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Critical Success Factors for the Implementation of Public-Private Partnerships in Zimbabwe's State Universities

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Abstract

A weakness of the extant Public-Private Partnerships (PPPs) literature to date has been its normative approach to the subject, creating in effect, a 'one size fits all view' of the preconditions or Critical Success Factors (CSFs) for the implementation of PPPs yet they vary with the context and sector. This study challenges the existing prominent CSFs model for the implementation of PPP which it perceives to be broader and biased towards economic infrastructure in rich industrial nations and excludes the realities of post-colonial third world countries. The research developed a refined sector-specific Educational Infrastructure Critical Success Factor Model (EICSFM) that will inform effective implementation of educational infrastructure PPPs in Zimbabwe state universities. Validated suggestions from research participants were compared to the existing model used to guide this study and results showed that some of the suggested CSFs for PPPs in Zimbabwe state universities tallies with this extant widely accepted CSFs model for PPPs, whereas some differ. The new suggested emerging sector-specific CSFs for effective implementation of PPPs in state universities include; the need for state universities to have absolute autonomy, the establishment of institutional PPP Committees, state universities to be creative and aggressive, vibrant leadership in state universities, universities to have good business orientation, the establishment of innovative PPPs models for educational infrastructure projects (social infrastructure projects), the creation of project bankability and attractiveness to investors, the need for political will and creation of trust. Comparing such suggestions to the extant CSFs model, the study concluded that even though some these preconditions for successful implementation of PPPs may be similar to some of the existing ones, their application is not similar but context-based. The study thus recommends governments avoid a ‘one size fits all’ perception and approach, but rather

encompass sector-specific considerations when adopting and implementing PPPs as an alternative funding option for infrastructure development.

Keywords: PPP, CSFs for PPP, Educational Infrastructure, Zimbabwe state universities

1. Introduction

Several types of research on Public-Private Partnerships (PPPs) have employed the concept of critical success factors (CSFs) to enhance the understanding of factors affecting the implementation of PPP policy in infrastructure development (Cheung, 2009; Zhang, 2005a, Li, Akintoye, Edwards, & Hardcastle, 2005; Xenidis & Angelides, 2005; El-Gohary, Osman, & El-Derby, 2006; Jefferies & McGeorge, 2009; Cheung, Chan, & Kajewski, 2010; Iyer & Sagheer, 2010; Osei-Kyei & Chan, 2015; Liu, Wang, & Wilkinson, 2016). The results of the wide spectrum and coverage of these studies which emerged since the 1990s have shown that it is still difficult for both practitioners and researchers to identify the most important CSFs for the effective implementation of PPP projects irrespective of the country, sector, stages, or project model (Onyemaechi, 2015). CSFs for PPPs thus continues to be a source of academic inquiry, policy discussion, and practical experimentation as the PPP market keeps growing and maturing in various jurisdictions and sectors (Chan, Lam, Asce, Cheung & Ke, 2010).

PPPs embrace the concept of public and private sectors which come to work together to deliver services often previously provided and financed exclusively by the public sector (Boyer, Van Slyke, & Rogers, 2016). These schemes are sometimes referred to as P3, ‘private sector participation’ (Hirastuka, Sato, & Isono, 2009), or 'creative alliances' between government and private sector (Nsasira, Basheka, & Oluka, 2013).PPPs were established in the 1990s as a key tool of public policy across the world (Katsamunska, 2012). PPPs emerged as an alternative method for the delivery of infrastructure and services in different parts of the world (Boyer, Van Slyke & Roger, 2016). Currently, PPPs are increasingly seen as a mechanism to develop infrastructure on a cost-effective and sustainable basis (Zinyama & Nhema, 2015). Advanced industrial and wealthy countries were the pioneer countries to adopt the concept of PPPs. Countries with the early PPP experience include the United Kingdom, Australia, Germany, Hungary, Italy, Japan, Korea, Spain, and the United States of America (USA) (Saeed & Saif, 2015). The major infrastructure sectors where PPPs have been successfully applied include; transport (including rail and ports), water waste, hospitals, education, public housing, prisons, and defense (Egger, 2006). Each sector carries with it different challenges across each phase of the PPP life cycle.

A weakness of the extant PPP literature to date, however, has been its normative approach to the subject and this creates in effect, a 'one size fits all view of PPP programs yet the fact that PPPs are context and sector-specific also entails that the CSFs for specific PPP projects are different. This study, therefore, challenges the existing CSFs model for the implementation of PPP which it perceives to be biased towards economic infrastructure in rich industrial nations and excludes the realities of post-colonial third world countries. The fact that PPPs are context and sector-specific also entails that the CSFs for specific PPP projects are different. As such this study followed the emerging scholarly work and methodology by scholars like Onyemachi, Samy & Pollard (2015); Sehgal, Dubey, & Tiwari (2015) which acknowledges

that CSFs for PPPs vary. This justification thus forms the fundamental basis for the development of a generic Educational Infrastructure Critical Success Factor Model which outlines the sector-specific conditions necessary to foster the effective and sustainable implementation of PPPs in Zimbabwe state universities whose progress has been slow and lethargic. There has being low uptake and implementation inertia of educational infrastructure PPPs in Zimbabwe state universities ever since their adoption and standardization in 2010 as an alternative funding approach for capital projects (Massimo,Mavima & Kurebwa, 2024). Scholars equally advise that it is more important for countries or sectors that are new at adopting PPPs to identify the CSFs for PPPs in order to maximize the advantages of this method and to reduce the risks for all concerned parties (Onyemaechi, 2015). In this regards the need to develop a refined context based CSF model that will guide the implementation of PPPs in the tertiary education sector particularly in Zimbabwe state universities become reasonable. This study therefore challenges the existing CSFs model for the implementation of PPP which it perceives to be biased towards economic infrastructure in rich industrial nations and excludes the realities of post-colonial third world countries.

1.1 Research Questions

(a) What is the robust sector-specific Educational Infrastructure Critical Success Factors Model for PPPs that can guide the successful implementation of educational infrastructure PPPs in Zimbabwe state institutions of higher education?
(b) How does this model conform to the extant CSFs model for PPPs?

1.2 Research Objectives

(a) To develop a refined sector-specific Educational Infrastructure Critical Success Factor Model that will guide effective implementation of future educational infrastructure PPPs in Zimbabwe state institutions of higher education.

1.3 Assumptions of the Study

The study is based assumption that the CSFs for PPP propounded by Hardcastle, Edwards, Akintoye & Li (2005) in the United Kingdom (UK) do not correspond with CSFs that can necessitate the implementation of educational infrastructure PPPs in Zimbabwe institution of higher education. This is substantiated by the conjecture that CSFs for the implementation of social infrastructure projects are different from CSFs for economic infrastructure projects and that the extant CSFs model for PPP by Hardcastle et al (2005) have taken a ‘one size fits all’ normative view to PPP programs, is biased towards economic infrastructure projects and has excluded the peculiar features of the post-colonial developing countries like Zimbabwe.

