

## INFRASTRUCTURE PROCUREMENT THROUGH PUBLIC-PRIVATE PARTNERSHIP (PPP)

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### Abstract

One of eight program agenda that underlies sustainable human settlement development is the provision of adequate and efficient infrastructure facilities and services (UNDP - 2003). The provisions of these facilities and services have become too burdensome for governments all over the world, particularly in developing countries. Consequently, Public-Private Partnership (PPP) was introduced as part of the reform process and a way to address the critical problem of infrastructure development in cities. This study aims at evaluating the current level of practice of PPP as an alternative method of public procurement in the state of Lagos, Nigeria. Housing and road projects were used to evaluate the PPP program to determine the need, planning, structure, management, and outcome of each of the projects compared with similar experiences in other parts of the world. Evidence in the study suggests that, much as the program is desirable, there are some gaps in the procurement process, particularly as it concerns its planning, structure, and management which may make the program unsustainable. The study revealed that there is a level of misconception about the procurement method. It also showed the need for a better method of choosing private partners to fit established criteria and the need for the program implementation to be freed from all encumbrances of government bureaucracy.

**Keywords:** Partnership; Private Organization; Public Organization; Procurement.

### Introduction

Sustainable development is about maintaining and enhancing the quality of human life; social, economical and environmental. It means handing down to successive generations not only man-made wealth such as buildings, roads, bridges, electricity dams, etc. but also natural wealth, such as clean and adequate water supply, good arable land, etc. Human settlement conditions in many parts of the world, particularly the developing countries are deteriorating rapidly as a result of the low level of capital investments in the basic social and economic infrastructure that could enhance livability in both rural and urban communities (UNDP, 2003).

Furthermore, the rapid rate of urbanization in the last two decades in Nigeria has been phenomenal. Presently, 40% of the Nigerian population lives in urban areas (Lagos State Ministry of Economic Planning and Budget, 2004). This rapid urbanization rate has brought with it some significant problems including shortage of housing, traffic congestion, environmental degradation, and above all, inadequate basic facilities and services. All these problems have created a lot of pressure on governments.

In many large cities, such as Lagos, government's delivery of infrastructure projects is bugged down by a lot of problems. Apart from the bureaucratic bottlenecks, the extent to which corruption or other questionable practices weigh down procurement of basic infrastructure cannot be easily measured or quantified (Cusworth and Franks, 1993). Huge sums of taxpayers' money go down the drain annually in projects with alienating characters, which also lack value for money expended.

The traditional approach to Infrastructure procurement has always been that government invests in these essential infrastructures, while others including the community, individuals, and other private sector roles were seen in terms of paying taxes or other service charged for services rendered. With the growing inability of the government today to provide all the basic facilities essential for growth and livability is a result of dwindling resources, calls have heightened the desire for more liberalization of the economy. This means greater roles for all stakeholders in the financing, development, and management of basic community facilities and services. Thus this partnering approach in the procurement of basic infrastructure might be the necessary solution to the lack of and parlous state of infrastructure in Nigerian towns and cities.

Today, public policy is undergoing necessary changes because a sustainable settlement can only be achieved with the political commitment to make the necessary changes. Changes envisaged in this way means greater dispersal of responsibility between the public sector and local society including businesses and individuals (Kaplan, 2001). Many development projects are currently being embarked upon today in Lagos State under a new policy thrust designed to guarantee project delivery by private developers in collaboration with the state (Otokhine, 2003). Linowes (1988), Keating (1989), Waterhouse (1996) and Lockwood (1997) as cited in Kopp (1997), all confirmed that there is indeed an ideological shift away from centralized, hierarchical decision-making structures towards a more organic approach in which organizations, including governments, identify and focus their efforts on their core competencies.

To resolve the lingering road and traffic problems, the Lagos state government decided to introduce certain new policy options. One of which is to adopt schemes by which private sector operators are encouraged. Also, the provision of shelter for all underlies the policy of sustainable development. The challenge posed by population growth in the state is frightening and day by day the situation is getting worse. The bulk of the population in an exploding city like Lagos relies on the rental market to provide accommodation.

Government could no longer cope with the demand of housing supply considering the limited resources available. It therefore resolved to employ a three-pronged approach consisting mainly of: partnership with the private sector, site and services scheme, and direct intervention (Lagos State Government, 2006). Thus, under the Public-Private Partnership scheme, some government schemes were released to some private sector entrepreneurs for development in several parts of the state.

