

MOTIVATIONAL FACTORS FOR ADOPTION OF PUBLIC-PRIVATE PARTNERSHIPS (PPPS) IN HOUSING PROJECTS IN TANZANIA: A QUALITATIVE STUDY

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The National Housing Cooperation (NHC) and National Social Security Fund (NSSF) are public sectors in Tanzania which have adopted Public Private Partnership (PPP) as an alternative housing delivery strategy. NHC PPP projects have been carried out in Tanzania since the 1980s and 1990s in the form of Joint Ventures (JVs) prior to the formulation of PPP policy, guidelines and the act. But the NSSF started its housing PPP project in 2013. However, since inception of the formulation of policy guidelines, there have been limited empirical studies undertaken to identify motivational factors in undertaking PPP housing projects. In order to bridge that knowledge gap, the aim of this study is to identify the motivating factors for adopting PPPs in housing projects. Based on the infancy of PPP in Tanzania, the sample was purposely selected whereby 10 semi structured interviews were conducted and data was analysed by content analysis. The following findings; lack of capital, benefit to enjoy the economies of scale, fear to lose condemned properties, increasing revenue, opportunity to own land in prime location, challenges from other investors, the feel of security when partnering with public sector, resource and risk sharing were identified as the motivational factors influencing the sectors (public or private) to adopt P. Therefore, this study recommends that, in order to enhance the motivational factors to yield successful outcomes in terms of housing cost, quality and quantity, it is imperative to seek the views of both the private and public sector practitioners. There is a need for government to provide support, utilize its PPP unit to assess viability of such projects, amend the PPP laws and policy, and put in place a PPP housing policy to improve, encourage and support private sector participation.

Keywords: PPP, housing projects, motivational factors, development, Tanzania

INTRODUCTION

As with most developing countries, the population growth and urbanisation are among the challenges which face this East African country with the current housing deficit is projected as three million houses and is growing at a rate of 200,000 houses per annum (NHC 2010). The situation has been worsening in urban regions where the data show that the urban population has grown from 14.8 per cent of the total

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population in 1980 to 37.5 per cent in 2005 and was considered likely to rise to more than 46.8 per cent by 2015 (NHC 2010). Consequently, the supply of housing in Tanzania is failing to keep up with the urban growth trend. Likewise, the 2012 census showed that the Tanzanian population has tripled since 1967 and is continuing to increase. To mitigate the population growth and subsequent consequences of shortage of housing, as with most governments in developing countries, Tanzania has been encouraged to adopt the popular PPP strategy as solution to delivering affordable/low-cost housing projects for those on low incomes (Trangkanont and Charoenngam 2014). Public Private Partnerships (PPPs) are considered more efficient and provide better value for money. (Akintoye et al., 2003; Moskalyk, 2011). However, PPPs are more complex (World Bank, 2016) when compared to traditional procurement process, requiring a huge amount of preparation, training and experience as well as good monitoring and management skills (Moskalyk, 2011). A current study by Akintoye and Kumaraswamy (2016) recommended more research on PPP and identified the following seven research themes requiring further investigations: 1) Financing, and financial models and structure; 2) Risk allocation and management; 3) Transparency and Accountability including Regulatory and Institutional frameworks; 4) Public Policy and Private/Public Sector relationships and behaviours; 5) PPP Project Evaluation; 6) Contractual structure; and 7) PPP Performance indicators. Despite these calls, PPP empirical studies are inadequate within the developing countries such as Tanzania. Therefore, this study reviews the motivational factors for adoption of PPPs in housing projects in Tanzania. First as a response to the research agenda and knowledge gaps identified by Akintoye and Kumaraswamy (2016), and second is to tap in their existing state of knowledge and later compare with the empirical findings obtained from other developing countries. Most developing countries such as Nigeria (Ibem, 2011); Ghana (Kwofie et al., 2016); Malaysia (Abdul-Aziz and Kassim, 2011); India (Sengupta, 2004) as well as Tanzania (Kavishe, 2010) to mention a few have adopted PPP in housing provision. These countries have experienced varied outcomes with most of them experiencing failures in their Housing PPP (HPPP) projects. Subsequently, from the literature review it is noted that Tanzania lacks empirical evidence on how the private and public sector are better motivated to achieve improved results in PPP housing projects unlike other mentioned countries. Therefore, this study intends to bridge the knowledge gap.

