Critical Success Factors of Public-Private-Partnership Projects in Nigeria

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Abstract

The study investigated Critical Success Factors (CSFs) of PPP projects in Nigeria, to identify their relative importance in promoting good governance. Data obtained from experienced professionals and clients in PPP projects were critically analysed using influence index value. A total of 26 constraints and 12 CSFs were considered in the process. The completed questionnaire comprised three parts; viz. the respondents' professional background, their years of experience and the perceived importance of CSFs on PPP projects. Pilot survey was conducted to ensure the efficacy of instruments administered. Following the analysis of the survey, 26 constraint factors such as: political (6 sub-factors), economic (6 sub-factors), legal (7 sub-factors), and technical/other (7 sub-factors) factors were determined. Results revealed that, good governance, protective policy against political risks, appropriate risk allocation and risk sharing, strong private consortium, political stability and favourable legal framework top the list of the most Critical Success Factors for realizing PPP projects in Nigeria. Other important success factors include: government involvement in providing vital guarantees, genuine commitment of partnering parties, and political support for long-term loans. It is concluded that, outcome of the survey will guide PPP stakeholders and government agencies on the CSFs of PPP project delivery in Nigeria. It is thus recommended that government and relevant PPP stakeholders should avail of the findings of the survey as references for increasing awareness, efficiency and effectiveness of PPP approach to infrastructure development projects.

Keywords: Critical Success Factors, Nigeria, Public Private Partnership.

Introduction

In today's world, the demand for public services and infrastructure to support economic activities is on the increase (Akerele and Gidado, 2003; Li, Xang & Lings, 2005). Governments all over the world especially in developing countries suffer the problems of insufficient funds and expertise to bridge infrastructural deficit (Omagbitse, 2010; Nigeria Institution of Quantity Surveyors [NIQS], 2010). It has been proven that, government generally is a bad investor in efficient development and maintenance of infrastructure as compared to the private sector (Mutuah, 2008). In Nigeria, the problem is the same given that a lot of money is spent by government on infrastructural development and most of the structures are poorly maintained; with some of them ending up as abandoned projects. As reported by Mathias (2011), the situation is even more critical in view of the state of financial constraints of both the states and local governments in Nigeria. In this vein, El-Rufa'i (2010) lamented the experience between 1973 and 1995 when Nigerian government spent about $100 billion to establish public enterprises, which yielded a paltry return of only 0.5% per annum. He further explained that, in 1998 when the federal government budget was N300 billion, about N265 billion was spent to keep public enterprises working. Similar inefficiency of public enterprises in Nigeria could be said of the $2.5 billion Niger Delta aluminum smelting company where 800 people were employed, without the company producing a single kilogram of aluminum. In spite of the fact that privatization has taken place in the country, it is still clear that both public and private sectors are running at huge losses due to inappropriate policies, incapable of supporting private participation in infrastructure development.

The emergence of Public Private Partnership (PPP) served as a response to the inability of the government to adequately finance, operate and maintain infrastructure development in the country (NIQS, 2010). The system involves operating a free market approach to management, which also sought to ensure a drastic cut on excesses and overspending on public assets. This is achievable through the direct involvement of the private sector in funding public projects. In agreement, Akerele and Gidado (2003) argued that the use of PPP system in the procurement of public services is of huge benefits especially for developing nations.

Although there is no documented record on success level of PPP in Nigeria, its overall usage in the procurement of public assets and services across the 36 states and 774 local government councils is relatively low especially if compared with other developing economies like South Africa, India, Malaysia, etc. Some top PPP barriers and constraints reported in Nigeria include the apparent absence of political will and unclear policy framework for PPP, lack of expertise in the client organization, and the negative effect of corruption (Shuaib, 2010; Akerele & Gidado, 2003). Despite all these, a number of PPP projects in Nigeria are considered successful, and the reasons for their success have become a subject for further interest, criticism and

study. This study is however rather focused on identifying the critical success factors (CSFs) of PPP projects in Nigeria and testing their relative importance in the procurement of public assets.

