



Public Private Partnership (PPPs) and Infrastructure Facilities Development in Tertiary Education in Nigeria

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Annotation. Purpose: The purpose of this paper was to examine the possibility of using the Public-Private Partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions.

Method: The paper is a review study. The paper adopted a Systematic Literature Review (SLR). The procedure includes formulation of questions, collection of data, data analysis and selection of data. Content analysis was used to analyse all the literature collected. From a literature search of 108 articles, data was obtained based on keywords, namely 10 articles were used for decision making and others to support the position. The statistical method was used to determine the percentage.

Findings: The findings established that the Public-Private Partnerships (PPPs) model can be adopted in the tertiary institutions in Nigeria to develop infrastructure facilities. Also, PPP models can be used to develop the following infrastructure facilities; lecture halls, libraries, laboratories, hostels, recreation centres, research centres, hospitals, lecture theatres, energy, water supply and treatment plants, game centres, vocational Skills and entrepreneurship, transportation and housing estate for staff.

Recommendations: Based on the findings of this study; the paper recommends that tertiary institutions should adopt the PPP model to provide infrastructure facilities in their respective institutions by identifying major areas of need and inviting the various private investors. Managers of tertiary institutions should be trained on the processes and policies of the PPP model act in Nigeria by the various regulatory agencies.

Keywords: Tertiary Institutions, Public-Private Partnerships (PPPs) Model



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INTRODUCTION

Infrastructure can be described generally as the set of interconnected structural elements that provide a framework supporting an entire structure of development. The reason is because infrastructure can empower people (Ayeni, 2017). Infrastructure is the means of achieving an objective or set of objectives. It is an important term for judging a country, region or state and individual developments/status. The term typically refers to the technical structures that support a society, such as roads, telecommunications, water supply, electrical national grids, et cetera and can be defined as "the physical components of interrelated systems providing commodities and services essential to enable, sustain, or enhance societal living conditions (Fulmer, 2009). Infrastructure is the basic physical and organisational structures needed for the operation of a society like industries, buildings, roads, bridges, health services, governance and so on. It is the enterprise or the products, services and facilities necessary for an economy to function (Sullivan & Sheffrin, 2003). The usefulness of infrastructure is germane to education as it increases access to education that is expected to empower people to enable them to provide for their basic needs (Ayeni, Sani, Idris, & Uzoigwe, 2019).

Ayeni, Abdullahi and Andeshi (2021) argued that massive infrastructural development provides a suitable environment and support for the development of entrepreneurship skills and industrialisation. The above is corroborated by the American Heritage Dictionary (2009) which posited that infrastructure facilitates the production of goods and services, and also the distribution of finished products to end-users (markets), as well as basic social services such as schools and hospitals; for example, roads enable the transport of raw materials to a factory (American Heritage Dictionary, 2009). In military parlance, the term refers to the buildings and permanent installations necessary for the support, redeployment, and operation of military forces (Department of Defense Dictionary, 2005). The importance of school infrastructural facilities in the realization of educational goals cannot be underestimated. School facilities aid the delivery of the teaching and learning process in the schools. The school offices provide a conducive working environment for teachers; the classrooms help the learners to learn while the school fence protects students, the teachers, and school administrators from criminals. The school plant protects the entire human resources from the sun, rain, heat cold, and snow (Ogunode & Agwor, 2021).

Infrastructural development enhances human security (Ayeni, et al, 2022). Not only that, Ogunode (2020) viewed infrastructural facilities as those facilities aiding the delivery of academic and non-academic services in educational institutions.

