

Constraints and Challenges of Partnerships between the Public and Private Sectors

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Abstract: This study aimed to determine the major challenges and constraints that meet the partnerships between the public and private sectors in Jordan.

To conduct that, a questionnaire was distributed to the study sample which comprised, universities in structures, graduate students. Then the researcher selected a set of vital public services to discern the major challenge for each service by the respondents. The following table shows the study findings.

Service	The major Constraint, Challenge
- Pubic health	Lack funds and lack of scientific research
- Education	Lack of funds
- Water	Lack of scientific research
- Communications	Lack of funds
- Electricity	Lack Scientific research.

The study presents the following recommendations:

- 1- The Jordanian universities have to play their potential role in the field of scientific researches.
- 2- The Jordanian Government has to redesign the regulations to facilitate the PPPs.
- 3- Both, the public and private sectors in Jordan have to develop flexible guidelines that enhance the partnerships between the two sectors.
- 4- The public sector leaders have to exploit training programs order to increase the skills, experiences of the public sector employees.

العوائق والتحديات التي تواجه الشراكة

بين القطاعين العام والخاص

ملخص: تهدف هذه الدراسة إلى معرفة أهم التحديات والقيود التي تحول دون الشراكة ما بين القطاع الخاص والقطاع العام في الأردن ليتسنى للقطاع الخاص أخذ دوره المنتظر في تقديم الخدمات العامة للجمهور الأردني. وقد تم جمع المعلومات والبيانات اللازمة لهذه الغاية من خلال استبانة تم توزيعها على عينة الدراسة والتي تكونت من عدد من أعضاء الهيئة التدريسية في

Ahmad Areiqat and Nidal Al-Salhi

الجامعات الأردنية وخصوصاً أولئك الذين يعملون في مجال البحث العلمي، وكذلك على عدد من خريجي الجامعات بصفتهم القادة المنتظرين للمستقبل. كما تم أخذ رأي عينة الدراسة لأهم الخدمات التي تواجه الشراكة ما بين القطاعين العام والخاص في الأردن لبعض الخدمات الحيوية. وقد كان رأي العينة ممثلاً بالجدول التالي:

الخدمة	أكثر التحديات أهمية
- الخدمات الصحية	الحاجة إلى التمويل، والحاجة إلى البحث العلمي.
- قطاع التعليم	الحاجة إلى التمويل.
- قطاع المياه	الحاجة إلى البحث العلمي.
- قطاع الاتصالات	الحاجة إلى التمويل.
- قطاع الكهرباء	الحاجة إلى البحث العلمي.

وفي ضوء ذلك فقد أوصت الدراسة بما يلي:

- 1- زيادة الاهتمام في البحث العلمي في مختلف الجامعات الأردنية.
- 2- على الحكومة الأردنية أن تقوم بتعديل القوانين لتصبح أكثر مرونة لاستيعاب عمليات الشراكة ما بين القطاع العام والقطاع الخاص.
- 3- ضرورة أن يكون هناك قواعد إرشادية تسهل عمليات الشراكة ما بين القطاعين.
- 4- ضرورة اعتماد مؤسسات القطاع العام على البرامج التدريبية لزيادة مهارات وخبرات العاملين في القطاع العام.

Introduction:

Although partnerships between the public and private sectors play an important role in delivering public services in excellent quality and ways, in assets creation, and in fostering economic development, meanwhile these partnerships may meet resistance either from the members of the two sectors' organizations, or from opponents among the economists, or from a number of the officials in the government, or from the environment. This resistance generates constraints and challengers that meet partnerships between the public and private sectors, and they are differ from country to another, and from project to another when performing the partnership in the same country. For example, challenges that meet partnership between the two sectors to manage the education sector may be more tough than those in the tourism sector.

Also, the social culture may stand as a strong force in achieving or not such partnerships.

In the Arab Countries in general and in Jordan in particular, the citizen habitude to hang his problems on the government's clothes tree, and in the same time, the formal executives in the public sector are managing their organizations according to the 19th century bureaucracy with a red tape that

Constraints and Challenges of Partnerships

often inhibit the work from being formed in a modern manner (Hisrich and Others, 2002, p. 17).

This Paper aims to define those constraints and challenges and their impact on performing the partnership between the public and the private sectors.

