

A Review of Public-Private Partnership for The Housing Sector: Success Factors and Challenges

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ABSTRACT

PPP is one of the funding methods that the government can use to speed up providing housing and dealing with the backlog. Although implementing PPP in the housing sector is still relatively small compared to other infrastructure sectors, many countries have implemented PPP in their housing sector. Studies on PPP are also available from various countries, specifically about the factors that support and challenge the implementation of PPP in the housing sector. The literature review method is used in this paper. The study was conducted on the factors that influence the implementation of PPP in the housing sector. A total of 24 studies conducted an in-depth review of PPP in the housing sector. These various factors are grouped into several groups; the grouping is done based on the similarity of the aspects mentioned. Success factors: 1) good governance; 2) adequate legal framework; 3) procurement process; 4) favorable investment environment; 5) good cooperation between related parties; 6) good construction planning and execution. At the same time, the challenges are: 1) poor planning process; 2) lack of access to housing finance; 3) poor governance conditions; 4) inadequate policies; 5) problems in the construction process; 6) poor economic conditions. It is suggested that this aspect needs more attention from the government to be able to make the implementation of PPP in the housing sector successful.

Key words : infrastructure management, Public Private Partnership, Housing, Success factors, Challenges.

INTRODUCTION

Housing is a fundamental need for people. Many governments in developing countries have faced big problems and worries about providing affordable homes, as mentioned in a report by UN-HABITAT from 2011. However, fast-growing populations and bad money problems, especially in poorer countries, are making it really hard for most governments to build homes quickly and well. Over the past few decades, the number of people living in cities in developing countries has increased three times as much (Bennett et al., 1999 as cited in Zayyanu et al., 2017). This rapid urban growth has caused a huge problem for providing housing and developing urban projects. As the population and cities continue to grow, public sectors face problems like being inefficient and not having enough resources (Jin, 2010, as cited in Zayyanu et al., 2017). The population has grown a lot, and the area covered has expanded, but this hasn't been matched by similar progress in social, economic, and technological areas. Because the population is growing very quickly, there is a high need for enough and proper inexpensive housing, and other basic facilities like roads and schools, but there isn't enough supply to meet this need (Adeogun and Taiwo, 2011). Consequently, many countries adopt 'new' strategies that involve collaboration with the private sector as

alternatives to help the government cope with the demand for housing and urban infrastructure (Roumboutsos & Macário, 2013).

A public-private partnership is when the government and private companies work together with a clear plan to provide public services or infrastructure. The private sector handles the delivery of these services or projects, which would typically be done by the government using standard public sector methods. This approach is explained by Sani et al. (2018). A public-private partnership is a long-term teamwork between the government and private companies where both sides agree to split the risks, costs, and rewards when creating products or services (Hammami et al. 2006).

The main reasons people support public-private partnerships are two. One, it lets the private sector use its resources, knowledge, and talents to get good value when providing services (Armitage & Susilawati, 2004). Secondly, a partnership is a way for the government to save money by lowering the total cost of social transfers, as stated by Zayyanu et al. (2017). Public-private partnerships are seen as the best approach for sharing and reducing the risks when it comes to investing in housing for low-income people, according to UN-HABITAT (2011). Jin and Doloi (2008), as cited in Osei-Kyei and Chan (2015), say that sharing and managing risks has always been a key part and advantage of public-private partnership deals, as noted by Kavishe et al. (2019).

Even though public-private partnerships have become popular globally as a way to change how cities develop, this model is not often used for delivering housing, unlike how it's used for building infrastructure (Abdul-Aziz & Kassim, 2011). Infrastructure projects are the biggest part of international public-private partnership deals, after the health and education sectors (OECD 2010, as cited in Zayyanu et al., 2017). According to Moskalyk (2011), both the public and private sectors are using partnerships to provide housing and urban development around the world. Some developed countries like the UK, Canada, the USA, Australia, and even some developing nations such as India, Nigeria, South Africa, and Malaysia have used public-private partnership projects to build affordable homes, as mentioned in studies by Moskalyk (2011), Abdullahi and Aziz (2011), Liu, Chan, and others (2014), and In Kavishe and An (2016).