2. Methodological Design

This explanatory study employed an interpretive policy analysis qualitative research methodology, and augmented by a multiple case study research design. An explanatory-descriptive multi-case study research design was used to examine four state universities in Zimbabwe in their natural setting. Nineteen research participants were selected through purposive sampling techniques from the target population consisting of; public sector

institutions, private capital investors, academics and PPP experts. Critical case purposive sampling technique was used to select key participants from state universities, Zimbabwe Council for Higher Education (ZIMCHE), Ministry of Higher and Tertiary Education, Innovations, Science and Technology (MHTEIST), Ministry of Finance and Economic Development (MFED), Infrastructure Development Bank of Zimbabwe (IDBZ), participants from the academic field, research institutions and PPP experts. Private construction companies with 10 years' experience and are partnering with the government in educational infrastructure PPPs were selected through criterion purposive sampling. Data was collected through in-depth key informant interviews from these relevant public and private stakeholders involved in educational infrastructure development in Zimbabwe's state universities. Secondary data was also extracted through documentary analysis of the existing relevant literature such as conference papers, government publications, newspapers, academic books and journals, statistical bulletin magazines, internet websites, PPP guidelines and frameworks, and relevant Acts of Parliament for the Universities, Ministries, and ZIMCHE to ensure triangulation. Suggestions from research participants and information from documentary analysis formed the framework and contents of this EICSF model for PPP in Zimbabwe state universities. Construct validity and expert validity concepts were used to support the validity of both the research instruments and the findings of the study. Qualitative content and thematic analysis approaches were used for data analysis and presentation in this study.

3 Critical Success Factors Model for Public-Private Partnership

Critical success elements are significantly important to help firms or organizations to identify key factors that firms should focus on to be successful in a project (Chan, Lam, Asce, Cheung & Ke, 2010). CSFs Model developed by Hardcastle, Edwards, Akintoye & Li (2005) from the United Kingdom best case practices in PPP that identify the key success factors of these projects was used as a framework for the analysis in this study.

Hardcastle, Edwards, Akintoye & Li (2005) considered the various CSFs for PPPs as proffered by various scholars and distilled them into nineteen CSFs for infrastructure PPPs in the United Kingdom (UK). These CSFs supported with wide literature review research were considered essential to guide this study. In their study, they however omitted one factor- the need to achieve successful technological transfer- as they considered it not appropriate in PPP/PFI project in the UK context but for developing countries, The rationale for adopting these CSFs model by Hardcastle, Edwards, Akintoye & Li (2005) is that it has received recognition by many scholars of PPPs.

These nineteen factors which were categorized into five groups by Hardcastle, Edwards, Akintoye & Li (2005) include; strong private consortium, appropriate risk allocation and risk sharing, competitive procurement process, commitment/ responsibility of public /private sectors, thorough and realistic cost/ benefit assessment, project technical feasibility, transparency in the procurement process, good governance, favorable legal framework, available financial market, political support, multi-benefit objectives, government involvement by providing a guarantee, sound economic policy, stable macro-economic

environment, shared authority between public and private sectors, social support and technology transfer (Hardcastle, Edwards, Akintoye & Li, 2005)

Through surveying a sample of stakeholders from both the public and private sector, Hardcastle, Edwards, Akintoye & Li (2005) categorized the 19 CSFs and ranked them according to their significances. The results show that a competitive procurement process, good governance, and political support were cited as the top three CSFs by the public sector. The private sector participants considered a strong private consortium; appropriate risk allocation and risk-sharing and commitment or the responsibility of public/private sectors to be the most significant CSFs. Social support, shared authority between the private and public sectors, government guarantees, and a stable macroeconomic environment were aggregately regarded as the least significant success factors.

Given that all the factors are ostensibly seen as critical in the literature, Hardcastle, Edwards, Akintoye & Li (2005) used factor analysis to determine the principal success factor groupings that underlie project procurement. Using the factor analysis Hardcastle, Edwards, Akintoye & Li (2005) grouped seventeen CSFs into five principal groupings for CSFs for UK construction PPP/PFI projects. In other words, 5 critical groups are essential for any PPP projects to be successful and each group have inherent CSFs) as shown in the following table.

Table 1.1. Principal groupings for CSFs for UK construction Public-Private Partnership projects

Index	**Principal Success Factor Grouping**	**Inherent CSFs components**
1	**Effective Procurement**	• Transparency in the procurement process, • The competitive procurement process, • good governance, • well-organized and committed public agency, • social support, • shared authority between public and private sectors, and • thorough and realistic assessment of the cost and benefits
2	Project implementation	• favorable legal framework, • project technical feasibility, • appropriate risk allocation and risk sharing, • commitment and responsibility of public and private sector, and • strong private consortium

3	Government guarantee.	• Government involvement by providing a guarantee; • Multi-benefit objectives.
4	favorable economic condition	• stable macroeconomic conditions and • sound economic policy
5	Available financial market	• Availability of a stable and adequate financial market.

The five-factor groupings, therefore, represent the basic elements of CSFs for PPP/PFI project development, and (Hardcastle, Edwards, Akintoye, & Li, 2005) concluded that they should always be considered by public sector sponsors in informing and shaping their PPP/PFI policy development, and by private sector concessionaires in managing their projects. These were considered to be the principal success factor groupings that underlie project procurement. This study however considers that the above ranking and groupings were based on a survey which was conducted in the UK where an unstable macroeconomic environment is less likely to be of a concern than in a developing country. The ranking and groupings of these factors may therefore not be entirely relevant to a developing country like Zimbabwe which is a post-colonial nation, characterized by unstable macroeconomic conditions. Furthermore, it is silent of sectors applications giving the impression that these CSFs apply universally and in all sectors. The study forms a good basis for testing whether these extant CSFs tallies with what the participants would consider as CSFs for PPP in Zimbabwe in general and social infrastructure development such as educational infrastructure development in state universities in particular. Therefore, there is a need to test how these critical factors could have affected the uptake effective implementation of educational infrastructure PPPs in Zimbabwe state universities. The study also sought to determine how the outcomes of the research conform or rebel to this extant CSFs model of PPPs.

The CSFs model by Hardcastle, Edwards, Ankitoye & Li (2005) is silent on whether the construction was relating to economic infrastructure or social infrastructure and is based on the assumption that they can universally applicable regardless of the sector. As such and on that basis, it is worth noting that this framework is too broad and might not inform the critical factor for the successful implementation of PPPs in the social sector particularly in the educational infrastructure where this study focuses on. This study was tilted towards social infrastructure development and again the interest was to find out whether such CSFs are similar regardless of the sector or have different effects in different sectors. The CSFs model also left out critical factors such as political support and alluded that it is outside these principal factor groupings for PP/PFI projects in the UK and also technology transfer, which they regard as more relevant to projects undertaken in developing countries. The study thus forms a basis for testing the availability and effects of these two CSFs for PPPs in Zimbabwe social infrastructure development in general and in state universities' educational infrastructure PPPs in particular.

3.1 Evolution of Critical Success Factors (CSFs)

CSFs are the essential factors whose existence in every stage of the project life cycle significantly contributes to and are vital for the success of a project according to (Toor & Ogunlana, 2009). Studies on critical success and failure factors were first coined in the 1960s (Pham, Nguyen, Van Tu, Pham, & Le, 2019). Most of the early scholarly research focused on the critical failure factors rather than CSFs. Studies on critical failure factors however have been very few and this could have been perhaps because responsible organizations were disinclined to disclose their failure efforts or failed to keep records of their failed projects (Trangkanont & Charoenngam, 2014). CSFs were thus developed from CFF which were viewed as the deficiency or defectiveness of various critical factors and potentially caused the failure of projects in every stage of the project life cycle (Pinto & Mantel, 1990). This submission entails that success factors can equally be derived from failure factors which can be turned into success factors. This approach as proffered by Pinto & Mantel (1990) also informs this study in its identification of the CSFs for the implementation of educational infrastructure PPP in Zimbabwe state universities.

