Article

Public Private Partnership and Infrastructural Development in Nigeria's Federal Capital Territory

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Abstract
Recently, one strategy for achieving the goal of infrastructure development has been the public-private partnership, which is gaining popularity worldwide. It is marketed as a way for nations with tight budgets to enhance public services and infrastructure. While wealthy nations view it as the best way to reduce the cost of governance, the governments of the majority of developing nations view it as a way of reducing high cost of governance while achieving the purpose of governance at the same time. It is against this backdrop that this study assesses the impact of public private partnership on infrastructural development of Federal Capital Territory (FCT). The study is hinged on the Collaborative Policy Network Theory propounded by Hughes (2012). The study adopts the descriptive survey design for an indebt study of the impact of public private partnership on infrastructural development of selected communities/districts in F.C.T. A sampled size of 399 was determined through the Taro Yemane's sample size technique; data were analyzed using relevant statistical tools which included frequency count, simple percentage, mean, standard deviation and the regression ANOVA which was adopted to test the hypothesis. The study revealed that, in spite of possible challenges of public private partnership; there is a significant relationship between public private partnership and the development of infrastructures in F.C.T. Finally, the study recommended amongst others that, competent agencies must prevent financial corruption in order to ensure that public projects are completed.

Keywords: PPP, Infrastructure, Development, Government, Collaboration

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Introduction

Developing countries faces similar problems of economic and social development measured through the level of infrastructural development. One of the measures of economic development of a nation is infrastructural development. A nation that has good infrastructural positioning will enjoy investments opportunities and access to good life for the generality of the masses.

The primary purpose of government as enshrined in the constitution of the Federal Republic of Nigeria is security and welfare of the people. Part of the indicators of welfare is the level of infrastructure available and accessible for the benefits and wellbeing of the citizens. Since independence, Nigeria as a nation has struggled with issues of infrastructural deficit, many big cities like Lagos, FCT, Kano, Kaduna, Rivers, Awka etc which are commercial hubs suffers from deficit infrastructure because of the rate of rural-urban migration and the available infrastructure are not at parity when compared to actual demand of the population and businesses available in such states and cities.

Infrastructural deficit is largely due to limited resources at the disposal of government. The surge in population of many communities in Nigeria means there is need for more infrastructure to meet the yearning of the growing populace. Government is responsible for the provision of these needed infrastructure but the meager resources available coupled with the many problems needing the attention of government on daily basis have hindered the possibility of government to singlehandedly take care of the needs of the masses, hence, a global development arrangement through Public Private Partnership becomes imperative.

Generally, Public Private partnership is seen as an arrangement where both government and private organizations partners towards achieving developmental strides. The Public Procurement (2006) citing European Union, defined Public Private Partnership as form of cooperation between the public authorities and economic operators. The primary aims of this cooperation are to fund, construct, renovate or operate an infrastructure or the provision of a service. In view of the assertion of the European Union, PPP serves as the as intervention in critical infrastructure to assist government developmental strides.

In the comprehension of Dickson and Sullivan, (2014), they maintained that Public Private Partnership emerged as a policy instrument for any government with limited resources and has infrastructural development as its core objective. This practice creates the opportunity for financiers, mostly private firms, outside the purview of government circle to invest in infrastructural development due to the huge capital outlay required in that sector.

If the goal of Public Private Partnership, according to Pierobon (2019) is to achieve sustainable development, then a key policy priority should therefore be given to planning and public participation in terms of stakeholder's involvement. Nigeria, just like most other developing countries of the world, is faced with increasing demand to enhance infrastructural developments due to the rising expectations of their citizens.

Nigeria's Federal Capital Territory (FCT) comprises of six area councils namely; Abuja Municipal Area Council (AMAC), Bwari Area Council, Kuje Area Council, Gwagwalad Area Council and Kwali Area Council. The level of infrastructural development amongst the Area councils reveals that there is a dare need for Public Private Partnership arrangement to cushion for the deficits found in many of the area councils. Only the AMAC which is the capital of Nigeria, has the needed infrastructure which is largely due to Federal Governments investments in the city as the facial outlook of Nigeria to other countries. The other five area councils have been struggling with infrastructural deficit. Gwagwalada and Kuje Area councils which are far away from the main city have suffered more than other area councils as relates to infrastructure which includes schools, hospitals and water supplies. In this regards, Public Private Partnership becomes a solution paths since the Local Council leadership of these two area councils do not have the needed resources to cater for the developmental need.

