PUBLIC PRIVATE PARTNERSHIP AND EDUCATIONAL INFRASTRUCTURE IN NIGERIA

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Abstract: *The objective of the study was to examine the impact of public-private partnership on educational infrastructure in Ogun State model secondary schools. There is a consensus among educationists, policy experts and policy makers that there are not enough resources for government alone to address growing education challenges in many developing countries. Consequently, a paradigm shift by the government to embrace the PPP initiatives in addressing infrastructural decay in schools is advocated. Data were derived from the review of official records, newspapers, website, journals and internet. Findings show that 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, while the challenges militating against Public-Private Partnership in education are increase in the growing population, inadequate financing of the sector, lack of qualified teachers, ill-motivated manpower, corruption and systemic embezzlement as well as the exclusion of low-income people from the PPPs services. Given the huge educational gap at public secondary school level in Ogun State, the study recommend training of stakeholders that are involved in PPPs, stakeholders must be conversant with the rudiments, knowledge and orientation of projects they are embarking upon, also we should localised our enabling laws so that our institutional framework can be strengthen, corruption and nepotism should not hold way in contracting and bidding of PPPs projects like it was done on other public utilities.*
Keywords: *Public-Private-Partnerships, Infrastructure Development, Model Secondary School, Ogun State.*

Introductıon

"In Nigeria, it is unarguable that the nation has experienced a colossal shortage of infrastructure and the infrastructure which is available and accessible are not satisfactorily utilized. The previous administration have invested hugely in the state infrastructure in which education sector is not excluded. This can be justify by the statement of the State's Commissioner for Regional and Urban Planning as she uncovers to Business Day in an interview in Abeokuta that Ogun State has become the most preferred investment destination in Nigeria and the most flourishing industrial hub in Africa because the State government has embarked on aggressive development of infrastructure aimed to open up the State for more investors. The State in the last five years has attracted billions of naira investment from both local and foreign investors who see her enabling environment enough for them to settle for business as a result of the massive infrastructure rebirth that the state is currently experiencing. Authorities of the state estimate that 35 percent of all the Foreign Direct Investment (FDI) into Nigeria in the last two years found their way into the state. Sokenu (2016), ascribed the investment inflow to the governments decision and pledged to give an enabling environment likewise infrastructural renewal through its economic strategy. It ought to be noted that the exact figure invested in infrastructure annually is not accurate, hence, there is the need for Public-Private Partnership to help in bridging the gap closer to the expected desire of infrastructural development in Ogun State"(Business Day, 2016).

In the light of the above, it is evident that the government alone even at the best of times cannot provide infrastructural requirements needed for the economic development of the country, hence, the call for the intervention from the private sector in the provision of public infrastructure is necessary"(Taiwo, 2016). Public private partnership is therefore a necessary and a significant instrument for the attainment of sustainable infrastructure development. "Public private partnership came into existence as a channel for infrastructure development and renewal, i.e. to make available adequate infrastructure through public private partnership's development. Public private partnership can be said to be a crossover from the traditional contracting of projects to private personnel to develop a particular project which the government will pay such private personnel for the provision of such projects and which may not later be fully completed" (Fatile, 2015). Here, "the essence of public private partnership is to see to the successful development of infrastructure by the contribution and collaboration of both the public and private sectors. Private public partnership is of great significance to the development of any nation. It has essential implications for the role of the state vis-à-vis the private sector as a provider of public services"(Leonard, 2012). "It is based on this and also because of growing pressure to find new and better ways to succeed in the innovative field of the labour market and to reach the poorest areas of the society, the public sector is looking up to the private sector for leadership, technical expertise, and innovative ways to finance vital societal projects and services" (Okoye and Chijioke, 2013). "PPPs aim to combine the skills, expertise, and experience of both the public and private sectors to deliver higher standard of services to customers or citizens. The public sectorcontributes assurance in terms of stable governance, citizens' support, financing, and also assumes social, environmental, and political risks. The private sector brings along operational efficiencies, innovative technologies and managerial effectiveness, access to additional finances, and construction and commercial risk sharing" (Egbewole, 2011).

"Traditionally, it has been the role of the government to provide secondary school education and studies have shown the degree to which PPP in education has been successful in different countries across the world" (Leonard 2012). "Others have focused on the role of government agencies in PPP in secondary education and the contributions of PPP to address the education challenges in Nigeria" (Taiwo, 2016).

