

## **AN EXAMINATION OF THE CRITICAL SUCCESS FACTORS FOR PUBLIC PRIVATE PARTNERSHIP IN HOUSING PROJETS IN NIGERIA**

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### **ABSTRACT**

It is estimated that 60 percent of urban population in Nigeria live in slums. In 2012, the federal government of Nigeria adopted Public Private Partnership (PPP) as an alternative housing delivery option to address the environmental and sustainable development issues. This paper identified and examined the factors for the implementation of PPP in sustainable housing provision in Nigeria.

The phenomenological research approach was chosen in the study in order to ascertain the Critical Success Factors (CSF) for PPP in the Nigerian context. A total of 21 participants directly involved in 7 PPP housing projects were selected and interviewed .

The study identified eighteen (18) CSF for PPP housing in Nigeria and recommends a re-appraisal of the PPP housing policies in Nigeria for effective delivery and achievement of a sustainable development. Sustainability of funding from the private developer, effective legal and regulatory framework and a transparent system are the key CSF in the Nigerian context. Although other studies have identified different priorities in the CSF, our paper contributes to the body of knowledge by giving the perspective of the Nigerian development in sustainable housing.

It is anticipated that the result of this study will assist both the public and private sector to deliver PPP housing more successfully and improve the prospects of PPP housing in Nigeria by addressing the critical success factors.

**Keywords:** PPP, Housing, Development, Critical, Nigeria

## **INTRODUCTION**

The United Nations records that about 3 billion of the world's population lives in urban areas (UNCHS, 2007). While continents like Europe and America have been able to stabilize the population to some extent, continents like Africa and Asia are recording high rural urban migration (Ibem 2003). In Nigeria, a study conducted by Okupe (2002) reveals that the proportion of the Nigeria population living in urban centers has increased remarkably over the years. The study recorded that 7% of Nigeria lived in urban centers in the 1930s, 10% in the 1950s, 20% in the 1970s, 27% in the 1980s, 35% in 1990 and 40% now live in urban centers of varying sizes. Nigeria population is estimated at 141 million in 2005 and predicted to grow to 285 million by 2050 hence placing Nigeria as the 6th most populated country in the world (Bala and Bustani, 2009).

In view of the implications of the increasing urban population for sustainable development in third world and developing countries, there is a need to address some of the environmental issues like, decent housing, water sanitation, basic infrastructure. In housing alone, the UN-Habitat estimates a need for 22.6 million dwelling units per annum for urban housing during the next 25 years (IHC, 2008). According to Ibem (2003) one of the best approaches to address development issues is to identify and focus on the critical success factors -CSF.

The critical success factor method is a procedure that attempts to make explicit those few key areas that dictate managerial success (Boynton and Zmud, 1984). Since the adoption of PPPs by many developed and developing countries as a means of procuring public utilities and infrastructure and ensuring sustainable development, scholars have embarked on the studies of critical success factors of PPPs in development issues. Some of the studies include (Boynton and Zmud, 1984; Rockart, 1982; Mohr and Spekman, 1994; Yeo, 1990; Zhang, 2005; Ng, Wong, and Wong, 2012; Yu and Kwon, 2010; Hardcastle, Edward, Akintoye and Li, 2005; Jefferies et al., 2002; Oladokun, 2008; Bala, Bustani and Dahiru, 2010; Babatunde, Opawole, and Akinsiku, 2012). Investigation reveals that most of the previous studies have concentrated on the critical success factors and sustainable development issues in PPP infrastructural projects, however, housing which falls under environment and land development which constitute a major component of sustainable development has not been adequately addressed. Therefore, this paper examines the critical success factors in PPP housing in Nigeria with a view to identifying those factors that will enable both public and private sector participants to implement PPP more successfully in housing provision in Nigeria to achieve sustainable development and also to contribute to the body of knowledge from the Nigerian's perspective.

### **Origin and Concept of Public Private Partnerships (PPPs)**

Over the years, interest in partnership between the public and private sectors to provide, finance and operate public infrastructure, services and utilities has grown at a steady rate (Bastin, 2003). This interest cuts across infrastructures like road, rail, airports, hospitals, housing and services like health, security, social welfare etc. (Ibem 2012; Glover-Thomas, 2007). The strategy has worked in some sectors while it has suffered setbacks in other sectors and various reasons have been attributed for its failures in those sectors. (Sengupta, 2007; Glover-Thomas, 2007; Ibem, 2010). In recent times, research studies on the application of PPP in effective public utility and infrastructure delivery have been a subject of debates (Ibem, 2010; Bovaird 2004). Whereas Bantley (1996) Ong and Lenard (2002), Mirafteb (2004) Adams et al., (2006), Ibem (2010) here emphasized the benefits of Public Private Partnership and its contribution to

sustainable development, in contrast, Scott (2004), Tomlinson (2005) have argued that Public Private Partnership are another form of privatization and a way for government to abdicate their responsibilities to the markets. Consequently, Scholars embarked on various areas of research on the application of Public Private Partnership in development projects ( Brown et al., 2006) in aid to developing countries (Bantley, 1996; Scott, 2004) poverty eradication (Mwangi, 2000) urban renewal and waste management (Ahmed and Ali, 2004), Ibem (2010), Abdul-Aziz (2012), Sengupta (2007) Housing delivery and so many others.