Public Private Partnerships in Nigeria

The emergence of PPP schemes serves as basis for rapid infrastructural development without directly impacting on the government's budgetary constraints. This comes to agree with the philosophy behind the Nigeria's privatization and commercialization decree of 1999. In recognition of the potential role of PPP in infrastructural development in Nigeria, the government in 2008 established the Infrastructure Concession Regulatory Commission (ICRC) to develop and take the lead on development of a harmonized PPP policy in the country (NIQS, 2010; Ibrahim & Haddary, 2010). Though the concept is relatively new, there is the increasing need to create a more workable and more efficient procurement protocol to improve the current practice and secure the future of PPP projects in Nigeria.

The most popular PPP delivery mechanisms used for a variety of infrastructural projects in Nigeria are the Joint Venture (JV) and the Build-Operate-Transfer approaches (Ibrahim, Price and Dainty 2006). Although the application of PPP requires some well leveled structure for implementation, there is no specific PPP structure at the federal level of government in Nigeria (Ibrahim and Haddary, 2010). All the concession projects are under the auspices of the National council of privatization and the Bureau for Public Enterprise (BPE) (Global Legal Group, 2007).

Nigerian government and her different agencies have implemented several infrastructural projects using the Public-Private Partnership mechanism. For example, the domestic terminal of Murtala Muhammed International Airport, Lagos, which was partially destroyed by fire in 2000, was re-built through a syndicated medium term refinancing facility from a consortium of six Nigerian banks (Akinyemiet, 2010). Other examples include Bi-Courtney MM2 Airport Project in Lagos; Terminal operation of sea-ports in Lagos, Warri and Port Harcourt (Njidda 2009; NIQS, 2010) and Lagos–Ibadan Expressway expansion project (NIQS, 2010).

States with known involvement in PPP are the Federal Capital Territory (FCT) Abuja, Lagos, Rivers, and Cross River. For instance, in 2004, Lagos state government promulgated the Lagos state roads, bridges and highway infrastructure (private sector participation) development board laws which provided a legal structure for PPP to come into play (Global Legal Group, 2007). Notable PPP projects in Lagos state include: the Lagos state light rail project and the Lekki expressway project. Those in FCT Abuja include: BOT market and Katampe district engineering infrastructure. Many other state governments in Nigeria have expanded the scope of PPP utilization to include roads, railways, airports, hospitals, water supply, power generation and distribution, waste management, transportation, ferry services, facility management, tourism, and such other commercial infrastructure as shopping complexes, security surveillance, markets and hotels and public conveniences (Omagbitse, 2010).

In a study by Mutuah (2008), it was asserted that the absence of a national legal/statutory framework, lack of transparency and accountability and poor feedback systems have been identified as some of the major constraints in the use of PPP procurement method in Nigeria. Others include lack of professionalism and expertise in public employment, lack of appropriate policy to promote long term loans, absence of government protective policy against political risk and insufficient cooperation of relevant agencies.

Critical Success Factors of PPP Projects

CSFs are seen as factors that have successfully created and sustained peak performance cultures in an organization (Ibrahim and Dainty, 2006; Burger, 2009; & Akinyemiet, 2010). In a study by Zhang (2005) on identification of CSFs for PPP in infrastructure development, factors such as economic viability, appropriate risk allocation, sound financial package, reliable concessionaire consortium and favorable investment environment were identified in that order of significance. In a study also by Li *et al.* (2005) on the CSFs in PPP projects in UK, strong private consortium, appropriate risk allocation and sharing, available financial market and commitment/responsibility of public/private sectors were on top of the list of the eighteen (18) factors identified. Other success factors identified as most significant on Build Own Operate Transfer (BOOT) concept in Australia include revenue sustainability and a solid consortium structure. Good Governance is a factor that attracts private sector to participate in public project (Li *et al.*, 2005). It is thus obvious that, private sector participation cannot be achieved with corrupt officials within the public and the private sectors in Nigeria or, elsewhere. Although it is important to note that government had established an institution and a structure called the Bureau for Project Monitoring and Implementation Unit (BPMIU) to principally regulate procurement process and ensure accountability and probity in the public sector contract award process, it is still apparent that corruption is one of the problems that confront project procurement process in Nigeria (Mutuah, 2008). Today, the World Bank funding for services in developing countries has become inadequate and ineffective due to skepticism arising from the effect of corruption (Akerele & Gidado, 2003).