However, the gap in knowledge to the study which Leonard, 2012; Taiwo 2016 and other writers fail to consider is how public private partnership affect educational system in Nigeria especially at the secondary level. Meanwhile, there are few empirical studies on the prospects and challenges of PPPs in public secondary education in Nigeria. Among these few studies, none has specifically investigated the adoption of PPP in education sector in Ogun State, Southwest Nigeria. Consequently, part of the study is to explore the challenges of PPP in secondary education especially the newly created models school in Ogun State and also to identify the key partners, their roles and the target population, as well as cost of schooling in PPP education schemes in terms of affordability. The challenges militating against the PPPs in meeting education needs of low-income residents in Ogun State were also examined.

Objectıves of the study

The main objective of this paper is to examine how Ogun State can successfully adopt PPP as a policy option when it comes to infrastructure development in Nigeria educational system. The secondary objective is to investigate how PPPs assist the government in providing qualitative and affordable education in Ogun State, Nigeria.

Conceptual and theoretıcal frameworks

In this section attempt is made to conceptualise public private partnership and infrastructure development which is considered as a key variable central to this research and to situate the study within the context of Principal-Agent and Institutional theories which are relevant for its analysis.

The Concept of Public Private Partnerships (PPPs)

Public Private Partnerships (PPPs) is a much contested concept. It is not only hard to define the concept, since it can take many forms, but opinions differ whether they are a wishful development. Proponents and critics of PPPs agree on a loose concept of PPPs, namely a public and private interaction to deliver a service. Yet providing a clear definition turns out to be challenging. The term is a sort of an umbrella notion covering a broad range of agreements between public institutions and the private sector, aimed at operating public infrastructures or delivering public services (Education International, 2009).

According to the National Council for Public-Private Partnerships (2012), a PPP is defined as a contractual agreement between a public agency (federal, state or local) and a private sector entity. Through this agreement, the skills and assets of each sector (public and private) are shared in delivering a service or facility for the use of the general public. In addition to the sharing of resources, each party shares in the risks and rewards potential in the delivery of the service and/or facility. Public Private Partnership can also be described as an agreement between governments and private sector firms for the provision of public infrastructure, facilities and services. It is a contractual arrangement formed between public and private sector partners 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 (Leonard, 2012). The private partner may contribute substantial cash or equity in the project and the public sector may also contribute but ultimately gains access to new revenue or service delivery capacity. It also refers to a form of cooperation between public agencies and the private sector to finance, design, build/construct, renovate, manage, operate or maintain an infrastructure or service utility which involves some form of risk sharing.

Egbewole (2011) believed that the allocation of sizable and, at times significant, elements of risk to the private partner is essential in distinguishing the PPP from the more traditional public sector model of public service delivery. There are two basic forms of

PPP: contractual and institutional. Although institutional PPP has been quite successful in some circumstances, particularly in countries with well-developed institutional and regulatory capacities, contractual PPP are significantly more common, especially in developing economies.

While there is no universal consensus about the definition of public-private partnerships, the following elements typically characterize a PPP:
The infrastructure or service is funded, in whole or in part, by the private partner.
Risks are distributed between the public partner and private partner and are allocated to the party best positioned to manage each individual risk.
PPP is a complex structure that involves multiple parties and relatively high transaction costs.
PPP is a procurement tool where the focus is payment for the successful delivery of services (the performance risk is transferred to the private partner).

Oyedele (2013) identified the essential Features of PPP as follows;

1) PPP is a form of collaboration or joint endeavour between the public and private sectors for the purposes of implementing a project, whereby the resources, strength and capabilities of each parties are brought together. This is done in a way which allocates risks and responsibilities between them in a rational manner designed to achieve the optimum balance from each perspective.

2) In practice, PPP structures usually involve the transfer of much of the responsibility for financing, designing, constructing and operating the project and most of the risks associated with these activities to the private sector- whilst allowing certain (often residual) responsibilities and risks to be retained by the public sector. Effective education can best be achieved when government collaborates with a range of other actors in private sector, civil society, independent experts, communities and families.

3) PPP systems entail the pooling of competencies, resources, and capacities from the public and private sector to achieve outcomes that add value beyond what either party could achieve acting alone. The approach builds on the idea that different sectors in society have different yet potentially complementary core competencies and resources that, if appropriately joined, produce positive results for national benefits.

4) Governments benefit from PPP by gaining access to corporate expertise in management, strategic planning, innovative solutions, labour market expertise, skills development, efficient delivery of services, project development, and logistics support.