Public-private partnerships is generally used loosely for any concentrated arrangement that involves co-operation between public and private sectors in all or some of the delivery of public services or provision of infrastructure ( Bastin, 2003 ; Ibem 2010 ; Sengupta 2007 ). PPPs have been defined in various ways ( Xie and Stough, 2002; Mazouz, Facal, J. and Viola, 2008 ; OECD 2003 ; Ibem, 2010 ). In its simplest form, Fiszbein and Lowden (1999) defined PPPs as “the pooling of resources (financial, human, technical and intangibles such as information and political support) from public and private sources to achieve a commonly agreed goal” ( Fiszbein and Lowden, 1999, p.164 ). It has been also been defined as a collaborative effort among public private and third sector organization based on mutual trust, division of labour and a comparative advantage in the sharing of responsibilities, risks and benefits. (Ibem, 2010 )

According to Organization for Economic Co-operation and Development - OECD (2003) PPPs are arrangements whereby the private sector provides infrastructure assets and services that traditionally have been provided by the government. Whereas Kwak, Chih, and Ibbs (2009) views PPPs as “a cooperative arrangement between the public and private sectors that involves the sharing of resources, risks, responsibilities and rewards with others for the achievement of joint objectives”. ( Kwak et al., 2009, p.2 ) Various institutions and body have similar definitions outlined in the table below.

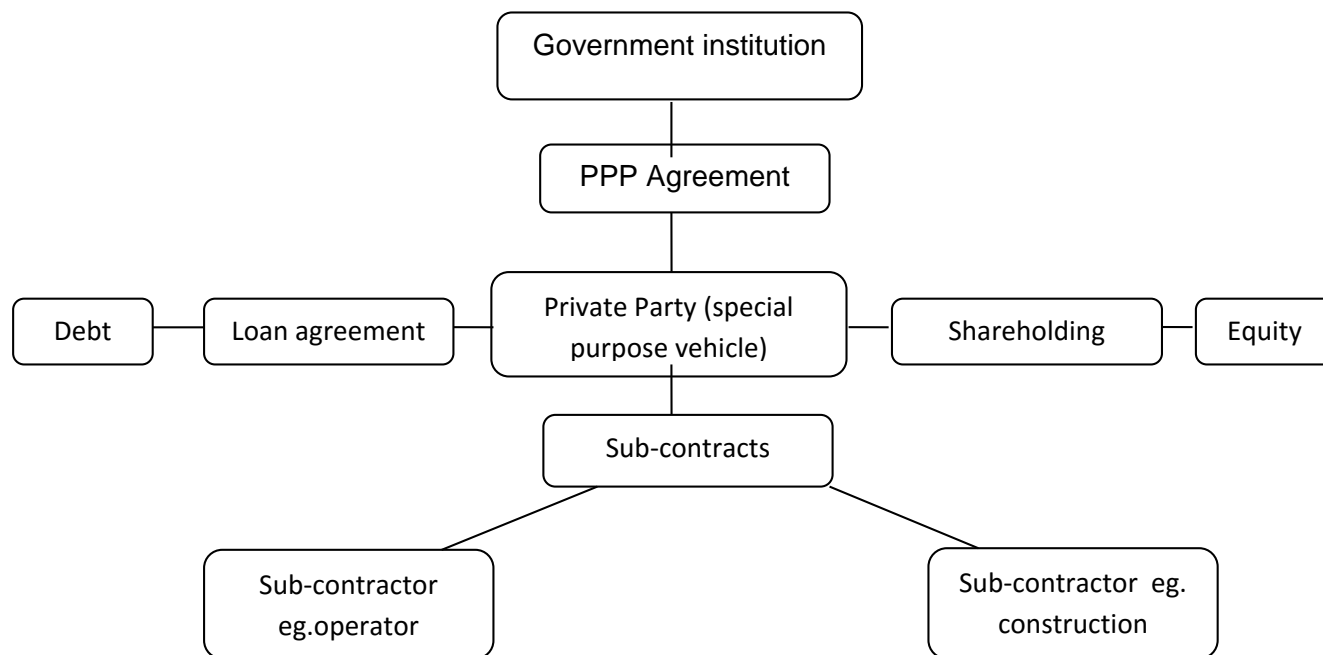
Table 1: Various Definitions of Public Private Partnerships (PPP)

SOURCES	DEFINITIONS
HM Treasury <sup>a</sup>	An arrangement between two or more entities that enables them to work cooperatively towards shared or compatible objectives and in which there is some degree of shared authority and responsibility, joint investment of resources, shared risk taking, and mutual benefits.
The World Bank <sup>b</sup>	The term “public-private partnerships” has on a very broad meaning. The key elements, however, are the existence of a “particular” style approach to the provision of infrastructure as opposed to an element. PPPs involve a sharing of risk, responsibility, and reward, and it is undertaken in those circumstances when there is a value-for-money benefit to the taxpayers.
European Commission <sup>c</sup>	A partnership is an arrangement between two or more parties who have agreed to work cooperatively toward shared and/or compatible objects and in which there is shared authority and responsibility; joint investment of resources; shared liability or risk-taking and ideally mutual benefits.
Canadian Council for Public Private Partnerships <sup>d</sup>	PPPs is a cooperative venture between the public and private sectors, built on the expertise of each partner that best meets clearly defined public needs through the appropriate allocation of resources, risks, and rewards

Source : Kwak et al., 2009,p.3

For the purpose of this study, we will adopt the definition of Fiszbein and Lowden (1999) which defined PPPs as “the pooling of resources (financial, human, technical and intangibles such as information and political support) from public and private sources to achieve a commonly agreed goal”. ( Fiszbein and Lowden, 1999, p.164 ). This is because the definition best captures the Nigerian conceptual understanding of PPPs (Ibem 2010 ; Abdul-Aziz, 2012 ). Figure 1 gives a typical structure of PPP.

