

An Initial Study on Public Private Partnership in Taiwan: Case of the National Museum of Marine Biology and Aquarium

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ABSTRACT:

One of the typical privatizations was “public private partnership” meaning to implement policy programs through public and private cooperation. Although most of the literature provided several models to explain possible situations of this type, they seemed not to test any practical case. This research tries to integrate the models from the literature and then explain the similarity and characteristics of the National Museum of Marine Biology and Aquarium in Taiwan. First, we review the literature about public private partnership that offers the channels to examine the details of our case. And the mandated policy is one of the most important drives to perform public private partnership, rather than the cost factor. Further, we address the background and applications of Taiwan’s public private partnership. We put forward a case which concerns the public-private partnership of the National Museum of Marine Biology and Aquarium and examines the operation in its management of integration of the resources, purposes, performance so on. Finally, we called the findings the “Taiwan Type Public Private Partnership” which is different from most discussions of the policy meaning in between public and private involvement.

KEYWORDS: National Museum of Marine Biology and Aquarium, Privatization, Public-Private Partnership,

1. Introduction and development:

Since 1980s, privatizing policies were on the increase because the echoing cry of ‘small government’ dominated the agenda concerning governance. The traditional view of public administration about the government's performance was not good enough, so government needed the private sector to participate in it. We have examined some literature that focused on privatizing policies and most of the material pointed out that the main reason of why government implements privatization policies is just because of the financial pressure and the cost of the personnel service. Therefore, privatization policies were becoming tools to promote governmental efficiency, performance and saving of money. We could see in advance that privatizing policies could be of several kinds, such as government service, government vending, intergovernmental agreements, contracts or contracting out), franchises, grants, vouchers, free market, voluntary service, and self service under institutional arrangements. Those tools meant put some new idea into the government, in other words, it was putting the spirit of the private sector into government. At the same time, a series of books about privatization was published, such as Savas (1987, 2000, 2002, 2005), Rosenau et al. (2000, and Greenstein (2015).

In Taiwan, Jan (1993) published the first book about privatization policy. Among schemes, one of the typical privatizations is “public-private partnership” which implements policy programs through public and private cooperation. Holderman (1996) considers that public private partnership is a success story of the movement toward governmental re invention, which proves that any kind of re invention needs private

sector participation. However, there are several definitions of public and private. Public could be the agent, the intergovernmental organizations; the private could be the contractor, corporation, and so on. We reviewed the literature about public-private partnership that offers ways to examine the details of our case. In this paper, what we would like to do first is to review the reasons for public-private partnership and the mandated policy is one of the most important drives to introduce public private partnership, rather than the cost factor.

Further, we consider the background and applications of Taiwan's public private partnership the case of The National Museum of Marine Biology and Aquarium. In Taiwan, the "contracting out" policy has been practiced since 1993. We divided the development of Taiwan's contracting out into five stages: I: 1993-1997; II: 1998-2000/8; III: 2000/9-2002/3; IV: 2002/4-2002/6; the fourth stage of development; V: 2002/5-present. The case of the National Museum of Marine Biology and Aquarium would be positioned in the periods II and V. This research tries to integrate the model from these literatures and then explain the similarity and characteristics of the National Museum of Marine Biology and Aquarium in Taiwan. Finally, the puzzle and the future of public-private partnership in this museum's case in Taiwan's Government will be addressed in this paper.

2. Privatizations, BOT, contracting out and public-private partnerships:

It has been more ten years since Jan (1993) published the first book about privatization policy in Taiwan. After the understanding it brought, the concept was introduced in the public or government sector. In Taiwan, "contracting out" has been practiced since 1993. We divided the development of Taiwan's contracting out into five stages: I: 1993-1997; II: 1998-2000/8; III: 2000/9-2002/3; IV: 2002/4-2002/6; V: 2002/5-present. About that, various governments introduced all kinds of program of privatization, and thought that could be the way to get their financial deficits down. It was around this time that Hughes (1998) wrote a book about *Public Management and Administration: An Introduction* which also emphasized the new concept of Public Management in the field of Public Administration, especially the operation, and method of privatization for use in government.

If we go back to the field of privatization policy in American, Savas (1987) published the first and important book of *Privatization*. This claimed to provide "the Key to Better Government" how to let government function better. After almost thirteen years, Savas found that privatization was not done by governments on their own, and put more private thoughts before the government. Thus Savas's theory was not without its flaws. On the contrary, Salamon (1989) (ed.) published a book *Beyond Privatization: the Tools of Government Action* which emphasized government pressure should be put on to the private sector in order to achieve cooperation. This book had a different view from Savas's. However, *Privatization and Public-Private Partnerships* was written by Savas and was the first to be concerned about the relation of privatization and public private partnerships (Savas, 2000). In this article, many ideas were from Savas's book. When the term "privatization" was introduced, it means all governmental matters had some serious problems. But then the term changed to "public private partnerships" which emphasized the relationship of partnership between public and private. Slyke (2003) analyzed the reason for the mythology of privatization in contracting for social services, and indeed found some mythology in it. Dilulio (2003) discussed whether government should be by proxy, and the problems that government faced. Similar examples abound in the literature.

In an advance development, Savas (2002) has editions book *The Tools of Government: A Guide to the New Governance* which is just about the changing role of government to the looser notion of governance. Trevor Brown, Matt Potoski, and David Van Slyke (2005) pointed out that contract management would be the big topic in government. Also, Silva (2004) discussed the relation of public private partnerships and urban governance, and thought it could be the new way of governance. Klijn, Edelenbos and Steijn (2005) used a case to note how trust was important in public-private partnership, and they thought it difficult to

achieve. In their article, they pointed out “Trust is a difficult and frequently used concept, but opinions about the value of the concept vary.” For the purposes and promoting of public private partnerships, there are some related literatures such as United Nations (2008), and White (2014) also mentioned the advantages of public-private partnerships.

On the other side, we address the background and applications of Taiwan’s public-private partnership. In Taiwan, Tang (2004) analyzed even more the impact of New Public Management on Taiwan’s Democratization and transformation of Public Administration. Liao (2005) presented the issue of public private partnership governance and public service delivery: regarding the mode of farmers’ associations in Taiwan, he found the farmers’ associations were very unique, and this could be the first operation of public private partnership about how to cultivate rice paddies. The most important thing is using private participation and an entrepreneurial way of private management (London, 2002).

