

## Application of Public Private Partnership (Ppps) for the Development of Infrastructure Facilities in Tertiary Institutions in Nigeria

Okani Doris Ugo-onyeka, Ojelade, Samuel Oluwatobiloba,  
Umoru Abdulrasheed Oseni, Saleh K., M.

Department of Educational Management, Faculty of Education, University of Abuja, Nigeria  
okanidoris@gmail.com, smlojelade@gmail.com, akpakpalakpa@gmail.com,  
khalidmahmuh13@yahoo.com

**Abstract:** This study aims to investigate the utilization of Public Private Partnerships (PPPs) in the development of infrastructure facilities in Nigerian tertiary institutions. The study used secondary data that were collected from online and print resources. The paper concluded that the application of Public Private Partnerships (PPPs) model in the tertiary institutions in Nigeria can help to fix the infrastructure gap in the various institutions across Nigeria. PPPs can also help to address the funding gap for infrastructure projects in tertiary institutions, as the private sector can contribute a significant portion of the necessary capital. Furthermore, PPPs can foster innovation, as private companies may bring new technologies and ideas to the table. Overall, the use of PPPs for infrastructure development in tertiary institutions in Nigeria has the potential to bring about significant improvements in the quality and accessibility of these facilities, benefiting both the institutions and the wider community. Based on this findings, the paper recommends that the federal and state tertiary institutions should embrace the PPPs model to develop their infrastructure facilities. Governments should make policies that will support PPPs programme to thrive in the tertiary institutions in Nigeria.

**Key words:** Public Private Partnerships (PPPs), Tertiary education.



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### 1.0 Introduction

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 offers a broad range of academic disciplines and professional programs, including bachelor's degrees, master's degrees, doctoral degrees, and professional certifications. It

focuses on in-depth exploration of subject areas, critical thinking, research skills, and the development of specialized expertise (Proctoredu 2023). Tertiary education refers to specialized education in a specific field, taken on after finishing high school. Tertiary education is non-compulsory and provided in a specialist institution, usually a college, polytechnic or university. This form of education may be delivered virtually or at a distance (Top-hat, 2023).

According to Edinoh & Wali-Essien (2023), tertiary education is a social agent of progress and development in the society and aids technological advancement. It is designed to help in the development of nations by providing the high as well as the middle level manpower needed for the social, economic and political advancement through the programme of teaching, learning, research and community services. This function places tertiary education at the apex in the ranking of educational institutions and it is designed to accommodate knowledge acquisition and production. Tertiary education according to Ogunode (2025) is an organized educational system that is consciously designed for manpower production, in-service training and national development. Tertiary education is an education that advances teaching, research and community services for national development. Tertiary education is an education industry that is meant for the production of manpower and national development via implementation of teaching, research and provision of community services. The objectives of tertiary education includes; to provide higher education opportunities via effective teaching, researching and provision community services; to develop produce students with specialized knowledge and skills for solving personal problem and national problem; to prepare student for national workforce and to contribute to societal and community development; to provide academic program of various disciplines; to provide quality instruction in field of studies and to conduct researches to generate new knowledge for national development and to solve complex problems (Ogunode 2025).

Infrastructure facilities is very critical for the realization of tertiary education cardinal programme. Infrastructure can be described by Ayeni, (2017) 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. 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).

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).

Inadequate infrastructure facilities have been identified as a major problems in the Nigerian tertiary institutions. Ogunode, and Akpakwu, (2023) and Ebehikhalu, and Dawam (2016) noted that it is very clear that Nigerian tertiary institutions especially the universities have teaching and learning facilities that fall far short of the international best practices and Nigeria's National Minimum standard. The state of these facilities is disturbing and apart from the fact that they are grossly inadequate most of them are in shambolic state, comatose, obsolete and out of use while many others are improvised. The Nigerian universities, physical facilities for teaching and learning are inadequate, substandard, overstretched, overcrowded and most times improvised. The abysmal state teaching and learning infrastructure in Nigerian Universities is a consequence of the financial imbroglio in the nation's ivory tower, due to the inability of the government to adequately provide adequate funds for the institutions. Nigerian universities have been grossly

underfunded and the consequence of this has manifested in the deficiency of teaching and learning infrastructural facilities development in the universities.