Meanwhile, there are other features that is parochial before PPPs can came into existence and such feature includes;

1. The Legal Framework must be sound because of the different objectives of the parties.
2. There must be efficient and effective costing. The costing must take into consideration all the risks involved.
3. The source of finance must be assured, accessible and sustainable.
4. Both parties must have technical knowledge of the infrastructure being developed though it may be at different levels.
5. It must be based on value for money (vfm), must be economical, efficient and effective.

Farlam (2005) suggested that PPPs bring the business efficiency and effectiveness to public sector service delivery and avoid the politically volatile factor of full privatization of public utilities. They allow governments to retain ownership while contracting the private sector firm to carry out a specific function such as designing, building, maintaining and operating infrastructure like roads, bridges and ports, or providing basic services like health, water, waste disposal and electricity. Government earns income by leasing public-owned properties or alternatively pays the private firm for improved infrastructure and efficient service delivery. The private sector may also get paid by consumers for using such utility. Ibrahim (2013), asserted that PPPs can be commissioned for (or any combination of) financial, developmental, efficiency, ideological and political reasons.

3.1.1 Financial reasons (risk diversification): PPP may be implemented because the government doesnt have enough resources to carry out a project alone. Risk diversification can also be a motive to implement PPP because it encourages investment in projects that would otherwise not have been carried out because of the high product/market risks.

3.1.2 Development reasons: The realization of Millennium development goals (MDGs), Vision 20:2020, or certain international standards is another reason to implement PPP.

3.1.3 Efficiency reasons: This can be viewed from two angles; market failure and government failure.

- Market failure means that private firms fail to innovate and ensure continuous improvement in product and process development because this is not profitable for them.
- Government failure means that the government fails to secure accountability between decision makers and industry/economic players.

Ideological/political reasons: the changes that occur in the socio-political and industry climate sometimes encourage PPP interventions, especially where the project is internationally funded. Also for political reasons, government may support economic liberalization and less state interventions.

Infrastructure development

According to World Bank (2015) Infrastructure offers significant investment opportunities for long-term investors, even in a time of global crisis. It is important, both for economic recovery and long-term development. 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 (Sulivan and Sheffrin, 2003). Infrastructure can be described generally as the set of interconnected structural elements that provide framework supporting an entire structure of development. It is the means of achieving an objective or set of objectives and also includes the objectives. It is an important term for judging a country, region or states and individuals developments/status. The term typically refers to the technical structures that support a society, such as roads, telecommunications, water supply, electrical national grids, etc 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). Viewed functionally, 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).

There are two types of infrastructure, Hard and Soft" infrastructure. Hard refers to the large physical networks necessary for the functioning of a modern industrial nation, whereas "soft" infrastructure refers to all the institutions which are required to maintain the health, cultural, economic and social standards of a country, such as the financial system, the education system, the health system, the governance system, and judiciary system, as well as security (Kumar, 2005).

Theoretıcal Framework

To get a better understanding of the possibilities and shortcomings of PPP, it would be useful to base the review of the study on an analytical framework. Such a framework would also be useful when structuring the discussion of findings in the reviewed literature. A number of scholars in the public management realm have highlighted the theoretical foundations of PPPs, although there is no unified theoretical basis for PPPs. It is possible to situate this paper within the context of the Principal Agent framework and Institutional Theory given the specific nature of risks existing in most PPP projects.

Principal-Agent Theory: The PAT was developed by Mike Jensen and William Meckling; American economists in 1976; hence, they both have their foundation on financial economics and managerial economics. PAT establish the framework and explains the roles of the Principal (State) and the Agent (managers) in the provision of infrastructure in the economy (Jensen and Meckling, 1976). Applying Principal-agent theory to PPP's we can say that the principal is the state (or other public actors) and the agent is the private sector company, partnership or consortium that the state contracts with. The state wishes to harness the capacity (human and investment), entrepreneurship and innovation of the private sector "agent" to achieve public policy goals, but has to recognize that; private sector "agents" have their own objectives and; will only enter into deals if they think that these will in some way be furthered by implementation of the Public Private Partnership agreement. Specifically, firms will only enter into PPP agreements if their expected "utility" from concluding the deal exceeds what they could obtain from directing the same resources to alternative uses, i.e. the opportunity cost of these resources (Poulton, 2009). Poulton (2009) further asserted that at the heart of Principal-agent theory is the problem of asymmetric information. If the state had perfect information, concerning the capability and motives of potential private sector partners (prior to signing of a contract) and the actions and motivations for these actions (during implementation of a contract), the challenge above would be fairly straightforward. However, in reality these things are at least partly hidden from everybody except the (senior management of the) firm itself. In compliance with principal agent theory the two contract parties in PPP are named principal (the public authority) and agent (the private enterprise). Both actors are intrinsically motivated by self-interest based on rationality (Greiling, 2009). This theory is mainly interested in how the agent can be forced to act in accordance with the principal. A so-called agency problem evolves that is not only derived from the actors' egoism but from information asymmetries in favour of the agent. The principal agent theory is applied as a theoretical reference framework for the PPP partnering model and the PPP performance process model to restrict opportunistic behavior. The principal agent theory therefore constitutes the theoretical base for optimally structuring contractual incentive mechanisms to protect against opportunistic behavior (Jensen and Meckling, 1976). Principal agent theory also broaches the issue of risk-bearing. This is a central topic for Public Private Partnership because the share of risks is supposed to be one main advantage of the PPP concept for growing efficiency in public service delivery.