Figure 1: Diagram of a Typical PPP Structure (Source: Mustapha (2006); Helmy (2011))



### Trends in adoption of PPP

Bastin (2003) recorded that in 1874 Australia government awarded a concession to a private concession for the construction, financing and operation of railway link between Steinach and Ried and this is one of the earliest recorded PPPs projects .

Starting from the 19th Century, Europe and America public sector awarded numerous railway concessions to private enterprises (Bastin, 2003 ; Kwak et al., 2009 ). According to (Kwan et al., 2009, P.7 ) “Between 1985 to 2004 there was a total of 2096 PPPs project worldwide with a total capital value of nearly USD \$887 billion”. Countries worldwide with the early PPP experience include Australia, Germany, Hungary, Italy, Japan, Korea, Spain, the USA and the UK (called PFI in the UK). Among these countries, the United Kingdom is widely viewed as the one with the most extensive PPP even from inception. For example ,in 2003 to 2004 , the UK was the country with the largest PFI investment ( Kwak et al., 2009 ).Different countries have continued to apply PPPs/PFI models to meet various public services and infrastructure investment needs, some has formally instituted it as a policy option while others are still experimenting ( Bastin, 2003 ; Kwak et al., 2009 ; Ibem,2010; Sengupta 2007 ) .In Europe – England, Scotland, Ireland, Portugal, Spain and Italy have made PPPs/PFI official policy and created institution and regulatory programs to support its

implementation while the Netherlands and Germany are experimenting the model especially that of Germany which has potential of becoming one of the largest PPPs/PFI program in Europe ( Bastin, 2003 ; OECD, 2003 ; Sukhwinder, 2013 ) . Other countries such as Hungary, Czech Republic, Slovakia, Croatia, Poland and Estonia are each in varying degrees privatizing their public infrastructure services or opening it for private investment through PPPs arrangement. (Bastin, 2003 ; Kwak et al.,2009 ; Abdul-Aziz, 2012 ). In Canada and Australia PPPs/PFI programs have become government policy while emerging markets countries like China, Malaysia, the Philippines, South Africa, Nigeria, Turkey, Argentina and Chile has adopted the PPPs model as means of procuring public utilities, infrastructure and services. (Bastin, 2003 ; PPAIF, 2007 ; FMLHUD, 2011 ) .In Nigeria PPAIF (2007) recorded that Public Private Partnership became popular in Nigeria in 2004 leading to the establishment of a coordinating agency in 2005 (The infrastructure concession regulatory commission- ICRC) to supervise and implement PPP in Nigeria.. The report also captured Albania, Egypt, Malawi, Mozambique, Tanzania and Turkey in the same line. Ibem (2010) recorded that Public Private Partnership has been applied in the various sectors of Nigeria economy in the delivery of utilities and infrastructure. This trend shows that more and more countries are adopting PPP as means of procuring utilities and infrastructure for sustainable development. The concept of PPPs as the appropriate method of procuring public utilities and infrastructure has dragged scholars into series of unending debate. Two groups exist, the neoliberals, who wants less of a role for government and more for private sector on the grounds that government is inefficient and then the neoconservatives, who holds same aim but on the grounds that taxpayers are asked to bear too many burdens ( Miraftab, 2004 ). Both groups argues that public sector should not be allowed the sole provider of public services and infrastructure and that private services, firms and communities should get involve and take up some from the state ( Savas, 2000 ). Hence both neoliberal and neoconservatives supports PPPs as a market enabling strategy by which the public sectors role is supported through the resources of the private sector ( Miraftab, 2004 ). PPPs were fostered in 1980s by the Thatcher and Reagan administration as the main strategy for achieving urban development (Matchell-weaver and Manning 1991; Miraftab, 2004). Also to reduce government expenditure on private services and shrink its area of responsibilities PPPs were promoted to avoid presumed inefficiencies in resource allocation by the public sector. (Mirafatab, 2004) Public-Private Partnerships has been celebrated by international development agencies as a major strategy for achieving sustainable development through efficient delivery of public utilities and services in cities of the third World (United States Agency for International development (DFID), 1999 ; Fiszbein and Lowden, 1999 )

## **Types of PPPs**

While PPPs hold much promise, they are not a cure for all (Hodge and Grere, 2005; Glover-Thomas, 2007 ), the type or nature of the partnership and the type of infrastructure being procured through PPP will determine the unique challenge, critical success factor and the prospect of the partnership.

According to Kwak et al., (2009) the most common types of PPPs includes

1. Operation – Maintenance (OM)
2. Decision – Build – operate (DMO)
3. Decision – Build – Finance – Operation (DBFO)
4. Build – Operate – Transfer (BOT)
5. Build – Own – Operate (BOO)

