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The Effect Of Institutional Capacity On The Sustainability Of Non-Infrastructural Public Private Partnerships – A Case Of Food Fortification In Kenya

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Abstract: ***Kenya has been implementing food fortification project on large scale since 2011 to manage micronutrient deficiencies. The project was modeled as a non-infrastructural public private partnership (PPP) project. The success and sustainability of such projects depends on a number of factors. This study therefore sought to establish the effect of elements of institutional capacity namely budget allocation, technical capacity and legal framework on sustainability of non-infrastructural PPP projects. Descriptive survey was adopted for this study using structured questionnaires to collect data. The target population was the directorate of public health and national standard body (public sector) and 35 food industries producing the targeted products (private sector). The data was analyzed using 20th version of SPSS computer packages and presented in percentages, graphs and tables. The study found that the combined effect of the elements of institutional capacity contributes 18.3 % variability on sustainability of non-infrastructural PPP projects with a correlation R = 0.461 indicating a strong positive relationship between institutional capacity and the sustainability of the PPP projects. The study concludes that allocation of sufficient financial resource, development and maintenance of technical capacity and establishing appropriate legal framework are important elements to ensure sustainability of non-infrastructural PPP projects.***

Keywords: Public private partnership, Food fortification in Kenya, Sustainability, PPP projects

I. INTRODUCTION

A. BACKGROUND

a. FOOD FORTIFICATION PROJECT IN KENYA

Food fortification involves addition of vitamin and minerals to processed foods to correct a demonstrated micronutrient deficiency (WHO 2006). Micronutrient deficiency especially for iron, Zinc, Vitamin A and folic acid is a global challenge but severely affecting the developing countries (Technoserve 2016). In Kenya these nutrients are of high public health interest and associated to the high levels of stunting among the children under the age of five years, anemia in women of child bearing age as well as reduced immunity and high prevalence of vitamin A deficiency (GoK 2011). As a result, Kenya adopted food fortification as one of the cost effective strategy to manage these deficiencies. To succeed in this strategy, it required the involvement of private sectors that are producing the targeted food products and thus was implemented as a public private partnership. It was therefore included as one of the public health flagship projects of vision 2030 under the Medium Term Plan (MTP) for implementation as non-infrastructural public private partnership (GoK 2013). Under this project the public sector was expected to provide condusive environment for business by establishing necessary policies and legal framework for the private sector to operate as well as mobilizing resources to assist the industry establish the requisite capacity necessary for food fortification (Mutua & Nkirina 2016). In 2011, the

government succeeded in securing external funding from its development partner, Global Alliance for Improved nutrition (GAIN) to support a four years project to equip and building technical capacities of both the industry and regulatory authorities and thus a four year project to scale up food fortification in Kenya was launched. This support was expected to assist both the government agencies and industry in building a sustainable intervention to eliminate micronutrient deficiencies in the country. The concept of the grant was to scale-up fortification of staple food products and build mechanism to ensure sustainability of the project beyond to project lifecycle (GoK 2015).

b. RESOURCE MOBILIZATION FOR GOVERNMENT PROJECTS

According to discussion paper by the Universal Postal Union (2014), resource mobilization includes all the actions taken by an organization to ensure that it has the financial, human and equipments resources needed to implement its strategy. Resource mobilization is a critical component of governments operations to raise the resources for their development agenda. Successful resource mobilization is hinged on proper project planning (FAO 2012) which is also a basic aspect to determine the success and sustainability of the projects (PMBOK 2013). In a typical government planning, budget estimates forms the basis to which resource mobilization can be done thus if the budgeting process is not effective it can easily lead to lack of resources for its projects (Universal Postal union 2012). Financial constraints has been a reality that governments are facing especially in developing countries which previously have heavily relied on donor funds to support a greater portion of their development projects. In Kenya for instance, 56 % of the roads projects finances are mainly from the donor community (IEA 2008) while on health sector the government expects 63 % of development budget from its Partners (GoK 2016).