There are several general conclusions on Principal agent theory. These include; Firstly, the risk should be allocated to the Agent to the extent he does manage the risk. Secondly, risk should be allocated to the least risk adverse partner in order to minimize the overall risk-bearing cost. In the Principal-Agent literature, the Agent is most of time supposed to be risk averse whereas the principal is supposed to be risk neutral. Thirdly, the Principal should support risk in order to minimize the overall risk-bearing cost.

4.2 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, schems, 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). An important element of institutional theory is conformity. While formal institutions are conscious in their guiding principles which prescribe or proscribe parties' behavior, it is also important to include informal rules or trust patterns as part of the institutional framework since behavioral 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. There is a link between how political institutions shape political incentives, how political behavior influences policy making processes and their capabilities. In the case of PPPs, governments are responsible for the establishment of programs and to develop 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). Institutional theory is used to analyze the influence of the institutional environment on PPP projects with the intention of refining it and proposing it for further research to study the interplay between the institutional and project outcomes. The categorization proposed by Mahalingam et al. (2011) serves 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 logics surrounding PPPs are the same across these arenas.

Model of Public-Private-Partnerships

Oyedele (2013) 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 environment risk, endeavors to make profit,

and thereafter transfer ownership to 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 conceived a development idea, design, construct it, operate it and own 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 of time, and thereafter transfer ownership title and operations to the government.
Build, Own, Operate and Transfer (BOOT): This is similar to DBOT model however the private sector partner will have a complete ownership for a given period of time, 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 of time and transfer ownership to government at the expiration of the contract.
Joint Development Agreement (JDA): This model encourages the private and public sector 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 contract and lease contracts involve a private firm taking over the management and control of a public enterprise for a given period of time 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 government outsources some supporting services to the private sector such as billing, postage, stationary supplies, metering, transport, or cleaning.
Leasing Contract: In Lease Contract, the private investors build the infrastructure and lease it to government under 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 is stricken by poverty, whatever model is adopted should place the benefit of citizenry at top most priority.
Concession: This is a collaborative agreement between a government and private developer(s) to design and develop facilities through combination of participants which

include the financiers, contractors and consultants. The developers may not necessarily be the financiers of the project.

Methodology

The aim of the paper is to examine public private partnership and infrastructure development in Nigeria. The data for this paper were drawn mainly from secondary sources. While the paper is exploratory in nature and it meant to investigate whether there has been an improvement in the service delivery when it comes to qualitative education at the model secondary school in the State through public private partnership. Based on this, the study maintains the qualitative paradigm of social research such as textbooks, journals, articles, newspapers and other publications. To improve on the reliability and validity of the study, multiple secondary sources were used to minimize the risk of error.

PPP and ınfrastructure development ın Ogun state, Nıgerıa

Construction industry is the backbone of infrastructural development and this industry is a driver of growth in other sectors due to its heavy reliance on an extended and varied supply chain. All other sectors of the economy like manufacturing, education, health, sports etc, depend on construction industry for performance (Oyewole, 2013). However, with the obvious decay in infrastructure, and the failure of existing contracting methods, due to varying degrees of corruption, adoption of PPP appears to be an attractive alternative. Niniowo (2016) asserted that the focus of PPP is on end results and standards, and not on processes as the case is with traditional contracting. PPP provides the best quality and value for the taxpayers money. Adoption of PPP in infrastructural development will provide adequate and affordable infrastructures, employment, rural development and tax as a form of income for government. PPP has been successfully used in the provision of infrastructures world over. According to Oyewole (2014), the infrastructure gap is very wide in Nigeria because of the irresponsibility of past and present leaders in the provision of infrastructures. With PPP, governments are now achieving greater provision of infrastructures. Clement (2011) is of the opinion that PPP gives local authorities access to new sources of capital investment and management skills for new or improved facilities and creates new opportunities for the private sector to combine construction facilities, management, finance and operating skills.

