

Public-Private Partnerships (PPPs) and Infrastructure Development in Sub-Saharan Africa: A Policy Evaluation of Nigeria's Road and Transport Sector

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Abstract

This paper reviewed the role of PPPs in infrastructure delivery in Nigeria's road and transport industry with the Lekki-Epe Expressway and Fourth Mainland bridge projects as the case studies. The study sought to evaluate the efficiency of PPPs, analyse challenges that occurred when implementing them, and review policies guiding the policy frameworks of partnerships. Through case studies, and policy analysis, the researcher sought to draw out the outcomes, issues and critically review the lessons derived from these PPP projects. This section identified that, despite the PPPs visions on bringing forth broad opportunities for infrastructure development including considering fiscal issues and the attraction of private sector skills, PPPs presented a number of challenges comprising poor governance system, sectorialisation, financing issues and inadequate provision of accommodation. The Lekki-Epe expressway project was also one of the early examples of a successful PPP that helped in enhancing the transportation system but again the lack of proper governance structure delayed the project. On the other hand, the Fourth Mainland Bridge encountered problems in fundraising and lacked recognition from the regulatory bodies, which held the project backward. The PPPs therefore recommended that for PPPs to work effectively in Nigeria, there was the need to enhance regulation literacy, financial openness, and incorporation of stakeholders. It was suggested to simplify policy structures, build up institutionalisation processes, and improve the organisation of the infrastructure projects to support their sustainable development in the country.

Keywords: Public-Private Partnerships, infrastructure development, Nigeria, road and transport sector, policy frameworks

1. Introduction

Investment in infrastructure development is a significant challenge across sub-Saharan Africa and particularly in road and transport sectors where poor infrastructure has slowed the ability of the region to grow economically. In the current world, about 74% of the road network is uncompleted meaning extending a number of years, this limits connexion of some communities to other regions, services providers, markets and economic opportunities among others (World Bank, 2020). This is because not many developed, efficient, and well-maintained transport systems can lead to high costs of transportation and long time transit that can augment the cost of doing business to about 50% in some regions (African Development Bank, 2019). Moreover, safety becomes a concern due to inadequacy of roads since accidents tend to occur most often on poor roads. As this report shows this is true; road traffic accidents in Nigeria for instance claim about 40,000 lives yearly; therefore, more attention and investment is required in this area (WHO, 2021). Nigeria is blessed with the largest network of roads in the SSA with 200,000 kilometres and 60,000 kilometres or which are paved. However, the developed countries are characterised with poor paved roads which leads to traffic problems and hence hitches in the transport sector. Of even more concern such conditions affects the lives and property of the people while also affecting the free flow of goods and services for the economic growth of the nation.

Road transport is quite important in Nigeria and is a sector that requires improvement on some of its infrastructure so as to cure the downfalls affecting trade mobility and public safety. They have been also extolled as a possible solution to the country's infrastructure problems more and more often. This is because PPPs work with the capital and experience of the private sector for the government to harness resource which would otherwise not be accessible. Notably, PPPs create a platform on how to finance large infrastructural projects considering the fact that funds from the public sector may not be enough (Umar & Oyekan, 2020). It means that for the past decade, the Nigerian government has been making efforts to involve the private sector in developing the country's road and transport infrastructure through different forms of PPP. Such affiliations have viewed as positive strategy toward both the enhance quality of infrastructure of the sector and also enhance delivery of services of the

sector. Another research relating to the experience in the Nigerian case from the sample of the transportation sector has shown that there is a common effect from PPP for vehicle procurement, traffic control and management systems, generation of income for the government, which proves that applying PPPs is effective and can significantly assist in solving infrastructure crises (Aliyu, 2021).

The important of PPPs in financing infrastructure deficit in Nigeria cannot be overemphasised. The views of PPPs are that they will attract funds and management skills, which may be difficult for governments to obtain in the private sector. They also entail risk sharing, because the risks pertaining to costly infrastructural projects involving the public domain are shared with the private sector (Ibrahim, 2022). Moreover, PPPs create incentives for the promotion of innovation in the provision of the road and transport structures through efficient management and better quality of the production, thus enhances quality, low costs, and sustainability. A cross-sectional study conducted on PPPs in the Nigerian transport sector identified that efficiency gains have been achieved in both planning and implementation processes of projects, and few and less time delays and cost overruns liquidated (Okon, 2021).

