must identify and the stakeholders classified. Lim et al. (2005) suggested that stakeholders organised to use the success factors' rules better. Consequently, project teams use difference stakeholder classification units based on their stakeholders. For instance, the stakeholders categorised as regulatory, community, organisational, and media by Henriques & Sadorsky (1999). It was necessary to determine how each stakeholder affected the organisation and every stakeholder's needs (Bryson, 2004).

Furthermore, one of the further steps suggested by Bryson (2004) is to assess the significance of stakeholders. Also, Bryson (2004) recognised the importance that stakeholder issues should first identify and that the relationships between stakeholders should predict. The success factors mentioned above are not specific to PPP projects. Nonetheless, these practices in PPP projects are hypothesised to be essential for stakeholder management. De Schepper et al. (2014) proposed undertaking an in-depth analysis of the policy opportunities and opposition structure within stakeholder groups for PPP specific success factors related to stakeholder analysis.

2.2 Stakeholder Engagement

Many scholars have seen the most significant element of an efficient stakeholder management process in construction projects in the efficient and honest communication with the projects' stakeholders (Zou et al., 2014; Olander & Landin, 2008; Tang & Shen, 2013; Yang et al. (2009). It provided the stakeholders in the project a sense of ownership, engagement and involvement. Many challenges in construction projects can be solved by involving stakeholders in early planning and engagement within the project group and by a systematic approach to analysing and engaging stakeholders in the project delivery (Jergeas et al., 2000). For instance, for success with PPP projects, Tang and Shen (2013) stated that all the brief project parties are essential. Therefore, the main stakeholders should engage actively from the early phases of the PPP projects, and all parties concerned should agree on the outcome of these engagements.

2.3 Stakeholder Management Action Plan

The success factors developed and agreed upon by stakeholder management should be applied to maintain the project. An efficient implementation plan should also introduce the effective implementation of success factors in stakeholder analysis and stakeholder engagement during the project planning phase. Therefore, the success factors to successfully implementing the agreed stakeholder management plan need to be identified. The project leader and the project team's abilities are one such factor. Besides, many scholars' successful implementation of stakeholder management is critical in employee training in effective stakeholder management practice (Yuan et al., 2012; Yuan et al., 2009). Stakeholder management needs particular skills that require some training and effective project engagement. PPP projects have a good concept for the industry. Also, maybe the project team does not know the

real complexities connected with stakeholder management implementation in PPP projects (Yuan et al., 2012; Yuan et al., 2009; Ruuska & Teigland, 2009).

2.4 Stakeholder Management Monitoring

The stakeholder mix can alter as new stakeholders participate when other stakeholders drop out (Elias et al. 2002). It is essential to analyse the changes in stakeholder impact and interactions during the stakeholder management monitoring stage. Freeman recognised this in 1984 as the concept of dynamics of stakeholders. When the project progresses, relations between the project's stakeholders should be evaluated and prioritised. Successful relationships should be monitored and maintained, whereas ineffective relationships should also carefully investigate to improve their relationships. Tang & Shen (2013) recognised the importance of the lessons learnt from previous PPP projects in the PPP project environment. Therefore, issues relating to stakeholder management can be explored and utilised for case studies and lessons learned for future PPP projects in the background of past PPP projects. This method is referred to as Case-Based Reasoning (CBR), introduced by Noh et al. (2000). It is a technique of solving problems that re-use cases, experiences or tacit knowledge in the past (Noh et al., 2000). Lim et al. (2005) used CBR techniques and suggested the success factors to formulate stakeholder management. Similar, it is to be used in PPP projects by establishing a system that accumulates the knowledge gained from previous PPP projects, mainly due to its long-term nature. The importance of developing performance measures that can address the voices of various stakeholders in public sector organisation identified by Neely et al. (2000), Neely et al. (2002), Taket (2004) and McAdam et al. (2005). Besides, Yuan et al. (2009) identified performance objectives based on distinct stakeholder perspectives in PPP projects. These performance measures encourage PPP project performance monitoring throughout the life cycle. Stakeholder management related the performance measure to ensure efficient implementation of stakeholder management.

3. Methodology

A questionnaire survey conducted on seventy (70) respondents within nine (9) selected PPP projects. Seventy (70) respondents, namely public authority, financier, project consultants and contractors, were selected based on their affiliation as a stakeholder in PPP projects. The survey conducted to rank the most success factors related to stakeholder management in PPP infrastructure projects. This survey was conducted through face-to-face surveys. A total of 43 completed questionnaires were received; ten (23.36%) respondents were from public sector authorities, followed by four (9.30%) from financing/bank, fifteen (34.88%) from consultants and fourteen (32.56%) from contractor companies.

Table 2 - Main respondents rate

Types of respondents	Number of questionnaires		Response rate (%)
	Distributed	Returned	
Public Sector Authorities	13	10	23.26
Financing/ Bank	11	4	9.30
Consultants	24	15	34.88
Contractors	22	14	32.56
Total	70	43	100

Table 2 shows the response rate of 100% is acceptable. In the opinions of Szolnoki & Hoffmann (2013), Ameyaw & Chan (2015) reported that the questionnaire was administered face-to-face surveys yielded higher and better response rates than online surveys and telephones.

