
Imperatives of Public Private Partnership (PPP) in the Development of Education in Nigeria

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Abstract

Public Private Partnership in the area of education is an initiative that contribute towards the development of education in Nigeria. Over the decades, education expansion and development has been a major concern to stakeholders in the education system. Complaints of lack of infrastructure, access, equity, quality, enrolment and provision of instructional facilities have posed a very serious challenge. The paper reviewed the role and contributions of Public-Private Participation (PPP) in the development of education, the challenges confronting the smooth operations of organizations in providing support services to this very important sector of Nigeria economy and guidelines guiding their activities. The paper concluded and suggested among others that due to the huge cost of education there is need for Public-private partnership in the provision of educational opportunities

Keywords: Educational Development, Public-Private Partnership, Access to Education

Introduction

Development index of society and knowledge demand requires holistic approach in the management of education to produce manpower needs. Knowledge to manipulate and utilize scientific innovations to the benefit of society can only be acquired through effective education. We live in a time when knowledge is exploding. More knowledge, new techniques, and new abilities have to be given to more and more people because of this fact. Education should be relatively abundant, flexible, and capable of producing people with a high general level of culture, which make them more adaptable to changing economic and social conditions. The progress of a modern economy depends in a very large measure on the rate at which improvement in technology take place and equally important, on the speed with which these improvements are assimilated.

Education as an expensive social responsibility is expected to be provided by the three arms of government for the Nigerian Citizens. This is perhaps one of the reasons while the United Nations recommended a minimum of 26% of the national budget to educational development. Nonetheless, the history of Nigeria

allocation to education in the past has never reach 15% of the national budget. This could be held responsible as one of the reasons for inadequacies in Nigerian education system.

Education and Human Right

It is a right for every individual to be provided with education irrespective of sex, race, religion and culture. Nigeria as a country is a signatory to several international conventions all in the effort for her citizens to have access and quality education. In this direction, Nigeria government has made tremendous efforts in ensuring this vital social engagement of her citizens to have unfitted access to education. The development of a human rights-based approach to education requires a framework that addresses the right of access to education, the right to quality education and respect for human rights in education. These dimensions are interdependent and interlinked, and a rights-based education necessitates the realization of all three. The right to education requires a commitment to ensuring universal access, including taking all necessary measures to reach the most marginalized children. But getting children into schools is not enough; it is no guarantee of an education that enables individuals to achieve their economic and social objectives and to acquire the skills, knowledge, values and attitudes that bring about responsible and active citizenship (UNICEF, 2017).

The Right of Access to Education

Obligations to ensure the right of access to education

- Provide free and compulsory primary education.
- Develop forms of secondary education that are available and accessible to everyone, and introduce measures to provide free education and financial assistance in cases of need.
- Provide higher education that is accessible on the basis of capacity by every appropriate means.
- Provide accessible educational and vocational information and guidance.
- Introduce measures to encourage regular attendance and reduce drop-out rates.
- Provide education on the basis of equal opportunity.
- Ensure respect for the right to education without discrimination of any kind on any grounds.
- Ensure an inclusive education system at all levels.
- Provide reasonable accommodation and support measures to ensure that children with disabilities have effective access to and receive education in a manner conducive to achieving the fullest possible social integration.
- Ensure an adequate standard of living for physical, mental, spiritual, moral and social development.
- Provide protection and assistance to ensure respect for the rights of children who are refugees or seeking asylum.

- Provide protection from economic exploitation and work that interferes with education.

Sources: Article 26, Universal Declaration of Human Rights; articles 2, 22, 23, 27, 28 and 32, Convention on the Rights of the Child; article 13, International Covenant on Economic, Social and Cultural Rights; article 10, Convention on the Elimination of All Forms of Discrimination against Women; articles 4 and 5, UNESCO Convention against Discrimination in Education; article 24, Convention on the Rights of Persons with Disabilities (opened for signature 30 March 2007)

Public Private Partnership(PPP)

The word Public means “of or provided by the state rather than an independent, commercial company.” The word Private means “(of a service or industry) provided or owned by an individual or an independent, commercial company rather than the state.” And the word Partnership means “arrangements in which parties agree to cooperate to advance their mutual interests” Public-private partnership is a term coined in the 1990s. It is a concept utilized in the field of public procurement but has no clear clarification or definition. According to Abubakar et al., (2015), assert that PPP originated from the United Kingdom with the development of mines in an arrangement known as the Public Initiatives (PI) between the government and a merchant bank several centuries ago.

Van-Herpen, (1990) who defined public-private partnership as collaboration between the public and the private sector. Both sectors implement together a project based on an agreed division of labor, with each sector maintaining its own identity and obligations.