The aim of the research therefore, is to evaluate infrastructure procurement through Public-Private Partnerships (PPP) in Lagos State through the following objectives:

- To determine the needs of the community.
- To find out the criteria for choice of partners.
- To find out whether the project delivered met stated deadlines and achieved the efficiency of cost reduction.
- To identify gaps currently existing in practice.

The focus of this study relates to the procurement of community development infrastructure based on evidence in other developed countries. Also, the partnership being evaluated here is that which exists between the public sector and private sector. The projects under focus are road and housing projects, as they exist in different locations/ areas within the state.

The study is a practical confirmation of the desirability or otherwise of procuring infrastructure through one of the discretionary methods. Invariably, the academic community would benefit from this study because the result can be used as a basis for further research into other methods of procurement. In any development process, many parties are involved in the various phases: initiation\conception, concept development, and execution. The construction professionals play vital roles in each phases of this development process. In procuring projects, an average professional in the construction industry would be interested in how the project will achieve efficiency of cost reduction and how well resources such as funds and skills are acquired and managed most efficiently. Also, the study will highlight the corporate social responsibility of the private sector as represented by the construction professionals to their respective communities.

### **The genesis of public-private partnership**

In the 1980's, many countries of the industrialized world were having problems with public procurement and public service delivery (UK trade and investment, 2004). Cost and time overruns were common in major projects. Also, social facilities such as health, education, and other public service sectors were generally poorly maintained, which inevitably imparted negatively on the quality of services provided.

Fayard (1999), claimed that by the late eighties attention was drawn to the impact that public investment could have on improving the performance of the private sector and private-sector financing was seen as the most promising avenue to explore in the funding of infrastructure development. Subsequently, the European Commission advocated for the use of public-private partnerships.

In the developing countries, many governments could not perform their duties to their citizens and cities. The challenge was to find ways to fulfill their responsibilities for ensuring that all citizens have access to basic services and facilities. Privatization readily became an attractive tool to help address the urban environmental crisis. This privatization is now changing the way governments in developing countries do business. It has evolved into the neologism termed "public-private partnership" which offers an alternative to full privatization.

In the UK in 1992, the private finance initiative (PFI) was introduced by the conservative government, as a means of attracting private sector investment into public assets and services. It is believed that strong and dependable services lay the foundation for a flexible and productive economy (UK trade and investments, 2004). In 1997, when the Labour government was elected, the Bates report commissioned into the role of PFI, a more balanced partnership between the public and private sector leading to the term "Public-Private Partnership". In the report, the UK government reaffirmed its continued support for greater private sector involvement in the delivery of public sector services on a PPP basis where appropriate. Thus, the PFI have evolved into PPP and have become one of the current UK government's principal methods of procuring services and public infrastructure. As a result, services in areas of health, education, transport, and prison services, which used to be the responsibility of public sector bodies, are now provided by specially created private sector companies.

At the global level, the UN Secretary General opened up the historic Millennium Assembly in 2000, by using a number of phrases, which connote a shift of ownership and responsibility. Governance is one of the phrases, which implies; common efforts of both the government and the governed to solve problems (Osborne, 2000). The Habitat II Program of Action in Istanbul Conference in 1996 also confirms that the world has come to a point where governments have to partner with civil society including institutions; profit, non-profit, and other actors for sustainable human settlement development.

## Rationale for public-private partnership

The principal reasons for the adoption of the new concept of the private finance initiative have been similar in many countries. Many other countries are still learning from the experience of others, while some other countries, particularly the developed market economies have entrenched a culture of funding and providing essential public services through public and private agreements.

Cullen (2001), in a global summit on PPP/PFI, explained that in Ireland, there had never been state monopolies in the provision of essential public services. Many projects have been delivered through partnerships between government and civil society, which include: private, community-based organizations, etc. As a result, the Irish government is able to maintain a consistent approach to fiscal policy, income policy, and sectoral development policies over a prolonged period. Consequently, there are remarkable turnarounds in the management of public expenditure/finances.

In Northern Ireland, the working group report (2005) identified key principal factors responsible for stimulating the interest in Public Private Partnership as:

- Value for money: the drive to achieve best value for money in the delivery of public services, which can be reflected in terms of improved quality service, lower whole life costs, or a more rapid rate of investment, and
- Constrained Resources: the drive to find alternative methods of financing capital investment in public services that fit within the constraints of the public expenditure control regime.