Studies have emerged in the area of Public Private partnership, new studies are still being conducted largely due to the fact that the growing level of the population of Nigeria continues to place high burden on government and resources available at the disposal of government is still insufficient to cater for the infrastructure needed to match the needs of the growing population. Hassan & Fatile (2022) conducted their study on PPP and educational development, the, study focused on one single area of PPP which is only education. Others have focused on other areas of human needs, but the results will still not be desirable because of the growing population in the face of overstretched and decayed infrastructure, hence the imperativeness of this study which focused on critical areas such as education, water supply and health care delivery.

Research question

1. To what extent has public private partnership effectively contributed to the development of infrastructures in Kuje and Gwagwalada Area Councils of FCT?

Objectives of study

1. To examine the extent to which public private partnership has effectively contributed to the development of infrastructures in Kuje and Gwagwalada Area Councils of FCT,

Hypotheses

1. There is no significant relationship between public private partnership and the development of infrastructures in Kuje and Gwagwalada Area Councils of FCT.

Conceptual Review

The Concept of Public Private Partnership

Public-private partnerships are a component of a wider network that involves different stakeholders for inclusion and increased participation in order to accomplish the shared objective of state infrastructure development. Though, for Nederhand and Kiljn (2016), numerous criteria exist upon which public-private partnership successes are measured, rather than focusing on egotistical parameters such as effective delivery, efficiency, and economic viability. The common feature in the description of public-private partnerships in literature, according to Cruz and Cruz (2017), is that the concept defines a variety of arrangements involving the public and private sectors working together. Therefore, from a policy perspective, public-private partnerships are a subset of tools that the government designed with appropriate governance mechanisms that protect public interest towards sustainable development and efficient allocation of scarce resources.

However, McQuaid (2000) and Kiljn and Teisman (2000) opines that certain criteria give definite insight into the conceptualization of public private partnership. Firstly, public private partnership is a long-term relationship and not a one-off affair between a public and a private actor, a form of synergy. Secondly, there is the involvement of delivery strategy through which the project is executed, and that the relationship is not entirely towards financial reward due to the public element involved. Thirdly, public private partnerships are inherently complex due to the high level of political support, political expectations, finance and technicalities involved. Although the concept combines the value of governmental interference with the qualities of a market-oriented party; political support remains a sine qua non for its successful implementation. Bloomfield (2006), succinctly maintained that public private partnerships are more likely to meet public objectives when there is robust competition, transparent transactions and performance requirements are measurable and specified in advance. The main reason for entering into a public private partnership agreement is to provide the incentive for supporting economic growth and the economy as well as advancing infrastructural development and public services provision aimed at satisfying public needs (Rakić and Rađenović, 2011). Public private partnership has wide applicability and can be viewed from various perspectives and as described by Linder (1999), public private partnership is a grammar of multiple meanings.

Public Private Partnership and Infrastructural Development: The Nexus

Infrastructure refers to the essential capital projects and systems that support a nation, city, or organization, as well as the services and facilities required for those entities to operate effectively. Roads,

bridges, tunnels, hospitals, water supplies, sewage systems, electrical grids, telecommunications, and other technical structures are examples of this type of structure. It is also defined as the physical parts of interconnected systems that provide goods and services necessary to improve living conditions for society. Infrastructure, therefore, according to Hirschhausen et al. (2004), has been considered a public good in many countries because it was traditionally provided and funded by the government through taxes paid by taxpayers.