We may also further analyze the benefits and shortcomings of public private partnership. The benefit of public-private partnership should be to save “Public Moneys” (Youngs, 2004). The shortcomings of public-private partnership should be the “diffusion of the boundary between public and private enterprise” it will be a puzzle from them (Lin, 2000; 2001). It was difficult to offer a definition of public private partnerships. Gazley (2005: 6) considered that “Public private partnerships help governments to avoid public hostility toward direct government action by introducing public policies in a less direct way.” More advanced study by Gazley (2005: 5-6; Peters, 1998) thought the clearest guidance on the necessary ingredients of such partnerships comes from the following conditions for public private partnerships involving government and either businesses or nonprofit organizations:

- They involve two or more actors, at least one of which is public.
- Each of the actors can bargain on its own behalf.
- The partnership involves a long term, enduring relationship
- Each actor makes contributions to the partnership, either material (e.g., resources) or symbolic (e.g., sharing of authority, credit).
- All actors share responsibility for the outcomes.

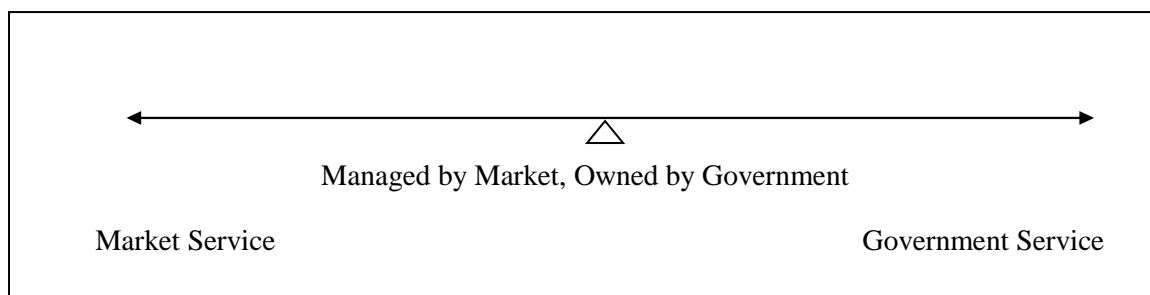
Besides, Devroye (2003) has touched on the issue of who wants to provide private social security, and whether it could be private or not. From some of the literature, there is an interesting term of “hollowing government” which means government contracting out all its services to the private sector, and the government might be hollow because of contracting out or privatizing policies. For long, the dual properties of public and corporate natures invested in state businesses have remained controversial. Along with the changes of era and environment, the preservation and abolition of state businesses have also turned into another new issue; meanwhile, such issues also involve whether public property can be covered under corporate mechanisms after privatization. Therefore, this study proposes depending on privatization to delineate the concept of privatization.

The last two decades have seen growing importance placed on research in the private management of publicly owned or BOT (Build-Operate-Transfer) the government sets up state businesses and operation manages by the private association, in other words, the public affairs were contracted out privately.

It becomes the hottest topic in government, and even becomes the panacea of governmental commercialization. Moreover, Taiwan's public private partnership has different types Public Preschool, Public School, Public Wharf, and Public Art Museum and so on. Therefore, it is described in many ways in the literature. In Taiwan, Li (2002) pointed out the steps of contracting out government services what kind of governmental service should be privatized. There are many public and private partnership operations: Wei (2000) describes the operation of public private partnerships in Taipei Municipal Wan-Fang Hospital and he described the market and government services, and we can show it in

Figure 1:

Figure 1 Service between Market and Government



Source: Dau-Min Wei (2000: 24)

According to Figure 1, we could find that the “Government” is on the right of the spectrum, and the “market” on the left. Between the two concepts, is the so called “contracting-out” is in the middle of this spectrum. In other words, public affairs are managed by the market; however, the ownership belongs to the Government so we still need to give responsibility to government. Although most of the literature provided several models to explain possible situations of this type, they seemed not to test out any practical instance. Therefore, we want to put the BOT type into the case of the National Museum of Marine Biology and Aquarium.

Before entering the NMMBA case, on the other hand, we should analyze the BOT and divide the kinds of privatization into several types:

- BOT: Build-Operate-Transfer
- BTO: Build-Transfer-Operate
- OT: Operate-and-Transfer. Advanced progress were Develop-Operate-Transfer (DOT) or Rehabilitate-Operate-Transfer (ROT)
- CAO or ROO: Contract-Add-Operate or Rehabilitate-Own-Operate

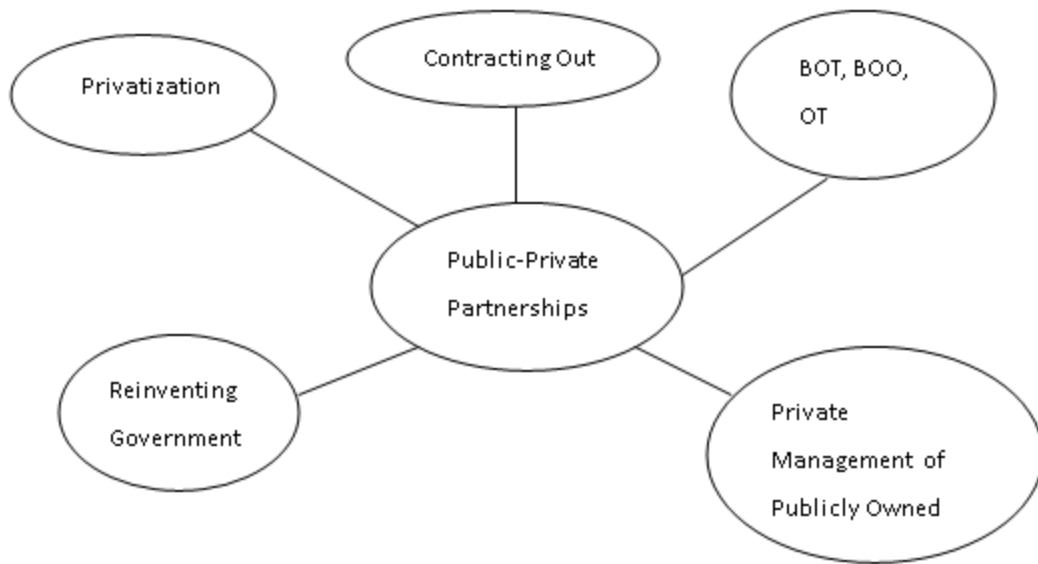
No matter which type is selected, the government usually does not have the effective management ability, and does not carry out the more complex following questions. Therefore, BOT indeed provides a way for one kind of government and the private sector working together in order to achieve benefit shares from the cooperation pattern. But although the BOT policy decides matters well, and the direction is also calculated correctly, what is strange is that what is carried out is always actually tattered and torn. In these significant BOT cases, frequently it is because the government enters in the leading private enterprise and participates in the cooperation the process: this fills artificially and does not work as factor disturbance, the result can originally be supposed to carry out the social welfare policy which all the people share not only does the transposition lose its shape in the end, but it also has raised the special permission merchant.