4. Results and Discussion

The probability of project success is significantly reduced if stakeholders are ineffective managed. The stakeholder must study success factors as an approach for successfully delivering stakeholder management in PPP projects. Stakeholder management involves four (4) stages, namely; 1) Stakeholder analysis; 2) Stakeholder engagement; 3) stakeholder management in an action plan, and 4) stakeholder monitoring

4.1 Success factors of Stakeholder Analysis

Stakeholder analysis is an essential technique for stakeholder identification and analysing of their needs. It is used to identify all key (primary and secondary) stakeholders who have a vested interest in the project's issues. Stakeholder analysis is divided into two primary success factors, i.e., formalised stakeholder evaluation procedure and identification of stakeholder expectation.

Table 3 - Stakeholder analysis

Stakeholder Analysis	<i>Mean</i>	<i>Rank</i>
Formalised stakeholder evaluation procedure		
Having a good understanding between public and private sectors might affect stakeholder analysis's success factors for PPP projects' successful delivery.	4.80	1
Team set up to implement the project by having a good team to make sure problem resolve	4.80	2
Formalised stakeholder assessment procedure by identifying relationships between stakeholders, the interest of stakeholder and classify stakeholder.	4.20	3
Identification of stakeholder expectation		
Identify long-term domestic financing sources	4.60	1
In-depth analysis of traffic forecast and revenue to make sure it is realistic and analysis of project financially must be viable and bankable whereby it will impact on the successful delivery of stakeholder management	4.20	2

Table 3 shows that there were three (3) success factors under the formalised stakeholder evaluation procedure. Two (2) of these success factors were in the list of categories of 'extremely important', and another one (1) were in the category of 'important'. The highest mean score was 'Have a good understanding between public and private sectors might affect stakeholder analysis's success factors for the successful delivery of PPP projects' with a mean score of 4.80. Both public and private parties must cooperate, as Bing et al. (2004) and Alinaitwe & Ayesiga (2013) point out. Stakeholder must collaborate from the planning stage to design, construction and operation and maintenance to ensure the integration of various stakeholders and thereby embrace the project's progress. Meanwhile, the lowest-ranked was 'formalised stakeholder assessment procedure by identifying relationships between stakeholders, stakeholder interest, and classify stakeholder' at a mean score of 4.20.

Two success factors for identifying stakeholder expectations were in the category 'extremely important' and 'important'. Identify long-term domestic financing sources were categorised as 'extremely important' at a mean score of 4.60. Al-Shqairat et al. (2014) highlighted that every stakeholder has different perspectives on sharing revenue, collaboration, and coordinating between stakeholders to exchange the benefits. However, 'in-depth analysis of traffic forecast and revenue to make sure it is realistic and analysis of project financially must be viable and bankable whereby it will impact the successful delivery of stakeholder management' was categorised as 'important' at a mean score of 4.20. None of all the success factors were rated 'moderately important', 'not important' and 'not important at all'.

PPP infrastructure projects involved stakeholders such as public and private sectors, with financial or lending institutions' financial assistance whereby stakeholders need to work together from the planning stage through the design, construction, and operation and maintenance phase to ensure successful deliveries.

4.2 Success Factors of Stakeholder Engagement

Stakeholder engagement is divided into three primary success factors: formalised stakeholder engagement procedure, communication in stakeholder engagement, and risk awareness through stakeholder engagement. Table 4 shows the rank of the success factors in stakeholder engagement.

Table 4 - Stakeholder engagement

Stakeholder Engagement	<i>Mean</i>	<i>Rank</i>
Stakeholder Engagement		
Formalised stakeholder engagement procedure		
Establish an issue escalation process to address stakeholder issues identified during stakeholder meetings efficiently	4.20	1
Identify the most suitable strategy to engage the stakeholders	4.20	2
Communication in stakeholder engagement		
Clear and timely information distribution to stakeholder	4.20	1
<hr/>		
Honest communication with stakeholder	4.20	2
Risk awareness through stakeholder engagement		
Accessible channels (e.g. government website) for the general public to understand potential social impacts and benefits on them	4.60	1
Project value evaluation through stakeholder engagement	4.20	2

Early involvement of financial institutions to understand potential economic risks	4.00	3
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Two success factors under primary success factors for formalised stakeholder engagement procedure and communication in stakeholder engagement were in the categories 'important' with the same mean score at 4.20. In comparison, risk awareness's success factors through stakeholder engagement have one 'extremely important' and the other two success factors in categorised 'important'. Thus, conflict reduction and clear project priorities (Deegan and Parkin, 2011; Webler & Tuler, 2000) must be acknowledged in stakeholder engagement. None of all the success factors were rated 'moderately important', 'not important' and 'not important at all'. The highest mean was at 4.60, 'Easy channels (e.g. government website) for the general public to understand potential social impacts and benefits on them' and the lowest mean at 4.00 'Early involvement of financial institutions to understand potential economic risks'. It may be seen as an instrument for managing collaborative efforts, a social of learning to establish objectives and an ethical need to preserve equity and fairness (Mathur et al. 2008). Based on the result, engaging with the general community when developing the project brief and design is important by understanding each other's team objectives. Clear information can be laid out to the general community by allowing people to access the websites regarding the project's information at the correct time.