LITERATURE REVIEW

Partnership has been very popular concept in both the public and private sectors since the 18th and 19th century. (McQuaid, 2000; Akintoye et al., 2015). This stems from the mutual benefits, potential for synergy, development catalyst, cooperation, resource and risk sharing, efficiency and creativity as many have discussed this (Hatton and Schroeder, 2007). The partnering concept offers an opportunity for parties to establish mutual objectives amongst the team by providing a framework that motivate them to build trust, teamwork and focus to achieve their goals in an efficient manner (Naoum, 2003). A working definition for partnership which, incorporates a policy perspective has been provided by Stratton (1989 cited in McQuaid, 2000), which states that, partnership is a collaboration between business, government and or non-profit organization where by resources, skills and risks are shared in a project to benefit each partner and the community as well. The PPP concept grew from the partnership concept to become one of the most popular partnership approaches used (Shah, 2015). It is currently used to foster development and deliver public infrastructure in both developed and developing countries. Public sector inefficiency, lack of sufficient

funds and poor performance necessitated government or its agencies collaborate with private parties to improve the delivery of public services. Stakeholders involved in PPP include public sector, private sector (for profit and non for profit), state agencies and multilateral donor agencies (Shah, 2015).

PPP Housing Experience in Tanzania

Housing PPP (HPPP) is still at its early stages in Tanzania primarily because of a lack of direct experience and inadequate new investment in housing projects. To date, two public organizations, the National Housing Corporation (NHC) and the National Social Security Fund (NSSF) have used the PPP method for housing provision (Kavishe et al., 2018). Since the 1990s, NHC used the PPP approach in building development but most of these partnership projects were not very successful Ibid. NHC adopted partnership projects as a means of developing more houses. The corporation had prime plots, which were hosting condemned buildings. Fear of losing some plots, which were declared by the Ministry of Lands ripe for redevelopment, influenced NHC to secure financial support through the partnership model. Likewise, the increasing shortage of housing in the urban centres, made the Government seek alternative means of addressing this issue and PPP strategy has been thought to help bring relief to the existing situation (NHC, 2010). Thus, government redirected its housing agencies to adopt PPP strategy (NHC, 2010).

Motivation for Adopting PPP Housing Projects

Both public and private parties, before embarking on to any partnership experience have motivations which drive them to act. Table 1 gives a summary of the identified motivations/drives obtained through literature review. It was observed that different authors (Sengupta, 2006; Abdul-Aziz and Kassim, 2011; Ismail, 2014; Onyemaechi and Samy, 2016) have identified the key motivations for adopting PPP strategy in procuring public goods and services. However, it was noted that from these studies two types of drivers emerged. The first type was general drivers for adopting PPPs whereas the second type was specific drivers for adopting PPPs in housing projects. The second type is the focus of this study.

Based on Table 1, it's interesting to note that in Nigeria, profit creation was a common motivation for both public and private partners hence affordability to low income groups became impossible in HPPP projects (Ibem, 2011; Ukoje and Kanu, 2014). This finding implies that it is contradicting and unrealistic for the government/public agency to aim for profit maximization and at the same time desire to deliver affordable housing. Unlike Nigeria, the main motivation for adopting HPPP in Kolkata India was to bring, "equity" among their people (Sengupta, 2006). It was revealed that the housing provision under PPP strategy in Kolkata was remarkable in terms of costs and quality (Sengupta, 2006). The generalization that can be made is that; right motivations can add up to the success factors for HPPP projects.

Therefore from the literature it is clear that individual countries and sectors were differently motivated to adopt PPPs thus creating the need for more studies in this subject that examine the influencing factors and their role in achieving success in an intended project. To bridge the knowledge gap, this study aims to identify the motivating factors for adopting PPPs in housing projects within the Tanzanian context.