Elsewhere in Europe, the Northern Ireland working group report also claimed that International interest in public-private partnerships is generally attributable to the three main drivers identified below:

- Investment in Infrastructure,
- Greater efficiency in the use of resources, and
- Generating commercial value from public sector resources.

A Canadian Government Report (2001) affirms that public private partnerships can introduce innovations in the way that service delivery is organized and carried out and this can lead to the introduction of new technologies and economies of scale that often reduce the cost or improve the quality and level of services. Other economic benefits include the stimulation of the private sector and contribution to increased employment and economic growth.

## Types of public-private partnership

Public-Private Partnership or project franchises as it is known in the United States or concession contracts, has many variants. However, it is the same basic franchise structure that is used throughout the world, with minor local variations (Kopp, 1997). It can be described as a spectrum of possible relationships between public and private actors and that the “right” relationship is the one that best meets the needs of the partners in the local context, i.e. one size does not fit all.

Kopp (1997) in his work espoused the following three (3) main models:

- Build-transfer-operate (BTO),
- Build-operate-transfer (BOT), and
- Build-own-operate (BOO)

However, the United Nations Economic Commission for Europe (2002), identified the following as the variants of the PPP contract family:

- Design, Build, Finance and Operate (DBFO),

- Build, Operate and Transfer (BOT), and
- Design, Construct, Maintain and Finance (DCMF)

Also, the Canadian Government Report (2001) identified the following types of PPP in the order of the risk increasing for the private partner and diminishing for the public partner:

- Operations and Maintenance
- Design-Build
- Turnkey Operations
- Wrap Around Additions
- Lease-Purchase
- Temporary Privatization
- Lease-Develop-Operate/Buy-Develop-Operate
- Build-Transfer-Operate
- Build-Own-Operate-Transfer
- Build-Own-Operate

### Research methods

#### Research question:

Is it desirable to procure community infrastructure projects through any of the discretionary methods of PPPs?

#### Research Objectives:

The aim of the research is to evaluate infrastructure procurement through Public-Private Partnerships (PPP) in Lagos State through the following objectives:

- To determine the needs of the community.
- To find out the criteria for choice of partners.
- To find out whether the project delivered met stated deadlines and achieved the efficiency of cost reduction.
- To identify gaps currently existing in practice.

Evaluation in the context of infrastructure procurement relates to an assessment or appraisal of the method of procurement of infrastructure facilities or services in the current dispensation (Kiefer, 2006 and Marsden, 2002). The procurement method referred to here is the Public-Private Partnership (PPP) that is currently being used by the Lagos State government to provide physical and socio-economic infrastructure for the citizen. The present economic realities have pushed the government to adopt this type of strategy in the provision of vital infrastructure for socio economic and sustainable development. PPP as it is known globally has many variants hence it is described as a spectrum of possible relationships. Thus, the local nomenclature for PPP in Lagos State is Private Infrastructure Improvement Partnership (PIIP).

Evaluation in this regard will adopt the formative and summative approaches. This is what is generally classified by Institute of Cultural Landscape (ICLS, 2003) as:

- Needs
- Planning
- Structure

The need question will be answered by the analysis of the community needs as far as the project being delivered in such community. The planning will be answered by an analysis of the process i.e. the qualification and experiences of the (private) partners. The essence of this is to know if the method is working well so that it can be replicated elsewhere and be perfected to suit local demands. However, if it is not working well, it will be of tremendous use to know exactly why the method will not be sustainable. The outcome question will answer the question of cost and time efficiency of the method of procurement.

The approach to be adopted in carrying out this evaluation exercise will be based on the criteria set out by the Institute of Cultural Landscape (2003). Riggins et al (1992), as cited in ICLS (2003), identified the following parameters as open-ended or qualitative criteria upon which a PPP program/project can be evaluated:

- Need
- Planning
- Structure
- Management and operations

Thus, the criteria of “need and structure” will be used to evaluate the current level of practice. As such, questionnaires will be the main source of data gathering. Also, interviews and other published documents will be used, including personal interviews of stakeholders, in each particular case.