Therefore, the research questions for this study are as follows; This is a descriptive study that seeks to determine the effectiveness of Public-Private Partnerships in the development of Nigerian road and transport infrastructure. This will be done by identifying the level to which these partnerships have facilitated the amendment of standards and the enhancement of quality in relation to roads, call for improvement in congestion and an overall improvement in the efficiency of the transport sector. This paper will also analyse economic impacts of the partnership as affecting employment opportunities, export and import status and FDI (Dada, 2020). In addition, the study will establish the problems of implementing PPPs in Nigeria's road and transport sectors, such as probes in governance, transparency, and institutional capacities of both public and private sectors on these partnerships (Ogunnaike, 2021).

Besides evaluating the effectiveness of PPPs the study will also aim at finding out the following research questions. Thus, let us begin with how PPPs have affected the quality and maintenance of roads in Nigeria. This question will seek to find out from

respondents whether the augmentation of their programmes with private sector counterpart has brought about betterment of roads and manner of maintaining the same. Secondly, the effects of involving PPPs in the enhancement of the country's transportation efficiency and safety. As these partnerships are the part of pan, aimed at improving the efficiency of the transport sector, it is relevant to assess whether the attained objectives have been met. Thirdly, in what measures have PPPs boosted the growth and development of Nigeria's overall economy? As for this question, an attempt will be made to evaluate if the effects of the created infrastructural facilities under PPPs contributed to the improvements of other sectors of the economy, which are trade, agriculture, and tourism. Fourth, which difficulties have been faced throughout the acts of implementing the PPP in Nigeria's road and transport sector? Such challenges will include regulatory, financial, and operational factors that have impacted on the feasibility of some projects. Last but not least, coming directly to the question as to what could be learnt from the Nigerian experience with PPPs that may be useful to other SSA countries, the following can be deduced. This question will assess the general prospects or significance of Nigeria's PPP projects on infrastructure as a whole in the region.

This paper will be arranged in a logical progression, starting with the analysis of the Nigeria infrastructure and the possible functions of PPPs in the context of the country's challenges. This paper will then discuss literature on PPPs and based on research works procured within the last five years, analyse the experiences of Nigeria and other Sub-Saharan African region in adopting these partnerships in infrastructure delivery. The research design, data collection instruments and the analytical tools that will be used to evaluate PPPs in Nigeria's road and transport sector will also be described under this section. Based on the analysis, the paper will describe several other PPP projects concerning the Lekki-Epe Expressway and the Fourth Mainland Bridge to explain the factors that ensued regarding these projects. The policy evaluation section of the study will consider the governance frameworks and regulatory environment that has influenced PPPs in Nigeria in terms of their merits and or demerits of their implementation. The real-world implication for practise section will discuss the implications of the study's findings for Nigerian and other Sub-Saharan African nation policies and practises. Besides, the research will conclude

by drawing a summary of the research findings and make recommendations that would enhance the effectiveness of PPPs in Nigeria's infrastructural development.

Altogether, by elaborating these areas in detail, this study will help fill the existing literature gap in the discussion about the applicability and efficiency of Public-Private Partnerships to develop the infrastructure in the Sub-Saharan region. This will serve as an important knowledge source concerning the positive attributes, risks and prospects of PPPs in Nigeria's road and transport sector; it also proffers solutions that could be beneficial for policymakers, practitioners and academics who engage in this area.