The Study Importance:

One of the potential solutions for the development requirements either in developed countries or developing countries, is creation the environment that allow the private sector to play his expected roles in the development process. Nowadays, the private sector is the main contributor in the development process, because it owns the ability to plan, manage, and organize businesses in the sight of open markets, and it can provide what the government lack for.

The importance of this study refers to its attempt to shed light upon the factors that prevent or delay the performing of the partnership between the public and private sectors in developed and developing countries.

The Study Objectives:

This study aims to identify the constraints and challengers that face countries when developing the public sector organizations in order to provide their services and information to the citizens, businesses, and the customers in effective ways. The main objectives of this study are:

1. To point out the challenges and constraints that lead to failure in partnership between the public and private sectors.
2. To highlight the government roles in facilitating the process of the partnership between the two sectors.

The Study Problem and Questions:

The study problem takes the following form:

"Arab Countries in general and Jordan in particular are considered as intermediate adaptors in PPPs field".

The study presents the following questions as keys to solve this problem:

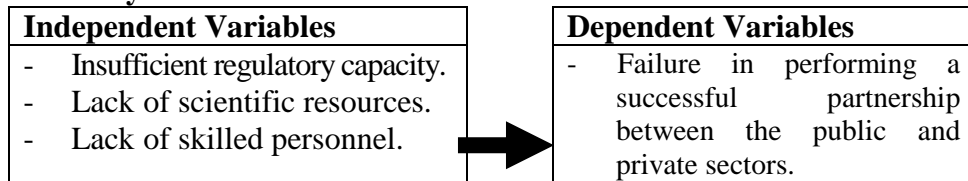
1. Are partnerships between the public and private sectors guidelines available in Jordan?
2. Is the lack of scientific resources Technology and skilled personal forms a challenge of partnership between the public and private sectors in Jordan?
3. What is the main constraint faces PPPs in Jordan?

The Study Hypotheses:

1. There is no relationship between the availability of sufficient regulatory capacity and performing a successful partnerships between the public and private sectors in Jordan.

2. There is no relationship between the lack of scientific resources and the failure in PPPs in Jordan.
3. There is no relationship between the lack of skilled personnel and the failure in PPPs in Jordan.
4. There is no relationship between the nature of the sector under development and the kind of constraints and challenges of using PPPs in the development process.

The Study Model:



Hypothesis number four did not involved in the study model because it aims to determine the main challenges of PPPs according to the respondents opinions, for several vital types of services managed by the public sector. And this requires from the respondents to give a rank for each challenge based on its importance. The following model has used for this purpose:

<i>Challenges and Constraints</i>				
Services	Lack of Funds	Lack of Flexible Regulations	Lack of Experience	High Cost and Risk
Public Health				
Education				
Water				
Communications				
Electricity				

- Highest Magnitude (1)
- High Magnitude (2)
- Medium Magnitude (3)
- No Magnitude (4)

Theoretical Procedural Definition of the Study Variables:

- Insufficient regulatory capacity: this variable means that government have to appreciate the dynamics of innovation process, through new policies and regulations.

Constraints and Challenges of Partnerships

Governments have to become mere facilitators to help firms and public sector institutions to reach their goals, and enable them to adapt to the new demands of the knowledge-based economy (ACTS, 2000).

Lack of Scientific Resources:

This Variable includes technological components that are owned by and must be licensed from private sector companies and a few major public research organizations with declining financial support from the public sector, international donors, and private sector (Escaler, 2002).

Theoretical Background:

No body can ignore the benefit of partnerships between the public and private sectors, because the successful partnership reflects on the performance of both sectors for the interest of the public, and the potential development.

This Study presents science, and technology to develop the innovative culture. This need an action plan that provide solutions to a number of factors relating to science and technology, because the lack of scientific resources and technology will play a negative roles in the development process.

For Jordan equipment and facilities for Jordanian resources are made available through government, universities, and the private sector companies.

The Jordanian Government supports scientific research through the Higher Council to Science and Technology (HCST) which offers a great number of programs to support manufacturers, and researchers through its six content:

- The Royal Scientific Society.
- The National Center for Human Resources Development.
- The National Center for Diabetes, Endocrine and Inherited Diseases.
- The National Energy Center.
- The National Information Center.
- The National Fund for Enterprise Support.