Infrastructural facilities include; libraries, laboratories, halls, offices, administrative blocks, hostels, roads, water, electricity, internet et cetera. Following the different types of infrastructure that exist, Ayeni (2018) posited that a university without a standard library for students lacks university integrity. Ayeni, Sani, Andeshi, Ibrahim and Adamu (2020) noted that infrastructural development has intended and unintended benefits to the youth. The availability of infrastructural facilities in adequate quantities will support effective administration of educational institutions and the inadequacies will prevent effective administration of educational institutions. The infrastructural facility is an educational resource that is needed by all the stakeholders in the management of tertiary institutions especially the academic staff job performance and students' academic performance (Ogunode & Agwor, 2021). Infrastructure facilities in Nigerian tertiary institutions appear to be inadequate. It has been argued that when a structure is not performing its function optimally; vices often appear (Joseph, Cinjel & Ayeni, 2017). NEEDS (2013) submit that there are infrastructure gaps in the Nigerian Tertiary Education System. The Needs Assessment Report (2013) which assessed the infrastructure needs of the Universities that included classrooms, lecture theatres, offices, and laboratories among others had pegged the Universities' Infrastructure Needs to the tune of ₦25 billion per annum. With the increase in the cost of building materials resulting from hyperinflation in recent years coupled with the birth of more tertiary education institutions at the federal and state levels, this can go up to ₦30 billion yearly (Muhammad, Umar, & Abdul, 2024).

The inadequacy of infrastructure at all levels has been attributed to the fact that governments at various levels in Nigeria are corrupt that they can no longer provide basic social amenities for the citizens to enjoy (Ayeni, Tusayi, Joseph & Obatayo, 2018, p. 100). Therefore, to solve the problem of shortage of infrastructure facilities in the various tertiary institutions, stakeholders in the sector advised the administrators and managers of the institutions to embrace the PPP model for the provision of infrastructure facilities in the various institutions. Tertiary education is defined by the National Policy on Education (2013) as the education given after Post Basic Education in institutions such as Universities and Inter-University Centres such as the Nigeria French Language Village, Nigeria Arabic Language Village, National Institute of Nigerian Languages, institutions such as Innovation Enterprise Institutions (IEIs), and Colleges of Education, Monotechnics, Polytechnics, and other specialized institutions such as Colleges of Agriculture, Schools of Health and Technology and the National Teachers' Institutes (NTI). Tertiary education is the education final stage of education that handles the production of manpower for the social, economic and technological development of a country. Tertiary education is an organized education that deals with intensive teaching, research and provision of community services (Akin-Ibidiran, Ogunode & Ibidiran-John 2022). Tertiary institutions are a micro section of the larger

society (Ogunode & Ayeni, 2024). Tertiary institutions are an organized fraction of the whole society carved out for teaching programmes, research and provision of community service (Ogunode, Ayeni, & Ogwuche, 2024). The tertiary institutions can also be seen as a subset of the general society that is made of a collection of different people, different cultures, different lifestyles and different values (Ogunode & Odo, 2023).

Recently, the TETFund Chief recommended the adoption of the PPP model for tertiary institution managers for the development of their infrastructure facilities. Also, Olumide Coker as reported in the Guardian submitted that PPP remains the best option for tackling issues of funding, including tackling prevailing challenges of the nation's education sector. He said the private sector is interested in collaborating with the government in the area of funding to enhance education delivery. The government alone cannot adequately fund tertiary education in the face of increasing student enrolment, shortage of infrastructure and other educational services, competition from other sectors and more importantly, dwindling resources, occasioned by global economic meltdown. PPP holds the greatest prospect of addressing funding challenges in Nigerian tertiary institutions. These partnerships have helped to develop institutions in terms of adequate infrastructure, which by extension, have helped the productivity of learning and teaching as well as increase growth of students' intake. It is based on this that this paper aims to examine the possible use of the public-private partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions.

Purpose of the study

The purpose of this paper is to examine the possibility of using the Public-Private Partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions. The specific objective is;

1. to find out the possible use of the public-private partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions.

Research question

To guide this study, the following research question was formulated;

1. To what extent can the public-private partnerships (PPPs) model be used for the development of infrastructure facilities in Nigerian tertiary institutions?