The CSF concept was developed by Rockart and the Sloan School of Management, with the phrase first used in the context of information systems and project management (Morledge & Owen, 1999). As of 1982, CSFs methodology has been used in information systems and eventually in the manufacturing industry in the 1990s. There have been attempts to apply this method in construction management and 1996 CSFs were explored for private contractors in competitive tendering and negotiation in Build Operate Transfer (BOT) projects (Hardcastle, Edwards, Akintoye & Li, 2005). In 2002, CSFs were measured in the management of public clients in Build Own Operate Transfer (BOOT) procurement (Hardcastle, Edwards, Akintoye & Li, 2005). In 2005, these authorities examined the CSFs for PPP and Private Finance Initiative (PFI) projects in the UK construction industry and grouped seventeen factors into five principal groups: (Effective procurement, project implementation, Government guarantee, favorable economic conditions, and Available financial markets). The political support factor and technology transfer factors were left outside this principal factor grouping as Hardcastle, Edwards, Akintoye & Li (2005) also disregarded them and considered them to be more relevant to projects carried out in developing countries.

Many scholars have embarked on CSFs for PPP mainly in economic development issues, ever since the adoption of PPP by developed and developing countries as a means of procuring public utilities and infrastructure Among these many scholars include (Saeed & Saif, 2015; Bala, Butsani & Dahiru,2010; Zhang, 2005; Gudienė, Banaitis, Banaitienė, & Lopes, 2013; Hardcastle, Edward, Akintoye & Li, 2005). Investigations reveal that these previous studies have mainly concentrated on the CSFs of economic development infrastructure PPP and CSFs of educational infrastructure PPP which falls under social development have not been adequately addressed. Guided by the extant CSFs by Hardcastle, Edward, Akintoye & Li (2005), this study explored the Zimbabwe state universities' PPP implementation experiences in order the factors affecting the implementation of educational infrastructure PPPs (EICSFM was developed). In the same vein existing CSFs model equally guided and formed the basis for the development of sector-specific CSFs for the successful

implementation of social infrastructure PPPs particularly in institutions of higher learning.

A study by Kyei & Chan (2015) reveals that the five most reported CSFs over the past 23 years are risk allocation and sharing, a strong private consortium, political support, community/public support, and transparent procurement. Australia, the U.K., China, and Hong Kong have the highest publications on the CSFs for PPP projects from 1990 to 2013 in the selected journals (Kyei & Chan, 2015). However, contributions from researchers in developing countries are very low. This could be because the PPP concept is yet to be fully explored in these countries hence very few publications are realized in the selected journals (Kyei & Chan, 2015). The realities of PPPs implementation have not yet been fully studied and the universal explanations have always been used to explain implementation in the developing world yet the contexts are different. This study equally adds to the literature on CSFS for the implementation of PPPs from developing world perspectives in general and in the social sector experiences of higher education in particular.

4. Development of EICSF Model for PPP in Zimbabwe State Universities

Suggestions from research participants and information from documentary analysis formed the framework and contents of this EICSF model for PPP in Zimbabwe state universities. The study outcome suggested and validated the following 18 factors as the CSFs for educational infrastructure PPP in Zimbabwe state universities:

1. Transparent PPP procurement process
2. Competitive and efficient PPP procurement process
3. Continuous capacity building
4. Favorable adequate sector-specific regulatory frameworks
5. Availability of a PPP manual
6. Clear land ownership rights in State universities
7. Strong risk mitigation mechanism
8. Sovereignty guarantee/ Indemnity
9. Government support for less lucrative projects
10. Stable economic conditions
11. Adequate and supportive domestic financial markets
12. Autonomy of State universities
13. Creation of institutional PPP Committees
14. Creative and vibrate institutional leadership
15. Good business orientation in State universities
16. Innovative PPPs model for social infrastructure projects
17. Creation of project bankability and attractiveness
18. Exhibition of political will and trust

This study adopted the CSFs model for PPP developed by Hardcastle, Edwards, Akintoye & Li (2005) which was used as a conceptual framework in this study and as such made use of their principal groupings to categorize the suggested CSFs. Classification and comparison of the developed CSFs for PPPs in this study to this extant CSF for PPP model revealed that the proposed success factors can be categorized into two groups. The first category of factors was

regarded as the general/tallying factors in this study since they were similar to the ones mentioned in the model by Hardcastle, Edwards, Akintoye & Li (2005). The second category of these success factors was regarded as the sector-specific/emerging factors since they constitute new factors that would promote the effective implementation of PPP projects in Zimbabwe state universities as identified and validated by research participants.

The general/tallying factors comprise; transparent procurement process, competitive and efficient procurement process, continuous capacity building, adequate sector-specific legal and regulatory framework, creation of a PPP manual, land ownership rights/availability of title deeds to university land, strong risk mitigation mechanism, provision of indemnities/ sovereign guarantees, government support for less viable projects, stable economic conditions, adequate and supportive domestic financial markets. These factors fit well in the principal factor groupings established by Hardcastle, Edwards, Akintoye & Li (2005). The study however established that even though these critical factors tally with these extant principal factor groupings, their explanation and application differ. Hence the study offered a refined explanation of how these factors affect PPP implementation within the Zimbabwe context in general and in Zimbabwe state universities in particular.

On the other hand, identified sectors specific/ emerging CSFs for effective implementation of PPP in state universities include; the need for autonomy in state universities, the establishment of institutional PPP Committees, creative and vibrant leadership, good business orientation in state universities, establishment of innovative PPPs models for educational infrastructure projects (social infrastructure projects), creation of projects bankability and attractiveness to investors, and the exhibition of political will and trust.

Classifying and synergizing these factors as general and sector-specific, the study produced an EICSF model for PPPs projects in Zimbabwe state universities as can be depicted in the following table.

Table 1.2. Educational Infrastructure Critical Success Factor Model for PPP Projects in Zimbabwe state universities

Index	**Principal Success Factor Grouping**	**Inherent CSFs components**
	Tallying Factors	
1	**Effective Procurement**	a) Transparent PPP procurement process b) The competitive and efficient procurement process c) Continuous Capacity Building

2	Project implementation	a) Adequate sector-specific legal and regulatory framework b) Development of a PPP manual c) Clear land ownership rights in State universities
3	Government guarantee.	a) Provision of Government indemnities/guarantees b) Strong risk mitigation mechanism c) Government support in other less viable projects
4	Favorable economic condition	a) Stable economic conditions
5	Available financial market	a) Adequate and supportive domestic financial market
	Emerging Sector-Specific Factors	
6	*Prepared and Proficient contracting agency*	a) Autonomy of state universities b) Institutional PPP Committees c) Creative and vibrate institutional leadership d) Good business orientation in state universities
7	*Innovative sector-specific PPP model*	a) Innovative PPP models for social infrastructure projects b) Creation of project bankability and attractiveness
8	*Political Will*	a) Exhibition of political will and trust

A combination of these established synthesized CSFs into principal grouping brought out what has been created and dubbed in this study as the Educational Infrastructure Critical Success Factor Model for PPP projects in Zimbabwe state university as can also be depicted diagrammatically as shown in the following figure 7.1.