Faced with these inevitable resource constraints, governments have been seeking alternative sources for funding their projects other than their own resources raised through taxation and donors support (Mutua & Nkirina 2016). The most attractive options have been the treasury bonds, debts and public private partnerships (World Bank 2011). A lot of success has been registered with infrastructural projects where major source of finances has been grants and implemented largely through public private partnership (PPP) (Gutman, Amadou & Chattopadhyay 2015). This success has lead most government to extent the PPP model to non-infrastructural projects such as education, health and agriculture. According to Management of Science for Health (2012), government sources of fund include reprioritizing activities towards low costs and cost effective projects, increase of government budgets, introduction of new taxations regimes or increasing external financial sources. Despite the source of income, governments will maximize the available funds and implement more development projects if projects completed projects are sustainable. In Kenya, the capital investment budget in health care 2017/18 financial year is 37 % (GoK 2016). This means that the government has to rely on the alternative sources of financing to bridge the funding gap. In its Medium Term Plan II, much of the support is expected to be from the private sector mainly through public private partnerships as well as the traditional development partners. This indicates that non-infrastructural PPP projects will increase in the coming years as a way of bridging and sustaining the budgetary gap.

The challenge most developing countries are facing in accessing external funding especially through PPP for their project is the increased risks associated with loosing such funds which are keeping the traditional donors away. According to Oxfam America (2011) external financiers such as the donor community have been at times skeptical due to the risks associated with corruption and embezzlement of funds, low capacity to plan and manage budget as well as to provide services and the risk of diverting resources to other non-priority projects. These risks if not well managed can contribute negatively to the sustainability of the projects. It is therefore necessary and important for the public institutions receiving external funding to develop a risk plan to mitigate against these among other risks if the implemented projects were to remain viable and sustainable.

B. STATEMENT OF THE PROBLEM

The ease of mobilizing external resources through Public Private Partnership (PPP) model and the benefits associated with it compared to other models is increasing making PPP model as the preferred option of resource mobilization (Mutua & Nkirina 2016). In both the current Kenya's Medium Term Plan (2014-2017) and the concept note for the third Medium Term Plan for 2018-2022 of vision 2030, emphasis of government development projects has been projected to be realized through the PPP model (GoK 2017). Sustainability of government projects as is with donor projects has over the years remained one of the challenges in most developing countries (Oino et. al) partly due to the government inability to effectively sustain its contribution in the management of the projects. PPP projects are driven by specific objectives by the partnering bodies which in the event the objective changes may lead to collapse of the projects. The private sector interest in PPP project is purely profits while the government has the responsibility for the project to its citizen and thus need to protect its interest (HKEU 2008, EU 2003). The success and sustainability of PPP projects depends among others on the ability of both private and public sector's institutional capacities to plan, implement and monitor the projects and continually take appropriate corrective actions. Despite the government committing to PPP model to fund its development agenda, it is faced with challenges of meeting its budgetary objectives. Further, the current legal framework on PPP models seems to give prominence to infrastructural projects yet the government is banking on development through non-infrastructural PPP projects in sectors such as health and education which are not addressed in the primary legislation of PPP. In addition, as a result of many competing interests in government, it is increasingly becoming a challenge to allocate enough resources to its institution for the operations of new and ongoing projects leading resource constraints by its institutions. This study therefore sought to establish the

effect institutional capacities on sustainability of non-infrastructural public private partnership projects.

C. RESEARCH OBJECTIVES

The study sought to find out the effect of institutional capacity on sustainability of non-infrastructural public private partnership projects.

The specific objectives of the study were

- ✓ To establish the effect of institutional budgetary allocation on sustainability of non-infrastructural public private partnership projects
- ✓ To analyze the effect of institutional technical capacity on sustainability of non-infrastructural public private partnership projects
- ✓ To establish the effect of legal framework on sustainability of non-infrastructural public private partnership projects

D. *1.4 Research hypothesis*

To achieve this objectives the study was guided by the following hypothesis

H_a: Institutional budgetary allocation has no effect on sustainability of non-infrastructural public private partnership projects in Kenya

H_o: Institutional budgetary allocation has an effect on sustainability of non-infrastructural public private partnership projects in Kenya

H_a: Institutional technical capacity has no effect on sustainability of non-infrastructural public private partnership projects in Kenya

H_o: Institutional technical capacity has an effect on sustainability of non-infrastructural public private partnership projects in Kenya

H_a: Legal framework has no effect on sustainability of non-infrastructural public private partnership projects in Kenya

H_o: Legal framework has an effect on sustainability of non-infrastructural public private partnership projects in Kenya.