Table 1: Summary of motivational factors (or drivers) for adopting PPP projects

Country	General PPP motivation	Author
Nigeria	<p>For public sectors: solves the problem of budget constraints; make profit from the sale of the housing units; provision of decent and affordable housing to the citizenry; It reduces burden of housing provision from the government; Development town and cities; Faster project completion; Reduce the acute housing shortage; It is cheaper for the government since the funding comes from the developer; It creates room for influence by the officials as they determine who to partner with and on what terms.</p> <p>For private sector partners: Profit maximisation; Large market; Availability of land for the project; Marketability of the housing units; Project viability and quick return on investment; Location of the project; Price of housing units; The profit margins are competitive; Fast approvals for building and less interference from the government housing regulatory bodies</p>	Onyemaechi and Samy (2016)
China	<p>Provide an integrated solution</p> <p>Solve the problem of public sector budget restraint</p> <p>Reduce public money tied up in capital investment</p> <p>Reduce the total project cost</p> <p>Benefit to local economic development</p>	Chan <i>et al.</i> , (2009)
Tanzania	<p>Desire to bring about sustainable development</p> <p>Poor health services and the need for improving them</p> <p>Huge budgetary constraints</p> <p>Increase efficiency and effectiveness</p> <p>Improving public services</p> <p>Housing PPP drivers</p>	Ngowi (2006); URT, (2009); Itika <i>et al.</i> , (2011); Chediell (2012); Mboya (2013).
Malaysia	<p>1) Enhancing organization reputation; 2) Project reputation</p> <p>3) Early completion; 4) On time delivery; 5) Attaining value for money; 6) Political pressure; 7) Islamic state councils forbidden to engage commercially; 8) Obtaining technical expertise; 9) Transfer of defect risks; 10) Obtaining marketing expertise; 11) Cost certainty; 12) Quality workmanship; 13) Transfer of financial risks; 14) Transfer of delay risks; 15) Innovation in design; 16) Transfer of sales risk; 17) Obtaining lowest development costs</p>	Abdul-Aziz and Kassim (2011).
India	To bring equality in the society	Sengupta (2006)
Ghana	<p>Huge housing deficit and</p> <p>Government inadequate resources</p>	Kwofie <i>et al.</i> , (2016)

METHODOLOGY

This study adopted a qualitative data collection approach whereby semi structured interviews were preferred and used to collect data due to their ability to produce detailed/rich information. However, because PPPs were relatively new phenomenon or approach in Tanzania, a criterion-based approach was used in the selection of the interviewees as claimed by Maxwell (2005), this required the respondents, from the sector type to have being a public partner, or private partner or a financier, consultant or a contractor to the housing PPP projects. Secondly, a purposive sampling was used to select the interviewees for the same reason of PPP being a new approach in Tanzania. The key criterion used in selecting was that, the respondents needed to have been a public partner, or private partner to the housing PPP projects. According to Kavishe *et al.*, (2018) it was identified that only two public sector organizations were undertaking the HPPP projects. Similarly not all stakeholders were familiar with PPPs. In view of the total population only 10 semi-structured interviews were undertaken between July and August 2016 in Dar-es-Salaam, Tanzania. Despite the small sample, it is considered sufficient, because the threshold of between 5-50 interviews can be enough for the purpose of reaching saturation (Patton, 2002). More so, other studies which relied on the qualitative approach alone such as Osei-Kei and

Chan (2018) had a sample size of ten interviewees. This study forms part of an ongoing PhD research thus the duration of a complete interview was between approximately 45 -100 minutes. The transcribed interview ‘participation checks’ and ‘validation’ involved having the transcripts emailed to the interviewees to obtain their agreement on the correctness and their feedback, to enhance the validity and reliability of the collected data. Out of 10 interviewees, 8 had master’s degree qualifications, 1 was a PhD holder and 1 was an Associate Professor. According to the level of HPPP projects experience, 4 had over 10 projects experience, 2 had 1-2 projects experience, 1 had 1 waste water project experience while 1 was a PPP advisor but with no HPPP project experience. 6 were public partners and 4 were private partners. Demographic background of the respondents demonstrated that all interviewees had adequate PPP experience. Like past PPP studies for instance Zawawi et al., (2016), the qualitative data was analysed through content analysis. This involved having the patterns and themes around the motivation factors or drivers derived by identifying them as they appeared in the interview scripts.

FINDINGS

Interview participants were asked: “What were the driving factors for adopting PPP in housing delivery in their organization”? As shown on Table 2 Interview participants identified 19 factors. Responses were tallied, in the occasion where the response was only given once it was considered less significant and significant for the responses given more than once. Therefore based on Table 2 the findings show that amongst the 19 factors identified, the following three factors are the most mentioned based on the count (n=5): the need for redeveloping condemned properties, Lack of sufficient capital, and fear to lose their condemned properties. The remaining 16 factors, three were tallied twice and the remaining majority 13 were tallied once. The lack of consensus of the results may be since they were only two participants from the private sector whereas the remaining 8, were from the public sector. Additionally, due the qualitative nature of the study, the identified factors are considered as emerging themes from the findings.

During the content analysis process, some differences in the identification of the motivational factors between the public and private sector interviewees emerged. Therefore considering the pattern the identified driving factors are grouped into two main parts in order to reflect each sector (public and private) independently. Some similarities and differences are drawn in order to bring deeper understanding and implication of the identified factors.