The World Bank (1998) report states that the responsibility for the provision of public infrastructure has traditionally been solely vested with the public sector through budgetary allocations. Apart from limited budgets, the public sector sometimes lacks the required innovation, capacity, technology, and expertise for the delivery of much-needed infrastructure. Thus, as governments around the world are exploring innovative, efficient, and effective approaches towards infrastructure delivery, public-private partnerships have emerged as one of the strategies for infrastructure development in recent times and have increasingly become popular all over the world. For Herpen (2002) and Jamali (2004), public-private partnerships are often utilized when the government needs to develop an infrastructure or public service and lacks sufficient funds within its budget for such execution; hence, the government seeks alternative sources of finance from the private sector. In addition to finance, the public sector collaborates with the private sector for innovation, management skills, cost efficiency, and appropriate risk sharing. According to Shen et al. (2006), public-private partnerships have gained more prominence in developed countries due to their enhanced efficiency when applied to infrastructure. A total of 134 countries have also adopted public-private partnerships, and this accounts for about 15-20% of total investments in infrastructure, notably in the transportation, water, power, and telecommunications sectors (World Bank, 2019).

Reasons for Public Private Partnership in Nigeria

According to Ajanlekoko (2001), the agitation for infrastructural development in Nigeria is higher in democratic governments than in military dictatorships or compared to developed countries. This is because the resources for the provision of infrastructure are always scarce. Ethnic-interest agitation and lobbying are common things in democratic governance in developing countries. The state of infrastructure is in a sorry state both quantitatively and qualitatively (Oyedele, 2012). Most infrastructures are now decayed, while others have outlived their life span; hence, they need rehabilitation, refurbishment, or replacement.

The countrywide need for urban renewal projects in Nigeria, which is typified by rural-urban drift, has resulted from the country's increased urbanization. This has placed a significant financial burden on infrastructure maintenance, which is challenging for the public authority to handle alone, necessitating public-private partnerships. Obi-Anike et al. (2020) noted that any developing nation that anticipates

greater economic diversification and growth needs to take the public-private partnership strategy seriously in order to finance infrastructural development. It is worthy of mention that the private sector involves operational efficiencies along with technical know-how in the execution of projects. This is a result of their detailed knowledge of project management and would not compromise standards. The public authorities in Nigeria are often characterized by bureaucracy, inadequate capital, and poor staff morale; therefore, such a sector is inadequate in the entire exercise of rendering quality goods and services effectively.

Therefore, in addition to well-designed and constructed projects, private partners are constantly encouraged to provide continuing operations and maintenance management for the best possible use of resources and effective output delivery. In addition, the public sector is enabled under the Public-Private Partnership to harness the expertise, innovations, and operational efficiencies that the private sector can offer to projects and services initially procured and delivered by the public sector (Okpara 2012). Dominic et al. (2015) argued that the aims of the government also define the choice of public-private partnership model to be used. The level and nature of risks that are transferred from the government to private investors distinguish each of these models from the others.

Infrastructural Development: Possible Challenges of Public Private Partnership

Even though public-private partnerships (PPPs) confront a variety of unique and contextual problems in developing countries such as Nigeria, the adoption of PPPs may be motivated by the need to gain access to private sector funding. Whereas the challenges of public-private partnerships in developed countries are more technical and project-related, in emerging markets and most developing countries, institutional challenges are noted, relating mostly to weak legal, regulatory, financial, and governance arrangements. As noted by Jamali (2004) and Fombad (2015), the limitations of public-private partnerships in developing economies have been due to a lack of capacity, institutional weakness, widespread corruption, a lack of efficiency, and a poor regulatory environment. Jamali (2004) argued that while public-private partnerships are desirable in developing countries, especially in view of the huge infrastructure deficit, most third-world countries are unable to meet the criteria necessary for successful public-private partnerships. One of the providers of funds for public-private partnership projects are banks, but in developing economies like Nigeria, banks need to be sure of the security of their funds (Akinkuge 2013). For example, in Nigeria, due to a lack of adequate support from the government in terms of sound fiscal and economic policies, most banks are unwilling to offer long-term loans to support long-term projects. Equally, most developing countries still need to have the regulatory and surveillance machinery in place to ensure the effectiveness, fairness, and openness of their public-private partnership schemes (Pongsiri 2002).