However, even though more people are starting to like it, there doesn't seem to be much effort to look into the reasons why PPP works so well in delivering housing. (Alinaitwe & Ayesiga, 2013). PPP programs are still in their early stages in most developing countries around the world, and there is not much real data available to show if they are working well or not. (UN-HABITAT, 2011).

This paper aims to review the factors that influence the implementation of PPP in the housing sector. These factors are divided into success and challenge factors in implementing PPP in the housing sector. By knowing these factors from various perspectives and countries, it is hoped that this will be useful to open insight into implementing PPP and to know the aspects that are suggested to need more attention from the government and PPP providers in supporting the successful implementation of PPP for housing.

RESEARCH METHOD

This study uses the Literature Review method. A literature review is a systematic search and literature on a particular topic (Coughan & Cronin, 2017). This study collects data based on the source of the data obtained. The papers used in the literature review were obtained through a database of international journal providers, including Proquest, Researchgate, and Google Scholar. The keywords used are Public-Private Partnership, Housing, Success Factors, and Challenges. The search results are filtered from titles and abstracts that are relevant to the initial goal. Furthermore, 55 suitable papers were found, and then papers that matched the

inclusion and exclusion criteria were taken for further analysis. At the end of the paper selection, a total of 24 papers were studied.

Inclusion criteria :

1. The research was conducted in the range of 2005-2021
2. Paper language: Indonesian or English
3. Study on PPP for housing
4. Research results: success factors or challenges

Exclusion criteria :

1. Not available full text
2. Duplication

All papers that pass the criteria are then analyzed on the success and challenge factors. These various factors are grouped into several group factors, the grouping is done based on the similarity of the aspects mentioned.

FINDINGS AND DISCUSSION

After reviewing and exploring the 24 papers, it was found that 8 papers have success factors, 13 papers have challenges, and 3 papers show both. After obtaining and analyzing all the factors from all the papers, the success and challenge factors were then grouped based on the similarity of the aspects stated in these factors. The success factors are divided into six aspects that are reviewed (governance, legal/policy, procurement, investment, cooperation, construction) while the challenges are also divided into six aspects (planning, housing finance, governance, policies, construction, economic). All of these factors are presented in table 1 and table 2.

Table 1a. List of success factor

No	Group Factor	Success Factor	References
1	Good Governance	Government support Good governance Strong Government Suport Government support and guarantees Government control Stable political and social environment Determination of mandate/authority within the government structure	Rachmawati et al. (2018), Sani et al. (2018) Rahardjo et al. (2014) Ahmed and Sipan (2019) Kavishe and Chileshe (2018) Mustafa (2017) Rahardjo et al (2014)
2	Adequate legal framework	Improvement of current PPP policy and guidelines PPP policy and regulatory framework Strengthening of the legal aspects of cooperation agreements involving two parties housing finance policy	Kavishe <i>et al.</i> (2019) Kavishe <i>et al.</i> (2019) Rahardjo <i>et al.</i> (2014) Rachmawati <i>et al.</i> (2018)
3	Procurement process	Effective procurement process Transparency procurement process Effective procurement	Zayyanu et al. (2017) Ahmed and Sipan (2019) Mustafa (2019), Rachmawati et al. (2018)