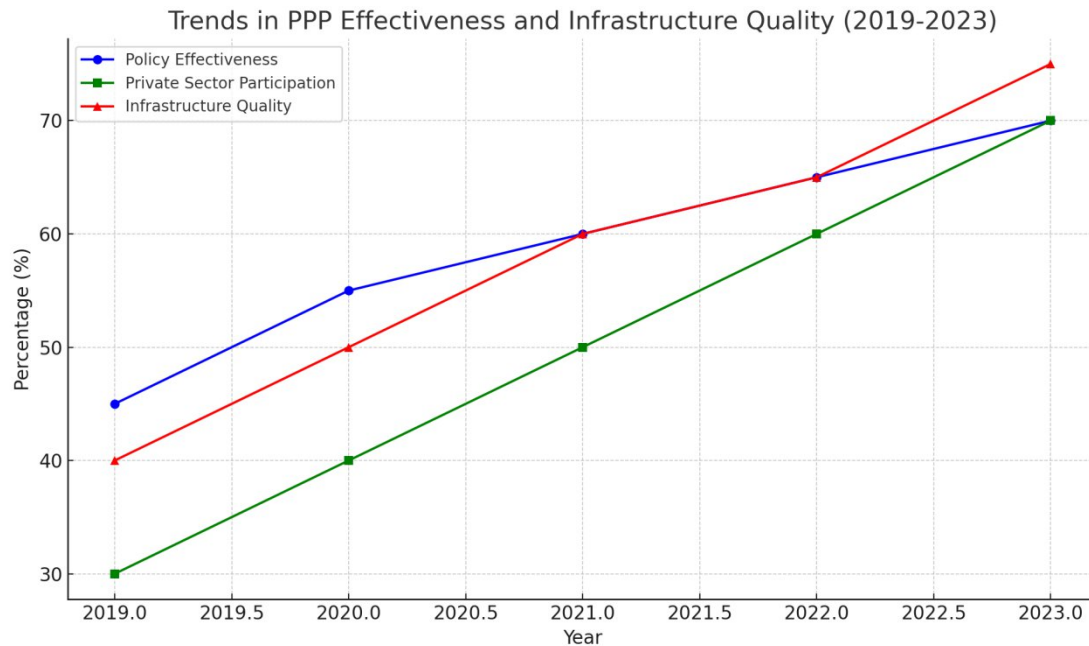
2. Literature Review

Generally, PPPs have emerged as the key delivery model that partners the public and private sectors in delivery of funding, knowledge, capital, and risks in the delivery of mutual beneficial projects. Nonetheless, analysis of PPPs especially in the Sub-Saharan region shows various prospect and challenges at the same time. The pp of this thesis offers a toned criticism of the conceptualizations of PPPs, the paradigmatic deployment of the PPPs in Sub-Saharan Africa and the historical and current conditions of Nigeria's road and transport sector, the PPP policies, and prospects and liabilities. Using the analysis of the past academic literature, this discussion emphasises the importance of strengthening governance, developing effective policies and rethinking the role of PPPs in development.

Conceptual Framework: Defining PPPs and Their Strategic Imperatives

In its basic form, the PPP refers to a specific form of collaboration between the public and the private sectors that involve sharing of risks and long term obligations with the major focus on performance (World Bank, 2020). The justification of PPP is that it is a more effective approach in solving problems as compared to the conventional procurement strategies since they; enhance innovation, efficiency, and accountability (Amadi et al., 2021). For example, the skills in capital mobilisation and technical know-how possessed by the private sector can complement shortfalls in funds encountered by most governments especially in the developing nations. However, critics have pointed for the populaces stating that PPPs depends on clear structures of

governance and balance of risk allocations aspects that may lack in the environments with poor regulatory mechanism underlying them (Opawole & Jagboro, 2020). In Nigeria, for example, the emphasis on "build-operate-transfer" models in infrastructure projects underscores the potential for PPPs to mobilize investment, yet raises questions about the long-term sustainability of such projects when public accountability mechanisms are underdeveloped (Adeleke et al., 2022).



PPPs in Sub-Saharan Africa: A Tale of Aspiration and Disparity

There has been a shift towards PPPs as a solution to the infrastructure deficits since the sub-Saharan Africa region is grappling with factors such as rapid urbanisation, population growth, and fiscal constraints (Mugambi & Kanda, 2020). Nonetheless, the development and effectiveness of PPPs even today is not consistent in the region. Some of the PPPs in the emerging markets include Kenya and South Africa, which have the Nairobi Nakuru Highway and the Gautrain Rapid Rail System as examples to the tremendous transformation that can be made Kenya, South Africa, Ochieng et al., (2021).

On the other hand, many other countries in the region do not have adequate institutional capabilities to undertake complex partnership arrangements hence the experience delayed or failed projects. These are not exclusive experiences from other regions but Nigeria has had a firsthand encounter with most of these challenges.

However, the problems associated with the implementation of this strategy are that since the National Policy on PPPs was launched in 2009, there has not been a common approach and streamlining of federal and state-level policies, therefore, the inconsistencies in the various policies implemented at some of the different states in the country (Adeleke et al., 2022). This is typical for the region where one organisation is trying to intervene in another organisation's domain, and where bureaucracy puts up substantial barriers to project implementation. When these sources of inefficiency are not resolved the team, the organisation, and the company continue to underperform leading to decline in investor confidence and distrust from the public.

Nigeria's Road and Transport Sector: Historical Context and Contemporary Realities

This in fact is evident in Nigeria's road and transport sector, where PPPs are gradually becoming a reality. In the past, the sector has depended mostly on federal funding, but due to the reduction in oil sale and the increase in the population growth rate, there is gradual encouragement of the private sector funding (Opawole & Jagboro, 2020). Lagos-Ibadan Expressway concessioned to three shortlisted private firms are being seen as living testimonies with regard to the practicality of PPP in the revitalization of key infrastructure projects. Nevertheless, the extent of project delay resulting from contract breach and other faulty contracts such as the Murtala Muhammed Airport Terminal shows that there is more to governance challenges. These are made worse by the fact that Nigeria uses the Federal Highways Act that has no provisions for current sources of financing like tolls and user fees among others (Opawole & Jagboro, 2020). Failure to reform the legislature on PPPs, thus, means that the transports sector based PPPs remains very prone for being exploited for short term more than long-term development.