Just as Klijn, Edelenbos and Steijn (2005) said: “In contractual relations and partnerships, hence in almost all cooperative relations between private and public actors, actors are confronted with risks that can take various forms.” Besides, we have found that if the governmental service matches with scale economies in the market; the private sector would be delivering and was paid for by government. According to the handout of contracting out government services, the institution foreign request privately provides service type and the public property management (contain public property, public facility) and the social welfare service (contains open knowledge center, home nursing), it was called “private management of publicly owned.” Next, we analyzed the theory and hierarchy of the National Museum of Marine Biology and Aquarium (hereafter, NMMBA). Little research has been done on the NMMBA case, for example the marketing of NMMBA (Hung, 2015) and satisfaction and royalty of Customers’ Sleepover (ku, 2013). There has thus far been relatively little research in this area. That was why we on the MNNBA case.

3. Theoretical analysis and hierarchy of National Museum of Marine Biology and Aquarium:

Following the above reviews, this research tries to integrate the model from the literature and find a theoretical analysis of public private partnership. We could sum up the several kinds of public private partnership related with privatization. We can show the related theories as follows and in Figure 2:

Figure 2 Related Theories of Privatization



Source: author

Figure 2 show us the related theories of privatization, if we want to examine the related theories. It more or less talked about the topic of Privatization, Public Private Partnerships, BOT, BOO, OT, Reinventing Government, Private Management of Public Owned, and Contracting Out and so on. The public service involves contracting out with the private sector, but privatization also teaches the Government to make the demand in reinventing government. The Government may have a more effective role which was provided the environment, letting the private sector do things and encouraging it to take responsibility to have the duty after any kinds of privatization or BOT type. On the other hand, we can see the hierarchy of the National Museum of Marine Biology and Aquarium: it could be figured out as follows in Figure 3.

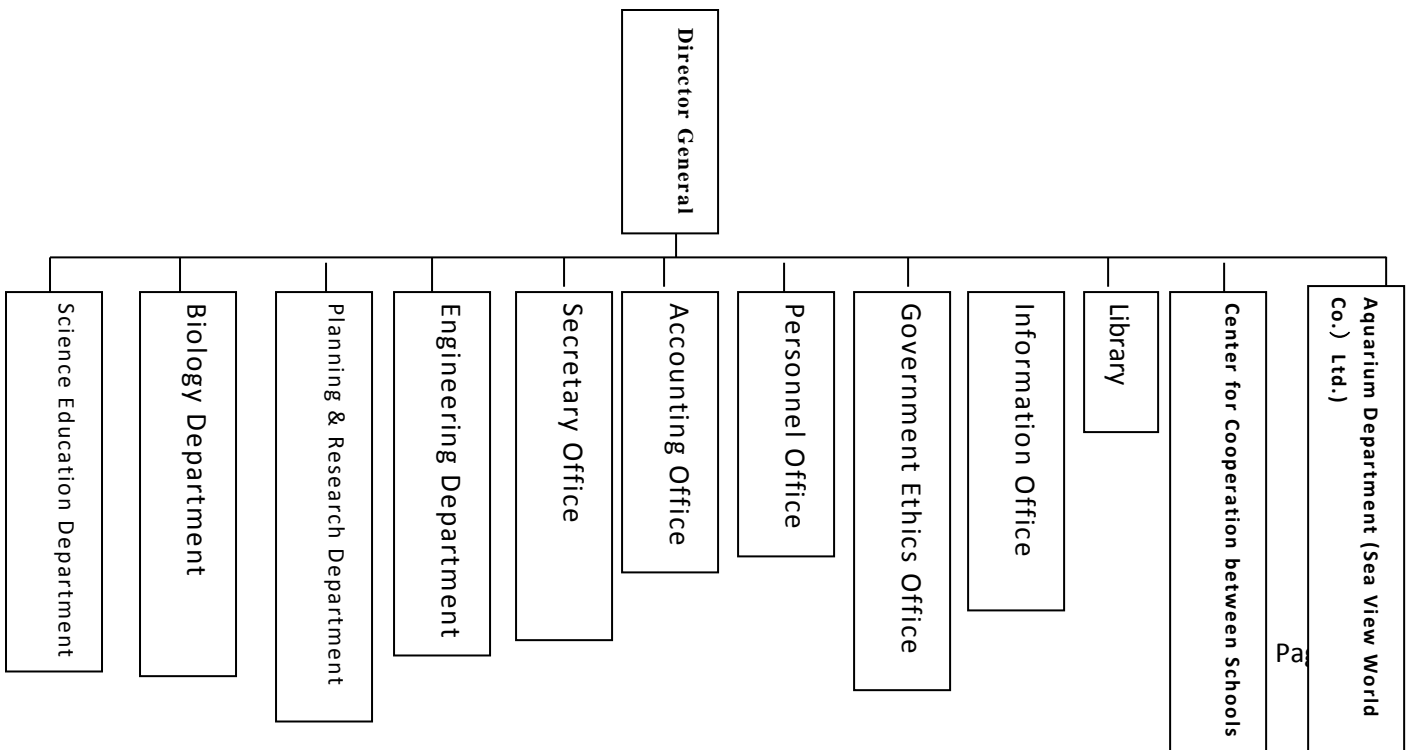


Figure 3 Hierarchy of the National Museum of Marine Biology and Aquarium
Source: The website of NMMBA

According to Figure 3, we can see the different departments within NMMBA. Under the Director General, they were Science Education Department, Biology Department, Planning & Research Department, Engineering Department, Secretary Office, Accounting Office, Personnel Office, Government Ethics Office, Information Office, Library, and Center for Cooperation between Schools, and Aquarium Department (Sea View World Co.). It was the private corporation which won the management and operating right for the Aquarium Department. The NMMBA just let the exhibit hall be consigned to Sea View World Co. and others were not so consigned.