The area covered by the study is Lagos State, Nigeria as defined by its political boundary. Lagos state has the smallest land area in the whole of the federation, but has the largest population in the whole of Nigeria. The United Nations’ estimates state that it is one of the fastest growing cities in the world. The UN predicts that the city’s metropolitan area, which had only about 290,000 inhabitants in 1950, will exceed 20 million by 2010. The state was the former capital of Nigeria until 1991, but it still remains the economic capital of Nigeria. The tremendous social and economic activities in the city vis-à-vis the state had significant impact on the population growth and consequently a lot of challenges to the management of the state, in terms of meeting social and physical infrastructure requirements of the growing population, were needed.

Since Lagos State represents the hub of socio-economic, political, and cultural life of Nigeria, it will be a fair representation in the quest of the research. The idea of public-private partnership in procuring public infrastructure came about in 1999. Less than ten (10) private firms/organizations have responded and have been involved in the state so far. Some of them are individuals, others are either corporate organizations, or a group of business organizations coming together to provide specific infrastructure, either road or housing in different parts of the state.

Apart from the private partners, the public partners also form part of the population of the study. Falling into this category are government ministries, parastatals, and agencies (or bodies) specifically concerned or established for this purpose. Also important to this study are members of the public, particularly in areas where such Infrastructure projects procured through PPP are located. This group is identified as the user group or community members.

It was predetermined that at least forty (40) responses from the three categories of population of study identified above would be adequate for the study. The targeted respondent for each category of public agencies (ministries or parastatals), private organizations involved in the PPP projects (including their consultants), and the community members (user group), were selected using the convenience/accidental sampling technique for the data collection exercise. Thus a total of sixty (60) questionnaires were distributed to respondents selected.

The research instrument used for this study is the questionnaire. The questionnaire format is a closed ended type and it was structured into four (4) sections: SECTION A: Consisted of general information, which has to do with the personal data of each respondent. This section is meant for

all categories of respondents. SECTION B: Relates to organization data of organization/firms involved in PPP projects under consideration. This section is strictly meant for private partners and their consultants on the projects. The questions in this section are geared towards addressing the issue of qualification of each of the private partners, e.g. experience and nature of regular business undertaking and their technical and financial clouts. SECTION C: This section addresses other issues of the procurement exercise. These include criteria such as choice of partners and the cost and time efficiency of the method. The section is strictly meant for the public and private partners. SECTION D: This section is targeted at obtaining data relating to needs and or requirements of the community in which a PPP project under consideration is located. The section is exclusively for user group or community members.

Descriptive statistical tools such as means, frequency, percentage response, mean response average, and standard deviation were used in analyzing the data obtained from the questionnaires.

## Research Results

### Data presentation and analysis

Out of the sixty (60) questionnaires that were distributed, forty-one (41) were returned; out of which thirty-eight (38) were filled, and found usable/relevant.

Profession of Respondents: The study sought to know the profession of the respondents and this is presented in Table 1.

**Table 1.** Profession of the Respondents

Profession	Frequency	Percentage Response
Builders	11	28.95%
Engineering	6	15.79%
Qty Surveying	6	15.79%
Architecture	3	7.89%
Town Planning	1	2.63%
Others(specify)	11	28.95%
<b>Total</b>	<b>38</b>	<b>100.00</b>

Table 1 shows that Builders constitute 28.95% of the respondents in the study while Engineers and Quantity Surveyors constituted 15.79% each. The least number of respondents were Town Planning Professionals.

Qualification of Respondents: The qualifications of the respondents were investigated in the study and presented in Table 2.

**Table 2.** Qualification of Respondents

Acad. Qualification	Frequency	Percentage Response
HND	6	15.79%
B.Sc.	6	15.79%
PGD	9	23.68%
M.Sc.	9	23.68%
PHD	0	0.00%
Others(specify)	8	21.05
<b>Total</b>	<b>38</b>	<b>100.00</b>

It can be seen from Table 2 that most of the respondents hold a Post Graduate Diploma or a Masters Degree, constituting 47.36% of respondents of the study. This statistic would have a bearing on the reliability of the findings of the study.

Years of Experience acquired by Respondents: The years of experience acquired by respondents in the study is presented in Table 3.

**Table 3. Years of Experience**

Years of Experience	Frequency	Percentage Response
Less than 5 yrs	3	7.89%
6 – 10 Yrs	7	18.42%
11 – 15 yrs	8	21.05%
16 – 20 Yrs	9	23.68%
21 +	11	28.95%
<b>Total</b>	<b>38</b>	<b>100.00</b>

From Table 3, it can be seen that 28.95% of the respondents have more than 21 years of experience, 23.68% have between 16 and 20 years of experience whilst 21.05% have between 11 and 15 years of experience.