The main objective of HCST is to establish a national Scientific and technological base and to help in achieving economic, Social and cultural development in the Kingdom. The HCST has been given the authority to accept the general policy of science and technology in the kingdom by defining its priorities, drawing up the programs and plans arising later in the future, also by controlling their implementation and evaluation.

In addition, there is another governmental institution who is responsible for coordinating all agricultural research and technology transfer activities in Jordan. This known as the National Center for Agricultural Research and

Ahmad Areiqat and Nidal Al-Salhi

Technology Transfer (NCARTT) (Human Development Report, 2003 UNPD).

Government should be able to support scientific research, and technology transferring as a principle drivers for successful partnership between the public and private sectors to achieve the desired development. And the absence of this governmental role, recognized as a significant constraint for this purpose. The table below shows the number of research scientists per (1000) working force among number of countries.

Table Number (1)

Country	Research Scientists/ 1000 Working Force
USA	72
Australia	68
Turkey	7
France	61
Japan	110
Kuwait	8
Egypt	6
Jordan	3
Morocco	2
Syria	1
Sudan	0.5

Source: OECD Science and Technology, 2000.

We can note that, although the Jordanian Government fosters the scientific research through its institutions, but the numbers above reflect a high poorness in this aspect which forms real constraint for successful PPPs.

Lack for funds, and lack in experience forms the main reasons for this constraint. We can note also that the advanced industrial countries like Japan, USA, Australia, and France are the leaders in the number of research Scientists in their working force, that means that technology transferring takes more attention paid by the public and private sector in order to overcome this challenge.

For a country, the infrastructure for innovation, development, and social welfare may has a good establishment, but the wrong application by several players can lead for failure in building and adopting an innovation system that depends strongly on the partnership between the public and private sector.

Constraints and Challenges of Partnerships

Developing countries, for example Thailand has retained a reasonable climate for PPP. The administrative as well as legal systems are reasonable flexible and adaptable to many of modalities with respect to private sector involvement. Private sector is also strong and has played an important role in infrastructural development of the country either through government direct procurement for construction and supply contracts, or through PPP contracts.

Despite of all of these encouragement features, many disputes solved in fairly amicable and fair manner.

The main challenges and constraints that faced the country in achieving successful participation by the private sector were:

- Unclear governing frame work.
- Fragmented Authorities.
- Time consuming procedure.
- Insufficient Institutional Supports.
- Lack of Rules and capacity with respect to risk allocation (Susan Garn, 2007).

These challenges and constraints face almost all the developing countries.

According to the information in table number 1, Jordan, Kuwait, Egypt, Morocco, Syria, and Sudan were the poorer countries in the number of research scientists and technology transferring. The main reasons of this aspect is that many Government in middle East and north Africa (MENA) region are under pressure to develop necessary infrastructure with limited resources.

The estimated annually investments in those countries is 5 to 7% of gross domestic product (GDP) in new infrastructure projects (Middle East, 2008)

As mentioned earlier, Constraints and challenges are more likely to differ from one country to another, and from one sector to other, which means that the challenges of Partnership between the public and private sectors in order to develop the water management may be very different from those related to transportation sector.

In general, there are a number of factors discourage biotechnology (R&D) in developing countries, including:

- High research cost.
 - Insufficient regulatory capacity.
 - A lack of scientific resources and skilled personnel.
 - Unfavorable intellectual property arrangements.
- (Escaler, 2002)

Ahmad Areiqat and Nidal Al-Salhi

The table below shows funding of the scientific researches in the Arab region.

The Country	Government 40% from GDP 2006	Private sector Measure (1-7)	Companies Among 127 Country
Saudi Arabia	-	3.5	45
Kuwait	0.18	3.1	70
United Arab Emirates	-	3.3	53
Qatar	-	3.6	40
Bahrain	-	2.6	106
Oman	-	3.9	33
Algeria	-	2.8	89
Libya	-	-	117
Egypt	-	3.1	69
Tunisia	1.03	3.8	36
Morocco	0.75	3.2	62
Lebanon	0.2	-	-
Syria	-	2.7	101
Jordan	0.34	3.1	74
Sudan	0.3	-	-

These information shows that supporting of scientific research is still very weak in the Arab Countries, which causes the poorness in private-public partnerships.

Countries in South Asia, for example face a dual challenge in infrastructure: first, pointed out that, over the years governments have underinvested in infrastructure assets and particularity in maintaining them. The second challenge refers to the limitation of the private investment (Bahatia and Gupat, 2006).