Table 2 : Description of Various forms of Public Private Partnerships

Types Of PPP	Description
Operation-Maintenance (OM) <sup>a</sup>	<ul style="list-style-type: none"> <li>• The private sector is responsible for all aspects of operation and maintenance.</li> <li>• Although the private sector may not take the responsibility of financing, it may manage a capital investment fund and determine how the fund should be used together with the public sector.</li> </ul>
Design-Build-Operate (DBO) <sup>b</sup>	<ul style="list-style-type: none"> <li>• The private sector is responsible for the design, construction, operation, and maintenance of a project for a specified period prior to handing it over to the public sector.</li> </ul>
Design-Build-Finance Operate (DBFO) <sup>c</sup>	<ul style="list-style-type: none"> <li>• The private sector is responsible for the finance, design, construction, operation, and maintenance of a project.</li> <li>• In nearly all cases, the public sector retains full ownership over the project.</li> </ul>
Build-Operate-Transfer (BOT) <sup>d</sup>	<ul style="list-style-type: none"> <li>• The private sector is responsible for the finance, design, construction, operation, and maintenance of a project for a concession period.</li> <li>• The asset is transferred back to the government at the end of concession period, often at no cost.</li> </ul>
Build-Own-Operate (BOO) <sup>e</sup>	<ul style="list-style-type: none"> <li>• Similar to a BOO project, but the private sector retains the ownership of the asset in perpetuity.</li> <li>• The government only agrees to purchase the services produced for a fixed length of time.</li> </ul>

Kwak *et al.*, (2005, p.54)

Bastin (2003) agreed on these basic forms but however added joint venture, leasing, contracting out, private finance initiative, concessions and privatization as basic forms of PPP.

### Advantages of PPP

Studies, (Kwak, 2009; Ibem, 2009; Bastin, 2003 ) have outlined several advantages of Public Private Partnership to include:-

1. Speedy efficiency and cost efficiency delivery of projects.
2. Efficiencies initiation, executive operation and maintenance/upgrade stages.
3. Creation of added valued through synergies between public authorities and private investors through showing of ideas, skills, knowledge and expertise.
4. Increase capacity thereby alleviating capacity constraints and bottlenecks which in turn encourage higher productivity and economic growth.
5. Encourages competition from within and outside the country through joint venture and partnering.
6. Promotes accountability in the provision and operation of public goods and infrastructure.
7. Encourages innovation and invention of new ideas.
8. It promotes effective utilization of stable resources and assets for the benefit of all.
9. It promotes local economic growth.

Bastin (2003) in his studies opined that one of the critical advantage of Public Private Partnerships is that it serves as an instrument of promoting sustainable development without much burden on the government budget and serves as a means of risk transfer. Despite these huge advantages of Public Private Partnership model, researchers (Zhang, 2005; Tserny, 2012 ; Glover-Thomas, 2007 ) have argued that Public Private Partnership is not a cure all and suffers many setbacks especially where the concept is not well understood or is poorly implemented .

## **LITERATURE REVIEW**

A review of findings from previous studies in CSFs in infrastructural development shows similarities in the critical success factor recorded for selected areas of interest. The success factors identified by these studies were demonstrated to be very critical for sustainability in the development of the sector investigated. A study by HardCattle et al., (2005) on CSFs in UK PPP/PFI Construction projects reported five basic CSFs to include effective procurement, project implement ability, government guarantee, favourable economic condition and available financial market . That these CSFs constitute basic element of success for PPP/PFI in construction projects in the UK and should always be considered by public sector sponsors in forming and sharing their PPP/PFI policy development and also by private sector concessionaires in managing their projects.

According to (Cheung, Chan, Lam, Chan and Ke, 2012) With the rapid development being experienced in China, there are strong demand for more and better public facilities and services , consequently, the government of China has been searching for alternative methods to relieve these financial burdens and at the same time meet and sustain local and international investor's expectation . As a result PPP became the ideal option for meeting these needs and achieving the sustainable development in China. The study focused on CSFs in PPP projects between mainland China and the Hong Kong special Administrative region. Fifteen Key success factors were identified to be very critical for achieving sustainable development through PPP projects in both mainland China and Hong Kong region.

In a study conducted by Hojs et al., (2012) on the analysis of critical success factors for Public Private Partnership Road projects in Slovenia, Nine critical success factors were identified as important in the adoption of PPP in Slovenia. Like the previous studies conducted in developed countries like China and the UK, the study came up with a list some critical success factors that will encourage sustainability in road and infrastructure development in Slovenia . It concluded that for PPP to succeed in development efforts Slovenia, the Critical success factors must be considered in making a model for future political, economic and technical decisions. Other studies ( Aziz, 2007 ; Cuttaree, 2008; Helmy, 2011 ; Babatunde,et al., 2012; Dada and Oladokun, 2012 ) built and expanded Zhang (2005) which identified the basic CSF in PPP infrastructure .

Table 3: Some earlier studies on CSF in PPP Infrastructure the CSF focused sector.