Risk allocation between public and private sector is central to implementation of PPP system of project procurement. Indeed, risk allocation is the fundamental principle of PPP implementation. The public sector is largely relieved of many bundles of responsibility thereby creating a chain of benefits to the project. For instance, the study of Burger (2009) showed that the concept of risk transfer generate 60% of the cost saving on PPP project while 6 out of 17 cases examined show that value for money (VfM) is also completely dependent on risk transfer. In another review by Potts (2008), PPP was identified as having a strong record of on-time project delivery of 76% compared to 30% in non-PPP projects and about 79% compared to 27% on budget assessment respectively, though Li *et al.* (2005) argued that the risks are shared between public and private parties.

Research and Administration

A systematic approach was taken to review some literature on the nature and implementation of PPP projects in Nigeria. The study looked at the Nigerian economic environment which provided good basis for understanding where the problems exist and the resultant gap in infrastructural development. A well-structured questionnaire survey was chosen for the research in view of its ability to accommodate a wide range of response; as well as its ability to facilitate comparison of themes (Jankowicz, 2005; Lee & Lings, 2008). Data was collected using a semi-structured interview with practitioners in government sector, construction companies and academics who were in one way or the other involved in PPP projects in Nigeria. Table 1 shows the roles undertaken by the survey respondents in PPP projects.

Table 1: *Respondents Roles in PPP Projects*

Sector		Count%	Cumulative%	
Public	Federal Government	7	20.00	20.00
	State	18	51.43	71.43
	Local Agency	8	22.86	94.29
	Public Enterprises	2	5.71	100.00
	Subtotal	**35**	**100**	**285.71**
Private	Financiers/Developers	23	41.07	41.07
	Designers/Consultants	15	26.79	67.86
	Legal/Administrative Officers	9	16.07	83.93
	Project Managers	9	16.07	100.00
	Subtotal			

The questionnaire was developed using some key indicators from the literature review and from information initially collected using a series of semi-structured interviews. A total of 26 constraint factors and 12 CSFs were included in the questionnaire due to their relevance and high level of importance in PPP good governance. The complete questionnaire comprises of three parts which are the respondents' professional background, experience and perceived CSFs of PPP projects in Nigeria. The initial draft of the questionnaire was presented to the ICRC for comments, and a pilot study was carried out to ensure validation of the survey. Finally, a survey based on a questionnaire was also done to solicit nationwide expert opinions on the level of importance attached to each factor for PPP good governance. The survey was conducted amongst and within organizations, ministries, and private practitioners in various disciplines in Nigeria who have been involved in PPP projects. Although many studies indicated that, electronic survey elicits higher response rate from the respondents (Gameson, Subashini, & Chinyio, 2008, this research did not find it expedient to conduct any online survey. The survey also adopted a convenient sampling technique rather than random sampling because PPP procurement system in Nigeria is just evolving, the organizations involved in PPP are not sufficiently

distributed; more so, there is no database for organizations involved in PPP projects in Nigeria (Ibrahim, Prince and Dainty, 2006). On the whole, 91 completed questionnaires were returned out of the 300 distributed. Of these, 56 responses came from the private sector and 35 from the public sector. The questionnaire return rate is therefore 30.3%. This was adequate based on the assertion of Moser and Kalton (1971) that the result of a questionnaire survey can be considered significant if the response rate is not lower than 30-40%. Table 2 represents the respondents' experience in the construction industry. All the respondents were either directors, principal partners or managers belonging to either client's organization, consultants or private financiers and developers. The opinion of these respondents was earmarked useful to the study going by their wealthy experience and involvement in the PPP projects in the country.