Globalization and modern technology means that direct provision of goods and services is no more fancied worldwide and that a dynamic and inventive kind of politics is required in response (Ibrahim, 2013). PPP helps the government to focus and to engage in more capital investment than it would by following conventional procurement methods. It is akin to taking out a mortgage, with public bodies being forced to pay the true market rate for capital. Commercial companies provide the initial capital and in theory assume the risks associated with construction and maintenance in return for guaranteed leases that will allow them to cover costs and make a profit. Instead of building new offices, schools and IT facilities, local councils now lease them from commercial companies, thereby providing the provider of these asset-based services with a secure low income (Fulmer, 2009).

Moreover, the strategic objective for the Infrastructure Concession Regulatory Commission (ICRC), 2005 is to accelerate investment in national infrastructure through private sector funding by assisting the Federal Government of Nigeria and its Ministries

Departments, and Agencies (MDAs) to implement and establish effective Public Private Partnership‘s (PPP) procurement. The act provides for the participation of private sector in financing the construction, development, operation, or maintenance of infrastructure or development projects of the Federal Government through concession or contractual arrangements; and the establishment of the Commission to regulate, monitor and supervise the contracts on infrastructure. The scope of the Federal Government□s programme for PPP is the creation of new infrastructure and the expansion and refurbishment of existing assets at the federal level.

PPP ın Ogun state model schools

Ogun State Government proposed to set up 26 model schools at the rate of one school building per local government and six to all the senatorial district of the state. These schools will be centres of qualitative education at the secondary level and would have infrastructural facilities at least of the standard with stipulation for pupil-teacher ratio, educational environment, appropriate curriculum, ICT enablement and emphasis on output and outcome. About 200 blocks of classrooms that are conducive in learning in the State are constructed in all senatorial district and these are meant to lift the education standard in Ogun State as it can be seen in Appendix I.

The model schools are set up by government using her own financial resources and to be managed by private partner with full autonomy and management control which fall under auspices of PPPs. The government would provide a capital incentive which would be payable over a few annual instalments. The release of the amount would be triggered through certification by an independent agency on achieving pre-determined performance standards. 50% of seats in each school would be filled up through sponsorship by the government from among the best public three students for each public secondary school that sat for unified secondary examination for which the government would provide a capital recurring grant which is equal to the actual per capital cost incurred by government in running similar government schools. The remaining 50% of the seats should be filled up by the management which would charge an appropriate fee. Land for the school would be provided on lease at a concessional rate by the State government, or the private partner would be free to purchase suitable land of its own. In each block, the private partner would be chosen through a competitive bidding process.

Therefore, government involvement in these aspects is intended to speed up the process of providing qualitative education in the State. The private organizations on the other hand are involved in the management of the daily routine affairs, and also determine the actual cost in which can pay for the service. The fact that private organizations determine the prices of the service means that the government wants to ensure a margin of profit and to sustain their interest in the PPP schemes.

Table 1: Roles of the Partners in PPP Model Secondary School Schemes in Ogun State

Government	Corporate Investors in Education
Provision of infrastructural facilities	Pay for other sundry charges
To provide access road and power supply	Comply with building and planning regulations in the design and construction of the projects
Sets the target	Undertake the design and physical construction of the model school
Play supervision and monitoring role	Funding part of the construction work

Set standard and ensure compliance	Creating awareness(advertising) on the projects
Provides legal policy frameworks	Marketing and allocation of model school to various investors
Creation of awareness and marketing of the school to the teeming public.	Management of the school as agreed by the government.

Source: Adebanwo (2017)

Challenges of PPP experıments ın Ogun state, Nıgerıa

State governments are considering using PPP to develop infrastructure in which Ogun State is not exempted. Although each state is responsible for its own investment projects, many PPP projects within a state will be financed with the support of a guarantee by the Federal Government. In providing any such guarantees, the government will have regard to best practices as exemplified by its own PPP policy and guidelines. These are extracts of the government on PPP policy. PPP interventions in Nigeria has been bedeviled with various forms of obstacles, however, this should be seen as mere teething problems.
Sotola and Ayodele (2011) are of the opinion that the controversy and problem surrounding PPP in education sector could be less damaging if the government failed to make the process of Transferring public utilities to private sector transparent likewise if the government failed to involved the private sector in project circle such as project conception may make the efforts of the government failed. The Olokola FTZ Gas project was conceived as a PPP venture involving Ogun, Ondo and a consortium companies in the oil and gas industry. Though this project is not officially closed, the commitments from political leadership have waned, with a change of government in the States.