But, according to "the state run marine life museum development as well as the request management contract", the Sea View World Co. subordinates under the NMMBA system, the NMMBA department is the Sea View World Co.'s boss. If it lets NMMBA terminate a contract, Sea View World Co. operation business will not exist at full strength, therefore, the Sea View World Co. will not be able to deny this fact (Ho and Chiang, 2005: 75). We also can include the investment of Aquarium Department having the five companies and a few individual stocks, so there were: Nan Ren Lake Leisure Amusement Co., China Television Company, and International Commercial Bank of China, Mun Sang Poh, China Steel, and personally buying stock. Each one accounts for its own proportion. We may further analyze the investment as in Table 1.

Table 1 Investment in Aquarium Department

Shareholder member	Accounts for the proportion (%)
Nan Ren Lake Leisure Amusement Co.	55%
China Television Company	43%
International Commercial Bank of China	
<u>MunSangPoh (News Company)</u>	
ChinaSteel	
Personally buys stock	2%

Source: Sea View World Co. 2000.

Table 1 is about the investment in the Aquarium Department; the most stock was held by Nan Ren Lake Leisure Amusement Co. 43% consisted of China Television Company, International Commercial Bank of China, MunSangPoh (News Company), and ChinaSteel.¹ Therefore, it has more than half of the management right which directed the development and direction of Aquarium Department. On the whole there has been relatively little progress in NMMBA until recently. Here, we would like to introduce the preliminary study cases of the National Museum of Marine Biology and Aquarium in Taiwan, and how it could be called a "Taiwan Type Public Private Partnership."

¹ Those corporations were settled on Taiwan.

4. The National Museum of Marine Biology and Aquarium in Taiwan:

In this part, we could see the background, and the impact of BOT on the NMMBA case.

4.1 Background:

From 1985, the preparatory office of the National Museum of Marine Biology and Aquarium was agreed by the Ministry of Education. And then it was partly established in 1990 and faced local residents' resistance. The local residents wanted more compensation before the museum was established. In 1991, the preparatory office of the National Museum of Marine Biology and Aquarium was formally established; the opening of the Waters of Taiwan was finally finished on February 25, 2000. After numerous efforts and frustrations, we formally stepped toward the wide field of international marine education and research. Under the multiple functional thinking of the museum's affairs, the NMMBA thus approaches the overall promotion of community, entertainment, international development and so forth other than the upgrading of the educational, academic and nursery aspects. On July, 2000, the Aquarium Department of the museum was consigned to Sea View World Co. Ltd. for professional operation and management after screening. This act, not only initiated the first case of consigning a national social educational agency to an outside operation, but it also implemented thoroughly the cooperation concept for professional division of labor.²

In 2002, the Government promoted the concept of "a village and a town hall". Under the plan, more museums (cultural buildings) were agreed one after another from a surplus to meet an insufficiency in the Government's construction expenses. After nearly two years, Government makes the plan again. The plan of needing to eliminate unnecessary personnel to develop the small museum and its organization structure cannot be managed by specialists. To some newly-established or organizations which get involved in large-scale preparation for construction, the model of BOT have to be adopted (Chen, 2002). Therefore, the way of private management of public ownership or BOT should be the key point in the NMMBA case. This style was established in the exhibition hall and was similar to the department within the NMMBA. The direction of the NMMBA case could be a strategy of separating management and research. The NMMBA may divide into: 1. Waters of Taiwan; 2.Coral Kingdom ; 3. Waters of World; 4.Temporary Exhibitions; 5.Service Area. Except for the fifth point, each area has its own character.³ And, the NMMBA is located in Checheng of Pingtung County in Taiwan, as Figure 4.

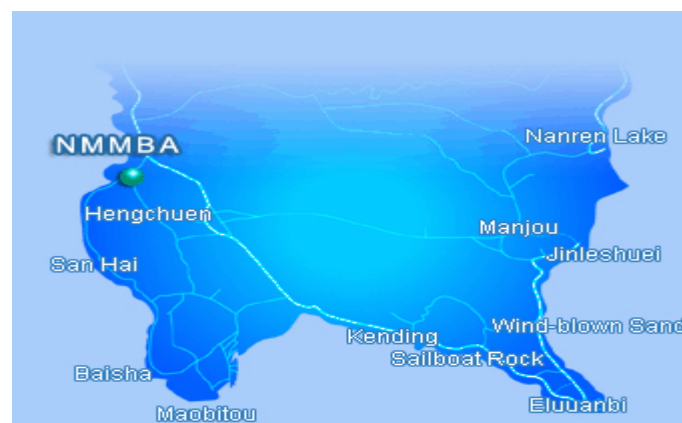


Figure 4 Location of NMMBA

Source: NMMBA website (<http://www.nmmba.gov.tw/english/aboutus/History>)

² This brief was cited on the website of the NMMBA, visited on 2016/1/17.

³ According to the introduction of NMMBA website (<http://www.nmmba.gov.tw/english/aboutus/History>) is described as "The NMMBA introduced the Waters of the World covering the global waters and ancient ocean with the method of combining the aquarium and all digital images following the openings of the Waters of Taiwan and the Coral Kingdom Pavilion. All progresses were finished at the end of 2007, which made the NMMBA the best museum worldwide."

4.2 After the impact of BOT on the NMMBA case; and the interaction of Taiwan Type Public Private Partnership:

It is different between the "contracted-out services" or "outsourcing of business" which Sea View World Co. has an operation under the contract to have the integrity to make a profit with the ability: it must have independent handling of business under the standardized contract, and its operation is different from any other company. On the other hand, Sea View World Co. only owned some part of operation right to retain the NMMBA. Director General was still responsible for success and failure the NMMBA (Chung, Chang, and Fang. 2002).