Table 2: *Respondents' Experience and Associated Status*

Years	Directors		Partners/Managers			
Undeclared	**Public**	**Private**	**Public**	**Private**	**Overall**	**Total %**
0 – 5	2	2	7	8	19	20.9
5 – 10	10	10	9	27	56	61.5
10 – 15	4	4	3	5	16	17.6
>5	0	0	0	0	0	0
Total	**16**	**16**	**19**	**40**	**91**	**100**

Survey Data Analysis and Results

The outcome of the data collected was critically analyzed and summarized in order to determine the strength of different opinions and their relative importance. The objective was to collect data on the attitudes, opinion and behavioural disposition of the respondents. The relative importance of 26 constraint factors and 12 CSFs identified from the literature review was explored by means of Likert rating scale. This, according to Li *et al.* (2005), is one of the acceptable methods of scale rating in construction management research.

In the final steps, based on all the gathered information, influence index was used as to find the most critical success factor influencing the success of PPP projects in Nigeria. Respondents were asked to rank the influence of these factors over the success of the particular PPP project for which the success information have been provided on a five point scale (1 = very low; 2 = low; 3 = medium; 4 = high; and 5 = very high). Thus the significance of adopting the influence index is to determine the most critical success factor of PPP projects. This method was previously used by Arif *et al*. (2010) in their effort to determine factors influencing the accuracy of cost estimates of construction projects in Pakistan. Hence, the influence index of each factor was calculated using the following formula:

$$\text{Influence Index} = \frac{\sum (\text{Influence score} \times \text{Response frequency at that influence score})}{\text{Total Number of Responses}}$$

Table 3: *Influential factors constraining PPP project delivery in Nigeria.*

Category of Factors	Influential Index				Rank
	Clients	Consul-tants	Develo-pers	Weighted Average	
Political constraint factors	6.8	6.7	6.6	6.700	1
Political instability	6.7	6.5	6.4	6.533	2
Poor public decision making Process	6.3	6.6	6.5	6.467	3
Foreign policies	6.2	6.4	6.4	6.333	4
Inconsistency of government policies	6.5	6.1	6.2	6.267	5
Corruption	6.4	6.1	6.2	6.233	6
Social unrest					
Economic constraint factors	6.6	6.5	6.8	6.633	1
Imbalance supply and demand	6.4	6.4	6.8	6.533	2
Weak infrastructures	6.7	6.6	6.2	6.500	3
Foreign reserve	6.6	6.4	6.3	6.433	4
Devaluation of naira	6.7	6.3	6.2	6.400	5
Payment by end users	6.4	6.4	6.3	6.367	6
Financial attraction of project to investors					
Legal constraint factors	6.7	6.6	6.5	6.600	1
Fear of change in tax regulation	6.5	6.7	6.4	6.533	2
Fear of industrial regulatory change	6.8	6.2	6.4	6.467	3
Inadequate security legislation of PPP contract	6.6	6.3	6.2	6.400	4
Unclear legislation to promote foreign investment	6.5	6.2	6.4	6.367	5
Unclear legislation on lease and franchising	6.2	6.4	6.3	6.300	6
Unclear PPP contract enforceability	6.4	6.1	6.2	6.233	7
Regulation on import duties					
Technical/other constraint factors	6.5	6.7	6.5	6.567	1
Inexperience of government in handling PPP transaction	6.6	6.5	6.3	6.467	2
Inadequate PPP expertise	6.7	6.2	6.4	6.433	3
Lack of public awareness	6.3	6.5	6.3	6.367	4
High level of bureaucracy	6.2	6.3	6.5	6.333	5
Poor tendering process and award mechanism	6.4	6.1	6.3	6.267	6
Non-tradition of private Provision of public services	6.1	6.3	6.2	6.200	7
Lack of government support					

Table 3 shows the analysis on the perception of respondents on the 26 identified constraint factors: political (6 sub-factors), economic (6 sub-factors), legal (7 sub-factors), and technical/others (7 sub-factors) in order of ranking. Result of the political constraint factors was presented and includes: political instability as the most influential factor (ranked 1st); followed by poor public decision making process (ranked 2nd); foreign policies (ranked 3rd); inconsistency of government policies (ranked 4th); corruption (ranked 5th);