Theoretical Framework

The paper is anchored on institutional theory. Governments operate in an institutional environment which influences their actions. In this environment, the main goal of organizations is to survive not only economically, but they need to establish acceptability within the world they operate. Institutional theory analyzes how structures including procedures, rules, schemes, and routines, become established as

guiding principles for social behavior through processes. Institutions determine how different elements are developed, diffused, adopted, and adapted over space and time (Scott, 2004; Scott, 2008; Hassan, & Fatile, 2022). An important element of institutional theory is conformity. While formal institutions are conscious of their guiding principles which prescribe or proscribe parties' behaviour, it is also important to include informal rules or trust patterns as part of the institutional framework since behavioural patterns become institutionalized and informal rules become seen as given, or, informal commitments become institutionalized over time due to the repetitive execution of acts by individuals involved (Winch, 2010). The institutional environment shapes political processes and the rules of the political game and vice versa. Thus, the setting-up of a tertiary institution conveys socio-economic development to the host community (Ayeni, & Ezirim, 2023). There is a link between how political institutions shape political incentives, and how political behavior influences policy-making processes and their capabilities. In the case of PPPs, governments are responsible for the establishment of programs and developing the necessary capacity to ensure project success. The way a government shapes the environment for PPP development will depend on the institutional context where projects take place. The policy interventions will have an impact on the institutional capabilities of the environment to foster PPP development and provide an enabling environment (Jooste et al., 2011; Hassan, et al 2022).

Institutional theory is used to analyze the possibility of using the Public-Private Partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions. The categorization proposed by Mahalingam (2011) served as a means to delimit the institutional environment and characterize the institutional capabilities needed for PPP development so then we can compare different institutional environments. The institutional environment has a contract structure, the duration of negotiations for planning and procurement, and the emergence of public opposition. Projects' outcomes result in lessons learnt. The influence of the institutional environment on project outcomes and context-specific factors shape the evolution of the institutional environment in different ways in different arenas, thereby leading to diverse project outcomes over time, even when the initial set of institutional logic surrounding PPPs is the same across these arenas (Hassan, et al 2022).

Literature Review

Concept of Public-private Partnerships (PPPs)

Public Private Partnerships (PPPs) in this paper can be viewed as an official agreement between two or more parties on the provision of services or projects with a defined operational, profit-sharing ratio, terms and conditions and ownership tenure. Public Private Partnerships (PPPs) can be seen as a formal arrangement and agreement between public institutions and private individuals on funding of infrastructure, provision of services and donation of facilities with defined and spelt out policies on sharing formula of assets, profits and ownership (Ogunode, Edinoh, & Okolie, 2023).

Private Partnership is an agreement between governments and private sector firms for the provision of public infrastructure, facilities and services (Leonard, 2012). It is a contractual arrangement formed between public and private sector partnerships which requires the private sector to invest in the development, financing, ownership, and operation of a public utility or service and responsibilities shared so that the partners' efforts are complementary. PPP describes a relationship in which public and private resources are put together to achieve a goal or set of goals mutually beneficial to both the private entity and the public (Witters, Marom, & Kurt. 2012). PPPs are a long-term partnering relationship where each partner, usually through legally binding contract(s) or some other mechanism, agrees to share responsibilities related to implementation and/or operation and management of a project (UNESCAP, 2011).

PPP is viewed by Cheung (2009) as an established methodology for procuring public works projects. When private sectors are incorporated into expertise public works projects, efficiency, and innovation in business, risk sharing, financing, and even the quality of public and facilities are uplifted. PPP according to OECD, (2008), PPP is an "agreement between government and one or more private sector partners (which may include the operators and the financiers) according to which the private partners deliver the service in such a manner that the service delivery objectives of the government are aligned with the profit objectives of the private partners and where the effectiveness of the alignment depends on a sufficient transfer of risk to the private partners".

The objectives of Public-Private Partnerships (PPPs) according to Ogunode, et al (2023) include; ensuring the provision of quality services to the citizens, ensuring accountability and transparency in resource utilization, improving business efficiency and effectiveness in public sector service delivery; reducing and avoid the full privatization of public service and goods, to allow governments to retain ownership while contracting the private sector firm to carry out a specific function such as designing, building, maintaining and operating infrastructures like roads, bridges and ports, or providing basic services like health, water, waste disposal and electricity. The objectives of PPP also include; to fulfil sustainable funding requirements in the supply of infrastructure through mobilization of private sector funds; to improve the quantity, quality, and efficiency of services through healthy competition and to improve the quality of management and maintenance in the supply of infrastructure.