The shortage of infrastructure facilities in the Nigerian tertiary institutions is linked to poor funding from the government and stakeholder in tertiary education. According to the World Bank, higher institutions in sub-Saharan African countries like Nigeria face the formidable policy challenge of balancing the need to raise educational quality with increasing social demand for access. It added that the “task of funding these institutions will become increasingly difficult in the years ahead, as the youth population continues to grow, each country will have to devise a financing approach to higher education development that enables it to meet the challenge.” That “financing approach” stakeholders in the education sector have come to agree, is the collaboration between the gown and the town (private partners). Public-private partnership is considered “an agreement between government and private partners that may include the operations and financiers according to which the private partners deliver the service in such matter that the service delivery objectives of 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 (Lawal, 2024).”

The shortage of infrastructure facilities in the various tertiary institutions across is among the factors for poor international ranking. Shortage of facilities have affected implementation of teaching and learning in the higher institutions (Ogunode, & Jegede, 2021; Ogunode, & Ibrahim., 2024). The problem of shortage of infrastructure facilities has affected smooth implementation of teaching, research and community service provision. The problems have affected both lecturers and students in the areas of execution of academic functions. Many of the stakeholders in the higher education system in Nigeria are calling for the adoption of Public Private Partnerships (PPPs) model to help in the development of infrastructure in the various tertiary institutions. It is based on this that this paper examine the application of Public Private Partnership (PPPs) for the Development of Infrastructure Facilities in Tertiary Institutions in Nigeria

## **2.0 Literature Review**

### **2.1 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). Public Private Partnerships (PPPs) 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”.

In other word, PPP defined as private-sector investment in public infrastructure have peculiar characteristics (Yescombe, 2018) including being a long-term contract (PPP Contract) between a public-sector party and a private-sector party; for the design, construction, financing, and operation of public infrastructure (Facility) by the private-sector party; with payments over the life of the PPP Contract to the private-sector party for the use of the Facility, made either by the public-sector party or by the public as users of the Facility; and with the Facility remaining in public-sector ownership, or reverting to public-sector ownership at the end of the PPP Contract. 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).

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.

### 3.0 Method

It is a systematic literature review-based report. It has collected and reviewed the related previous literature from various online sources. It has collected secondary information to generate knowledge on this topic. It has followed the qualitative narrative design. The researcher has visited different online sites to collect the previous literature and analyze on application of Public Private Partnership (PPPs) for the Development of Infrastructure Facilities in Tertiary Institutions in Nigeria. The previous findings are critically analyzed and presented in different themes as the impact of Public Private Partnership (PPPs) on Development of Infrastructure Facilities in Tertiary Institutions.

### 4.0 Result and Discussion on Application of Public Private Partnership (PPPs) for the Development of Infrastructure Facilities in Tertiary Institutions in Nigeria

There has been a growing trend in recent years for public and private sectors to cooperate in order to develop infrastructure facilities in tertiary institutions in Nigeria. This type of collaboration, known as Public Private Partnerships (PPPs), has become increasingly popular due to its potential to overcome the numerous challenges faced by the higher education system in the country.

The study of Ayeni, Doosuur and Kefas, (2021) 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. One of the major benefits of PPPs is their ability to bridge the gap between limited government funding and the ever-increasing demand for high-quality infrastructure in tertiary institutions. By leveraging private sector expertise and resources, PPPs can help to overcome financial constraints and



accelerate the development of much-needed facilities such as classrooms, research labs, and student housing (World Bank 2015; Atobatele, 2018; Ogunode, et al 2023).

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 (Gikonyo, 2020; Mark, 2019; Hodge, & Greve, 2018). Ogunode, et al (2023) 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. PPPs can also bring about efficiency and innovation in the development of infrastructure facilities. Private sector partners often bring with them new technologies, techniques, and management practices that can improve the quality, speed, and cost-effectiveness of infrastructure projects. This can ultimately lead to better academic outcomes for students and faculty, as well as contribute to the economic growth of the country (Umar, & Current, 2016; Hassan, & Fatile, 2022).