II. LITERATURE REVIEW

In assessing the role of institutions in PPP project sustainability, focus is mainly on the budgetary availability, the technical capacity preparedness and existence of appropriate legal framework to support the project (IBRD 2011). In capital government investments such as roads where models such as 'Build Operate and Maintain – BOM' exists, the challenge of budget allocation for sustainability in not an issue given that users of the project are charged for its use as opposed to public health intervention such as food fortification where in some cases the products are not necessarily mandatory (Priya1 & Jesintha 2011, WHO 2006). In Asia for instance, studies have shown that sustainability of health projects implemented on a PPP model are hinged on the ability of governments to supplement the running costs (Mitchell 2006). This poses challenge especially to developing countries given that budget allocation to governments programs has always been constrained due to the competing priorities in government operations (Semple &Turley 2013).

A review of PPP project in Africa showed that the projects failed shortly after the project life due to lack technical capacity and funds especially where governments were expected to either supplement or off set some cost (Farlam 2005). According to UNEP (2002), collaborating partners in PPP projects should ensure that human resource, material and equipment capacities are built during project implementation so as to achieve sustained use and availability of the project services and products. At the onset, government agencies involved in any of the PPP project should ensure that, technical capacity requirements are identified and mechanism of how to enhance it during the implementation phase of the project determined so as to ensure the project remains viable even after closure (Quium 2011).

The entities involved in the PPP projects have specific interests (EU 2003) and there is need to develop binding agreement between the private and public entities. According to Hovy (2015) developing and implementing appropriate legal framework in PPP project is of utmost importance if both parties were to be assured of elimination legal risks related to sustainability of the project. A review PPP projects implemented in the Mediterranean region clearly pointed out in countries where legal framework existed such as Egypt and Israel, sustainability of the projects were better than where the law does not exists such as the West Bank (EIB 2011). The primary legislation in Kenya addresses PPP projects as infrastructural thus leaves out non-infrastructural PPP projects such as education, health and agriculture (GoK 2011, GoK 2013). Therefore, except for infrastructural projects, all other projects being implemented are either depending on secondary legislations such as technical regulations or national standards or purely on loose agreements such as memorandum of understanding (GoK 2015).

III. METHODOLOGY

A Descriptive survey design using both qualitative and quantitative approaches was employed in this study mainly due to its advantage on cost and time as well as providing enough evidence to infer the finding to a population. The study's target population was the public sector represented by the directorate of public health in the Ministry of Health and National Standards Body (NSB) and private sector represented by 35 food industries whose products are targeted to be fortified with the vitamin and minerals. The study used census in collecting data given that the target population was small (96 participants). A validated structured questionnaire whose reliability spearman-Brown coefficient score was 0.8 was administered for the study after relevant approval to conduct the study was granted. Two research assistants were engaged and trained to assist in data collection. The data was analyzed descriptively by percentages. Regression using the 20th version of SPSS computer package was applied to test the hypothesis, show the relationship and determine the effect of institutional capacity on sustainability of the project. The results were presented using graphs and tables.

IV. FINDINGS AND DISCUSSION

A. RESPONSE RATE

A total of 96 questionnaires were circulated to the respondents out of which 84 were successfully filled and returned constituting an overall response rate of 87.5 %.

B. DEMOGRAPHIC RESULTS

Male respondents were 56.0 % while the female respondents were 44.0 % of the study population. The participating organizations were drawn from both the public and private sector involved in national food fortification program in Kenya as demonstrated by Figure 1. Public sector contributed to 71.1 % of participants drawn from the National standards Body (NSB) and Directorate of Public Health, Ministry of Health. The private sector represented by the food industry involved in food fortification accounted for 28.9 % of the study population. The two public sectors were entered in the study separately because they are autonomous from one another with the NSB being a semi-autonomous body of the government.

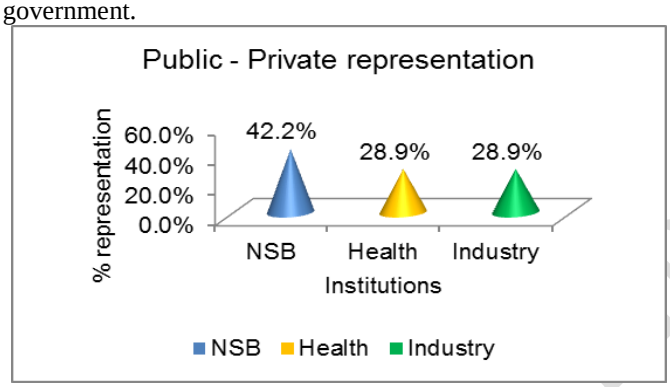

Figure 1: Institutional affiliation of the respondents

C. EFFECT OF INSTITUTIONAL BUDGETARY ALLOCATION ON SUSTAINABILITY OF NON-INFRASTRUCTURAL PUBLIC PRIVATE PARTNERSHIP PROJECTS

The study showed 92.5 % of respondents from either sector indicated that sustainability of the food fortification program in their organizations depended on availability of sufficient funds in their budgetary estimates apportioned to the program. However as indicated in Figure 2, 54 % of the respondents showed that their institutions have not allocated sufficient financial resources to the food fortification program with 34 % indicating that enough financial resources have been allocated. The remaining 12 % were not aware whether or not their organization had set sufficient financial resources for the program.