The table below shows the investment in infrastructure projects with private participation, 1990-2004 in billions.

Constraints and Challenges of Partnerships

Table Number (2)

Region	Investment in Infrastructure
Latin Americas and Caribbean	400
East Asia and Pacific	200
Eastern Europe and Central Asia	150
South Asia	60
Middle East and North Africa	45
Sub-Saharan Africa	40

For the Arab countries, Several Arab countries adopted programs of collaboration and partnership with the private sector as a strategic option and political direction. Implementation of partnerships between the public and private sectors in the Arab countries, was only on several Services, Such as municipal services, electricity, communication, and water services. Further more, some Arab countries for example, the kingdom of Saudi Arabia has applied serious steps toward collaboration between the two sector in development.

King Abdullah Economic City, Jazan Economic City and Economic knowledge city at Al-Medina Al- Munawara, and other projects that represent a qualitative transfer of participation between public and private sectors.

Another example is United Arab Emirates, which unlike the know methods of privatization adopted at many parts of the world (Nuaim, 2008).

The Main Constraints Face Arab Countries are:

- 1- Some local decision makers lack the capacity to execute the partnership initiatives, a matter that constraints local officers.
- 2- Overlapping of responsibilities and authorities, and Organization control of the Central government over the local departments, and the weakness of the private sector in executing large urban projects.
- 3- Absence of transparency in projects which need large capitals, lack of departments specialized in pricing, lack of accurate information and studies that have impact on the success of partnership projects. All of these make some government departments not yet ready for the requirements of implementing partnership projects with the private sector.

4- Weak public awareness on the importance of partnership systems between the two sectors. This creates rejection in some countries for implementing the projects through contracting (Nuaim, 2008).

Through this practical analysis which supported by international cases and examples, we can list the challenges and constraints of PPPs in general perspective:

- 1- Partnerships between the public and private sectors are still new.
- 2- Need for PPP guidelines.
- 3- Experience exchange between regulators.
- 4- Lack in experience in PPPs.
- 5- Hard regulating.
- 6- Lack of independence; Sector Ministers interference Jurisdiction (Executive Privatization Commission, 2007).

Methodology:

Type of Study:

This study is descriptive quantitative one to discern the main challenges that face the partnerships between the public and private sectors, Especially in Jordan.

Study Population and Sample:

Because the theoretical back ground of this study pointed out that the challenge of infrastructure that facilitates the partnership between the two sectors. Also, scientific research and technology transfer are significant players in determining the probability of failure or success in any potential partnership between the two sectors, the population of this study is divided to three populations which are:

- The teaching staffs in the Jordanian universities especially those who are practice research activities.
- Graduate students from the administration, economy, and Public administration faculties, because they are the future leaders.
- Jordanian employees in the international commission that working in Jordan such as USAID, UNISCO, and others.

The study Sample comprises: 15 from the universities teaching members, 15 graduate Students, and 5 Jordanian employees in the international commissions that working in Jordan.

Data Collection:

The secondary data had been collected from the recent researches, and cases in several countries that performed some partnerships between the public and private sectors.

A questionnaire has designed by the researcher to gather the primary data from the sample individuals.

Constraints and Challenges of Partnerships

Data Analysis:

Table (1)
Descriptive Statistics
Means and standard deviation for questioners

	Mean	Std. Deviation
Q1	2.1200	.60000
Q2	2.5600	.86987
Q3	1.9200	.86217
Q4	1.6400	.95219
Q5	1.7200	.93630
Q6	2.1200	.97125
Q7	2.0000	.70711
Q8	2.1200	.60000
Q9	2.5600	.86987

From the table (1) we notice the high means for question 2 it means **2.5600** With SD **.86987** which is: Hard regulating in Jordan has negative impact on partnerships between the public and private sectors. AND lowest means for question 5 it means **1.6400** With SD **.95219** **Which Is:** The number of research scientists in Jordan is very poor either in the public or private sector, to conduct useful researches in PPPs.

Hypotheses testing

The first Hypotheses

- Ho: There is no relationship between the availability of sufficient regulatory capacity and performing successful partnerships between the public and private sectors in Jordan.