Author(s)	PPP Types	Focused Regions	CFS Focused Sector	Key Findings
Akintoye et al., 2001	PFI	UK	Construction	<ul style="list-style-type: none"> <li>Detailed risk analysis and appropriate risk allocation,</li> <li>drive for faster project completion,</li> <li>curtailment in project cost escalation,</li> <li>encouragement of innovation in project development</li> <li>maintenance cost being adequately accounted for.</li> </ul>
Jefferies et al., 2002	BOOT	Australia	CSF in Infrastructure	<ul style="list-style-type: none"> <li>solid consortium with a wealth of expertise</li> <li>considerable experience,</li> <li>high profile and a good reputation,</li> <li>an efficient approval process</li> <li>innovation in the financing methods of the consortium.</li> </ul>
Zhang, 2005	PPP	International	CFS IN PPPs	<ul style="list-style-type: none"> <li>Economic viability, appropriate risk allocation via reliable contractual arrangements,</li> <li>Sound financial package,</li> <li>Reliable concessionaire consortium with strong technical strength,</li> <li>Favorable investment environment.</li> </ul>
Helmy, 2011	PPP	Kuwait	PPP projects in Kuwait	<ul style="list-style-type: none"> <li>A common and well-coordinated vision for implementing the PPP projects as a part of the long-term development plan.</li> <li>Well-developed and clear action plan .</li> <li>Capacity Building for all parties.</li> </ul>
Dada and Olatokun, 2012	PPP	Nigeria.	PPP success sub factors (SSFs) in Public Private construction projects.	<ul style="list-style-type: none"> <li>sound financial package</li> <li>appropriate toll/tariff level(s)</li> <li>Suitable adjustment formula</li> </ul>
HardCastle et al., 2005	PPP/PFI	UK	PPP/PFI in UK construction industry	<ul style="list-style-type: none"> <li>Effective procurement</li> <li>project implement-ability</li> <li>government guarantee,</li> <li>favorable economic conditions</li> <li>Available financial markets.</li> </ul>
Hojs et al., 2012	PPP	Slovenia	CSF for PPP Road Projects in Slovenia	<ul style="list-style-type: none"> <li>Quality and standard of works.</li> <li>There is need for tools and models that will promote a win-win solution .</li> </ul>
Babatunde et al., 2012	PPP	Nigeria	Infrastructure projects.	<ul style="list-style-type: none"> <li>Competitive procurement process.</li> <li>Thorough and realistic assessment of the cost and benefits</li> <li>favorable framework</li> <li>Appropriate risk allocation and risk sharing,</li> <li>Government involvement by providing a guarantee</li> <li>Political support</li> <li>Stable macroeconomic condition</li> <li>Sound economic policy</li> <li>Availability of suitable financial market.</li> </ul>
National policy on PPP 2008	PPP/BOOT/DBFO	Nigeria	N/A	<ul style="list-style-type: none"> <li>The document outlines the enabling roles of the government to include:</li> <li>provision of strong legal and institutional framework for Public Private Partnership to strive.</li> <li>Management of the process and regularly duties to ensure compliance.</li> <li>Strong government guarantees to ensure investors interest .</li> <li>Ensure fairness and competitive bidding process .</li> </ul>

Source (Mustafa , 2006: Ibem 2010)



## **PPP in Housing development in Nigeria**

According to (Ibem, 2010) the involvement of private sector in public housing in Nigeria started in Lagos with the establishment of the New Towns development Authority (NTDA) in 1981. The NTDA was among other agencies charged with the responsibilities for supporting private-sector driven initiatives in housing delivery in Lagos state. This according to (Ibem, 2010) was re-enforced by the then new democratic government in Nigeria through the approval of the new National Housing Urban Development Policy (NHUDP 2000) launched in 2002. According to Aribigbola (2008) the objective of the NHUDP was to ensure all Nigerians own or have access to decent, safe and sanitary housing accommodation at an affordable cost through private sector led initiatives. This kick started the first private sector involvement in solving the housing shortfall in Nigeria leading to the establishment of the regulatory agency in 2005 (The Infrastructure Concession Regulatory Commission –ICRC). Public-private partnership in housing is promoted in on the assumption that it encourages multi-sectorial participation, increases housing stock, promote sustainability in housing development, increases affordability and accessibility and timely delivery of housing to citizens (UN-HABITAT, 2006c; Shelter Afrique, 2008 ). Convinced by these apparent benefits, the government of Nigeria adopted PPP as a key policy in a bid to promote sustainable development through increase housing stock and affordability for all Nigeria. On December 2011, the Federal Government of Nigeria (FGN) through its Federal Ministry of Land, Housing and Urban Development (FMLHUD) made a policy statement that “the increasing deficit of decent and affordable housing in Nigeria’s urban and rural areas poses major obstacles to economic growth and development .....to this end, the Ministry will collaborate with key actors and operators on housing sector through the establishment of viable partnership with private sector development and investors” ( FMLHUD PPPs Guideline, 2011. p.1 ) According to the policy guideline, the major objectives of the housing PPPs include:

1. To establish viable and sustainable partnership between the public and private sector in the delivery of affordable housing.
2. To foster partnership which leverages inputs from all stakeholders in the housing and urban development sector?
3. To facilitate provision of decent and affordable housing units in all towns and cities and rural areas with the view of reducing the acute shortage of housing in the country
4. To demonstrate viable approaches to the delivery of housing.
5. To promote the mobilization of bilateral and multilateral funding for housing and urban development.
6. To contribute to the operations of the Nigerian mortgage sector and encourage the emergence of a vibrant housing market.
7. To promote the development and operation of the housing co-operatives among others. ( FMLHUD, 2011 ).

Similar to that of Indian and Malaysia PPP housing guidelines the focus is on low-cost housing (Sengupta, 2007; Abdul-Aziz 2012) . The document stated that the program will be implemented in all the states of the Federation including the Federal Capital Territory according to the specific needs. The key stakeholders in Nigeria housing PPPs includes: The FMLHUD, all states and local government councils, Real estate developers and investors, Manufacturers of building materials, Financial institutions and fund providers, Universities, Polytechnics and Research Institutions, Donor Agencies, Communities based organizations and NGOs, Relevant professional bodies and associations, housing

co-operatives and Construction companies (FMLHUD, 2011). However, Studies (Daramola et al.,2005; Ibem 2009; 2003) recorded that since the adoption of PPP in housing development in Nigeria, the strategy is yet to achieve its objectives and has not significantly addressed the housing needs of the population, hence this paper identified and examined the critical success factors that will enable the operators implement the strategy more successfully and achieve sustainable growth and development in the housing and environment sector .