In most infrastructures, it is assumed that the PPP projects are able to generate finances to ensure they are sustainable and thus viewed as financial self-sufficient (World Bank 2013). This appears to be the assumption in this project where generally there is no budget support for the program. According to WHO (2006), public health interventions such as food fortification is a resource consuming and thus require continuous budgetary support especially by the public sector.

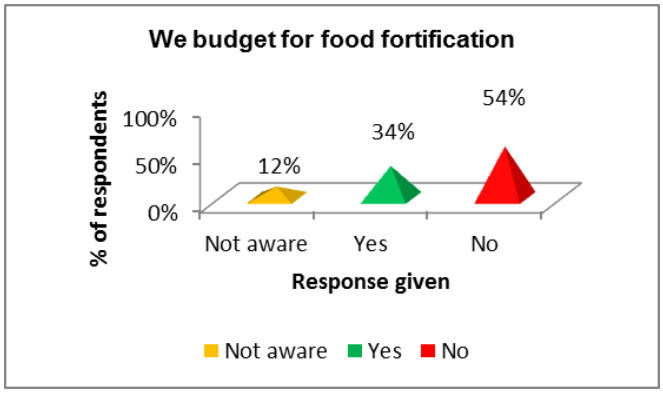

Figure 2: Allocation of financial resources

Table 1 shows that there is correlation (R=0.699) between allocated financial resources and sustainability of non-infrastructural public private partnership projects in Kenya. The findings also show that 48.2 % of variability in sustainability of the projects may be attributed to allocated finances. Table 2 indicates that budget allocation has an effect on sustainability of PPP project in Kenya ($t=8.850$, $p<0.001$). Further, the table indicates that holding all other factors constant, a one unit increase or decrease on the amount of budget allocated will result to an increase or a decrease of 0.595 on sustainability of non-infrastructural PPP projects.

This finding supports and underscores the finding by Farlam (2005) in his review of PPP project in Africa which recommended the need for public institutions to determine affordability and sustainability of PPP projects by establishing the budgetary requirements of the projects. This study therefore establishes contribution of budget to PPP project's sustainability.

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.699[a]	.489	.482	.706

a. Predictors: (Constant), Contribution of allocated finances for FF activities annually

Table 1: Model summary: Budgetary allocation

Coefficients[a]

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	1.297	.205		6.337	.000
	Enough finances allocated for FF activities annually	.595	.067	.699	8.850	.000

a. Dependent Variable: Food Fortification project Sustainability

Table 2: Allocation of budgetary coefficient

D. EFFECT OF INSTITUTIONAL TECHNICAL CAPACITY ON SUSTAINABILITY OF NON-INFRASTRUCTURAL PUBLIC PRIVATE PARTNERSHIP PROJECTS

The study sought to establish whether the participating institution had built enough relevant technical human resource capacity and acquired necessary equipment during the project to continue implementing the food fortification project after the life cycle. It also sought to establish the total effect of institutional capacity to the sustainability of non-infrastructural public private partnership projects such as the food fortification project.

As shown in Figure 3, 63 % of the respondents indicated that their institution were fully equipped to sustain the food fortification program, 26 % not well equipped with 11 % indicating that they were not sure of the status of their institution. Figure 4 shows 69 % of the respondents indicated that their institution had developed competent technical human resource and training program to sustain food fortification project beyond the project life with 15.5 % of the respondents indicating lack of capacity with the same percentage not sure as to whether sufficient technical human resource capacity and training program had been developed.