Public Private Partnership means an arrangement between a government / statutory entity/ government owned entity on one side and a private sector entity on the other, for the provision of public assets and/or public services, through investments being made and/or management being undertaken by the private sector entity, for a specified period of time, where there is well defined allocation of risk between the private sector and the public entity and the private entity receives performance linked payments that conform (or are benchmarked) to specified and pre-determined performance standards, measurable by the public entity or its representative (Krishman, 2014)

According to the World Bank (2014), PPP is an arrangements, typically medium to long term, between the public and private sectors whereby some of the services that fall under the responsibilities of the public sector are provided by the private sector, with clear agreement on shared objectives for delivery of public infrastructure and/ or public services. In another definition, World Bank and other Institutions adopt a broader view to define PPP as a long-term contract between a private party and a government entity, for providing a public asset or service, in which the private party bears significant risk and management responsibility, and remuneration, is linked to performance. International Monetary Fund (IMF) (2004), also refer PPP to arrangements where the private sector supplies infrastructure assets and services that traditionally have been provided by the government. In a similar vein, Efficiency Unit of the Hong Kong Special Administrative Region

Government (2006) posits Public Private Partnerships (PPP) as arrangements with the public and private sectors both bring their complementary skills to a project, with varying levels of involvement and responsibility, for the purpose of providing public services or projects. The Canadian Council for Public-private partnerships(2009) sees public-private partnership as a cooperative venture between the public and private sectors, built on the expertise of each partners, that best meets clearly defined public needs through the appropriate allocation of resources, and rewards. Commonwealth Local Government handbook conceived the concept of Public-Private Partnership (PPP) as the collaboration between public and private sector organizations in public service delivery. The major actors in PPPs include are; the Government; Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs); and the private sector.

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 in the provision of Social services in which education is not an exception. While EU, (2006) describe PPP as a form of cooperation between the public authorities and economic operators. The primary aims of this cooperation are to fund, construct, renovate or corporate an infrastructure or the provision of a service

There is no consensus about how to define PPP. There is no harmonized European Union regulation on PPP either. On the EU level, The Guidelines give a general framework for PPP as:

- a form of cooperation between public and private sector;
- A scheme of executing tasks or providing services traditionally procured by the public sector;
- an undertaking where both parties are capable to execute their tasks more efficiently than the other party;
- an economically effective formula for building infrastructure and providing public services; and an undertaking that brings benefits to both involved parties proportionally to their involvement

Why PPP in Education

All the evidences suggest that the tide of education is mounting with extraordinary rapidity. Country reports higher birth-rates increased enrolment at all levels of education, particularly at the higher levels and marked rise in the interest of ordinary working folk in their children's education. Cost implications of provision of educational facilities and equipment are a huge task that government alone cannot handle due to the high demand rate of education. These challenges and more are issues confronting the development of education in. In connection with these challenges, the Nigerian government included the public-private partnership initiative as part of her agenda for the fulfillment of the country's 2020 plan and to permit the participation of the private sector to correct the nationwide problem. This plan also targeted at improving the public sector's quality of performance through

private investment in cash and in kind especially where some responsibilities can be done best by private institutions (Cashman, 2016:10).

PPP in some cases, involve the financing, design, construction, renovation, management or maintenance of an infrastructure asset; in others, they incorporate the provision of a service traditionally delivered by public institutions. Whilst the principal focus of PPPs should be on promoting efficiency in public services through risk sharing and harnessing private sector expertise, they can also relieve the immediate pressure on public finances by providing an additional source of capital. In turn, public sector participation in a project may offer important safeguards for private investors, in particular the stability of long term cash-flows from public finances, and can incorporate important social or environmental benefits into a project (EU, 2009).

Public private partnership initiative in Nigeria educational system has contributed to the development of education in Nigeria. It has brought hope in terms of funding and provision of educational facilities. The incursion of PPP model in providing educational opportunities to Nigeria has contributed to a large extent solved infrastructural problems in the delivery of quality education. The reason for this collaboration is premised on the fact that government cannot holistically fund education because every sector of the education system require funding. Tubosun, (2016) opined that virtually every segment of an educational system requires a measure of funding and any disability or inadequacy in the funding may be resulted into students' poor academic performance. He further stated that funds are needed to get the following educational inputs into the educational system.

- employment of teachers and payment of their salaries;
- training and development of teachers;
- provision of infrastructural facilities;
- provision of quality assurance;
- provision of instructional materials;
- curriculum development and implementation;
- staff welfare and motivation and
- students' welfare and motivation

Public-private partnership in the development of education in Nigeria is a new trend if historical information on the emergence of formal education by the colonial masters in African can be rightly traced. The public-private partnership is one new trend in partnership strategies; it is also popularized as an alternative approach to the delivery of goods and services (Ijenwa et al.,2017). They further stated that this initiative of public-private collaboration was introduced to strengthen the tertiary education sub-sector, where the responsibility of management, funding and supervision was a collaborative process between the public sector (Federal and State governments) and the private sector in delivering effective and efficient tertiary education services to Nigerians.