4.3 Success Factors of Stakeholder Management Action Plan

Table 5 shows success factors for stakeholder management action plan. The category placed all success factors as 'important'.

Table 5 - Stakeholder management action plan

Stakeholder Management Action Plan	Mean	Rank
Develop a project communication plan to ensure that responsibilities among stakeholder do not overlap in stakeholder management implementation	4.40	1
Appropriate risk allocation and sharing	4.20	2
Favourable and efficient legal framework	4.00	3
Implementing stakeholder management by providing training for staff working in community consultation and for staff who manage the operational period	4.00	4
Increase the project director's awareness of stakeholder management is important for stakeholder management in the action plan.	3.80	5
Strong political support	3.60	6

Under this category's highest-rated success factors are 'develop a project communication plan to ensure responsibilities among stakeholder do not overlap in stakeholder management implementation' with a mean score of 4.40, followed by "Appropriate risk allocation and sharing" with a mean score of 4.20. The lowest rate of success factors was "Strong political support". According to Karlsen (2002), planning and creating strategies for implementing various stakeholder relationships are defining the stakeholder management action plan. It is necessary to identify the best approach for a stakeholder management action plan. The project leader and the project team's involvement are essential to ensure stakeholder management's complexity in the PPP environment.

4.4 Success Factors of Stakeholder Management Monitoring

Stakeholder monitoring was divided into three primary success factors, i.e., analysis and engagement of stakeholder, implementation of stakeholder management monitoring evaluation and identification and monitoring of stakeholders.

Table 6 - Stakeholder monitoring

Stakeholder Monitoring	Mean	Rank
Analysis and engagement of stakeholder		
On-site engagement meetings with operational staff	4.20	1
Continuous, open and balanced communication throughout the PPP process	4.00	2
Strategic stakeholder meetings between the service provider and Public sector during operations	3.80	3
Monitor relationships of stakeholders during operations	3.80	4

Followed-up EIA report by proper Environment Management Programs	3.60	5
Implementation of stakeholder management monitoring evaluation		
Develop more Key Performance Indicators (KPIs) related to stakeholder management and measure possible KPIs via stakeholder surveys	3.60	1
Identification and monitoring of stakeholders		
Create a system that accumulates the lessons learnt via regular stakeholder workshops	3.40	1
Appoint an independent party to monitor stakeholder matters during the initial stage and operations	3.40	2

Table 6 shows that the six (6) out of eight (8) success factors for the successful delivery of stakeholder monitoring in the PPP projects-related category were classified as 'important' by experts. While the remaining two (2) success factors were placed under the category of 'moderately important'. Success factors in stakeholder monitoring with the highest mean score was 'On-site engagement meetings with operational staff' with a mean score of 4.20. In comparison, 'Appoint an independent party to monitor stakeholder matters during the initial stage and operations' were ranked lowest with a mean score of 3.40. None of the success factors were rated 'extremely important', 'not important' and 'not important at all'. Therefore, the stakeholders will be able to review, reprioritise and restructure stakeholder management strategies as the project progresses (Walker et al., 2008).

The findings revealed that the success factors for engaging stakeholders in PPP infrastructure projects are believed to achieve project success. For each stakeholder management stages, it owns its success factors. When all the success factors are achieved, stakeholder management could be deemed successful in PPP projects. The success factors in every stakeholder management stage must be measured. It involves prioritising the information required and considering success factors affecting stakeholder management that require immediate attention. At each stage of stakeholder management, the approach will provide up-to-date information about current PPP scenarios to educate and improve current success factors. This result serves as a valid point of reference for industry participants concerned with stakeholder management in PPP ventures. These results will help stakeholders identify the performance drivers and propose them to ensure the PPP projects' smooth running. It involves collaboration among organisation representing the interest of every stakeholder in PPP infrastructure projects in Malaysia. For instance, the Malaysian Highway Authority (MHA), the Public-Private Partnerships Unit (UKAS) and concessionaires' company can collaborate to better present and improve the stakeholder management process's success factors in PPP infrastructure projects in Malaysia.

5. Conclusion

The stakeholder management process, namely, stakeholder analysis, stakeholder engagement, stakeholder management action, and stakeholder monitoring, need the most attention to implement PPP infrastructure projects in Malaysia. The stakeholder should be equipped with a clear view and understanding of the success factors contributing to the stakeholder management process being granted. The finding aims to provide a better insight into the process of stakeholder management. The process will generate means of improving the stakeholder management process in the PPP infrastructure sector. With the stakeholder management process's success factors, stakeholders can utilise it to improve their management process and design the management success factors, thus ensuring the PPP project's smooth running. The initiatives to be taken to lessen the probability of failure of stakeholder management in PPP infrastructure projects. The finding can assist stakeholders in preparing stakeholder management by identifying the success criteria for stakeholder management in PPP infrastructure projects and improvement for the stakeholder management process.

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