The NMMBA operated under the contract to have the integrity to seek to make a profit, and its operation was also like that of a company. Just like in the operation of the museum, in most Europe and America countries the operation already continues for a long time via a public welfare legal association. The governmental role in European and North American countries just has the financial assistant to supply the museum, no matter whether the museums belonged to the public or private sector. On the contrary, most museums in our country were public. Therefore, the BOT has become a feasible way, that is: "As NMMBA has mentioned museum own by government but run by Sea View World Co. which using BOT operating method idea is a 'relationship between public and private department's untie efforts' as the base of the national museum operation which establishes trust between partners and their cooperative relationship." (Chen, 2001) Besides, Tsai Yun Huang and Wen Chien Huang (2003) examined the four-case studies of museums, and contracted out the operations of public museums. Advanced analysis: we could make a preliminary study of the three perspectives to see the interaction of "Taiwan Type Public Private Partnership" between the NMMBA and Sea View World Co. These are: costs, operation, and the function of education. We could show it as follows and analyze accordingly.

4.2.1 Costs:

After the contracting out, or BOT, the costs inevitably become a consideration. However, no matter how the museum worked, it had to face the costs. Lin (1999; 2001) pointed out that, with the application of BOT type in museum which can downsize the costs of staff and resources, it could be also the first BOT case for a Public Museum. Especially, it is one of the private management of publicly owned or BOT type. The BOT was not equal to the reduced education resources; therefore, for it to "make a profit" was the method but not the goal. Since the education of the NMMBA does not count the cost, it cannot have any idea of the cost. The BOT of the NMMBA also must let the Government be better, the education resources be fairly assigned and so on (Chung, Chang, and Fang, 2002). The private corporation, Sea View World Co., put some costs to manage the profit function within the NMMBA case. Tsai-Yun Huang (2001) just pointed out that financial pressure and the cost of personnel service are the reasons why NMMBA wanted to go private. However, beyond that, "making a profit" or "cutting the cost" is only the method, but not the goal.

After management over several years, Sea View World Co. has been making a profit.⁴ If it can wrestle with Sea View World Co., it lets Sea View World Co. not only take sufficient advantage enough, but it also has a reasonable profit, to attempt which becomes the most arduous duty in the NMMBA case (Ho and Chiang, 2005: 71). Besides, the Government invested more than Nan Ren Lake Leisure Amusement Co.⁵, according to Tsai Chen Ho and Mei Lin Chiang (2005: 76), as follows:

⁴ This part is this research difficulty place, and it was the very inaccessibility "data" describes the Sea View World Co. seeking to make a profit. Therefore this part temporarily subscribes for the preliminary study. Both sides show the interaction pattern, there were many interactions according to the following description.

⁵ Nan Ren Lake Leisure Amusement Co. was the biggest stock of the Sea View World Co..

The government further explained that, the state run marine museum advertisement belongs to the government, it did not belong to Nan Ren Lake Leisure Amusement Co., and it was paid by collection fifty million dollars each year by the government. It did not mean the Nan Ren Lake Leisure Amusement Co. had the government invest 50 hundred million dollars to construct the museums.

Therefore, Sea View World Co. truly wants to take the NMMBA advertisement to seek to make a profit.

4.2.2 Operation:

The operating process is a very important matter. James Chang (2002) analyzed the operational trends of Museums from the viewpoint of entrepreneurship government and took the NMMBA as an example. In his view, he thought the staff in BOT type who was called the “public managers” had the key role during this time and the operation of Museum should have the spirit, efficiency and entrepreneurship of the private sector. It looked from the visit tourist quantity, just as when June Kuen Chen (2001) analyzed the study of visitors who visited the NMMBA as follows:

In overall population statistics, most visitors who visit the NMMBA are female, ages 21 to 30, and most visitors' careers are in service industries or business. 78 % of interviewers had at least finished high school, vocational school, college, or had postgraduate education. Most visitors are married and their incomes are between 20 to 40 thousand dollars but below 20 thousand dollars is the most usual range among the majority of NMMBA's visitors. In the characteristics of visitors and the numbers visiting NMMBA, most of the visitors are visiting for the first time. Groups of 4 visitors are the most common in this sample population of this category of types of visitors that visited NMMBA.

Also, Mei Yun Xu (2002) analyzed the conflicts and harmony of the museum's utilization of outside resources. Mei Yun Xu and Lee Shing Fang (2003) introduce us to an operational mode and puzzle in Taiwan area museums. They thought notions such as education, environmental protection and public interest were very important, and worked on how to transmit these interests to visitors. If we look at the operating process, according to Tsai Chen Ho and Mei Lin Chiang (2005: 117) the operational department is an example:

Once facing that the Sea View World Co. has gift shop of the hall as a selling channel, the NMMBA sets up a temporary booth to sell the East Port Farmer Association's⁶ shrimp product, dry fish, sea products and so on. The Sea View World Co. unites with East Port Farmer Association to promote the product. Even though it was a good attitude, in the contract it was not allowed the Sea View World Co. to support the booth outside the present area region, and the NMMBA certainly could not accept it.

Advanced analysis: Tsai Chen Ho and Mei Lin Chiang (2005: 93) also pointed out the conflict between NMMBA and the Sea View World Co. as follows.

Using the museum's resources, it causes the improvement of the marketing result of the Sea View World Co.; however the tourist unavoidably thought the comparison picture visits the NMMBA. Inevitable, it seeks to make too much a profit to be obvious, it was more than the essence of education, and it also lets the museum be too commercial.

But this aspect of conflict comes down to the following issue: the function of education.

4.2.3 The function of education:

In this part, the education function is a very serious issue. The goal of the Government is education; the goal of Sea View World Co. is profit. It is very hard to evaluate the function of education after the BOT in

⁶ It was a farmer association and it was located in the Pingtung area in Southern Taiwan.