and social unrest (ranked 6th). From the economic factors, imbalance supply and demand was considered the most influential factor and ranked 1st; the second factor was weak infrastructure which ranked 2nd; while foreign reserve was the third factor which ranked 3rd. Others factors include; devaluation of naira which ranked 4th; payment by end users ranked 5th; and financial attraction of project to investors ranked 6th. Legal factors influencing PPP project delivery consist of: fear of change in tax regulation (ranked 1st); fear of industrial regulatory change (ranked 2nd); inadequate security legislation of PPP contract (ranked 3rd); unclear legislation to promote foreign investment (ranked 4th); unclear legislation on lease and franchising (ranked 5th); unclear PPP contract enforceability (ranked 6th); and regulation on import duties (ranked 7th). Result further revealed the technical/other factors responsible in limiting the PPP project delivery to include: inexperience government in handling PPP transaction (ranked 1st); inadequate PPP expertise (ranked 2nd); lack of public awareness (ranked 3rd); high level of bureaucracy (ranked 4th); poor tendering process and award mechanism (ranked 5th); non-tradition of private provision of public services (ranked 6th); and lack of government support (ranked 7th).

Table 4: *Mean Ranking of Critical Success Factors Influencing the PPP Projects in Nigeria*

Critical Success Factors					
Influential Factors	**Influential Index**				**Rank**
	Clients	**Consul-tants**	**Develo-pers**	**Weighted Average**	
Good governance	6.9	6.9	6.8	6.902	1
Protective policy against political risk	6.7	6.8	6.7	6.798	2
Appropriate risk allocation & risk sharing	6.7	6.6	6.6	6.687	3
Strong private consortium	6.6	6.5	6.5	6.567	4
Effective political stability	6.5	6.3	6.5	6.449	5
Favourable legal framework	6.4	6.3	6.3	6.393	6
Stable macro-economic environment	6.2	6.3	6.2	6.269	7
Effective project technical feasibility	6.2	6.1	6.0	6.162	8
Government involvement in providing guarantee	6.1	6.0	6.0	6.063	9
Genuine commitment of parties	6.1	5.7	5.8	5.921	10
Government policy to promote long term loan	5.9	5.6	5.8	5.804	11
Political support	5.6	5.5	5.8	5.608	12

Ranking of the Perceived Importance of the CSFs of PPP Projects in Nigeria

From the results shown in Table 4, the influence index values for the 12 different critical success factors are presented ranging from 6.902 to 5.608 (average weighted). It can be seen that factors, such as good governance, protective policy against political risk and appropriate risk allocation were found to be the first three (3) most critical success factors with an average weighted influence value of 6.902, 6.798, and 6.687 respectively.

Good governance is rated the most critical success factor (CSF)influencing the application of PPP concept in infrastructure development projects having an influence index of 6.902. This means that good governance is an important mechanism for PPP success and this can only be achieved by providing sound economic policies and administrative platform that attract private sector to participate in public project (Li *et al.,* 2005). Protective policy against political risks is the second most critical of the success factors (6.798) of PPP in Nigeria. This shows that it is relatively important to note that private sectors incentives in PPP business can also be said to be associated with adequate risk protection policy. Where government cannot guarantee appropriate policy for long term loan and protection, the possibility to have available funds to finance projects will always be unlikely. Therefore government has the responsibility in providing protective policy capable of mitigating political risks in PPP projects.

Appropriate risk allocation and sharing has been rated third with an influence index value of 6.687.This demonstrates that a clear balance of sharing of responsibility in policy decision and control in PPP contract is of paramount importance in PPP success. Apparently, the objective is to transfer risks to where they can best be managed. Risk allocation between public and private sector is central to implementation of PPP system of project procurement. Indeed, it is the fundamental principles of PPP implementation (Ibrahim & Musa-Haddary, 2010).

Strong private consortium as a factor influencing PPP success has influence index value of 6.567 (average weighted). Being the fourth in the overall ranking, translates that the need to have a consortium of strong private companies for a successful PPP project is necessary. In the UK for instance, most of PPP projects are won by strong and well established construction firms (Li *at al.*, 2005). In Nigeria, however, private sector participation in infrastructure development has a long history. Many PPP projects have been facilitated by indigenous private companies (Mutuah 2008) or a consortium of some financial institutions and construction companies (Akinyemiet, 2009).