To answer the question the research used one way ANOVA and the following table shows the result

ANOVA

one way ANOVA between the availability of sufficient regulatory capacity and performing a successful partnerships

ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	2.997	5	.599	4.619	.006
Within Groups	2.466	19	.130		
Total	5.462	24			

Ahmad Areiqat and Nidal Al-Salhi

From the table we notice that one way ANOVA between the availability of sufficient regulatory capacity and performing a successful partnerships (f) value was (.006) and it was significant at less than 0.05, so that we accepted the alternative hypotheses there is a relationship between the availability of sufficient regulatory capacity and performing a successful partnerships

The second hypothesis :

Ho: There is no relationship between the lack of scientific resources and skilled personnel and the failure in PPPs in Jordan

To answer the question the research used one way Anova and the following table shows the result

ANOVA

One way ANOVA between There is no relationship between the lack of scientific resources and skilled personnel and the failure in PPPs in Jordan

ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	4.852	8	.606	15.885	.000
Within Groups	.611	16	.038		
Total	5.462	24			

From the table we notice that one way Anova between There is no relationship between the lack of scientific resources and skilled personnel and the failure in PPPs in Jordan (f) value was (.000) and it was significant at less than 0.05,, so that we accepted the alternative hypotheses there is a relationship between the lack of scientific resources and skilled personnel and the failure in PPPs in Jordan

The third hypothesis:

Ho: There is no relationship between the lack of skilled personnel and the failure in PPPs in Jordan.

To answer the question the research used one way Anova and the following table shows the result

ANOVA

One way ANOVA between the lack of skilled personnel and the failure in PPPs in Jordan.

Constraints and Challenges of Partnerships

ANOVA

	Sum of Squares	df	Mean Square	F	Sig.
Between Groups	4.131	5	.826	11.791	.000
Within Groups	1.331	19	.070		
Total	5.462	24			

From the table we notice that one way a nova between the lack of skilled personnel and the failure in PPPs in Jordan . (f) value was (.000) and it was significant at less than 0.05, , so that we accepted the hypotheses there is a relationship the lack of skilled personnel and the failure in PPPs in Jordan . Analysis of variance was used to test the study hypotheses. And since this hypothesis was tested through three questions from the questionnaire, as was the mean of each, 2, 2.12, and 2.56 respectively. They are very close to the highest mean, which amounted to 2.56, which means that there is a relation ship between the lack of skilled personnel and the failure in PPPs in Jordan. Analysis of Variance confirmed this results, as the value of (F) was (.000), with (sig less) than 0.05. Therefore, we accept the alternative hypothesis "There is a relationship between the lack of skilled personnel and the failure in PPPs in Jordan.

Fourth hypothesis

There is no relationship between the nature of the sector under development and the kind of constraints and challenges of using PPPs in the development process

Challenges and Constraints								
Services	Lack of Funds		Lack of Experience		Lack of scientific research		High Cost and Risk	
	Freq	Percent	Freq	Percent	Freq	Percent	Freq	Percent
PublicHealth	7	37%	4	21%	7	37%	1	5%
Education	9	47%	3	16%	6	32%	1	5%
Water	4	21%	4	21%	7	37%	4	21%
Communicat ions	7	37%	3	16%	5	26%	4	21%
Electricity	2	11%	3	16%	8	42%	6	32%

From the table we notice in Public Health the major Challenges were Lack of Funds

And Lack of scientific research

In Education the major Challenge was Lack of Funds

Water: the major Challenge was Lack of scientific research

Ahmad Areiqat and Nidal Al-Salhi

Communications: the major Challenge was Lack of Funds

Electricity: the major Challenge was Lack of scientific research

The following table shows the challenges and constraints ranked as their importance according to the respondents view points, for each of the five selectors.

Service	The major Constraint, Challenge
- Pubic health	Lack of funds and lack of scientific research
- Education	Lack of funds
- Water	Lack of scientific research
- Communications	Lack of funds
- Electricity	Lank of Scientific research.

Study Results and Recommendations:

Data analysis indicated that regulations in Jordan are not flexible enough to comprehend the necessity of partnerships between the public and Private sectors.

Also the analysis pointed out that the first hypothesis "There is no relationship between the availability of sufficient regulatory capacity and performing a successful partnerships between the public and private sectors" obtained (.006) for "f" value, less than 0.05 which means that "There is relationship between the availability of sufficient regulatory capacity and performing a successful partnerships between the public and private sectors".