Table 1b. List of success factor

No	Group Factor	Success Factor	References
4	Favorable investment environment	Creation of favourable investment environment Favorable economic condition Access to alternative fund There is a good system in place that helps to spread out the risk in a smart way. Appropriate risk allocation and risk sharing	Sani <i>et al.</i> (2018) Mustafa (2019), Ahmed and Sipan (2019) Ahmed and Sipan (2019) Oyewobi <i>et al.</i> (2012) Cheung <i>et al.</i> (2012)
5	Good cooperation Between related parties	Open communication among others Action against errant developers Equalization/ equalization vision project Equal benefits for the parties involved Commitment and responsibility from both public and private sectors Strong and good private group working together People involved showing their support and dedication Trus and integrity Community support	Ahmed and Sipan (2019) Abdul-Aziz and Kassim (2011) Rahardjo et al (2014) Rahardjo et al (2014) Cheung et al (2012) Rachmawati et al (2018) Kvishe and Chileshe (2018)
6	Good construction planning and execution	A team of skilled experts to manage PPP projects Visits and checks to the site by officials and others The time when the project is being built Undertaking checks and balance from the design stage to Thorough review of the PPP project plan Lack of a strong and clear agreement in place Getting the land and having access to it Available of competent personnel	Kavishe and Chileshe (2018) Kavishe and Chileshe (2018) Kavishe and Chileshe (2018) Kavishe and Chileshe (2018) Ahmed and Sipan (2019)

Table 2a. List of challenges

1	Poor planning process	Poor planning skills and lack of good analytical ability There is no strong and clear agreement in place Poor idding documents Getting land for development is a problem	Kavishe et al (2019) Kavishe and An (2016) Abdul-Aziz and Kassim (2011) Trangkanot and Charoenngam (2014)
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Table 2b. List of challenges

2 Lack of access to housing finance	Inadequate People don't have enough access to housing loans. Low Income Groups' difficulties The limitations of housing finance Low-income individuals are left out of public-private partnerships. An absence of meaningful community/beneficiaries' participation Access to adequate housing finance There is a cultural attitude that favors buying homes with mortgages. The issue of affordable housing for low-income people hasn't been solved yet. The low participation of low income earners Lack of access to land and housing finance. Difficulty in accessing mortgage services and land title documents. Not enough land provided by the government and lack of housing money.	Kavishe <i>et al.</i>(2019) Trangkanot and Charoenngam (2014) Trangkanot and Charoenngam (2014) Ibem and Aduwo (2012) Adeogun and Taiwo (2011) Ibem and Aduwo (2012), Ahmed and Sipan (2020) Adeogun and Taiwo (2011) Jimoh <i>et al.</i> (2015) Jimoh <i>et al.</i> (2015) Jimoh <i>et al.</i> (2015) Ahmed and Sipan (2020) Ibem and Aduwo (2012)
3 Poor governance	Corruption among government officials and bureaucracy in the housing ministry Public client's Poor change management that fails to work. Public client's Weakened organizational culture and negative behavior among staff Political Risk Delays caused by political, legal, or social debates Continued control by public sector in important partnership programs of this key area Corruption and bribery among contracting parties Change in government Government's failure to provide basic infrastructure to districts	Jimoh <i>et al.</i> (2015) Trangkanot and Charoenngam (2014) Oyewobi <i>et al.</i> (2012) Adeogun and Taiwo (2011) Sanda <i>et al</i> (2020) Abdul Azeez <i>et al</i> Adeogun and Taiwo (2011) Sanda <i>et al.</i> (2020) Abdul Azzeez <i>et al</i> (2015)

Table 2c. List of challenges

4 Inadequate policies	Antiquated legislation Stamp duties Sanction fees Inadequate legal framework Policy Pressure Relative law and policy risks Using high building standards in public-private partnership projects. Bureaucratic bottlenecks in administrative and regulatory procedures Inadequate Planning, Monitoring and Supervision	Sengputa (2006) Sengputa (2006) Sengputa (2006) Kavishe and An (2016) Trangkanot and Charoenngam (2014) Ibem and Aduwo (2012) Adeogun and Taiwo (2011) Okoje and Kanu (2014)
5 Problem in the construction process	Inappropriate contractors Lack of proper skills and knowledge bout PPPs. Poor project management Misinformation on financial capacity of private partners High prices for building materials Poor Operational Conditions High prices for building materials Poor Operational Conditions High dependent of foreign building materials Poor Infrastructural facilities Acquisition and access to land	Trangkanot and Charoenngam (2014) Kavishe and An (2016) Iben and Aduwo (2012), Kavishe et al (2019) Okoje and Kanu (2014) Ahmed and Sipan (2020) Ibem and Aduwo (2012)
6 Poor economic conditions	Economic Crisis Macroeconomic problems Besides high municipal taxes Exchange rate volatility Availability of development funds Short of finance from state government Inability of the developers to access housing loan Insufficient finance High interests on loan (bunga pinjaman yang tinggi) Cost recovery	Trangkanot and Charoenngam (2014) Adeogun and Taiwo (2011) Sengputa (2006) Sanda <i>et al.</i> (2020) Sanda <i>et al.</i> (2020) Sani <i>et.al.</i> (2018) Sani <i>et.al.</i> (2018) Abdul Azeez <i>et al.</i> (2015) Abdul Azeez <i>et al.</i> (2015) Ahmed and Sipan (2020)