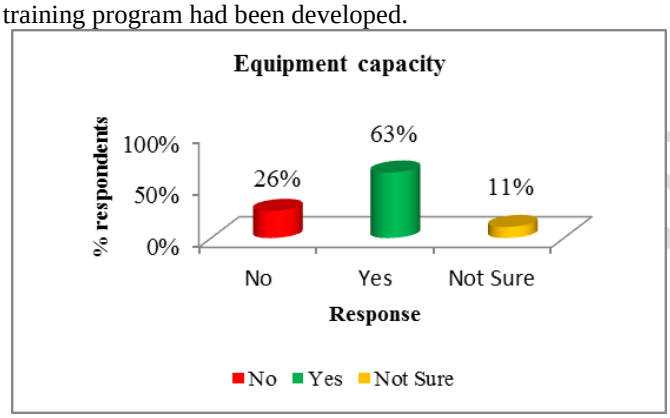

Figure 3: Institutional equipment capacity

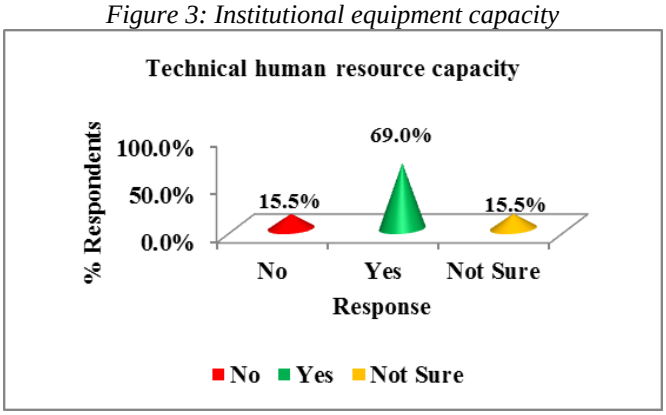

Figure 4: Institutional human resource capacity development

Table 3 shows that there is strong correlation (R=0.299) between extent of institutional technical capacity and sustainability of non-infrastructural public private partnership projects in Kenya. The study found that 6.7 % variability in sustainability of the non-infrastructural public private projects can be explained by the two explanatory variables of institutional technical capacity. Table 4 indicates that Institutional technical capacity has an effect on sustainability of non-infrastructural PPP project in Kenya ($t=6.140$, $p<0.001$). The table shows the effect of increasing or decreasing of either the human technical resource or equipment will result to an increase or a decrease of 0.156 and 0.181 respectively on the sustainability of non-infrastructural PPP projects.

According to IISD (2012) suggested that development of technical capacity to undertake PPP project should be factored in the project initiation. This study demonstrated the effect that these two elements of institutional capacity have not only in the successful implementation of the PPP project but also to sustainability of the same projects beyond project life. The findings of this study supports the recommendation of Oino et al (2015) who suggested that capacity building is an essential step in preparing the community for sustainable development and begins with the inception of the project, in that the communities are involved both directly and indirectly. It is therefore important that capacity building be included at the inception of the PPP projects.

Model Summary for institutional capacity

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.299[a]	.090	.067	.856

a. Predictors: (Constant), Technical human resource developed, Sufficient equipment & Materials for food fortification available

Table 3: Model summary of implementation of M & E framework

Coefficients[a]

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	1.890	.308		6.140	.000
	Technical human resource developed	.156	.091	.190	1.704	.092
	Sufficient equipment & Materials for food fortification available	.181	.111	.181	1.626	.108

a. Dependent Variable: Food Fortification Sustainability

Table 4: Extent of Institutional capacity coefficients

E. EFFECT OF EXISTING LEGAL FRAMEWORK ON SUSTAINABILITY OF PPP PROJECTS IN KENYA

The study sought to establish the current legal framework status on food fortification in Kenya, whether it is sufficient and the effect it has on sustainability of project. The finding found that, food fortification in Kenya is guided by a secondary legislation published as a technical regulation

which makes food fortification mandatory. As indicated in Figure 5, the study found that 69 % of the respondents indicated that the current legal framework does not fully take care of their institution's interests in the project. The study also found out that 24 % of the respondents were satisfied with current framework with 7 % indicating that they were not sure if the current framework is sufficient.

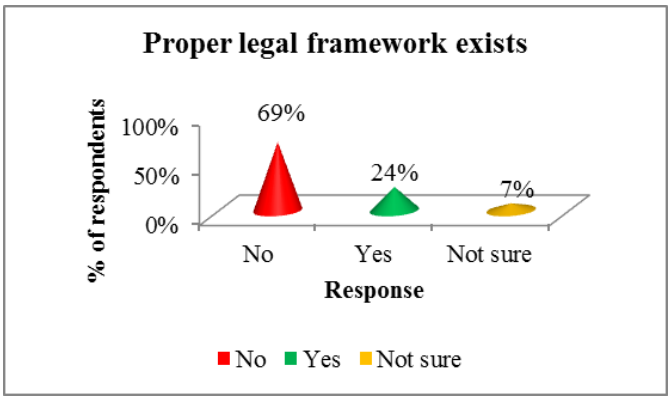

Figure 5: Food fortification project legal framework in Kenya

Table 5 shows that there is correlation (R=0.014) indicating a weak relationship between the current legal framework and sustainability of non-infrastructural public private partnership projects in Kenya. The study found that the current legal framework on food fortification contributes 0.2 % of variability on sustainability the project. Table 6, however confirms that legal framework has an effect on sustainability of PPP project in Kenya (t=11.276, p<0.001).