NMMBA case. Chung, Chang, and Fang (2002) considered the impact on the education manpower and funds adjustment which was how to control education resources, and the dispute about education and the image of the public. Recently, animal research board Director Zhu Tseng has indicated that the NMMBA takes “the education research” as the line of “the circus performance” which meant that control by the agriculture commission was insufficient. It takes back the license of “the input permit” which means the prohibition of the Sea View World Co. from the import of the white whale once again. At the same time, Director Chen Yumin appealed to the public to make a phone call or write a letter to the agricultural commission and the NMMBA which protested about the import of the white whale, and how to prevent white whale still having to suffer such injury.⁷

Ching-Tsung Liu (2001) analyzed what tourists thought: that the NMMBA provides the first goal of the function of education, the second goal is exhibition, the third goal is collection, and the fourth goal is the entertainment-this achievement of those goals with the NMMBA can be consistent. The demonstration counsels the assistance by the government under the BOT management pattern, and museum "standard" certainly was not too commercial. Yu Chan Ho (1997) analyzed the function of environmental education of NMMBA good interaction with the community. We can show the result in Figure 45, as follows.

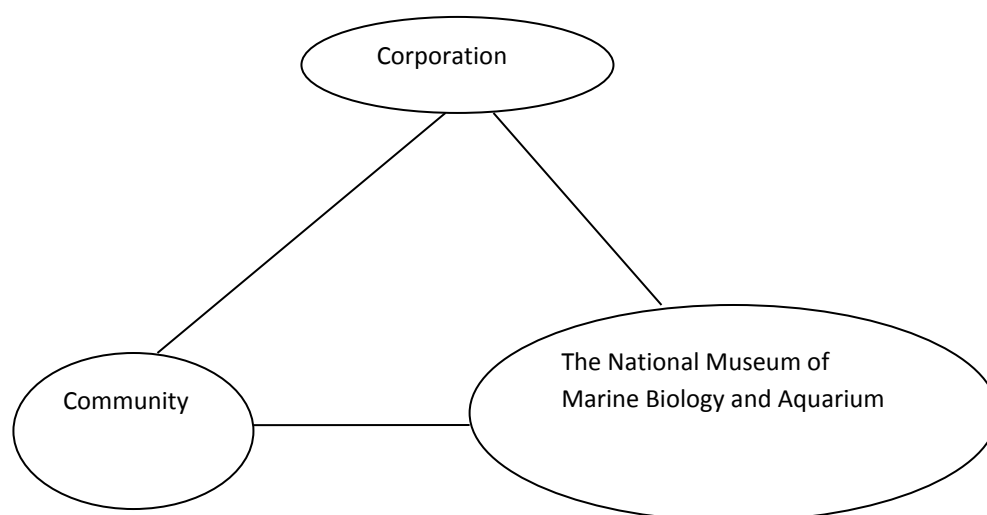


Figure 5 the preliminary interaction of the Corporation, the Community, and National Museum of Marine Biology and Aquarium

Source: author

In Figure 5, there was the interaction of the Corporation, the Community, and the National Museum of Marine Biology and Aquarium. Advanced analysis: First, Corporation is the Aquarium Department (Sea View World Co.). Second, Community is the local residuals. Third, the National Museum of Marine Biology and Aquarium is the Ministry of Education. Moreover, Kun-Yeng Li (2002) pointed out that it explores the differences between in service training and teachers' personal characters and performance on the marine education curriculum. According to Li, it is “through integrating marine educational related references, observation and questionnaire survey of the teachers who participated in the marine education curriculum in NMMBA, the researcher analyzes the statistical dates, and the result of the study” She found there were four points, as follows.

Δ The participative proportion of the teachers is higher under the following characteristics: female, single, teaching in elementary school, 20~25 years old, living in Kaohsiung, university educated and practicing teacher.

⁷ According to the United News on 01/19/2006.

Δ The most participative handicap of the teachers is the long journey to the Museum of Marine Biology and Aquarium. The favorite curriculum of the teachers is to tour and visit the marine ecological displays in the museum.

Δ the marine educational cognition enhancements were influenced by the teachers' characteristics including sexes, teaching subjects and school regions. The teachers' participative motives influenced the technique and level of approval.

Δ The participative handicap of the long route to the Museum of Marine Biology and Aquarium is influenced by the teachers' sexes and school regions. The integral agreements were influenced by ages and personal activities. Activity satisfaction was influenced by service qualifications, teaching grades, educational backgrounds and personal activities

Also, Ching Yuan Huang et al. (2002; 2004) made the educational function of a two-staged visitor survey which shows us in the museum how to understand visitors' behavior and experience. This study found that the satisfaction of visitors in the museum is higher. Therefore, it really has helped the education of visitors. Following the three perspectives of the NMMBA, however, we can use a picture to describe it, as follows.