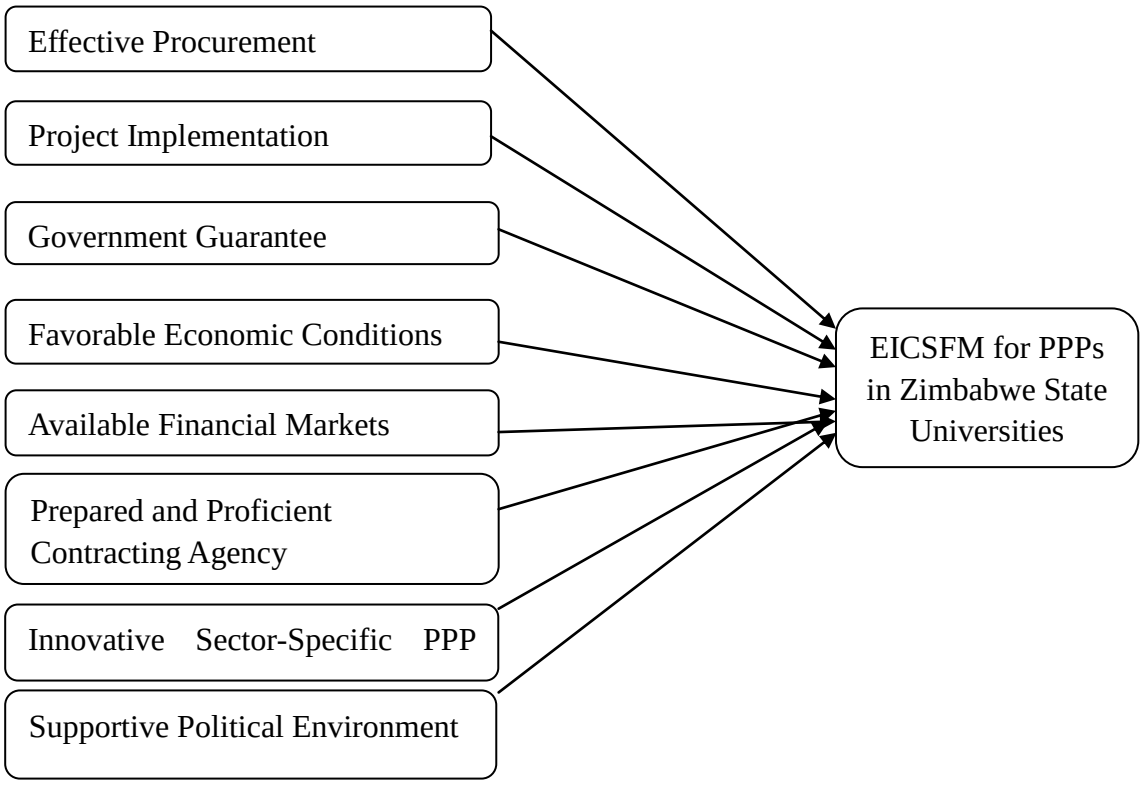

Figure 1.1. Educational Infrastructure Critical Success Factor Model (EICSFM) for PPPs in Zimbabwe State Universities

5. Analysis of the Educational Infrastructure Critical Success Factor Model for PPPs

Refined explanation and analysis sought to extract the insinuation of these suggested CSFs in necessitating the effective implementation of educational infrastructure PPPs in Zimbabwe state universities and how they inform the extant CSF model by Hardcastle, Edwards, Akintoye & Li (2005).

5.1 Effective Procurement

Effective procurement principal grouping consists of 3 suggested CSFs which include: (i) transparent procurement process; (ii) competitive and efficient procurement process and; (iii) continuous capacity building. The suggestion here is that the two PPP procurement processes in Zimbabwe; (solicited or unsolicited bidding) have to be transparent, competitive, and efficient. There is a need for clarity through regulation and manual concerning how unsolicited bidding, in particular, should be undertaken. The Joint Ventures Act [Chapter 22:22] of Zimbabwe requires that the unsolicited bidder funds the feasibility study but it does not say much about what happens to this bidder after funding the feasibility study and in most cases, the funders would expect to be the obvious winner of the bid yet they might not be competitive. Research participants suggested the need to flight an open tender such that investors, both local and international can bid even when an unsolicited bid has been presented. This will promote competitiveness, transparency, attract quality investors, avoids the imposition of investors some of which do not have capacity but just seek to be regarded as politically correct.

The procurement process needs to be efficient and the engagement process has to be as swift as possible before investors lose patience and move to other sectors or countries. The PPP procurement process has been regarded as bureaucratic and the negotiation time frames as a bit long, rigorous, dynamic, and not as friendly to business as many people would expect. Efficient procurement can also be necessitated by improving the easy way of doing business and cutting the unnecessary bureaucratic red tape. Various stakeholders are involved in the PPP approval process need to be synchronized and these may include: Zimbabwe Electricity Supply Authority (ZESA), Environment Management Authority (EMA), Government Ministries, Ministry of Land, and Department of Physical Planning. This way will promote efficiency in the procurement process and reduce the procurement negotiation time frames.

Continuous Capacity building to enhance an understanding of the PPPs process to the involved stakeholders was also considered essential in promoting the successful implementation of PPPs. As a technical and complex concept, effective PPPs would require the implementers from both responsible institutions and state universities to be trained through vast related continuous capacity buildings programs. There is a need for the sensitization of all key stakeholders and there is a need for serious lobbying and advocacy to convince both parties concerned to understand how the whole process should unfold. Effective implementation requires a competent public sector especially with regards to issues to do with negotiation, feasibility studies, and the whole project preparation. There is a need for people who can analyse a feasibility study and according to the new Zimbabwe Public Investment Management Guidelines of 2017, there is a need to do a preliminary analysis and pre-feasibility study before you even go to the final feasibility study. This requires competent people who can understand this concept and be able to craft those PPP proposals and this way will enable its effective implementation.

Alternatively, relevant competent personnel with adequate deal-making and negotiation experience in areas of PPPs have to be hired. Furthermore, exchange programs with institutions in other countries with successful cases are also recommended. This is a completely new funding option and as such it requires capacity building and exposure. There is a need for responsible personnel to see where these things have worked and how have they worked and how is it managed because this is a new ball game. Continuous capacity building exercise of even the hire staffed around this concept will thus ensure its effective and sustainable implementation.

5.2 Project Implementation

Project implementation principal grouping consists of 3 inherent CSFs and these include (1) adequate sector-specific favorable legal and regulatory framework, (ii) PPP manual and, (iii) clear land ownership rights/ title deeds. A favorable sector-specific legal framework was considered as one of the CSF components to enhance PPP project implementation. There is a need for an adequate and clear legal framework that has some sector-specific clauses concerning the implementation of PPPs in Zimbabwe state universities. Although the Joint Venture Act [Chapter 22:22], which is a legal framework in Zimbabwe outlines the institutional and process framework that guides the implementation of JV project, it is

considered too cumbersome, all-embracing regardless of the sector and does not have specific provisions that directly inform how PPPs are to be conducted in institutions of higher learning. Equally, the legal framework has to capture the expectations of the private investors particularly the issues of guarantees which ring-fence their long-term investments in a PPP arrangement because the current one is silent on that.

Furthermore, appropriate governing rules, regulations, and PPP reference manuals should be well established to facilitate the effective application of the PPP procurement approach in this social sector. Sector-specific streamlined administrative procedures for PPP projects should also be captured in this PPP manual that outlines very clearly the various steps that should be taken within a PPP arrangement. The manual which will act as a 'bible' should then guide the interested parties involved, be it the private sector or the public sector concerning the conduct of PPP. Other countries have developed these manuals and in our case, these manuals are still to be published.