Nature of Company's Business: The study sought to find out the nature of business being undertaken by the respondent's company. This is presented in Table 4.

**Table 4. Nature of Company's Business**

Nature of Business	Frequency	Percentage Response
Construction/Engineering	26	68.42%
Banking/Finance	7	18.42%
Environmental	4	10.53%
Management	1	2.63%
<b>Total</b>	<b>38</b>	<b>100.00</b>

Table 4 shows that 68.42% of the respondents surveyed are in construction related business. This can be explained by the fact that many of them are engaged in estate development. For instance, some of the companies, apart from being primarily in the Banking/Finance business, also have estate development departments.

Duration of Company Establishment: Table 5 shows the duration the organizations surveyed were established.

**Table 5. Duration of Company Establishment**

Profession	Frequency	Percentage Response
Less than 5 yrs	6	15.79%
6 – 10 yrs	9	23.68%
11 – 15 yrs	3	7.89%
16 – 20 yrs	5	13.16%
21+	15	39.47%
<b>Total</b>	<b>38</b>	<b>100.00</b>

Table 5 above shows that 39.47% of the organizations surveyed have been in existence for over 21 years. This can be explained by the fact that many of the organizations are government agencies, which have been in existence for more than 20 years, 23.68% have been in existence for between 6 and 10 years while 15.79% have been in existence for less than 5 years.

Public-Private Partnership (PPP) Method Employed by Organizations: The study sought to know the PPP method used by organizations in the study using the classification of PPPs in the Canadian Government Report (2001). Data obtained for this is presented in Table 6.

**Table 6. PPP Method Employed**

PPP Method	Frequencies	Percentage Response
Design-Build	17	44.74%
Operation & Maintenance	11	28.95%
Build-Own-Operate & Transfer	6	15.79%
Lease-Develop-Operate	2	5.26%
Lease-Transfer-Operate	2	5.26%
Build-Own-Operate	0	0.00%
<b>TOTAL</b>	<b>38</b>	<b>100.00</b>



It can be seen from Table 6 that 44.74% of the respondents make use of the Design and Build Method of PPP, followed by 28.95% who make use of Operation and Maintenance whilst 15.79% make use of Build-Own-Operate and Transfer for their PPP. None of the respondents made use of Build-Own-Operate.

Criteria for Choice of Partners: The criteria for the choice of PPP partners by the respondents are presented in Table 7.

**Table 7.** Criteria of Choice of Partners

Criteria	Mean Response Av	Standard Error	Standard Deviation	Variance
Financial Capability	3.5882	0.1797	1.0479	1.0980
Technical Expertise	3.3824	0.1636	0.9539	0.9100
Operation/Management Capability	3.3235	0.1382	0.8061	0.6497
Risk Bearing	3.1471	0.1642	0.9577	0.9171
Concession Period	3.0000	0.1580	0.9211	0.8485

Table 7 shows that Financial Capability which has the highest mean response average of 3.5882 was considered over and above all other variables in the choice of private partners, followed by Technical Expertise, Operation/Management Capability, Risk bearing, and Concession Period Required in that order.

Length of Respondent's Residency: The study sought to know the length of the residency of the respondents in the area where they are operating the PPP. Results from this investigation are presented in Table 8.

**Table 8.** Length of Respondent's Residency

Length of Residency	Frequency	Percentage Response
Less than 2 yrs	4	10.53%
2 – 4 yrs	4	10.53%
5 – 6 yrs	8	21.05%
7 – 9 yrs	6	15.79%
10+	16	42.11%
<b>TOTAL</b>	<b>38</b>	<b>100.00</b>

Table 8 reveals that 42.11% of the respondents have been in the community for more than 10 years, implying that the respondents are very familiar with the community and hence should know their pressing needs.

Infrastructure Needs of Host Communities: Table 9 shows the most pressing needs of the host communities surveyed. The respondents were asked, based on the length of their residency, the most pressing needs of their community and this is presented in Table 9.

**Table 9.** Infrastructure Needs of Host Communities

Needs	Frequency	Percentage Response
Roads/Accessibility	15	39.47%
Housing	14	36.84%
Electricity	5	13.16%
Solid Waste	3	7.89%
Drainage	1	2.63%
<b>TOTAL</b>	<b>38</b>	<b>100.00</b>

Table 9 reveals that Roads/Accessibility and Housing constitutes an aggregate of 76.31% of the needs identified by the respondents.