There are different public-private partnership funding models available. Oyedele in Hassan & Fatile (2022) identified the following types of PPP model:

Build, Operate, Transfer (BOT): here the private investor faces the challenge of construction risk, operating risk and social, and environmental risk, endeavours to make a profit, and thereafter transfers ownership to the government at the expiration of the time stated in the contract. Under this model, the contractor may be a developer and financier who will build and own the property with the agreement that the client will possess the property in the future. This model is usually used for specialized facilities like hospitals, schools and housing.

Design, Build, Finance, Own (DFBO): Under this model, the venture is 100% private sector owned. The challenge here is that of regulatory risk, project risk and creeping taxation. It is a Public Finance Initiative (PFI) in which a private sector firm conceives a development idea, designs, constructs it, operates it and owns it in perpetuity.

Design, Build, Operate and Transfer (DBOT): In this model, the private investor is charged with the responsibility to design a project, build it, operate within an agreed period, and thereafter transfer ownership title and operations to the government.

Build, Own, Operate and Transfer (BOOT): This is similar to the DBOT model however the private sector partner will have complete ownership for a given period, during which it directs the affairs of the enterprise with interference from the public sector.

Rehabilitate, Operate and Transfer (ROT): This is an agreement to rehabilitate existing public infrastructure, operate it for an agreed period and transfer ownership to the government at the expiration of the contract.

Joint Development Agreement (JDA): This model encourages the private and public sectors to come together and sponsor the development of a project from scratch. At completion, both parties maintain the stakes in the management and running of the venture.

Operation and Maintenance (OM): Under this model, the operation and maintenance function of the project, usually existing, is contracted to the party that has the experience, resources and technology to carry out the function ownership and management remains with the initiator.

Management/Lease Contract: Management contracts and lease contracts involve a private firm taking over the management and control of a public enterprise for a given period although the facility continues to be owned by the public sector. The public sector may retain the responsibility of financing the investments in fixed assets. In the case of management contracts, the public sector also finances working capital. In this plan, it is 100% Public sector owned. **Outsourcing:** This is where the government outsources some supporting services to the private sector such as billing, postage, stationary supplies, metering, transport, or cleaning.

Leasing Contract: In a Lease Contract, the private investors build the infrastructure and lease it to the government under a finance or operating lease. Greenfield projects: With

Greenfield projects a private entity or a public-private joint venture builds and operates a new facility for the period specified in the project contract. The facility may return to the public sector at the end of the contract period or may remain under private ownership.

Divestiture: Another form of private participation in infrastructure is divestiture where a private entity buys an equity stake in a State-Owned Enterprise through an asset sale, public offering or mass privatization. For a country where the majority of the citizens are stricken by poverty, whatever model is adopted should place the benefit of the citizenry as the top priority.

Concession: This is a collaborative agreement between a government and private developer(s) to design and develop facilities through a combination of participants which include the financiers, contractors and consultants. The developers may not necessarily be the financiers of the project. According to Raji, in Guardian (2023) common models of the PPP adopted in some Nigerian universities include design-build or turnkey project; management contract; lease and operate contract; design-build-finance operate; build-operate-transfer; buy-build-operate; build-own-operate; build-own-operate and transfer; donor-financed/funded-transfer.

Methodology

This research uses the Systematic Literature Review (SLR) research method, where the SLR method aims to identify and review journals systematically by following the procedures determined by Triandini et al., (2019). The procedure for identifying that can be suggested is the procedure from Cooper (1988) and Harahap et al., (2021) state that the systematic procedure is as follows: formulating the problem, collecting data, analyzing and evaluating the data.

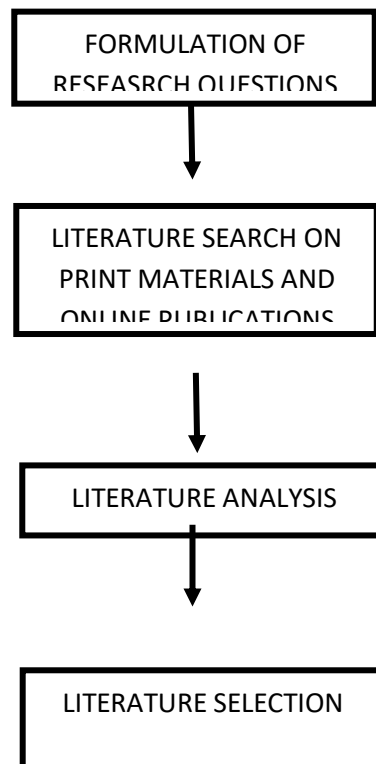
First: The question is what is the possibility of using the public-private partnerships (PPPs) model for the development of infrastructure facilities in Nigerian tertiary institutions?