Despite the huge recognition of public-private partnerships and their increasing usage in infrastructure development, the experience of both the public and private sectors with public-private partnerships has not always been positive (Kwak et al., 2009). These public-private partnership projects are either held up or terminated. As corroborated by Yuan et al. (2009), public-private partnerships have been widely applied in the global construction market, but a number of factors have affected their performance, resulting in the inefficiency and ineffectiveness of the projects. Jefferies et al. (2002) argue that some infrastructure partnerships between the public and private sectors in the past have yet to provide evidence of successful completion. For instance, Akintoye et al. (2003) identified lack of relevant experience, provision of incomprehensive up-front project information, slow negotiations, less open communication, and inconsistent risk assessment and management, among others, as problems for achieving best value in public-private partnership projects. Ogunlana (1997) also identifies political instability and the inadequate experience of public-private partnerships, among others, as barriers. Abdul-Aziz (2001) identifies the absence of competition, the inefficiencies, and the management blunders of concessionaires as barriers responsible for the failure of public-private partnership projects in some instances.

Conditions for Successful Public Private Partnership for Sustainable Infrastructure in Nigeria

Scholars perceptions about what constitutes a successful, sustainable infrastructure have attracted much debate in the field of project management. Some of these features that developed over the years have now changed. For example, sustainable infrastructure success revolved around budget, schedule, and performance, though in recent times, stakeholders' satisfaction has been added to these factors (Hodge and Greve, 2007). Therefore, special attention should be paid to these areas during the planning and implementation of public-private partnerships, which are fraught with complexities and difficulties. They are considered successful if they are financially close and the project objectives are achieved throughout the lifecycle of the infrastructure. Furthermore, due to the multiplicity of stakeholders in public-private partnerships, it is important for all parties involved to understand what the partnership entails. To achieve success in public-private partnership implementation, there are some key ingredients that address these success factors across different countries and infrastructure projects (Calderón and Servén, 2008).

The definition of successful public-private partnerships, according to Mbachu and Nkado (2007), is broad and can vary from performance outcomes to cost-benefit analyses in which the differing objectives between the government, users, and private investors are achieved. It can be argued that defining success based on output-based metrics, which is a comparison based on projected and achieved performance measures, is inadequate (Hodge and Greve, 2008). A more encompassing definition of success with distinguishing characteristics such as long-term performance outputs and partnerships is

recommended. Accordingly, a successful public-private partnership project is one that is characterized by a number of factors, such as the achievement of the specified objectives or outcomes, proper risk allocation, an adequate mechanism for dispute resolution, delivery within the projected cost estimations, time schedules, and project outcomes, and clear roles and responsibilities among parties (Zhang and Chen, 2013). Some other factors that can lead to the successful implementation of a public-private partnership are a favorable investment climate, economic viability, a sound financial package, a reliable concessionaire possessing strong technical and financial capabilities, and appropriate risk allocation through reliable contractual arrangements. The above distinguishing features can also be regarded as critical success factors, which can be defined as the limited number of areas, the consequence of which, if satisfactory, will ensure successful competitive performance for the organization (Zhang and Chen, 2013).

Additionally, according to Hearne (2009), other success factors include macroeconomic stability, institutional settings with less corruption, and effective rule of law, which are key ingredients for public-private partnerships. Other factors that hinder success in public-private partnerships in infrastructure include broad political risk and the prerogative of government representatives to alter investment rules or regulations. Some other factors include the fiscal capacity of the government, incentive issues during planning, design, and contracting phases, market conditions, institutional qualities, and country risks (Roman, 2015). Critical success factors for public-private partnerships in infrastructure development include a stable macroeconomic environment, shared responsibility between the public and private sectors, a transparent and efficient procurement process, a stable political and social climate, and judicious control by the government (Bildfell, 2018). For Cheung et al. (2012), other critical success factors include political commitment from elected leaders, competent public sector organizations, the existence of a dedicated public-private partnership unit, adequate fiscal capacity of a national and subnational authority, public acceptance and support of the involvement of the private sector, a well-designed public-private partnership contract, the existence of enabling policy and legal frameworks, and the profitability and viability of projects to attract investors and lenders. In a similar vein, factors identified by Mbachu and Nkado (2007)are not far from those outlined above, which include the macroeconomic environment, legal and regulatory systems, political environment, and previous public-private partnership experience. Others include judicious control by the government and a stable social, political, and macroeconomic environment, all of which are important ingredients for successful Public partnerships.