## **RESEARCH METHODOLOGY**

The study used largely primary data for the analysis .The data were sourced through a face to face semi-structure in-depth interviews of purposely selected participants from both the government regulator and private developers directly involved in the selected PPP housing projects.

A total of 7 case studies of PPP housing projects were selected one from each of the six geopolitical zones of the country, one from the federal capital territory Abuja.

From the government regulatory side, a total of 14 person of minimum of deputy director and above were purposely selected and interviewed and a total of 7 private developers who were directly involved in the selected 7 case studies were selected and interviewed , bringing a total of 21 participants. The respondent from the private developer must be the most senior staff member directly involved on the PPP process and development of the selected project / case study.

An interview guide was prepared, consisting of issues or questions to be asked in interviews. This is to ensure that the same questions were worded in a predetermined fashion. The interview schedule was designed to extract specific information on critical success factors in PPP housing in Nigeria. The data collected was first transcribed from recorded audio to readable text and analyzed using Nvivo 10 software. The thematic analysis is stated in table 4. The interviews were carefully structured according to the themes based on priori literature in a deductive design.

Table 4: Themes and Descriptions

<b>Theme</b>	<b>Description</b>
<b>Policy issue</b>	Reference to Policy formulation and implementation, effectiveness of policy, monitoring & control mechanism. Also policy adequacy and content in line with global recommendation.
<b>Institutional Framework</b>	Reference to PPP housing Policy implementation and Institutional mandate .Capacity of human resources, monitoring Agency, effectiveness of enforcement and control mechanism and issues on competitiveness & institutional support.
<b>Regulatory Framework</b>	Reference to regulatory institution, enforcement and compliance. Operational strategy, risk & reward, implementation of policy, dispute resolution mechanism, new legislation and reforms.
<b>Economic and development issues</b>	This theme covers issues on income groups, national minimum wage, budget constraints, housing contributions from the organized and unorganized private sector, inflation, taxation and issue of sustainable development
<b>Political issue</b>	Reference to Political support, government incentives , access to land, relationship between federal, State & Local government and Inter agency relationships.
<b>Financing and sustainability issue</b>	Reference to access to financing for private developers, cost of finance for PPP housing, access to mortgages for subscribers, multiple taxation , effect of high cost of funds for PPP housing projects and the issue of sustainability in the PPP approach of developing the sector.
<b>Focus Group</b>	Reference to affordability to all income groups, focus group of PPP housing, size of income of civil servants, issues of low or no income, poverty level, unit cost of PPP housing.
<b>Role of parties</b>	Reference to role of parties in PPP housing, role of the government, the commercial private developer, finance institution, NGOs and CBOs
<b>Government Incentives</b>	Reference to special grants, dedicated fund, subsidies and other incentives like accelerated approvals, tax holidays & duty/fee waivers .

## FINDINGS

The result from the interviews reveals that the principal actors in Nigeria PPP housing operation and implementation are the federal government through the federal ministry of lands, housing and Urban development, the Federal housing Authority (FHA) which is the federal agency for housing provision in Nigeria, the Fed mortgage bank of Nigeria which is the agency that warehouses and managing the National Housing Fund, the various state government owned housing agencies , the private commercial developers, the commercial banks and in some case the communities are stakeholders.

The result of the study shows the following as Critical Success Factors for PPP housing in Nigeria

1. Availability of committed and competent private developers; ( 40.74%) of the respondents

2. Government commitment and support ( 62.96%) of the respondents
3. Large housing demand market, ( 48.15%) of the respondents
4. Effective and efficient mortgage system, 3 respondents
5. Access to cheap and long term funds for both developer and subscribers; 4 respondents
6. Adoption of PPP model that delivers cheap, quality and affordable housing; 2 respondents
7. Enabling laws
8. Enabling environment
9. Good and robust legal and regulatory framework
10. Good profit margin
11. Feasible and viable proposals by private developers
12. Access to developable land
13. Well-structured MoUs
14. Availability of willing financial institutions to act as financiers
15. Synergy of public and private sector
16. Adoption of PPP model that delivers cheap, quality and affordable housing
17. Elimination of adverse effect of human factor in the implementation of PPP housing projects
18. Transparency in the implementation of PPP housing projects.