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.120[a]	.014	.002	.844

a. Predictors: (Constant), Proper legal framework exists for the partnership

Table 5: Model summary for legal framework

Coefficients[a]

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	2.439	.208		11.729	.000
	Effect of legal framework on sustainability of food fortification	.089	.082	.120	1.095	.277

a. Dependent Variable: Food Fortification Sustainability

Table 6: Legal framework coefficients

According to ICA (2013) among other key consideration of private sector to invest is a review of country's legal framework on PPP projects. This element ranked in the same level and importance as feasibility study and profitability of the project. Farlam (2005) similarly highlighted the importance of legal and regulatory framework in supporting sustainability of PPP projects in Africa. The finding of this study agrees with this recommendation as it shows relationship between legal framework and sustainability with the current legal framework which is based on secondary legislation contributing very little to sustainability of the project. These findings concurs with Moszoro (2012) who suggested that the success of PPP projects heavily relied on a sound and elaborate legal framework taking care of the interest of both parties involved.

F. COMBINED EFFECT OF THE PREDICTORS

The study found out that the predictors of the study when combined as shown in Table 7 contributes 18.3 % variability on sustainability of non-infrastructural PPP projects in Kenya. The t – test results in Table 8 for institutional budgetary allocation, its capacity and the legal framework: t = 3.523, p<001; t = 2.299, p<0.024 and t = 1.534, p<0.129 respectively confirms that each of the variable in the multivariate regression analysis has an effect on sustainability of PPP projects in Kenya. The resultant linear equation for the relationship between sustainability of PPP projects in Kenya denoted by Y and the explanatory variables (Budgetary, Capacity and legal framework) denoted by X_1 X_2 and X_3 respectively will be:

$$Y = 1.348 + 0.199\mathbf{X_1} + 0.147\mathbf{X_2} + 0.088\mathbf{X_3}$$

This indicates that any improvement of the independent variables will result in improved sustainability of non-infrastructural PPP project.

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.461[a]	.213	.183	.565

a. Predictors: (Constant), Proper legal framework exists for the partnership, Extent your institution's capacity affect FF sustainability, Enough finances allocated for FF activities annually

Table 7: Model summary for combined variables

Coefficients[a]

Model		Unstandardized Coefficients		Standardized Coefficients	t	Sig.
		B	Std. Error	Beta		
1	(Constant)	1.348	.253		5.323	.000
	budgetary allocation	.199	.057	.367	3.523	.001
	Technical capacity	.147	.064	.232	2.299	.024
	legal framework	.088	.057	.159	1.534	.129

a. Dependent Variable: Food Fortification Sustainability

Table 8: Coefficients of effect combined variables

V. CONCLUSIONS AND RECOMMENDATIONS

Based on the results of this study, it is evident that financial allocation, technical capacity building and

establishing proper legal framework by participating institutions is critical in sustaining non-infrastructural PPP project in Kenya. The study found out that the institutions to a large extent had acquired necessary equipment and developed human resource capacity to support sustainability of the project. However, financial resource allocation and a proper legal system to support the projects after the project life cycle was a major challenge in the food fortification project in Kenya. The combined effect of budget allocation, technical capacity and legal framework has been shown by the study to contribute 18.3 % variability on sustainability of the project. As a result of the high contribution of the three elements of institutional capacity to sustainability, the study concludes that for non-infrastructural public private partnership to be sustainable, they should be considered during initiation and planning of the projects and monitored during the implementation of the projects.

It is therefore recommended that for the non-infrastructural PPP project to be sustainable, the partners in non-infrastructural PPP projects should

- ✓ allocate sufficient financial resource to the projects or plan for appropriate financial resource mobilization mechanism for the project after the project life cycle;
- ✓ Ensure the technical competency is developed and maintained during and after the project life and
- ✓ The primary legal framework on PPP projects accommodates non-infrastructural PPP projects especially those that are low or nonprofit making projects such as public health interventions.

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