Methodology of the study, Data Presentation and Analysis

Research design refers to the approaches, frameworks, or plans for carrying out research studies (Olannye, 2006). The study therefore adopts the descriptive survey design for an in-depth study of the

impact of public-private partnerships on the infrastructural development of FCT. The study areas cover selected communities and districts of Zuba, Tunga Maje, Gwako, Kuchiyako, Kuje-Urban, and Agwai in Gwagwalada and Kuje area councils, respectively. Data that were collected in the course of this study were analyzed using relevant statistical tools, which included frequency count, simple percentage, mean, standard deviation, and regression. ANOVA was adopted to test the hypothesis. The 5-point rating scale of strongly agree (SA), agree (A), undecided (UD), disagree (D), and strongly disagree (SD) was used for the analysis of data and responses to items in the questionnaire. The arithmetic mean was calculated such that the mean rating on the five-point scale of 3.50 was used on the basis of interpretation. On this note, a mean rating of 3.50 and above was adjudged positive, agree, or strongly agree, while values below 3.50 were given a negative interpretation (disagree or strongly disagree), as the case may be.

The study therefore determined its sample size through Taro Yemane's sample size technique, having defined the study's population to be 255,137 residents, i.e., Gwagwalada Area Council 157,770 and Kuje Area Council 97,367 (National Census figure, 2006). Thus, the sample size determination using Taro Yemane's formula is given as:

$$n = \frac{N}{1 + N(e)2}$$

Where:

n = sample size

N = population size

e = level of significance (our level of significance is chosen at 5%)

k= constant (1)

Applying the formula at significant level of 5%

$$\text{Sample Size} = \frac{255,137}{1+255,137[0.05]2}$$

[0.05]2=0.0025

$$n = \frac{255,137}{638.84}$$

Sample Size=399.38 Therefore sample size for the study is **399**

Table1: Administered Questionnaire

Communities/Districts	**Number of questionnaires administered**	**Number of questionnaires retrieved**	**Number of questionnaires found useful for analysis**	**Respondents Rate (%)**

Zuba	68	65	63	17.21%
Tunga Maje	67	64	61	16.67%
Gwako	66	63	60	16.39%
Kuchiyako	65	62	60	16.39%
Kuje-Urban	68	66	62	16.94%
Agwai	65	63	60	16.39%
Total	399	383	366	100%

Source: Researchers field work 2024

Table 2: Socio-Demographic Characteristics of the Study

Variables	**Frequencies**	**Percentage (%)**
Marital Status		
- Married	266	72.68%
- Single	88	24.04%
- Divorced	12	3.28%
Communities/Districts		
- Zuba	63	17.21%
- Tunga Maje	61	16.67%
- Gwako	60	16.39%
- Kuchiyako	60	16.39%
- Kuje-Urban	62	16.94%
- Agwai	60	16.39%
Age		

- 18-27	45	12.30%
- 28-37	140	38.25%
- 38-47	100	27.32%
- 48-57	46	12.57%
- 58-67	25	6.83%
- 68 & above	10	2.73%
Employment Records		
- Civil servant	40	10.93%
- Private sector	72	19.67%
- Self-employed	153	41.80%
- Unemployed	101	27.60%

Source: Researchers field work 2024

Table 2 above reveals the demographics analysis of marital status**,** communities/districts, age and employment records. For respondents' marital status, the study indicated that, married respondents are 266 representing 72.68% while singles are 88 respondents representing 24.04% and divorced are 12 respondents representing 3.28%. For respondents' communities/districts, Zuba got 63 representing 17.21%. While others are as follows: Tunga Maje 61(16.67%), Gwako 60(16.39%), Kuchiyako 60(16.39%), Kuje-Urban 62(16.94%) and Agwai 60(16.39%). In age intervals the following data was derived: 18-27 with 45 representing 12.30%, 28-37 with 140 representing 38.25%, 38-47 with 100 representing 27.32%, 48-57 with 46 representing 12.57%, 58-67 with 25 representing 6.83%, 68 above with 10 representing 2.73%. And finally, employment records of respondents indicated the following data: civil servants are 40 representing 10.93%, private sector are 72 representing 19.67%, self-employed with 153 representing 41.80% and unemployed are 101 representing 27.60%.