For the second hypothesis "There is no relationship between the lack of scientific resources and the failure in PPPs in Jordan" the analysis accepted the alternative hypothesis which is "there is a relationship between the lack of scientific resources and the failure in PPPs in Jordan".

Also the third hypothesis "there is no relationship between the lack of skilled personnel and the failure in PPPs in Jordan." The data analysis accepted the alternative hypothesis "there is relationship between the lack of skilled personnel and the failure in PPPs in Jordan."

Hypothesis number four aimed to address the major constraint and challenge for several public services in partnerships between the two sectors.

Constraints and Challenges of Partnerships

The Sample opinions showed the following results:

Service	The major Constraint, Challenge
- Pubic health	Lack of funds and lack of scientific research
- Education	Lack of funds
- Water	Lack of scientific research
- Communications	Lack of funds
- Electricity	Lank of Scientific research.

The literature suggests the existence of similar cases in developing countries, Sekhar (2007) pointed out that the Government of India has initiated several steps in order to achieve a successful partnerships between the two sectors, these steps represent actions must be done to overcome the difficulties that may prevent the achievement of the partnership between the public sector and private sector, these steps are:

1. Establishment of PPP cell in the Department of Economic Affairs in Ministry of Finance to administer various proposals and coordinate activities to promote PPPs.
2. Long-term finance to infrastructure projects.
3. Formed an inter-ministerial group to determine pre-qualification of bidders under PPP.
4. Preparation of PPP toolkits and model concession agreements.

The study presents the following recommendation to encourage the partnerships between the public and private sectors in Jordan.

- 1- The Jordanian universities have to play their potential role in the field of scientific researches.
- 2- The Jordanian Government has to redesign the regulations to facilitate the PPPs.
- 3- Both, the public and private sectors in Jordan have to develop flexible guidelines that enhance the partnerships between the two sectors.
- 4- The public sector leaders have to exploit training programs in order to increase the skills, experiences of the public sector employees.

• **List of Acronyms:**

Acronym	Full NAME.
PPPs	Public, Private Partnerships.
ACTS	African Center for Technology Studies.
HCST	Higher Council to Science and Technology.
NCARTT	National Center for Agricultural Research and Technology Transfer
OECD	Organization for Economic Co-operation and Development.
MENA	Middle East and North Africa.
GDP	Gross Domestic Product.
R&D	Research and Development.
USAID	United States Agency for International Development
UNESCO	United Nations Educational, Scientific and cultural Organization.

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Constraints and Challenges of Partnerships

Questionnaire

Part One:

This part is for collecting the demographic Characteristics of the participants, you are requested to put the sign in the proper place.

Gender: male female

Current occupation: Faculty member Graduate Student

International Commission Employee

Part Two:

No.	The Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
In Sufficient Regulatory Capacity						
1-	Hard regulating in Jordan has negative impact on partnerships between the public and private sectors.					
2-	Regulations in Jordan are not flexible enough to comprehend the necessity of PPPs.					
3-	Most of the parliament members are tend to reject the private sector Participation in running the public sector projects.					
Lack of Scientific Resources (Technology Transfer).						
4-	The high cost of scientific research reduces the benefits of PPPs.					

Ahmad Areiqat and Nidal Al-Salhi

5-	The number of research scientists in Jordan is very poor either in the public or private sector, to conduct useful researches in PPPs.					

No.	The Statement	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
6-	The financial statements of the private sector companies in Jordan show few amount of money to support the scientific research.					
Lack of Skilled Personnel						
7-	Partnerships between the public and private sectors in Jordan are still new.					
8-	Failure in performing a Successful PPPs in Jordan refers to the lack in experience.					
9-	Absence of PPPs Guidelines in Jordan led to failure in some public projects.					

For the purpose of ranking the constraints and challenges of PPPs in Jordan, you are requested to fill the following table according to the importance of each constraint for several public services. The degree of importance

Constraints and Challenges of Partnerships

measurement fluctuates between 1-4, number 1 for the highest importance, 2; high importance 3- medium, and 4 no importance.

If you believe that the most important challenge in PPPs for the public health is for example, lack for experience, just put number 1 in the named column in front of Pubic health.

Services	Challenges			
	Lack of Funds	Lack of Experiences	Lack of Scientific Research	High Cost and Risk
Public Health				
Education				
Water				
Communications				
Electricity				