Effective political stability is rated 6.449influence index value thereby making it the fifth in terms of importance. This indicates that consistent political changes and discontinuity of policies may result in project abandonment, poor governance, insecurity and lack of both transparency and accountability. However, since 1960, Nigeria had eleven heads of state at different intervals ranging from the military to civilians. These

interventions impacted so much on the socio-economic development of the country. Therefore unless a stable political administration was obtained, there would always be fear in the involvement of private participation to procure public facilities in Nigeria.

A favourable Legal framework is rated the sixth most important factor with influence index value of 6.393. An enabling regulatory legal framework is quite essential in PPP arrangement and perhaps one of the most critical elements as revealed in this analysis. This emphasises the importance of enabling law for PPP to operate, unlike in UK where PPP lack specific law to operate (Li *et al.*, 2005). The establishment of the ICRC Act 2005 is a favourable legal framework for PPP arrangement at the federal level of government in Nigeria. Other similar examples could be found in Lagos State where the state roads, bridges and highway infrastructure development board laws are being applied. Others include, Cross River state, Rivers state and the FCT, Abuja. Effective Project Technical Feasibility is found to be the eighth most critical success factor (6.162) of PPP contract. It is important to note that procuring PPP projects required intensive study and analysis to be able to verify whether it can deliver value for money or not. This is therefore more indicative of the apparent necessity for government to be adequately poised in providing an astute operational framework for such deals.

Genuine Commitment of Parties involved in PPP contract has influence index value of 5.921 and is found to be the tenth factor influencing PPP success. Lack of contracting mind-set and distrust between public and private partners could affect success of PPP projects. Although, there were no official report on cases about conflicting interest between public and private party in any of the few PPP projects in Nigeria to date, it is however believed that issues such as lack of transparency and accountability as well as influence of corruption are serious problems that can results to loss of contracting mindset and distrust between PPP project parties. Therefore, unless government commitment in the fight against corruption continues to yield positive results, there would be limited genuine commitment and trust of the public and private parties in PPP contract.

Appropriate policy to promote long term loan is a critical factor for successful PPP project in Nigeria having an overall weighted value of 5.804. Despite this discovery, it is observed that some laxity on the part of the Nigerian government especially towards straightening its operation in the nation's financial sector and more so against all sorts of abuses in relation to due process leading to extensive fraud. Government must therefore enact appropriate policies that would encourage and promote long term loans. This, to a large extent, constitutes a huge hindrance to private sector participation. Political support and attitude towards private sector partner is the least CSF with influence index value of 5.608. It may be argued that given the recognized potential role of PPP, there should not be wide infrastructural deficit in Nigeria. Political will and support of government towards project implementation is an important factor for successful PPP.

Conclusion

The main rationale justifying the use of PPP is the perceived efficiency of the private sector and the inefficiency of the public sector. For quite some years now, the application of PPP concept in infrastructure development is not encouraging in Nigeria. Many believe that with PPP arrangement, public projects and services could be procured with improved efficiency and a considerable reduction in the aggregate cost of providing the services overtime. Although there is no documented record on success level of PPP projects in Nigeria, its overall usage in the procurement of public assets and services is relatively low. In Nigeria, JV and BOT appeared the most common PPP models in use. 26 PPP constraint factors were determined. These include: political (6 sub-factors), economic (6 sub-factors), legal (7 sub-factors), and technical/others (7 sub-factors). Furthermore, factors such as good governance, protective policy against political risk, appropriate risk allocation and risk sharing, strong private consortium, effective political stability and favourable legal framework top the list of the most critical success factors for PPP projects in Nigeria. Others include: government involvement in providing sufficient guarantees, genuine commitment of parties, government protective policy against long term loan, and political support have been found the least important factors in order of priority. These findings will serve as a mechanism for supporting PPP good governance in promoting infrastructure development.

The study recommends that government and other PPP stakeholders can use these findings as basis for promoting PPP good governance in Nigeria. It will also serve as a reference for increasing awareness, efficiency and effectiveness of the use of PPP approach in infrastructure development projects.

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