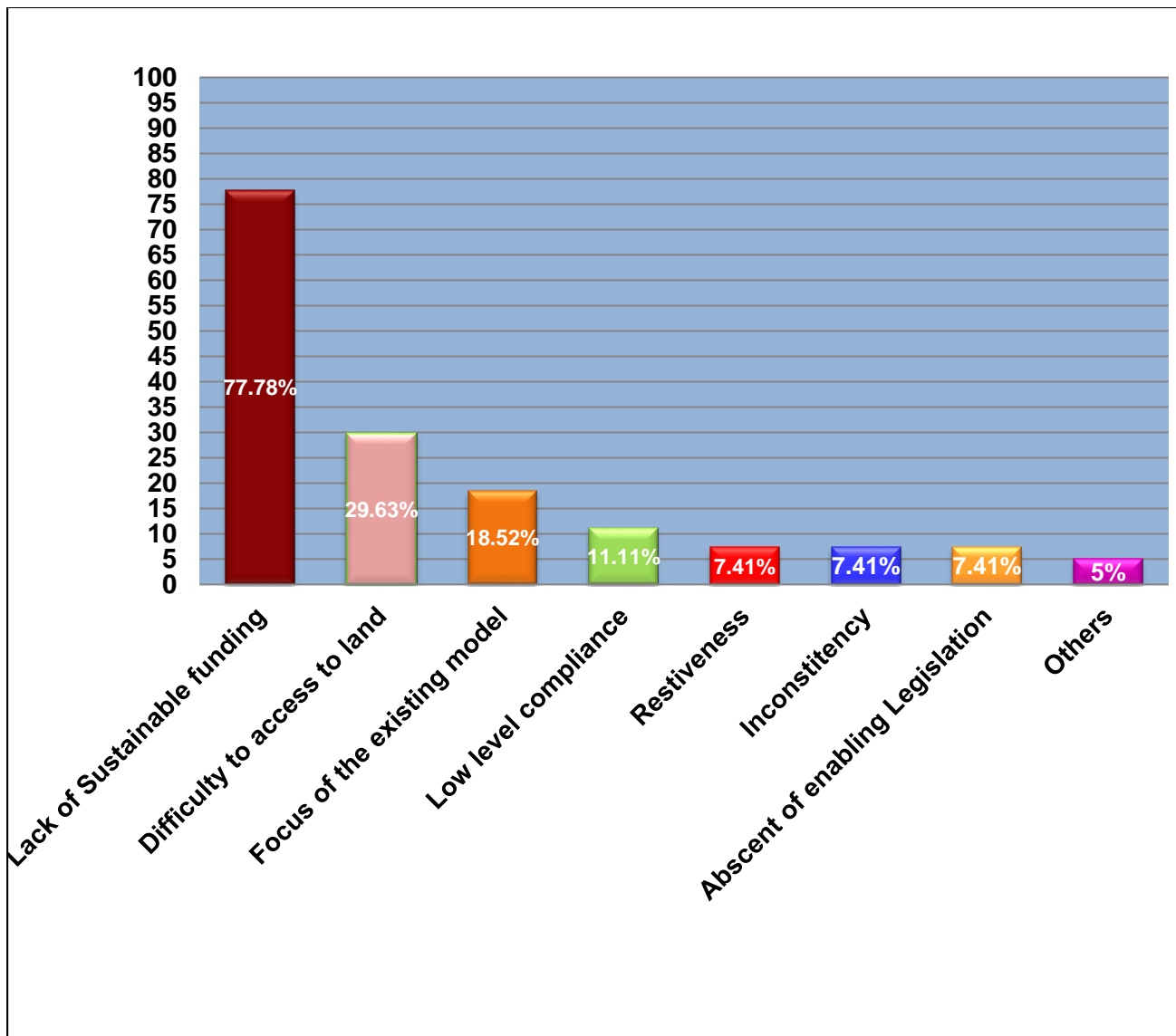
Figure 2 below shows some of the key issues common to all respondents. Those interviewed were unanimous in their opinion that access to land for housing is a major challenge. They identified the 1978 Land Use Act as the major source of the problem while the major issues includes ; access to buildable land, land allocation and ownership system , bureaucracy in processing land titles and cost of perfecting land title documents .

Figure 2: Some of the analysis of Response from those interviewed



Other issues like sustainable source of funding, the focus of the existing model on the upper class, low compliance to set standards, youth restiveness, inconsistencies in policies, poor legislation has affected the capacity of PPP to achieve sustainable development in the land and housing sector. Figure 3 below shows some of these other issues.

Figure 3: Chart showing other challenges identified by the study



## DISCUSSION OF FINDINGS

A good understanding of these factors is important in the study of CSF in housing development in Nigeria and hence we will discuss them in detail under the following ten heading so as to extract the implications of these factors on sustainable development of the housing and environment sector in Nigeria. The ten headings includes: Strong Private sector, Strong legal and regulatory Framework , Transparent and efficient process, Project economic Viability, Strong political support and stability , Enabling environment, Effective Model and Framework, Favorable Financial Market ,Effective and Efficient Mortgage system, and access to unencumbered land for housing

- 1) Strong Private Sector: - The study recommends that government in contracting out the PPP housing projects should ensure that the private developer is strong and financially capable of taking up the projects. This means

that the selection criteria must explore the participant's strength and weakness. ( Zhang, 2005 ; Tiong, 1996 ; Tam et al.,1994 ). The private developer must have proven record of quality and timely delivery. The study recommend mergers and synergy between private developers to form a strong entity capable of meetings its obligations easily . The stronger a private partner is, the better for the partnership. According to ( Kwak et al., 2009 ) the Hong Kong government adopted three sets of criteria when evaluating proposals for its BOT tunnel project namely the financial, the engineering and planning of operation and the transport. Weights allocated to these three sets of criteria are 60%, 20% and 15% respectively. This shows the importance of financial capacity in PPP projects. Also, Zhang (2001) reports that the concessionaire financial capabilities can be evaluated using a four dimensional approach. This includes strong financial engineering techniques, advantageous finance sources with low service cost, sound capital structure and requirement of low-level return on investment and reliable risk management capability.