A favorable legal framework was considered as one of the CSF components to enhance PPP project implementation by Hardcastle, Edwards, Akintoye & Li (2005) in their grouping of seventeen CSFs for effective PPP into five principal groupings. They considered that a favorable legal framework allows for a PPP/PFI project to be developed without undue legal restriction on the private sector involvement. An appropriate legal framework should therefore guarantee the legal status for project implementation, a situation that has been scaring away investors in Zimbabwe state universities. Equally, Cheung, Chan, Lam, Chan & Ke (2012) mention that an independent, fair, and efficient legal framework is a critical factor for successful PPP project implementation.

EICSFM equally appreciates the importance of a favorable legal framework to ensure project implementation, however further suggested that there is a need for a sector-specific legal framework, not just a general legal guide. This model suggests that the existing legal frameworks have clauses that speak to the implementation of PPPs in tertiary institutions or a completely separate law be set for this sector. EICSFM further suggests an accompanying PPP manual and guidelines that will dissect and interpret the provisions of the legal framework as a new concept in Zimbabwe state universities and the extant model was silent on this. This position concurs with the submission by Cheung, Chan, Lam, Chan & Ke (2012) who proffered that appropriate governing rules, regulations, and reference manuals related to PPP should be well established to facilitate the effective application of the PPP procurement approach.

Land ownership rights have also been considered to be of paramount importance in enhancing PPP project implementation. There is a need for title deeds for state university lands where PPP projects will be erected as they currently do not have and are regarded as state lands. Private investors require these title deeds as a guarantee to reinforce their long-term investments and to use them as collateral security to borrow money from financial institutions like banks. Appropriate land ownership right is also required when subdividing the land for construction purposes as required by responsible local authorities.

Private investors normally want to have full control and have exclusive rights over those

pieces of land to secure the long-term investments they require title deeds to be available. Their position is guided by the desire to minimize risk in the whole arrangement. Acquiring a title deed is thus not only considered for collateral security to acquire finances alone but also as a way of sharing risks and in the process minimizing the risk premiums on the part of the private investors. Hardcastle, Edwards, Akintoye & Li (2005) ranked appropriate risk-sharing as the second most important factor for achieving successful PPP implementation. The government of Zimbabwe needs to extend even certain guarantees to leverage issues of title deeds on these state lands. Land ownership rights as such have been hampering the effective uptake and implementation of PPPs for educational infrastructure development in some state universities and some cases investors were at the end opting to buy separate land with full and proper deeds somewhere near the state university for such projects as student accommodation. This option was triggered by the investor's desire to have exclusive rights over the land so that they secure their investments and also to enable them to borrow money that is needed for such long-term projects. Appropriate land ownership right is thus considered as a CSF model for PPP in Zimbabwe state universities.

5.3 Government Guarantee

Government guarantee principal factor grouping consists of two CSFs which include: (1) Provision of indemnities/sovereign guarantee and, (ii) Government support for other less viable PPP projects. Private investors require that their investments are ring-fenced through a sovereignty guarantee and the government is expected to avail of this to attract quality partners in sustainable PPP arrangements. A PPP arrangement is a long-term venture which can take between 15 to even 30 years and there are a lot of changes that can happen and this can be so averse to their investment if they do not have a guarantee. Various changes can occur during this long tenure including that of universities leadership changes and some turbulence in economic conditions can also occur. New university leadership, for example, a change in a Vice-Chancellor (VC) who normally has a contracted term might equally entail new arrangements and usually, investors are not comfortable with this particularly if there is no guarantee. Investors usually require a guarantee on the investment. As such there is a need for a guarantee between the investor and the institution (state university), then between the investor and the MHTEISTD, then another agreement between the investor and the Ministry of Finance and Economic Development. As such if the VC retires, these two ministries would act as guarantors to the investments, and in this way, investors can be enticed to enter into PPP arrangements with state universities.

The study further suggests that the government offers a Reserve Bank guarantee which most investors consider to be safe than any other guarantees from either the government or any other respective ministries. Politicians do change and so do governments and as such serious investors cannot think much about guarantees that they offer but would rather consider Reserve Bank guarantee. Alternatively, there need for shadow tolling which can boost private sector confidence and ensure the security of private sector investment. Shallow tolling entails equal sharing of either a profit or loss that will be realized from a project. It will be wrong for the government to offload the entire risk responsibility to the private sector because the provision of infrastructure is and remains a national obligation and as such the government

needs to be continuously involved in its provision and management. Adequate guarantee increase investor's confidence and attracts private players to partner with state universities in educational infrastructure development.

Government guarantee was considered as a third principal factor grouping in the factor analysis of critical success factors (CSFs) for successful implementation of PPPs by Hardcastle, Edwards, Akintoye & Li (2005). This principle factor was regarded as a critical factor particularly in the early stage of PPP/ PFI (Hardcastle, Edwards, Akintoye, & Li, 2005). Zimbabwe is still at its infancy stage with the implementation of PPP and therefore it is highly recommended that adequate guarantees be extended to the private counterparties to safely guide their investment. The authorities equally observed that even in well-established nations like the United Kingdom, the private sector does not yet have full confidence in PPP/PFI procurement and is subsequently demanding revenue guarantees or firmly committed policies from the government to ensure that investments are protected. They further recommend that if necessary government guarantees can be used to protect the project revenue streams, then PPPs can become prominent and sustainable.

Not all educational infrastructure projects are lucrative to private investors and as such the government has to support other less viable PPP projects. Research outcomes show that most private investors have developed an interest in partnering state universities in building student accommodation unlike other facilities such as lecture rooms, administrative blocks, and sporting facilities. Their justification has been that student accommodation has more direct business particularly given the fact that students will pay for these halls of residence. Indications from most state universities show that student accommodation has been highly prioritized in most of their PPP plans which are still in pipeline. However educational infrastructure does not only entail student accommodation but has to include other infrastructure that is also required for the establishment of a university as required by ZIMCHE. Some of the minimum infrastructure required for the establishment of a university according to ZIMCHE include but are not limited to lecture rooms, laboratories, libraries, and ablution facilities. There is, therefore, a need to establish mechanisms of supporting the development of other less economically viable educational infrastructure in a PPP arrangement.

One of the long-term options for supporting education infrastructure is for the government to promote private sector development, through such economic ventures as mining, so that they collect enough taxes to fund social infrastructure development. Less lucrative social infrastructures do not easily get the favor of the private sector whose motive is mainly profit-making. To promote PPPs, there is a need for the government to financially support these arrangements such that they become attractive to investors. State universities also have to create endowment funds such that there are available finances to enable and support PPP arrangements in this social sector.

In his study on some of the international experience and issues that should inform policies that can promote the wider application of PPPs in the key social sectors, Cook (2015) observed that PPPs in the social sector are usually associated with certain inherent challenges.

The author observed that social sectors usually present a unique set of problems for PPPs and this distinguishes them from the conventional PPPs in the economic sectors. As such in developing and planning viable social sector PPP programs and projects, it is essential to clearly understand some of the challenges of the social sector to PPPs which include; segmentation of the beneficiary class, bankability, stakeholder involvement, performance indicators, operation, and maintenance, and regulatory risks. Fostering PPP arrangements in the social sector like the education sector thus requires no usual approach given the fact that some of its projects are less attractive to investors.

5.4 Favourable Economic Conditions

Stable economic condition as a principle grouping consists of one CSF which is: (1) stable macro and microeconomic condition. A stable macro-economic environment is essential to facilitate the smooth implementation of government programs such as PPP arrangements. Zimbabwe's macro-economic conditions need to be conducive to attract both local and foreign investors which are needed to partner with the government in a PPP arrangement. The macro-economic conditions of a country need to be stable, predictable, and supportive to instil confidence and attract investors. The study established that investors consider certain variables particularly when making a long-term investment decision and these include; stability of currency and availability of foreign currency, inflation rate, remittance of investment returns to parent countries, rate of return, and stability of economic policies. These variables need to be positive to attract investors to partner with state universities in PPP arrangements.