Public Sector Factors

Based on Table 2 it was noted that public sector respondents for instance Interviewees A, B, C, E, F and H identified six different factors. The first three factors on Table 2 had the highest responses, (n=5counts) hence indicating their importance towards the adoption of PPP by the public sector in the housing projects.

Lack of enough financial capacity to undertake housing project

For instance Interviewee A highlighted that;

NHC was attracted to partnership project because it lacked funds required to adequately support re-development of its prime plots which were hosting condemned buildings to raise their values and revenue”. Additionally the organization feared to lose some of its potential plots which were confirmed by the Ministry for Lands ripe for redevelopment.

Table 2: Driving factors for adopting HPPP

Driving factors	Interviewees										
	A*	B*	C*	D	E*	F*	G	H*	I	J	F ¹
The need for redeveloping condemned properties,	✓	✓	✓		✓			✓			5
Lack of enough financial capacity to undertake housing project	✓	✓	✓		✓			✓			5
Fear to lose their condemned properties	✓	✓	✓		✓			✓			5
Government circular No. 1 of 1992 which required all public enterprises to operate commercially in order to be self-sustaining.	✓										1
Organization major role of facilitating the provision of housing and other buildings to the general public.	✓										1
Prime location				✓			✓				2
Being a previous tenant,				✓			✓				2
The deal looked viable				✓							1
Negotiations were straight forward				✓							1
Ability to share and minimize risks in case of loss or failure						✓					1
Replace deficits like funds, equipment, Technology, materials etc.						✓					1
Share resources						✓					1
The bragging behavior from other private investors particularly the Indians, claiming to be the only ones capable to undertake joint ventures with government.							✓				1
Desire from many other private developers wanting to redevelop the same plot I wanted to.							✓				1
Public sector failure									✓		1
Motivation to adopt “new ways of doing things”.									✓		1
It seemed to work in other countries									✓		1
Increasing revenue (profit)			✓		✓					✓	3
To enhance the value of property which was lower than the value of land				✓							1

Note: * Denotes Public Sector partner; ¹F = Frequency of counts

Furthermore, Interviewee A added on the issue of circular no 1 of 1992, namely the Public Corporations Act 1992 or structural reform policies which required public organizations to operate commercially to be self-sustaining.

Provision of housing and other buildings to the general public

The motivational factors of “organization major role of facilitating the provision of housing and other buildings to the general public” and “the need to increase revenue” were among the least observed as public sector motivating factors. The former was mentioned once (Interviewee A) while the latter was mentioned twice (Interviewees C and E). This finding suggests that uplifting revenues was also a significant factor to the public sector considering the fact that they were allowed to operate commercially. Interviewee F who is also from the public sector identified that the need to replace deficits like funds, equipment, technology, materials motivated their public organization. For instance, he explained that;

The private partner owned a vast majority of land (300 acres) and this was valued to 20% of the whole project cost. Similarly, the selected contractor recommended by the private partner was from Turkey and was bringing in a new building technology to Tanzania known as tunnel form construction that had a major benefit of saving time through speedy construction.

These findings are also consistent with literature on motivational factors for PPPs (Kavishe, 2010; Onyemaechi and Samy, 2016). For instance Onyemaechi and Samy (2016) emphasized that eliminating budget constraint and reducing the acute housing shortage among the public sector motivating factor in adopting PPP in housing

provision in Nigeria. Likewise in the Tanzanian context similar studies Kavishe (2010) which also studied HPPP projects from Tanzania identified similar findings.

Private Sector Factors

Examination of Table 2 shows that the respondents from the private sector identified different factors from those identified by public sector. These factors; 'prime location' and 'being an existing tenant' were each mentioned twice by private partner respondents indicating that they were important and attracted private investors.

Negotiating for PPPs

Osei-Kyei and Chan (2017) identified "length delay in finalizing negotiations" among the major implementation constraints in PPPs in both Ghana and Hong Kong. However, examination of Table 2 shows some contradictory result. For example, the following driving forces or motivational factors of "the deal looked viable; negotiations were straight forward", "the bragging behavior from other private investors claiming to be the only ones capable to undertake joint ventures with government" and "desire from many other private developers wanting to redevelop the same plot" were mentioned only once by Interviewee G. However, these factors; "the deal looked viable" and "negotiations were straight forward" made the interviewer ask a probing question why he claimed negotiations were straight forward? The Interviewee G responded that;

Being an existing tenant to NHC and being able to come up with a good proposal and a financial report was enough qualifications to be awarded the project for redevelopment. There was no competition it was on first come first served basis and thus negotiations were mainly centred on improving the design since private partner funded the construction of the whole project.