Second: A literature study search was carried out on Google Scholar-based data using the Publish or Perish application. The keywords used are "The public-private partnerships (PPPs) model for the development of infrastructure facilities in Nigeria" with a minimum limit of articles from 2014 to 2024.

Third: The inclusion criteria used in the search for literature studies include studies that relate to the conception of various features contained public-private partnerships (PPPs) model for the development of infrastructure facilities in Nigeria and research results that have been published in journals or national seminar proceedings.

Fourth: the literature obtained was sorted and reviewed based on inclusion and exclusion criteria. From a literature search of 108 articles, data was obtained based on

keywords, namely 10 articles were used for decision making and others to support the position. The statistical method was used to determine the percentage.



Result and Analysis

Table 1. Research Results on Public-Private Partnerships (PPPs) Model and Development of Infrastructure Facilities in the Nigerian Tertiary Institutions

Researcher and Year	Journal	Discussion result
-Ogunode & Obiakor (2023)	International Journal on economics, finance and sustainable development	The paper established that universities in Nigeria can adopt public-private partnership funding models to increase funds availability in the university system, fund infrastructure facilities projects, increase research funding and increase community services to the host communities across Nigeria.
-Ogunode, Edinoh, & Okolie, (2023)	AMERICAN Journal of Science on Integration and Human	The paper concluded that the Private Partnership model can be used to support the implementation of the teaching programme, research programme and provision of community services of tertiary



Researcher and Year	Journal	Discussion result
	Development	institutions in Nigeria.
-Lawal (2022)	Guardian Newspaper	The paper concluded that the PPP model can be used in educational institutions for the development of infrastructure facilities and funding.
-Hassan & Fatile (2022)	Journal of Public Administration, Finance and Law	Findings show that the Public-Private Partnership in Ogun State model secondary school is based on the joint venture approach between government agencies and corporate investors. So far, attention has been on the provision of qualitative education at the secondary school level for the citizens.
-Ingiagar, Bassey, & Bullem (2022)	LWATI: Journal of Contemporary Research19 (4): 40-52	A of The paper revealed that the attainment of meaningful and sustainable development requires the genuine participation of the public, the organized private sectors, donor agencies, individuals and civil society.
-Mark (2019)	Journal of Social Science Education	The result concluded that the PPP model is one of the available models that tertiary institutions can adopt to solve the problems of infrastructure facilities challenges in their respective institutions in Nigeria.
-Atobatele (2018)	International Journal of Research in Arts and Social Sciences	The paper concluded that since the introduction of PPP arrangement in education, there has been tremendous development and improvement in the sector which inter-alia include provision, rehabilitation and consolidation of education development. It should also be noted that the importance of PPP to the education sector cannot be over-emphasized, this arrangement has led to the infrastructural development of many higher

Researcher and Year	Journal	Discussion result
		institutions in Nigeria.
-Ateloye, A, Bowles, G and Oyegoke, A (2016)	P W Chan and C J Neilson (Eds.) <i>Proceedings of the 32nd Annual ARCOM Conference, 5-7 September 2016, Manchester, UK, Association of Researchers in</i>	The paper discovered that some institutions have been able to partner with the private sector in the area of providing student accommodation using the Build Operate Transfer (BOT) model of PPP; examples are the 400-bed space capacity student hostel for the University of Lagos, University Village at the Obafemi Awolowo University Ile Ife, where about 16 developers have partnered with the institution to provide student accommodation ranging from 100 to 400-bed spaces using BOT Model.
-Musa (2015)	Journal of Science Education	The study indicated that the PPP model is been used in some tertiary institutions in Nigeria to solve the problems of infrastructure facilities shortage.
10-Abubakar (2014)	Social Science Journal	The study concluded that the PPP model is one of the alternative options for the development of facilities in higher institutions in Nigeria.