1. Success Factor

- **Good Governance**

The government is key in helping to create and handle a PPP project. When the government gets too involved in managing PPP projects, it can cause the project to fail (Kwak et al., 2009 as cited in Sani et al., 2018). According to Sani et al. (2018), their study on public-private partnerships for housing in Nigeria found that creating a good environment for investment and having strong government support have a major effect and are seen as the strongest factors influencing the success of Bauchi's PPP housing projects. According to research by Kavishe and Chileshe in 2018, government support and guarantees were ranked second in terms of how often Tanzanian practitioners mentioned them. The kind of government support that came up in the interviews was mainly about money, making things easier to get, and helping build abilities. Meanwhile, Ibem (2010), as cited in Ahmed and Sipan (2020), explains that strong government support can help a project by providing extra funding and other ways like: speeding up approval processes, reducing land costs, giving subsidies for building infrastructure, relaxing housing rules, offering help with utility payments, and providing tax benefits to get more private sector involvement in low-income housing.

- **Adequate legal framework**

Since PPP involves a long-term agreement, it's important to have a proper legal system in place. It is important to keep policies consistent and avoid changing them without proper steps, as this helps create a good environment for investment (Rachmawati et al., 2018). This matches what several researchers have argued, saying that keeping policies consistent is a key part of building partnerships (Chan et al., 2010; Li et al., 2005; Wibowo & Alfen, 2014 as cited in Rachmawati et al., 2018). Rahardjo et al., (2014) in their study about public-private partnerships in urban renewal in Jakarta also mentioned that improving the legal parts of agreements between two parties is one of the key factors for successfully carrying out public-private partnerships, which play an important role in developing slum areas. According to global best practices, having a strong institutional and regulatory system is very important for the success of a Public-Private Partnership (PPP) program, as stated by the World Bank in 2016, which is referenced in Kavishe et al., 2019.

- **Procurement process**

In a PPP study about housing in Nigeria, Zayyanu et al (2017) found that having an effective procurement process is the most important factor that affects the success of PPP projects in delivering housing in Nigeria. The success factor plays a major role because the way things are bought in Nigeria is quite different. Unlike the standard international PPP practices that promote fair and open bidding, the choice of private partners in the PPP housing program is decided by the ministers' personal judgment (Umoh, 2012 as cited in Zayyanu et al. 2017). A good procurement process depends on three main factors: spreading the word about future procurement chances widely, opening bids to the public, and sharing all important information before the process starts (Agaba, E. and Shipman, N. 2007 as cited in Mustafa, 2017). Meanwhile, according to Hardcastle et al. (2005), as cited in Rachmawati et al. (2018), the study shows that having a transparent procurement process helps achieve better value for money in projects.

- **Favorable investment environment**

The government should build an environment that makes it easy to invest, and this should be backed by a steady legal and economic system to help make PPP housing projects go smoothly and last a long time. The government should offer help to private developers through specific project support, loan guarantees, promises of minimum income, and tax breaks. This will make the project more financially and give private developers confidence about the possible income they could get from PPP projects if they are part of any concession project (Sani et al., 2018). Cheung and others in 2012 say it's really important to lower risks and help private investors get a fair return on their investments. A key idea in public-private partnership agreements is giving the responsibility for risks to the group that can handle and manage them best, as stated by the Efficiency Unit in 2003, which is cited in Cheung et al., 2012. It makes sense for the government to pass on the risks connected with buying assets and providing services to private companies, as these businesses are usually better at handling such tasks efficiently and with more experience. The government should be willing to handle risks that the private sector can't control. In every situation, the government should put in place ways to handle risks properly instead of letting the private sector deal with them on its own (Cheung et al., 2012).