A stable macro-economic environment entails that macro-economic parameters are stable and this can facilitate the costing and projection of a project particularly PPP projects which have a long-term life span ranging from 10 to 25years. Uncertainty as a result of the economic turbulence and hyperinflation has been a major hindrance towards the uptake and implementation of PPP in Zimbabwe state universities. So when the environment is unstable, then the private investors become hesitant because the risk will be high. The uncertainty of the economic conditions makes it difficult for the investors to commit their funds on a long-term basis, but rather they will opt for short-term investments. This harms PPP projects with require funding for a long-term basis.

Stable currency was considered to be crucial in a dynamic economy like Zimbabwe. Pricing of such services as student accommodation in stable currency was regarded as essential to attract investors in this sector. In as much as the government considers education as a right to every citizen, pricing of such services as student accommodation would need to be allowed to be set within the range that matches regional rates and also in a stable currency. Indications from the research show that most investors would rather opt for student accommodation in other countries with better rates and stable currency than charging such services in local currency with is frequently turbulent. Establishing stable economic conditions is a long-term variable with cannot be easily realized given the fact that the country has been in economic challenges for more than two decades. Some of the sector-specific measures that will promote stability are thus recommended by EICSFM particularly in student accommodation which

most investors have regarded as a sustainable business.

The government also needs to make available foreign currency for some PPP arrangements because some projects require foreign currency to import certain materials and as such some contractors would require to be paid in foreign currency. Equally, there is a need for investors to be allowed to charges services in a stable currency that is not dynamic. In the case of foreign investors, the suggestion is that they need to be allowed to remit their return again in foreign currency and this can attract their attention and interest, hence promoting their engagement in PPP arrangements.

Literature indicates that favorable economic conditions are very important for PPP project development both in developed and developing countries and the two CSF components involved: stable macroeconomic conditions and sound economic policy (Hardcastle, Edwards, Akintoye, & Li, 2005). They proffer that government must ensure that economic conditions are favorable if successful PPPs/PFI project implementation is to be realized. They also alluded that the private sector lenders and investors are more interested to develop public infrastructure projects when the environment in which these projects will be operating is favorable. The private sector usually prefers a favorable and lower risk market and usually perceived that lower-risk markets increase the opportunities for PPP success. Again literature advises that Government should adopt economic policies to maintain a stable and growing environment, where the private sector operates with confidence, (Hardcastle, Edwards, Akintoye, & Li, 2005). The economic situation in Zimbabwe however has been dynamic and as such fell short of the favorable economic conditions as proffered by the extant CSF model for PPPs.

5.5 Available Financial Markets

Available financial markets principal grouping consists of one CSF which is: (1) Adequate and supportive domestic financial market. There is a need to have supportive local financial markets which have a better appreciation of the local environment and concerns than to depend mainly on international markets which are always skeptical and can pull out at any time. These local financial markets constitute banks, stock markets, Development Finance Institutions, Micro Finance institutions and, Insurance and Pensions funds.

Current efforts by local financial institutions like Old Mutual, CBZ, and IDBZ are usually considered sustainable because they understand the local context and its dynamics than the foreign institutions and as such, they are expected to be the first to support PPP initiatives. Even though in most cases they are considered to have a dearth of capacity in terms of the financial markets to support PPPs, if properly regulated to pull resources together, local finances can go a long way in addressing such infrastructure issues as student accommodation. Local financial markets have to be regulated and encouraged to pool resources together to support capital projects in a PPP arrangement because in some cases it is not a matter of capacity but choice. Taking for example the Pension Funds Industry as of 2012 stood at around US$4 billion and this is more than enough to create 70 000 beds for student accommodation required in Zimbabwe state universities which required about USD 400 million. Both small and large pensions firm whose funds are managed by Asset

Managers and Pensions Administrative Companies like; Tonguett Hullet Pensions, NRZ Pension Funds, Local Authorities Pension Funds, Communications, and Allied Industry Pension Fund equally can pool their resources together and invest them in PPP projects unlike in stock markets.

Various strategies can be employed to enhance the local financial market's support for PPP projects. Lending institutions like banks need to be regulated to offer long-term loans expressed in stable currency and the cost of money in terms of interest rates should be favorable particularly for PPP projects. Most financial markets are now opting for costly short-term investment vehicles which can be promptly exited should the need arise due to some economic dynamics. This has not been favorable to PPP arrangements which require funding on a long-term arrangement. Equally many financial markets have been conservative and in some cases reluctant to offer long-term loans to finance projects that involve the government which they regarded as the borrowers of money but returner of none. The government needs to put adequate commitment and guarantee to trigger the interest of and assurance to local financial markets. The government also needs to enhance the enforcement of the Capital Reserve Requirement regulation for financial markets like insurances and pension firms so that they invest at least 25% of their reserves towards capital projects like educational infrastructure development. Of all the liquid assets they collect from clients through premiums, they should invest 25% in a productive infrastructure development project. Most of these insurance and pensions industries are operating below the stipulated capital reserves ratio and they need to be compelled to comply. The Insurance and Pensions Commission needs to assist to ensure this compliance such that funds can be made available to invest in the student accommodation as productive infrastructure projects. These financial markets usually like to invest in short-term money markets and as such the government through the assistance of IDBZ has to prioritize educational infrastructure development should these insurance and pensions firms search for capital projects investments.

The Investor Handbook from the MHTEISTD of 2017 indicates that there is a need for about 3.7 billion dollars to cover the educational infrastructure gap in Zimbabwe institutions of higher learning. Indications and arguments can be that the local markets are limited and they do not have such sufficient funds to cover this capital expenditure requirement. However, suggestions are that if we have supported local financial markets, they can approve and seek huge financial support from their sister companies abroad. Other willing investors will as well follow such a good reputation and business. This becomes an indirect way of also luring foreign direct investments in educational infrastructure PPP arrangements. For example, Barclays Zimbabwe may recommend Barclays (UK) to fund certain lucrative projects which they might not have a capacity to fund. The local financial markets should just be supportive and they become the first reference point by most foreign investors and this will promote the implementation of PPPs in Zimbabwe state universities.

The available financial market has also been identified as the other principal factor that can necessitate the implementation of PPPs, (Hardcastle, Edwards, Akintoye, & Li, 2005). The availability of a stable and adequate financial was emphasized as the CSF in this conceptual framework. Extant literature occurs that project financing is a critical factor for private sector

investment in public infrastructure projects (Akintoye, 2001; Jefferies, 2002; Corbett & Smith, Li, 2005). Furthermore, Cheung, Chan, Lam, Chan & Ke (2012) observe and asserts that the availability of a mature and efficient financial market with the benefits of low financing costs and a diversified range of financial products is a lucrative incentive for the private sector taking up PPP projects. Local financial markets in Zimbabwe equally need to be supportive and unveil a favorable financial package that matches the expectation of long-term PPP arrangements. EICSFM proposes for the availability of more adequate and supportive domestic financial markets which are considered to have a full appreciation of the local context. This is not to disregard the foreign financial markets but it was realized that foreign investors usually benchmark their investment on the performance and support rendered by local markets.