Being a previous tenant

'Being a previous tenant' and 'prime location' (n = 2 counts) were the most important motivational factors identified by the private sector. Supports of these findings are also consistent with PPP literature in emerging economies regarding the motivational factor or drivers for its adoption. These findings further appear to be very unique to Tanzania HPPP projects but consistent with (Kavishe, 2010). What is notable from this confirmation from literature (see Table 1) is that whilst some motivational factors for adoption of PPPs might be country specific, the factors associated with "being a previous tenant" and "prime location" appeared to be not common to both less developed and more developed economies.

Commonalities in Driving Forces

Examination of Table 2 shows that the most common driving force or motivational factor between the two sectors was "increasing revenue (profit)". The following sub section presents a brief discussion of this driving force.

Increased revenue (Profit)

The driving force of "increased revenue" was common between the Public sector (Interviewee C and E) and Public sector (Interviewee J) with the driving force being cited or mentioned a total of three times. Likewise, increasing revenue is consistent with both Tanzanian (Kavishe, 2010) and non-Tanzanian (Onyemaechi and Samy, 2016) studies undertaken in Nigeria and Ghana respectively. For instance, Onyemaechi and Samy (2016) study aimed at investigating the motives and motivation for partnership between public and private sector in housing provisions in Nigeria identified among the 9 individual reasons for public and private sectors partners as "make profit from the housing units" and "Profit maximization"

respectively. Interestingly, the same study recommended the reduction of the profit margins on the PPP housing for private sectors. This observation further confirms and validates the observation by Akintoye and Kumaraswamy (2016, pg. 5) that there are diverse drivers for PPP development, different practices and varying degrees of success of PPPs across countries, and that the PPP field continues to evolve, hence the need our study further contributes to this research agenda by allowing practitioners to learn more about PPP in relation to its drivers from a lesser investigated context such as Tanzania.

CONCLUSIONS

This present study examined the motivation factors or driving forces for PPP implementation in Tanzanian housing projects and compared the public and private sectors perceptions. The findings revealed that there were contrasting motivations for both sectors. The common three motivation factors among the public sector were “the need for redeveloping condemned properties”, “lack of enough financial capacity to undertake housing project”, and “fear to lose their condemned properties”. In contrast, the private partners identified the following 3 as their most important motivating factors for PPP adoption: “prime location”, “being a previous tenant”, and “increasing revenue (profit)”. The most common driving force or motivational factor between the two sectors was “increasing revenue (profit)”. The findings of this study are important to the public and private sectors respondents in several ways. First, for PPPs to flourish within the Tanzanian housing sector or project, due to varying motivation factors across the sectors, a better understanding and information around the motivation factors for each sector would be cardinal in setting up the initial arrangements. Interestingly, it was surprising that even the public sector was interested in obtaining more revenues hence the reason why these houses were not affordable as the focus was on profit and not quality or affordability.

Based on the findings, we highlight a few further important implications for PPP practitioners, policy makers, and government. By understanding the driving forces or motivational factors for PPP adoption, both the Tanzanian private and public sectors practitioners might be in a better position to adopt PPP schemes arising from the increased understanding of the driving forces or motivational factors. Subsequently, this could lead to improved performance outcomes within a sector and economy acknowledged as having earlier PPP project terminations. Secondly, the findings would provide the government with policy directions for creating an enabling PPP environment for all actors involved. For example, this would entail having the government to provide support, utilize its PPP unit to assess viability of such projects. Thirdly, for both policy makers and the government, an opportunity to amend the existing PPP laws and policy particularly with regards to restrictions around redeveloping condemned properties. Fourthly, the findings provide some direction to the Tanzanian government to provide support, utilize its PPP unit to assess viability of such projects, amend the PPP laws and policy, and put in place a PPP housing policy to improve, encourage and support private sector participation especially around levelling the playing field (equity).

Limitations

Some limitations of this study as presented based on the empirical findings of the interviews are acknowledged. The main limitation was the small sample size (10 semi structured interviews) as achieved. One plausible explanation for this was due to the relative infancy of PPP approach in Tanzania. Similarly, the results may not be

generalized to other surrounding countries sharing similar economic conditions such as the East African community. Nonetheless, data were obtained from appropriate respondents having acceptable education level, (i.e. at least a bachelor's degree), PPP experience and awareness to provide reliable and valid information on the research questions.

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