- **Good cooperation between related parties**

To make sure PPP projects are successful, both the government and private companies need to use their special skills and put their best efforts into building a good working relationship (National Audit Office, 2001 as cited in Cheung et al., 2012). The government should make sure that the private sector partners in the PPP projects are capable and have enough money to handle the projects properly. This means that private companies should look at what other groups are good at and not so good at, and when it makes sense, team up to create groups that can work well together and use each other's best qualities. A good relationship between partners is also important because they all share the risks and rewards from working together (Cheung et al., 2012). Working together with many different groups can help make some development projects work better together, as shown by Susilawati and Armitage in 2004. Meanwhile, in the study by Abdul-Aziz and Kassim (2011), it was found that taking action against developers who don't follow rules was the main factor that helped PPP projects succeed in Malaysia. The interviews showed that not taking action against developers who didn't follow the rules mostly came from frontline staff who didn't fully understand PPP contracts. So they were scared to deal with clever but careless developers, just like they were with unkind top management (Abdul-Aziz and Kassim, 2011).

- **Good construction planning and execution**

Using a public-private partnership doesn't automatically mean the HPPP project will be successful. Based on the experiences of several countries that have successfully implemented PPPs, like Malaysia (Abdul-Aziz and Kassim, 2011), it seems that proper preparation and thorough planning before starting are important. This was also seen in the countries that were studied (Kavishe and Chilese, 2019). According to the study by Kavishe and Chilese (2019), both official and unofficial site visits and inspections are considered important factors in the success of PPP projects. The topic of site visits and inspections, also called "supervision," has started to gain attention as a critical success factor, especially in projects funded by the World Bank. This is because there was not much understanding before about how

these activities are connected to the overall success of a project (Ika et al., 2012, as cited in Kavishe et al., 2019). It has been found that having enough skills and ability in public-private partnerships (PPP) is very important for the success of these projects (World Bank, 2016 as cited in Kavishe and Chilese, 2019).

2. Challenges

- **Poor planning process**

In a study done by Kavishe et al. (2019) in Tanzania, "Poor planning skills and analytical ability in creating affordable housing proposals" (with an average score of 4.750) was seen as the biggest problem stopping successful PPP projects from being delivered in AHSs in Tanzania. The low standard deviation (SD = 0.441) showed that respondents agreed a lot on their higher rating of this pitfall, which matches what a few earlier studies found. For example, the World Bank (2016) said that Tanzanian PPP projects were more likely to end early than projects worldwide, and they pointed to weak planning abilities and limited analysis skills as the main reasons for this. Meanwhile, Trangkanot and Charoenngam (2014) created low-quality bidding documents, which was one of the factors they looked at in their research. In the construction industry, bidding documents play a key role in deciding whether a project will succeed or fail. When agreements are unclear or not enough, it leads to bad project results and conflicts between what the stakeholders want and what ends up happening, which can lead to legal issues.

- **Lack of access to housing finance**

Housing finance is important for helping people from low income groups afford and keep their homes. That is why it requires skilled experts to create a housing finance system that works well with the financial situation of low-income groups (Trangkanot and Charoenngam, 2014). Meanwhile, based on the findings from interviews conducted by Kavishe et al. in 2019, Interviewee D noted that people with low incomes were not eligible for loans. Interviewees C, F, and K also pointed out "inadequate housing finance" as a problem. Interviewee B added that housing wasn't even included in the Tanzanian government's annual budget. Aduwo (2012, as cited in Ahmed and Sipan, 2020) also points out that having enough money for housing, high interest rates set by banks are not making it easy for short-term loans to be used for long-term housing projects; therefore, the amount of money available to fund public-private partnership housing projects is decreasing. Therefore, it is important to involve more financial institutions as main partners in public-private partnership housing projects, and these projects should be planned in a way that fits with the current and new funding rules that financial institutions follow (Ahmed and Sipan, 2020).