- 2) **Strong Legal and Regulatory Framework :** - The study advises that under PPP housing project, the government should ensure that there is a strong control mechanism for monitoring and control to ensure compliance to policy and standards . It further requires the government to ensure the houses are procured and services are delivered on – time not compromising quality and met the pre – agreed service benchmarks or requirements . There must be strong laws to support the implementation of PPP in housing sector in Nigeria. The study corroborates the views of National Treasury Public Private Partnership unit of South Africa (2007) which stated that an independent, fair and efficient legal framework is a key factor for successful Public Private Partnership project implementation. The study recorded that a stable legal framework will help to make the PPP contracts and agreements bankable and will provides adequate dispute resolution mechanism
- 3) **Transparent and efficient process :** - The study recommended that government provide enabling environment for PPP in houses to strive and deliver housing on a sustainable bases. The government must ensure a competitive, transparent and efficient bid process to eliminate corruption and human influence . It specifically recommends that there must be clear criteria which private developers must meet and the best suitable partner selected for each of the project. One of the core principle of PPP arrangement is the allocation of risk to the party that is best able to manage and control it ( Efficiency unit, 2003 ) . This also agrees with Grant, 1996; Zhang, 2005 which opines that in all cases the government must ensure there are measures in place to manage the risk exposures and should not leave it completely open to the private sector. The government is also encouraged to take up risks, especially the risks that are out of the control of the private sector particularly.
- 4) **Project economic Viability:** - The study recommend that the government allow a specified profit margin and some form of subsidy for private developers involved in PPP housing to encourage their interest in partnering with government in sustainable development projects such as housing. Also, this agrees with Cheung et al., (2012) which reports that to ensure project economic viability, the government may consider some forms of government guarantees or supplemental periodic services payment to allow the private sector corer the projects and investment returns. It further reports that government must consider the profitability requirement of the private sector in any PPP arrangement to ensure stability in the PPP.
- 5) **Strong Political Support and stability :** - The study reports that successful PPP implementation requires the stability and commitment of the host government. It states that for PPP to make significant success in housing development , there must be strong government commitment . This view is also supported by the views of Wang (2007).

- 6) **Affordability** : - The study recorded that one of the reason why PPP has not made any significant impact in housing development in Nigeria is because the strategy has not be able to address the issue of affordability . It was recommended that government introduces some kind of waivers for building materials meant for PPP housing projects and other financial incentives to private developers with the aim of reducing the cost of housing unit produced.
- 7) **Favorable financial market**: - The study agrees with other researches ( Akintoye et al., 2001 ; Corbett and Smith, 2006 ; Jefferies et al., 2002 ; Zang, 2005 ; Ibem, 2010 ) who earlier reports that project financing is a key factor for Private sector investment in any PPP projects. The availability of an efficient and mature financial market with the benefits of low financial cost and diversified Range of financial product will lower the production cost. The private developers should be able to have range of options of alternative financial sources suitable to the nature of the project . A sound and robust financial market is critical to the success of any PPP project .
- 8) **Effective Model and Framework**: The study recommends that for PPP to be success the model must be effective and must focus on the income group with critical housing needs.
- 9) **Effective and Efficient Mortgage System**: There must be an effective mortgage system for any meaningful development in the housing sector. From the views of the respondents, the current Nigeria mortgage system cannot achieve sustainable development in housing. The study therefore recommends an effective and efficient mortgage system in Nigeria for sustainable growth in the housing sector. The requirement for mortgages should be made simple and the process made efficient and effective.
- 10) **Access to Unencumbered Land**: The study recommends that the government provide free and unencumbered land for housing as its contribution to a PPP housing arrangement. The study records that access to land for housing is one of the major problems of housing in Nigeria. This view is supported by findings of Ibem, 2003.

The findings from the study highlights causes of poor performance of PPP in housing provision in Nigeria especially in providing housing for the low-income groups . Therefore efforts are needed by both public and private participants on the implementation of the critical success factors so as to achieve the desired objective from the partnership which is to promote sustainable development in the housing and environment sector. It also identified the lack of PPP housing specific laws in the national PPP policy which is the PPP regulatory document in the country.

The study indicates similarities between the critical success factors in PPP infrastructure provision and the critical success factors in PPP housing provision in the areas of strong policy and regulatory framework, government support, good economic condition, Transparency in the bidding process, strong private sector consortium, efficient financial market and well-structured feasibility study.

## **CONCLUSION AND RECOMMENDATIONS**

The findings of the study shows that PPP in housing provision in Nigeria are basically intended to partner with the private sector in promoting sustainable development through the provision of affordable housing for Nigerians while reducing government spending .



However, this has not been achieved due to poor implementation of PPP policies. For PPP to make any significant impact in addressing the housing need of Nigerians and promote sustainable development, more attention is needed to be given to the critical success factors.

Therefore the paper makes the following recommendations:

- 1) Government of Nigeria needs to re-appraise its PPP housing policies with the view to creating a robust legal and regulatory framework that will guarantee good access to cheap and long term funds for both the developers and subscribers, ensures transparent bidding process, pursue good incentives for developers to encourage production of cheaper and good quality housing, guarantee good returns for the developers, and create an effective and efficient mortgage system
- 2) There is need for the government of Nigeria to take up the political will to amend the land use Act of 1979 to guarantee access to land for housing and remove the many impediments to access to housing finance which are emanating from a cumbersome process of obtaining land title documents.
- 3) The private sector must develop strong capacity in the area of PPP housing and possibly begin to form a consortium so as to be bigger and better. This will enable them develop good expertise in PPP housing, harness wide and variety of human resources and be able to present quality and viable proposals for implementation. This will also enhance their financial capacity.
- 4) The direct housing provision agencies at the federal and state levels and the PPP regulating body should come up with specific housing PPP regulatory document and a PPP housing model that will deliver affordable housing for all income groups in Nigeria. They should also encourage and promote synergy among public agencies in housing delivery as well as the private developer partners.
- 5) The government must focus of policies that will ensure sustainability in critical sectors such as environment which includes land and housing. Provision of decent housing for the Nigeria's growing urban population must be seen as a positive economic tool that should be harnessed for sustainable development in Nigeria.

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