5.6 Prepared and Proficient Contracting Agency

This sector-specific emerging principal grouping consists of 4 CSFs including (1) Autonomy of state universities; (ii) Institutional PPP Committee; (iii) Creative and vibrate university leadership and; (iv) Good business orientation in state universities. It is suggested that the government gives state universities relative to absolute autonomy if they expect them to be fully innovative and creative. The current level of autonomy is very limited and that creates a lot of dependency syndrome of these institutions on the government. Suggestions are that a self-independence institution will promote innovation such that they can finance some of their capital expenditure unlike to depend on grants and donations which should come forth as a privilege when they are unveiled. Autonomy should equally stretch to the appointment of top university management. The appointment of the Vice-Chancellors for example should be done by a separate independent board and not by the president of a country. Normally he who appoints can also disappoint. When you deal with international institutions particularly in PPP arrangements, they also consider all that because they know that when a new government comes in it also can bring with it some institutional changes as well which might affect their investments. Autonomy allows state universities to be innovative and creative and enter into some agreements that are independent of much government interference even though it remains the ultimate guarantor. Despite their interest, indications from most of the private investor's suggestions and research are that they are skeptical on some of these issues that include the guarantee for their investment given the fact that VC is on contract terms that can expire and new arrangements are likely to take the course when the new leadership comes in place.

A finer investigation on the composition of most of the state universities' procurements board/ committee by this study revealed that although most of them have personnel with various experts, most of them are not very much familiar with the PPP arrangement. The study established that even though procurement committee’s personnel are highly skilled, they need capacity building on issues of using PPPs arrangements. There is a need for a specialized section or Institutional PPP Committee at each state university that oversees the implementation of PPP projects. The knowledge factor is one such critical factor and each state university must have an adequate knowledge base about the use of PPPs and as such a set-up of a PPP committee on this at each institution becomes a necessity. This specialized

Unit would concentrate on creating up-to-date PPP programs and source potential investors who can partner with state universities. A committee thus becomes a point of contact each time an investor would inquire about investment particularly in line with PPP arrangement. Such a committee would advocate for appropriate budgets to be set that would promote the implementation of PPPs at an institutional level. The Institutional Committees should also consist of such specialized personnel as Transaction Advisors who can advise on how you can package all the PPP proposals and arrangements. Most project proposals in state universities need to be developed to bankability such that they become adequate and attractive to investors.

The Operational Guidelines for the implementation of Joint Ventures Partnerships of 2010 requires that these institutions establish Joint Venture Committees, but none of the state universities under study have so far established such a committee in their respective institutions. The institutionalization of the provisions of these guidelines is still to be practiced and there is still a lack of identified personnel with the requisite capacity to understand the flow of PPP arrangements in Zimbabwe state universities.

Quality leadership is also regarded as a critical success factor that would ensure the effective adoption and implementation of PPPs in Zimbabwe state universities. There is a need for creative and vibrate leadership in these universities if the PPPs are to play a role as an alternative funding option to promote educational infrastructure development in state universities. State universities were used to PSIPs in which they would just submit their capital's budget for funding and this is a new approach altogether and it requires vibrancy in terms of leadership. PPP initiative has received tremendous response from both local and foreign investors and as such what is required now are university leaders who are creative, flexible, and aggressive. These institutional leaders need to drift from maintaining the status core and be flexible to adopt the new way of doing things. There is also a need for financial engineering skills in state universities which is also lacking in the promotion of educational infrastructure PPPs

State universities need to develop some good business orientation such they can attract a pool of quality private investors to join the PPP arrangement. Universities must have fairly good business orientation such they are perceived as business units and not just as arms of government. Institutions like IDBZ need to assist state universities in developing business concepts particularly in areas of educational infrastructure development. Many PPP plans were sty-folding when the private sector fails to establish some business viability especially when they visit these state universities. IDBZ has to assist state universities in packaging the PPP projects such that they become bankable and attractive. IDBZ in this case becomes an intermediate between State universities and private sector investors. There is also a need for good budgeting and proper financial management systems on the part of the institution so that when investors walk in they would see audited and transparent accounts which also speaks to issues of PPPs.

Prepared and Proficient contracting agency as a principal grouping is seen as a further development of the well-organized and committed agency, which is an inherent CSF under

Hardcastle, Edwards, Akintoye & Li (2005)'s effective procurements principal grouping. Whereas this extant CSF emphasizes the importance of such stakeholders like policy makers, government departments, and their agency as fundamental in the successful implementation of PPP, EICSFM emphasizes the importance of the contracting agency which it expects to be so prepared and has requisite skills and proficiency. The contracting agency relates to the responsible public agency that seeks to enter in a PPP arrangement with the private sector investor and this case, is a state university. The model, therefore, elaborates that state universities need to be autonomous, have an institutional PPP Committee, be creative and vibrate state university leadership and, have a good business orientation. These inherent CSFs are essential in setting up prepared and proficient contracting agencies which in this case are state universities.

5.7 Innovative Sector-Specific PPP Model

This represents another new sector-specific principal grouping and it consists of two inherent CSFs which are: (1) Innovative PPP model for social infrastructure projects and (ii) Creation of project bankability and attractiveness to investors. The adoption of PPPs particularly in the social sector like the education sector has also been less attractive to the private sector than in the economic sector. Even though student accommodation has some economic value, challenges appear when it comes to other educational infrastructures like lecture rooms, administrative blocks, and sporting facilities. There is a need to invent sector-specific innovative PPP models for social sector projects. There is a need to create models that would also incorporate the less attractive projects. There is also a need for an innovative model that is sector-specific. The Build Operate Transfer (BOT) model can also be used to include all other less attractive infrastructure like lecture rooms and at the end of the day, you recover investment costs from fees. This arrangement will cover all other less attractive but crucial infrastructure like laboratories among others. But naturally, the fees will go up and you would find that students are prepared to pay just like many students are willing to pay for student accommodation which however is always in short supply.

PPP is just a concept and how you implement it differs and as such, there is no one size fits all. The way it is done varies from country to country and from sector to sector. Zimbabwean government needs to build its own context-based PPP models which can however vary depending on the sector. Ethiopia has a fantastic model which they are using to finance the construction of its mega-dam to which all the Ethiopians are contributing. Zimbabwe equally can come up with some innovative models that will promote the adoption of PPPs for campus development in state universities. Innovative PPPs are considered to be an appropriate policy intervention that requires relevant authority to move out of the box and away from the 'one size fits all' perception concerning the implementation of PPP.

The innovative sector-specific PPP model has been suggested as a principal grouping primarily because the social sector in which higher education resonates is such a special sector to PPPs and requires no ordinary approach. A usual approach to PPP in educational infrastructure development will see only lucrative projects such as student accommodation been the only preferred yet it is not the only infrastructure required at a university set up.

There is, therefore, a need for an innovative PPP model which will equally package other infrastructure projects to bankable levels such that they become attractive to investors in a joint venture arrangement. Indications in Zimbabwe have shown that PPPs are more favored in economic infrastructure than social infrastructures and this becomes a unique extension of principal groupings of CSFs with a bias towards social sector consideration unlike Hardcastle, Edwards, Akintoye & Li's model which is all-encompassing.