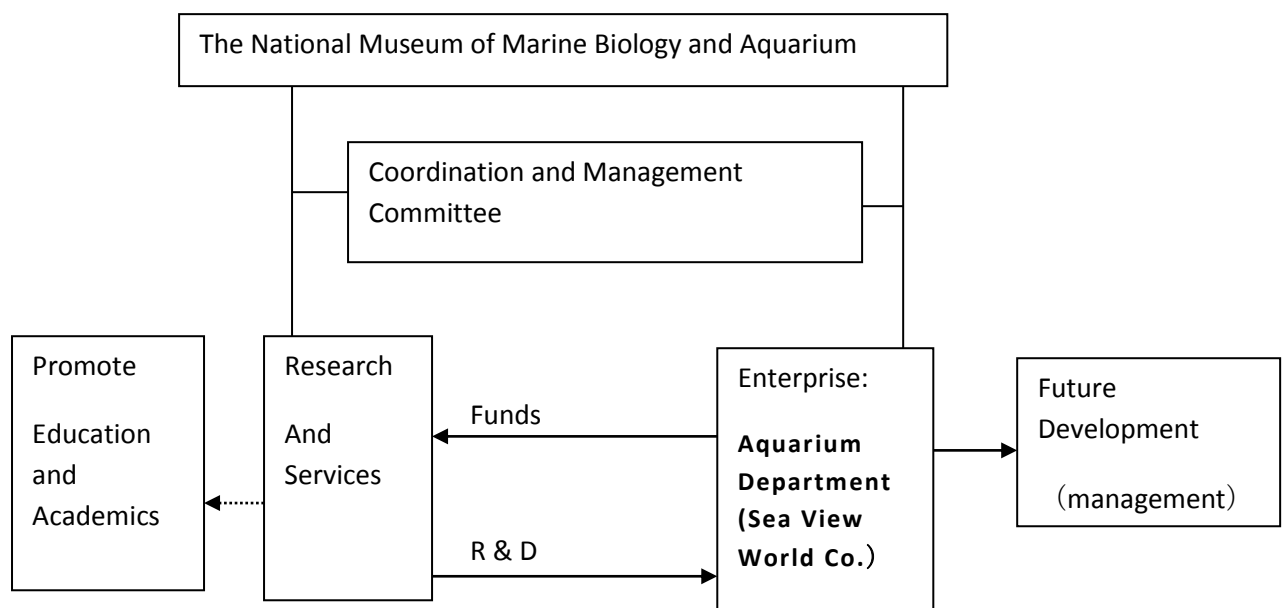


Figure 6 the Function of Public Private Partnership in the National Museum of Marine Biology and Aquarium
Source: Chang (2002)

According to figure 6, the Coordination and Management Committee was the intermediary organization of the NMMBA and Sea View World Co. It puts the funds into the Research and Services, and Research and Services will feed back to the Sea View World Co. Therefore, there is operation and cooperation of Public Private Partnership in the NMMBA. The NMMBA adopts the pattern of the BOT for the domestic first private participation culture and education facility case; therefore it is connected and manages the experience of the management not to have the example to be possible to supply both the reference and the study. Any system or pattern can succeed; it certainly did not need to be applied mechanically to other places which certainly can their own similar success (Chang, 2002).

If we look at the interaction relations again, Tsai Chen Ho and Mei Lin Chiang (2005: 137) analyzed the interaction as follows.

The boss is the NMMBA which carries out education and it all passes through the research and development, the innovation and the plan to hand over sales to the Sea View World Co. It may save costs in research and development and the beneficiary is the public. The Sea View World Co. makes a profit, and the Government also achieves the goal of education.

Unfortunately, there have been few longitudinal studies of NMMBA cases. However, these three interactions of the Taiwan Type Public Private Partnership truly have the correlation. Also, they look as if they are separated, but they are actually mutually link to the same place.

5. Discussion of the Case of the National Museum of Marine Biology and Aquarium:

In analyses except the above, we still had to note, and we could discuss several concerns to the performance, accountability, and public interest in this NMMBA case, which all will be discussed as follows.

5.1 Performance: Less or More?

Performance has become an everyday question, and many research liked to touch these issues about BOT or Contracting Out and so on (Blasi, 2002; Brown and Potoski, 2003; Tatahi, 2012). Because the bureaucratic operation still had certain flaws the so called phenomenon of "government failure". The Government thought the evaluation of public delivery has its difficulties, and the governmental agency lacks competition. Simultaneously, it has more and more proportions to demonstrate outside that the public service re organization is signing a treaty the contracting out as a core; this also was what the past institute didn't see. Therefore, in the NMMBA case, we found that the Sea View World Co. has more profits more than costs. Even then, the Government takes performance to become one kind of tendency. At this time, we could say it was no matter how the museum private or BOT, the most important role is responsibility and monitoring by government. And it is also no matter whether the museum was private; the role of government was heavy in the relation of public-private partnership because this is the duty of Government. The Government must be clear about the leadership and the direction of plan, seeking the biggest benefit among the community, the corporation, and the museum. It must achieve that the state operated enterprise simplifies its manpower as a principle; the NMMBA then follows this direction to develop, to enhance competitive ability, to achieve continues the goal of the management; this document finally obtains the operating right for the Sea View World Co. This performance becomes the key of the Sea View World Co. which pursues profit during this time.

Therefore, performance is very difficult to evaluate and likewise appraisal in the public sector. Also it does not have any reason to want to supply the services directly to the public. The public sector's productive force is the important tool which inspires the organization's performance. But, in NMMBA case, performance will be the key point and more performance was good for the Sea View World Co. After Sea View World Co.'s operation of the business, in the human affairs and the management, an estimated 25 years may save more than two 100 hundred million Yuan funds for the Government; the Government additionally utilizes 80 people, another two hundred people are used by Sea View World Co.; to have this must save the Government human resources for investment (Ho and Chiang, 2005: 66).

5.2 Accountability: How to Monitor It:

This section talks about accountability. We first analyzed what Kettl (1988: 21-22) thought: when the governmental agency acts and there is service by the private contractors, it possibly will cause the information to have difficulty. At the same time, the governmental agency also has the information which yields the possibility to change tack. In addition, Kettl also pointed out that the Government can provide

whatever kind of service is required after requesting an outsourcing service. Whether the Government role does have to change? In this case of NMMBA, we found that accountability is hard to definite. Prager (1994) analysed the importance of scale economies and monitoring. Then Hughes (1998) also touched on the issues between the public sector and private sector, and Hughes found there was some difference between them. In contrast, Blasi (2002) found that the result of government contracting and performance measurement in Human Services made accountability possible. Trebilcock and Iacobucci (2003) thought it had some relation to privatization and accountability.

Halachmi (1996) thought contracting out can have an influence on the public responsibility and the contractual duty: First, contracting out will let the government substitute the service quality responsibility by the contractual relationship, the ballot box which projected by the voter changed to the responsibility the court; simultaneously, Halachmi revealed the contract, although suitable for processing the commercial trade, will not necessarily be best for processing of public wealth. Second, the Government possibly discards its responsibility for the citizens' welfare. Third, the government possibly will lose to policy subject specialization, will have the possibility to create "the empty country" (hollow state). Fourth, the government, when it was privately operated, comparatively does not emphasize responsibility and duty. Government itself goal is not clear about and the multiplicity. Because of the goal of Government not being clear, this will cause the institution to be unable to note the changed environment, and has the possibility to fail to have good achievements concerning the responsibility mechanism. The result will be accountability and ability to monitor the wrong decision.

In NMMBA case, we still don't see any big mistake in the operation and direction of it. Therefore, accountability will be based on the wrong decision. The NMMBA was regarding the Sea View World Co. management to the "conformity" will replace the "direction." Although it is decided directly by the conformity substitution managed by the Sea View World Co., many basic principles are still clearly grasped by the Government; for Sea View World Co. it is very difficult to cross the fuzzy region and to make decisions independently (Ho and Chiang, 2005: 130-131).