The regulatory framework for PPP in Nigeria was drafted 2012 by the Infrastructure Regulatory Commission. PPP being a competitive procurement process requires due process of structuring in accordance with the Federal

Government of Nigeria directive for any form of procurement relating the Federal government of Nigeria. The legislation governing PPP procurement in Nigeria as was enlisted in the Public-Private Partnerships manual are as follows:

- the Infrastructure Concession Regulatory Commission (ICRS) Act of 2005;
- the public procurement Act 2007;
- regulations issued by ICRC governing the PPP process; and
- The state laws as described in each state's PPP policies. (Dominic et al., 2015).

According to Infrastructure Concession Regulatory Commission (ICRC, 2013), the main reasons that motivate governments to engage in PPPs for infrastructural development and service propagation are:

- for optimal utilization of available resources and efficiency in services;
- to improve on the standing organizational plans and policies that will pave more ways for transparency and fairness assessment;
- to attract more skilled force with competitive flair and orientation on efficient performance; and
- to reform sectors through a reallocation of roles, incentives and improve accountability.

Benefits of Public-Private Partnership.

According to Patrinos *et al.* (2009) cited in Carbon (2016) posit that public-private partnership in education can have four positive results. These are:

- Public-private partnerships can make the education market more competitive. Students from the private sector can compete with students that hail from the public sector. This will push the public sector to increase the quality of education that it provides;
- Public-private partnerships offer more flexibility than most arrangements in the public sector. There is less autonomy in the hiring of teachers in the public sector than those from the private sectors. These partnerships can be a prime mover in the supply and demand for education. Contracting of teachers can be one of the significant motivations for public-private partnerships; and
- The government can decide which among the private providers to contract based on the requirements of the quality of education that it requires from the contractor. Moreover, there is an increased level of sharing risks between the public and the private sector. This enables the efficiency of the delivery of services that makes better provisions for the quality of education.

Kolade et al., (2007) equally highlighted the following benefits of PPP:

- **Cost Savings:** These can result through more efficient and cost effective operations and service delivery. The private partners can contribute to cost reduction through the application of economies of scale in providing, operating and maintaining facilities, the use of innovative technologies, adopting more flexible procurement and compensation arrangements and by reducing overhead costs.

- **Risk Sharing:** The associated risks can be shared with a private sector partner
- Improved Levels of Service:** more innovative approaches can be introduced in order to increase the level as well as quality of service.
- **Enhancement of Revenue generation:** Apart from setting appropriate user fees, which fairly reflect the cost of service delivery, PPP can offer the opportunity for introducing more innovative ways of generating revenue
- **More Efficient Implementation:** Through more efficient decision making processes and collaboration, PPP can facilitate more efficient ways of project implementation
- **Economic Benefits:** Public-private partnership can stimulate employment generation, transfer of expertise and economic growth.

PPP and Development of Education in Nigeria

The inadequate attention of government towards education in Nigeria is attributed to the participation of the private sector in the development of education in Nigeria in areas of supervision, funding and several others. According to Akaranta (2014), the standard argument for Nigerian government not paying adequate attention to the education sector is the competing demand from other sectors such as transportation, health and similar areas of services to the economy. He stated further that in an attempt to complement government funding, agencies such as the Central Bank of Nigeria (CBN) and Education Trust Fund (ETF) intervene on infrastructural development in Nigeria universities. Despite this effort, funding of Nigerian universities remains grossly inadequate.

In tertiary institutions in Nigeria, Education Trust Fund (ETF) contributes two per cent of total profit of companies are paid, some individuals and corporate organizations have been contributing to tertiary education development through endowment and research grants, scholarship award to students in various disciplines and contributions towards building lecture halls, lecture theatre, hostels, water supply and even road construction and supply of vehicles to schools

There is no doubt about the contributions of PPP to the development of education and their efforts need to be recognized.

Conclusion

Education is a huge investment that needs support services to make it viable since it services society. It is also required that educational provision must be for all and this responsible is a task that must be done by every meaningful government. Governments retain the ultimate responsibility for ensuring that all children from all walks of life have access to a quality education. However, they do not need to bear sole responsibility for providing that education especially when constrained by resources and faced with ever increasing demand for education at highest, more costly education levels. Where governments do rely on others to help them in the provision of education, it is their responsibility to ensure that they provide a framework of accountability and monitoring to ensure that that education is of sufficient quality and reaches all groups of society equitably (Aslam *et al.*, 2018)

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