5.8 Supportive Political Environment

Supportive political environment as another emerging principal grouping has one CSF which is: (1) need for political will and trust. Political will is one of the crucial factors that need to be restored to ensure the uptake and implementation of educational infrastructure PPP in Zimbabwe state universities. The political environment is a key determinant of policies and legal frameworks which can attract or dispel investors who should partner with government institutions like universities in a PPP arrangement. There is a need for political will and support in Zimbabwe if PPP as an alternative funding approach is to yield sustainable results. There is a need for the government to walk the talk and display a total political commitment to eradicate corruption by putting in place a clear and consistent legal and regulatory framework to curb it. No investor is willing to put money in a country where there is no respect for property rights and selective application of the law. Regulatory frameworks have to be clear and adhered to and this requires political will. The regulatory frameworks that can guide the implementation of any public policy are driven by the will of those that have the political power to govern. As such their willingness ultimately defines the direction and pace of any developmental program. What it therefore entail is that structure and institutions for the implementations of PPPs will be determined by the political will of those governing the country. The need for a political will is a necessity within the context of Zimbabwe as a developing nation. Zimbabwe is a country in SADC and Africa and Africa has inherent structural and institutional problems as a result of politics and as such, there is a need for political will to mitigate such challenges and foster any development including the implementation of these PPPs.

This again alludes to the fact that politics defines the nature and choice of developments in most developing countries. One of the inherent problems in African countries is corruption and there is a need to demonstrate a willingness to uproot it. Corruption has adverse effects on the proper functionality of PPPs because once a partner is chosen on a corrupt basis then it becomes a serious challenge and the 'marriage' becomes difficult hence the need for political will to promote good corporate governance. It is important to have a conducive, promising and confident building political environment for these PPPs to materialize. Otherwise, without confidence, it remains good in theory but difficult to implement.

Political will cannot be left out in most African countries whose governments are mainly determined by political parties. Those who win elections are the ones who form the government and some of the influential positions are occupied by political appointees. When such occupants fail to have the will to push for certain programs like PPPs, then there is sluggish in the implementation of such programs.

Political support was identified in about 9 different publications on CSFs for PPP projects in research carried by Kyei & Chan (2015) in which they reviewed studies on the CSFs for implementing PPP in some selected top-tier academic journals from 1990 to 2013. Equally Li, Akintoye, Edwards & Hardcastle (2005b) observed that PPP as a public policy has a direct relation with the political setting of the host country. The approval for public expenditure and even certain infrastructure developments will not be guaranteed without the necessary political support. As such this factor was considered a critical enabler to necessitate the implementation of educational infrastructure PPPs project in Zimbabwe state universities. Dube & Chigumira (2010) also concur that political commitment is one of the critical elements for the success of PPPs in Zimbabwe and highlighted that one measure of political commitment is the institution of correct policy and institutional frameworks for PPPs. The Zimbabwe political environment is considered turbulent and as such, there is a lot of policy dynamic and hence this scares away potential investors. Concurring these sentiments, Kyei & Chan (2015) indicated that more necessary support from political leaders normally attracts more investors to a particular economy.

The CSFs model for PPPs by Hardcastle, Edwards, Akintoye & Li (2005) left out political support as a critical success factor and alluded that it is outside their principal factor groupings for PP/PFI projects in the United Kingdom (UK) and also technology transfer, which they regard as more relevant to projects undertaken in developing countries. Principal factor groupings in EICSFM however indicated the need for this supportive political environment grouping and indicated that social sector developments in particular in developing countries require political will and backing. The same applies to educational infrastructure development in state universities with relative autonomy and whose leadership is influenced by the political leadership of the present government. As such political will, trust and backing are widely emphasized as another necessary enabler that will promote the effective implementation of PPPs in Zimbabwe state universities. A technological transfer is equally viewed not as a critical enabler for PPPs in this EICSFM but as a justification for the adoption of PPPs as an alternative funding option for Educational infrastructure development in Zimbabwe state universities.

A synthesis of these sector-specific/ emerging and general/ tallying factors produced an epistemological addition in the field of Public Administration in the form of an EICSFM for PPP projects in Zimbabwe state universities. EICSFM thus depicts that even though some CSFs are common, other factors are sector-specific. Even those factors that can be considered common, their explanations are equally different depending on the context. This posed a challenge to the extant CSF model for PPP like the one by Hardcastle, Edwards, Akintoye & Li et al (2005) which has been widely perceived as a universal prescription for the successful implementation of PPPs. The CSFs model by Hardcastle, Edwards, Akintoye & Li (2005) is silent on sector considerations and is based on the assumption that the model is they are universal regardless of the sector. As such even though the model has been widely accepted and has informed various studies, it is silent on sector specifics and as such continues to suffer the criticism of being too broad. This established EICSFM outlines critical factors for the successful implementation of PPPs in the social sector particularly in the educational

infrastructure where this study focused. The variance depicted by this model as compared to the existing CSF model thus presents a challenge to the 'no one size fits all approach to the successful implementation of PPPs as has been portrayed by the extant CSFs model for PPPs.

6. Summary and Conclusion

The research was concerned with the establishment of robust sector-specific critical success factors for PPPs in Zimbabwe state universities. Participants identified several factors that have been hampering the effective implementation of PPPs and submitted various suggestions which they considered would make PPPs work in Zimbabwe state universities. Their various suggestions combined with contributions from the documentary analysis were validated and compared to the existing model used to guide the study. The results showed that some of the suggestions given tallies with the extant CSFs for PPPs by Hardcastle, Edwards, Akintoye & Li (2005) whereas others differ. The ones that differed represented news suggestions that would represent the sector-specific requisition that can further necessitate the off-take and implementation of PPPs in Zimbabwe's institutions of higher learning. Amongst the proposed suggestions include; the need for autonomy in state universities, the establishment of institutional PPP Committees, creative and aggressive state universities, vibrant state universities leadership, universities to have good business orientation, the establishment of innovative PPPs models for educational infrastructure projects social infrastructure projects), creation of project bankability and attractiveness to investors, need for political will and creation of trust.

Classifying these factors, this study established an additional three principal factor groupings with inherent new CSFs extending of the existing CSF model by Hardcastle et al (2005) to produce the proposed EICSFM that should enhance effective implementation of PPPs in Zimbabwe state universities.

Comparing such suggestions to the extant CSFs for PPPs, the study concluded that even though some pre-conditions for successful implementation of PPPs may be similar to some of the existing ones, other proposed CSFs are totally new and sector-specific. Even those CSFs that are similar to the existing CSF model, research findings established and concluded that their applications are different, pointing to the fact that CSFs for PPPs are not always uniform. The study as such concluded that PPPs are sector and context-specific and hence concurs with Onyemaechi (2015)'s observations that most important CSFs for the effective implementation of PPP projects vary with the country, sector, stages, or project model.

7. Recommendation

The study recommends government policymakers to be sector-specific when crafting policy and legal frameworks that guide PPPs. The variance depicted in the comparison between the extant CSFs model for PPPs by Hardcastle et al (2005) and the EICSF model established in this study shows that preconditions for effective PPP implementation vary with the context and also with the sector. This sector-specific study on Zimbabwe state universities experiences and the emerging CSF for PPPs from the research outcome inform the existing models that there is no 'one size fit all' approach to the execution of PPPs. Research showed

that there has been better uptake and implementation of PPPs in economic infrastructures like road constructions in Zimbabwe as compared to social infrastructure development like school and campus development. This has been mainly because most of the policies and other regulatory frameworks have been mainly skewed towards economic infrastructure with an assumption that these apply to all sectors. Social sectors in which education mainly falls have certain inherent challenges with regards to PPPs and special considerations have to be taken when crafting such PPP programs in this sector. As such the government has to take into serious considerations such inherent social sector-specific factors and avoids 'one size fit all' approach if PPPs are to be implemented successfully as an alternative funding approach to reduce intergenerational educational infrastructure gaps in Zimbabwe state universities.

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