5.3 Public Interest: Damaged or Enhance?

Public interest is blind, traces airtight, and there are (very difficult) limits with a name. The public interest is unable in the market automatically to realize goals; the government is the realization's public interest main body. Although the public interest is determined with difficulty, Kettl (1988: 25-26) take the American government as an example; he explained how the American Government hands over the service proxy to the private contractor, and the institute can possibly create influence. Owen E. Hughes (1998: 124-125) analyzed that influence:

A public enterprise is subject to political influence and is often required to further 'public interest', rather than simply trying to maximize profit like a private company. While statutory authorities generally have accountability problems, these are accentuated in public enterprises.

It was whether the public interest has on the expression of NMMBA which represents the enough of 'public interest' or not. The Public Interest was the core of the Government. Taking the Government as an example, the Government itself primarily lacks efficiency in public administration. In NMMBA, we can see the Government took the social superintendents, its behavior motive pursued its own benefit, but it takes the public interest maximization as its own duty, through providing the public product and the satisfied the public's need. Whether does the public interest obtain the maintenance and the guarantee is the appraisal and the education specially is the most important standard which the education reforms and develops. Even then, in the NMMBA case, we still believe: "Public interest: there is no difference between public and private." In other words, no matter who does what, so long as it was in the public domain, and it should be primarily for

the public interest. Therefore, in the NMMBA case, should the public interest be sold out by the Sea View World Co.? Would it make profit in conflict with the public interest? We cannot say it very clearly because we don't have much evidence to prove it.

However, the BOT in Sea View World Co. until now has already passed for five years. The number of visitors in Sea View World Co. has surpassed a million, therefore, the NMMBA assisted the Sea View World Co. to create business performance, and it so had a mind "to let the corporation be profitable." This was on the basis of a bigger public interest practice, and this was the true essence at "BOT" in the NMMBA case (Ho and Chiang, 2005). The public interest should combine with the goals of the NMMBA and Sea View World Co.

5.4 Does it still present a problem? Could BOT theory fit in the NMMBA CASE ??

It is a very rare sight for a Museum to be privatized or of a BOT type all over the world. However, we put forward the case which concerns the public-private partnership of the NMMBA case examines the operation in its management of integration of the resources, purpose and performance so on. The BOT of Museum provides the land, the building, the equipment and other resources from the government; but it is responsible for management by the private sector in order to reduce the museum's cost of operation. Regardless of whether under the "BOT" type, its focal point lies in "operation" which is the "commercial term", and it is nothing but profit and loss and so on. In the past, the operation and management of a traditional museum belonged to the Ministry of Education. Now it had very many BOT cases to drive forward, and it doesn't like the other BOT case in Taiwan, and especially this has the function of education in NMMBA case. The NMMBA just let the exhibit hall be consigned to Sea View World Co. and others were not so consigned. The NMMBA case's attributes, rightly or wrongly seek to make a profit in Sea View World Co. and it has the longest running educational institution. It runs in a business-type way, but it will involve education and sociality, and religious spirit.

In addition, it is the legal person's organization and structure in Western nation. In Western national museums, no matter whether state-run or privately established, the museum mostly is the legal person organizes, take the board of directors as the operation mechanism, the trustee member including the government officials, the expert or the correlation scholar, as well as the local authority or the community representatives and so on. After the legal person organization, the museum operation business then has the bigger service space including the manager, embassy personnel's appointment, as well as specialized aspects, budget assignment and so on. In Western nations, this can display the service spirit of the museum, and it also does not receive excessive political disturbance from the Parliament or Government (Huang, 2002).

Chang (2002) thought the mission of a museum is unclear and achieving a favorable base result is fuzzy. It often causes the museum to struggle between education and entertainment and between museum mission and market crosscut. Even in NMMBA case, this still had the problem to face. However, there was no evidence in support of this argument about whether the BOT theory fitted the NMMBA case or not. We could sum up the relation between NMMBA and Sea View World Co., as follows (Ho and Chiang, 2005: 26-27; 61):

I. The accurate localization between government unit and the BOT merchant cooperation relations was the basic game rule. But under the Director General, they were the Aquarium Department (Sea View World Co.) It has a clear direction and management. At the same time, it managed the BOT and maintained "public interest."

II. Although the signed contract's fixed number of years is long, it also must make a clear demarcation between public and private interests. Thoroughly persisting with the BOT merchant management, the public construction is state property from beginning to end, so it does not have the ambiguous space, and it does not degenerate into an enterprise private property.

III. The Government must study the wisdom of the business management, and manage the manner of the BOT merchant, and assist BOT merchant creation and management performance.

The limitations of all kind of BOT types had only two issues: financial management and personal interaction. Especially, most basic financial management has involved the key features which determine whether the BOT type succeeds or not.

6. Conclusion:

As we pointed out at the beginning, we started this preliminary research into public-private partnership in Taiwan. The study exhibits several weaknesses because it was hard to get the data from NMMBA and Sea View World Co., especially evidence of costs. Besides, the empirical basis of the theory was weak, and we needed more evidence to prove it. After the above analysis, we called the findings the "Taiwan Type Public Private Partnership" which is different from most discussions of the policy involving public private cooperation. The Taiwan Type Public Private Partnership of the NMMBA has its own unique style, the first part of the department being put into BOT type. It is just a new way of entrepreneurship in Public Private Partnership. By contrast, the museums in America belonged to the management and operations of public legal associations. Little literature has appeared on BOT in museums of the world. Therefore we call this the "Taiwan Type Public Private Partnership."

This preliminary study of the museum in public-private partnership in Taiwan shows us the important role after privatization. The finding of "Taiwan Type Public Private Partnership" is different from most discussions of the policy of public private cooperation. The execution method of BOT allows the public museum to have the best means of escaping from the old form to the new style. From the point of view of costs, operation, and function of education of the NMMBA, it has a stable number of visitors, costs less and has more educational function. We don't have much evidence of a direct relationship; but in this NMMBA case, it could be good to let other museums find their way to imitate it. Future research is obviously required, but this is a preliminary first step.

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