In 2004, the Ogun State government unveiled a cargo Airport initiative under a PPP framework. The project was located in Iperu/Ilishan axis in Ogun East Senatorial district. The design of the project was based on the framework that the state government would kick-start the project with on-site mobilization of contractor and some selected private sector participants will ensure the completion. By 2009, the project has been abandoned due to controversies and allegations of corruption. Gateway Hotels, owned by the state government, remained closed due to controversies surrounding concessioning agreements. The concessioning of many publicly owned projects to private firms has become a major debate in public discourse in Ogun state since the coming on board of a new administration. The government had instituted a probe into the public-private partnership ventures entered into by the previous administration in the state.

Despite the above, there exist some challenges. A key function of the government is the provision of infrastructure for the populace. Most Nigerians still view the transfer of this responsibility to the private sector as gross inefficiency especially where it is marred with controversies, as it is the case with Nigeria. Egbewole (2011) asserted that PPP has been seen by many pundits to be elitist, expensive and diversionary. Pricing is a major economic obstacle. Citizens are concerned that, if not curtailed, their collective future will be mortgaged to the elites. Especially in situations where there are no existing and/or efficient alternatives. Some analysts are rather conservative, as they see PPP as the leeway employed by powerful firms and multinationals, primarily driven by profit, to gain entry into the public sector. Also, PPP will always be a more expensive method of funding capital projects because of the requirement to finance the profits of the private firms and the additional borrowing costs. This has caused an affordability gap for many public service organizations. PPP has also been viewed as indicative of the secret and conspiring relationship the government has with big businesses. This can be likened to a face saving relationship for political patronage and electioneering sponsorship. Another problem is that the complexity of many PPP agreements. Most are designed in such a way that it defeats the very essence of democracy- as government of the people by the people and for the people (Oyedele 2013). Closely related is the responsibility factor, PPP places on successive administrations on the assumption that government is continuum. With Ogun State, Nigeria as case in point, these administrations may not wish to continue with the contract, where there are no binding laws.

Conclusıon and recommendatıons

Adoption of Public Private Partnership (PPP) as an effective panacea to the infrastructural deficit in Ogun State, Nigeria, especially in the secondary education appears to be best to our education development if this model can be apply to other sectors of our infrastructure. Hence PPP should be adopted with sincerity of purpose by government and the private sector and trust from the citizenry. Also, any PPP project should be well researched and structured backed by credible, experienced players in order to attract the needed finance. However, a frightening level of distrust for government has been built in Nigeria over the years, such that in situations where there are genuine efforts on the part of government to right some wrongs with PPP, the idea becomes dead on arrival. Moreover, part of the way forward the study recommends are;

1. There is the need to put in place checks and balances in the implementation of policies, programmes execution, systems administration, structures and organizations of the schools. There must be control on the fees and levies charged. Thorough inspection of modelschools frequently by the Ministry of Education is imperative. It will check excesses in unauthorized expansion of curricular and exaggerated extra-curricular activities.
2. The environment and background should dictate the choice of method of teaching and learning and the entire materials that will be applied in the processes.
3. Libraries must be well equipped and students should be tutored and advised to make maximum use of the library facilities. There should be a Guidance and Counselling Unit in each school to enhance the students' intellectual tempo and conceptual understanding as well as academic achievement and vocational inclination towards their chosen subjects and careers.
4. There are still lot of work to be done in the areas of training as stakeholders must be conversant with rudiments of PPP, and also orientation of Nigerians on PPP.
5. Also, for PPP to work in the provision of infrastructure in Nigeria there is need for enabling laws to be domesticated in each state of the federation. These laws must take into cognizance the sensitive nature of public properties, and ensure continuity in governance.
6. Corruption is the bane of our society. No true development can occur where sentiment and greed holds way in our contracting procedures.
7. Furthermore, partisanship and nepotism must be avoided by leaders in all areas of life, especially when it comes to infrastructural provision. These factors drive new governments to review or discontinue existing contracts.
8. Governments should demonstrate political will and co-partner with committed sponsors, experienced concession and Project Manager. There should be Legal/Regulatory framework plus enforcement from Government.

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