Analysis of Research Question One: To what extent has public private partnership effectively contributed to the development of infrastructures in FCT?

Table 3

S/No	Items	$\bar{X}$	S.D	Decision
1	More than 60% infrastructural development in FCT can be attributed to PPP intervention	4.27	0.982	Agree
2	PPP has conveniently built school, hospital, water facilities in Kuje and Gwagwalada area councils	4.26	0.756	Agree
3	PPP projects are guaranteed and meets international best practices & standards	4.34	0.675	Agree
4	PPP's Infrastructural intervention has not stimulated economic growth in FCT	1.70	1.789	Disagree
5	Collaboration of public agencies with private firms in providing public infrastructure in FCT is commendable	4.35	0.702	Agree
	Grand Total	**3.78**	**0.981**	

Source: Researchers field work 2024

Table 3 shows that variables 5, 3, 1 and 2 have mean scores of 4.35, 4.34, 4.27, and 4.26 that are greater than the decision mean of 3.5 respectively. But variable 4 has a mean score of 1.70 which is below the decision mean, which shows that the respondents disagree to it. The cluster mean of 3.78 was also greater than the decision mean of 3.5. This means that the respondents agreed that public private partnership effectively contributed to the development of infrastructures in FCT

Analysis of Research Question Two: Are there possible challenges in the operations of public private partnership in FCT?

Test of Hypotheses

H_0: 1. There is no significant relationship between public private partnership and the development of infrastructures in FCT.

Table 5 **Regression ANOVA**

Source	DF	Sum of Square	Mean Square	F Statistic (df_1,df_2)	P-value
Regression	1	1.598684	1.598684	41.34997 (1,365)	0.003008.
Residual	363	0.154646	0.038662		
Total	365	0.753333			

Development of infrastructures(Y) and PPP(X) relationship

Since the p-value (0.003008) is less than the conventional significance level of 0.05, we reject the null hypothesis (H0). Thus, we can conclude that there is a significant relationship between public-private partnership (PPP) and the development of infrastructures in FCT.

Discussion of Findings

Public-private partnerships in Nigeria, especially in the FCT, have shown great success as an approach for infrastructural service delivery in most communities and districts. Thus, this study raised relevant hypotheses to guide the discussion of findings by first revealing that there is a significant relationship between public-private partnerships and the development of infrastructure in FCT. This finding is in agreement with Obi-Anike et al. (2020), who agree that any developing nation that anticipates greater economic diversification and growth needs to take the public-private partnership strategy seriously in order to finance infrastructural development. Shen et al. (2006) also corroborate this finding by positing that the application of public-private partnerships has been recommended for large-scale infrastructure development. In the delivery of such infrastructure, a public-private partnership involves the allocation of tasks such as design, construction, finance, approvals, operations, and maintenance to the public and private sectors to provide the desired services under a concession agreement.

Conclusion and Recommendations

This study focused on public-private partnerships as a critical element in infrastructural project development in selected communities and districts of FCT. Today, public-private partnerships are used in many countries to accelerate economic growth, improve infrastructure development, achieve quality service delivery, and promote good governance. The study concluded and contributed to the body of knowledge with the following findings: there is a significant relationship between public-private partnerships and the development of infrastructure in Kuje and Gwagwalada Area Councils of FCT.

Therefore, in line with the findings of this study, the following recommendations are made:

1. Given the favorable correlation between public-private partnerships and the infrastructure development of specific FCT area councils, the government ought to expand this efficacious initiative to encompass other FCT area councils as well as the federating states in their entirety.

2. To increase stakeholder confidence and encourage public-private partnerships, the government should improve the formulation of long-term policies supporting these partnerships.
3. The government should support the legislative and regulatory framework that guarantees the preservation and proper implementation of infrastructure.
4. To the greatest extent possible, competent agencies must prevent financial corruption in order to ensure that public projects are completed.

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