Akintoye et al., (2015); Akintoye & Beck, (2015) depicts public private partnerships (PPP) as a long-term contractual agreement and relationship between the public authorities and private sector companies and concluded that PPP is a delivery method aimed at financing, designing, implementing and operating public sector facilities and services. The tangible benefits, PPPs also have the potential to promote knowledge sharing and collaboration between academia and the private sector. This can lead to the development of innovative solutions to real-world problems, as well as provide students with opportunities for hands-on learning and potential career advancement. However, it is important to note that PPPs also come with their own set of challenges (Bello, 2011; Wang, & Ma 2020). These include issues related to accountability, transparency, and the potential risk of privatizing public services. Therefore, it is crucial for proper regulations and guidelines to be in place to ensure the success and sustainability of PPP projects in tertiary institutions (Ingiagar, Bassey, & Bullem, 2022; World Education News Review 2017).

The development of infrastructure facilities in tertiary institutions in Nigeria through PPPs has the potential to greatly benefit the higher education system. By bringing together the strengths of both the public and private sectors, PPPs can help to address the infrastructure deficiencies and support the overall development and growth of the country's academic landscape (Musa, 2015; Muhammad Umar, & Abdul, 2024). Lawal (2025) opined that the Nnamdi Azikiwe University (NAU), Awka, University of Lagos (UNILAG), University of Ibadan (UI) and Fountain University, Osogbo, illustrate the success stories of public-private partnership. For example, NAU has projects like the Chike Okoli Centre for Entrepreneurial Studies (a design-donor-fund-build and transfer project); JUHEL Building housing the Faculty of Pharmaceutical Sciences; ELMADA International Hostels (a built-operate and transfer project); Chisco Institute of Transportation Studies; and Gauze Pharmaceuticals Ltd Pharmacy.

At Fountain University, there are the IBB Students' Centre; Hall Easy Place Properties Accommodation Project (under Build-Operate and Transfer); College of Natural and Applied Sciences in partnership with Al-Jaiz Bank, Nigeria (a design-finance/fund project); Hajia Amina Namadi Sambo Multipurpose Hall (a design-build-transfer project); and Adegunwa Hall of Residence is another design-build-transfer venture (Lawal, 2024). John and Godwin (2017) concluded that PPP in tertiary education has worked in other countries like China, India, Thailand and the Philippines; it can work in Nigeria. The conscious implementation of PPP will enhance the efficiency of tertiary institutions, increase access, broaden stakeholders' participation and ensure accountability and sustainability in tertiary education service delivery.

## 4.1 Findings

The paper revealed that PPPs application in the tertiary institutions in Nigeria has this ability to bridge the gap between limited government funding and the ever-increasing demand for high-quality infrastructure in tertiary institutions. By leveraging private sector expertise and resources, PPPs can help to overcome financial constraints and accelerate the development of much-needed facilities such as classrooms, research labs, and student housing.

## 4.2 Conclusion and Recommendations

This study discussed the utilization of Public Private Partnerships (PPPs) in the development of infrastructure facilities in Nigerian tertiary institutions. The paper concluded that the application of Public Private Partnerships (PPPs) model in the tertiary institutions in Nigeria can help to fix the infrastructure gap in the various institutions across Nigeria. PPPs can also help to address the funding gap for infrastructure projects in tertiary institutions, as the private sector can contribute a significant portion of the necessary capital. Furthermore, PPPs can foster innovation, as private companies may bring new technologies and ideas to the table. Overall, the use of PPPs for infrastructure development in tertiary institutions in Nigeria has the potential to bring about significant improvements in the quality and accessibility of these facilities, benefiting both the institutions and the wider community.

Based on this findings, the paper recommends that the federal and state tertiary institutions should embrace the PPPs model to develop their infrastructure facilities. Governments should make policies that will support PPPs programme to thrive in the tertiary institutions in Nigeria.

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