- **Poor governance conditions**

A study by Sanda et al. in 2020 found that in Nigeria, many public-private partnership projects failed from the start because the way they chose partners for contracts was not done properly. This information is based on a source from Capital in 2010, as cited in Sanda et al. 2020. Corruption in PPP housing projects showed up in many different ways, such as when government officials broke the rules and didn't follow the proper guidelines for giving out land (Abdullahi, 2010). A change in government was also mentioned as a big risk in PPP housing projects. Constant changes in government because of political instability lead to a

loss of trust among important stakeholders (Sanda et al., 2020). A change in government was also noted as a big risk in PPP housing projects. Constant changes in government because of political instability lead to a loss of trust among important stakeholders (Trangkanot and Charoenngam, 2014).

- **Inadequate policies**

In the research by Kavishe and An (2016), the fourth most challenging issue, "Inadequate legal framework," aligns with a study by Abdul-Aziz and Kassim (2011), which found that the lack of strong and clear agreements was the main reason for failure in Malaysia. It was also mentioned during an interview that most of the NHC HPPP contracts had serious legal problems. These included missing exit clauses, conflicting terms in the agreements, unfair treatment favoring their private partners, inconsistent practices when transferring the right of occupancy, and not following the rules and regulations properly among the partners. Meanwhile, a study by Trangkanot and Charoenngam in 2014 found that there are relative law and policy risks along with policy pressure. Relative law and policy play a key role in how projects and programs are carried out. Breaking a law can really affect how a project turns out, and when a new policy comes about, it can cause the government agency to fail in its business. Creating the PPP policy and strategy needed a careful and detailed study of public needs, not just political advantages. The clear qualifications of home buyers show how many housing units the program is aiming to provide and what the housing prices are. The government should also think about the public agency's ability and past experience in handling project procurement before choosing them.

- **Problems in the construction process**

Having qualified contractors who show good skills in managing projects, understand the goals of the project owner, are committed to finishing the project well, and are reliable is very important for making sure the project is successful. Also, inexperienced and poor-quality contractors put their PPP-LCH projects at risk of not being finished. Inappropriate contractors were the main reasons why the project's outputs and outcomes failed, according to Trangkanot and Charoenngam in 2014. Iben and Aduwo (2012) also mentioned the ongoing problem of expensive building materials. Because the Federal Government of Nigeria in 1991 recognized that building materials and parts make up about fifty to sixty percent of the cost of building a house, the officers also agreed that many of the materials used in Nigeria are imported, and the ones made locally are quite expensive.

- **Poor economic conditions**

The success or failure of a PPP-LCH project's output depends on controlling the project costs, while the success or failure of the project's outcome depends on the cost of housing finance and the affordability of low-income groups (Trangkanot and Charoenngam, 2014). Adeogun and Taiwo (2011) say that big economic issues in the country have limited the private sector's ability to get involved in housing, especially for people with low incomes. Tomlinson (20017) as mentioned in Sanda et al. (2020) described it by talking about high and unstable interest rates, high inflation, the use of public-sector housing banks, and the issues that come with banks buying government debt. Meanwhile, Sanda and others studied in 2020 found that financial risks often come from not having

enough development money, which makes developers have to take loans from banks at higher interest rates. Changes in interest rates also raise the cost of borrowing and the total amount of money needed for the project. Not having enough money for development might cause the use of lower quality building materials instead of the ones that were planned.

CONCLUSION

From the results of the literature review conducted, the success factors and Challenges that affect how PPP is carried out in housing. Sector certainly come from various countries with different country characteristics. Therefore, further research is needed to obtain factors that are in accordance with the circumstances and characteristics of a particular country. However, the factors in this study can be used as a basis for reference as factors that need attention for the government and PPP providers in supporting the effective use of PPP in housing development.

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