## **Discussion and Conclusions**

### **Types of Infrastructure needed in Communities**

Table 8 reveals that majority of respondents have stayed in their communities for more than ten years. Meaning that they are familiar with their communities and therefore know the particular infrastructure that is needed most. It can be seen from Table 9, that the Infrastructure needed by most communities surveyed are Roads/Accessibility followed by Housing.

### **Criteria for Choosing Private Partners**

The study revealed in Table 7 that financial capability is the most important criteria that determines the choice of Private Partners. If a private organization is not able to raise funds or attract the necessary funding, it means that that organization will not be considered for the PPP method of project procurement.

### **Ability of Projects Delivered to meet Deadlines and achieve the Efficiency of Cost Reduction**

The study revealed that most of the road projects actually met deadlines. However, in the case of housing projects, many of them are still on-going and the cost implications could not be verified because the data required for analysis could not be obtained, particularly from government establishments. It was observed that most of the housing projects have been running into critical legal problems, such that one of the housing projects is in litigation in court presently. In many instances, private partners in the housing sector have had to ask for an extension of time from their public collaborators.

### **Gaps Currently Existing in the Practice of PPP**

It was observed, during the course of the study, that presently there is no act or law enacted to form the basis or the backbone of the program of PPPs in Lagos State. What currently exists is the Memorandum of Understanding (MOU) between the Public Sector (Government) and the Private Sector (Corporate Organizations). Also, the structure of running the PPP process is also different from what is experienced in other countries of the world. Private partners still relate directly to a particular State Organization. In the case of roads, it is the Lagos State Ministry of Works and Infrastructure, while the Lagos State Ministry of Housing takes charge of projects on housing.

### **Recommendations**

The following recommendations are made to bring about a better PPP process:

- The involvement of partners to cut across sectors. There is need for the government to encourage more corporate bodies outside the construction and engineering sectors to come into PPP. The way to do that is to consider other important criteria in the choice of partners. Technical, commercial, and financial capabilities of the participating firms are vital and inseparable. A situation whereby only the financial capability of the partners is the only criteria is not good enough.
- It is also important for the PPP program to have a wider scope. Neighborhood roads, of between one to three kilometers in a community, reduces the potential for commercial viability. In other European and Latin America countries where PPP is successfully practiced, major Arterials (highways) of about fifty to hundred kilometers are usually embarked upon. Such highways have a major impact on the overall socio-economic life of settlements.
- Provision of enabling law to support the program. A law guiding the program, if available, will make it more accessible and encourage would-be investors who may wish to partner with the government. This is very important considering the unstable political environment in Nigeria. Experiences in other parts of the world show that there are acts of parliament to regulate and guide PPP procurement programs.

- There is need to establish a special body for the PPP program in Lagos State. At the moment, different government establishments are involved. This is contrary to evidence in other countries with successful PPP programs. A special Agency or Commission should be set-up/made up of experts, both within the public service and private sectors, and will cut across a wide spectrum of government establishments: finance, physical planning, environment, housing, justice, transport, etc. Such a body will be given autonomy to operate outside the spheres of the public service system so as to avoid the usual bureaucratic bottlenecks and 'red tape-ism'. In the process, a lot of time can be saved and this will consequently impact on the overall cost of projects delivered.

## Conclusions

It is important that projects procured through PPP actually meet the needs of the people rather than mere political schemes which might not be of value to the people in the long run. However, it can be concluded that:

### Key Lessons Learned:

- The projects being embarked upon in the communities under study are indeed desirable. Even though, most of these roads are neighborhood roads. In other countries where PPP have been successfully utilized, highways which can have major socio-economic impact on settlements were embarked upon.
- The most important criteria for choice of Private Partner are Financial Capability.
- The Lagos State Government still largely controls the PPP process in the state. This does not augur well for commercial viability.
- There is no guiding law or an act of parliament, which enables interested parties (public and private) have access and better understanding of the PPP process and on how to be an active player in the process. At the moment the program is still left to the whims and caprices of the public sector.

At the moment the program is still left to the whims and caprices of the public sector. The details of the cost of project is a vital instrument in determining the efficiency or otherwise of a project. The study could not provide evidence on the cost of the projects evaluated. Many of the respondents could not provide data in this regard particularly government establishments that are involved in the projects. The data collected here were very insignificant and as such, cannot be used to generalize. There is therefore the need to carry out further research in this area.

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