Based on the table above, 10 articles have been selected by researchers that contain the PPP model and infrastructure facilities development in Nigeria. Then it is specified according to variables, namely Public Private Partnership and infrastructure facilities development in tertiary education in Nigeria.

Result and Discussion

Literature available and reviewed showed that Public-private partnerships (PPPs) are viable possible models that can be adopted in the tertiary institutions in Nigeria to develop the infrastructure facilities. Infrastructure facilities like lecture halls, libraries, laboratories, hostels, recreation centres, research centres, hospitals, lecture theatres, energy, water supply and treatment plants, game centres, vocational Skills and

entrepreneurship, transportation and housing estate for staff can be handled by PPP. According to Katie (2023), PPPs can cover a range of projects across various sectors, there are several that are most associated with these types of initiatives. Here are a few examples.

Transportation. PPPs are being used to finance, build and operate many different types of transportation infrastructure, including roads, bridges, tunnels, airports, seaports, railway systems and public transit.

Power and energy. P3s have been used to finance and construct electricity generation plants (including nuclear), electrical transmission lines and natural gas pipelines.

Water and wastewater. P3s have been used to finance, design, construct and operate water treatment plants, desalination plants and sewer systems.

Telecommunications. P3s have been used to fund broadband networks and other telecommunications infrastructure rollouts.

Healthcare. P3s have been used to finance the construction of hospitals, clinics and other healthcare facilities.

Education. P3s have been used to finance the construction of educational facilities such as schools, colleges and universities.

Social infrastructure. P3s have also been used to finance the construction of prisons, courthouses and other social infrastructure.

Findings

The study revealed that the public-private partnerships (PPPs) model should be adopted in the tertiary institutions in Nigeria to develop the infrastructure facilities. The finding of this study correlated with a previous study that concluded that infrastructural development is one of those things that can reduce poverty (Ayeni, Doosuur & Kefas, 2021). PPP models can be used to develop the following infrastructure facilities; lecture halls, libraries, laboratories, hostels, recreation centres, research centres, hospitals, lecture theatres, energy, water supply and treatment plant, game centres, vocational Skills and entrepreneurship, transportation and housing estate for staff. This study is in line with the finding of Ogunode, et al (2023) who concluded that the Private Partnership model can be used to support the implementation of the teaching programme, research programme and provision of community services of tertiary institutions in Nigeria. Also, Lawal, (2023); Aminu, (2021); Mark (2019); Ateloye, Bowles, & Oyegoke (2016) and World Bank (2015) maintained that the PPP model can be used to facilitate the development of various infrastructure facilities in educational institutions especially tertiary institutions. Katie (2023) noted that PPP is a broad term that can be applied to anything from a simple, short-term management contract -- with or without private investment requirements -- to a long-term contract that includes funding, planning, building, operation, maintenance and divestiture. PPP projects (also known as P3 projects) are helpful for large ventures that require the procurement of highly skilled workers and a significant cash outlay to get started. They

are also helpful in countries, such as the United Kingdom or the Philippines that require the state to legally own any infrastructure that serves the public.

Conclusion and Recommendations

The PPP model remains the alternative option for the development of infrastructure facilities. Globally, it has been adopted in developed countries like the USA, China, Germany, Russia, the UK etc. in Nigeria, the study concluded that the public-private partnerships (PPPs) model can be adopted in the tertiary institutions in Nigeria to develop the infrastructure facilities. Also, PPP models can be used to develop the following infrastructure facilities; lecture halls, libraries, laboratories, hostels, recreation centres, research centres, hospitals, lecture theatres, energy, water supply and treatment plants, game centres, vocational Skills and entrepreneurship, transportation and housing estate for staff.

Based on the findings of this study; the paper recommends the following:

1. Tertiary institutions should adopt the PPP model to provide infrastructure facilities in their respective institutions by identifying major areas of need and inviting various private investors.
2. Managers of tertiary institutions should be trained on the processes and policies of the PPP model act in Nigeria by the various regulatory agencies.

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