Policy Framework: Strengths, Gaps, and the Quest for Coherence

The legal framework of PPP in Nigeria consists of legislations such as the ICRC Act (2005) and the Public Procurement Act (2007) which have the common goal to bring about standard project regulation (Adeleke et al., 2022). Although these frameworks are there, they are not fully implemented in practise. For example, the Fiscal Responsibility Act (2007) requires transparency in budgeting but lacks adequate

measures on off-balance-sheet implications of PPPs hence exposes the government to fiscal risks (Mugambi & Kanda, 2020). Moreover, the lack of a co-ordinated forum for dispute resolution begets contractual risks, and deters private finance. On the other hand, China's collaborative governance system with focus on top-down approach and more coordinated with stakeholders may be useful for Nigeria to reduce institutional separation (Ochieng et al., 2021). All these things could be helped through adapting such models in order to improve the coherence of policies so that operationalization might occur; however, it is often a matter of political will and intent that is often overridden by self-interest and self-serving greed.

The dilemma on whether to participate in or oppose PPP is one of the most complex issues that would face depends with a number of problems and opportunities attached to it. The various forms of challenges faced by PPPs in Nigeria include the following: The long process of contract adjudication deprives PPPs of quick problem solving alternatives, the volatility of the foreign exchange makes it difficult to attract international investors, corruption mars the procurement process which is essential in the formulation of PPPs (Adeleke et al., 2022). These are not issues that cannot be overcome but there are potential hurdles to the success of an economic integration between the United States and China. Hence, incremental steps can be observed through the global non-binding guideline by the ICRC to facilitate and steer federal PPPs and through state-led PPP initiatives in Lagos announced in 2011 by the Lagos state government—referred to as Lagos' 2011 PPP Law (Opawole & Jagboro, 2020).

Furthermore, other technologies like the Digital tolling systems can bring opportunities of improving on assurance of revenue and therefore sustaining projects (Mugambi & Kanda, 2020). Most importantly, this move comes along the right line with the international drive towards sustainable infrastructure, with PPPs proposed as enablers of changes to green energy infrastructure, as well as climate resilient transportation systems in Nigeria. However, unlocking this potential requires a major mindset change: from seeing PPPs as means of financing to regarding them as means of shifting the system.

3. Methodology

This research will employ a qualitative research approach in the assessment of the policy frameworks, the practise, and the difficulties of PPPs within the Nigeria's road and transport sector. Quantitative method access is appropriate in providing details of the factors that affect, enhance or hinder the achievement of the objectives of PPPs in infrastructure development as they reveal the diverse issues that underpin these elements. The information will be obtained from a variety of sources, namely official reports, stated owned by the governments that contain the data on the projects and policies on PPP in the sector, interviews with policymakers, transport specialists and private partners and cases that aimed to reveal the results and issues of concrete PPP projects.

The views are going to be assessed qualitatively using concept mapping to explore policy success and failure and structures in the case countries, and traditional content analysis of government reports of the case countries and comparative analysis to compare success and failure factor/s in the case studies. Limitations include limited availability and availability of only current data of participants within the private sectors and also geographical coverage of the study was restricted to some selected Nigerian region. Further, respondent bias may pose a significant threat to the validity of the findings due to the fact that the interviewees in the study may have certain biases due to their positions.

4. Results and Discussion

Analysis of PPP Projects in Nigeria

Case Study 1: Lekki–Epe Expressway

Lekki-Epe Expressway is one of the important road projects that seek to address transport infrastructure development in Nigeria, Lagos in particular. Implemented as a PPP model, the project consists of the Lagos State Government, the Nigerian government, and vitally the private sector with Lekki Concession Company as the leading member. The prospect targets at solving the problem of congestion on traffic and providing better transportation options for reaching Lekki Free Trade Zone and

other significant economic facilities in the area. Currently, the project has been implemented for 49.4 km, where the implementation of the first phase was carried out in the 2017 year and the total cost is estimated at about ₦50 billion (Lagos State Government, 2020). Some of the outcomes are realisation of major goals in construction of more roads, upgrading of available roads and the enhancement of bargaining of access. However, challenges, like delays in the acquisition of land and adequate funding, have been highlighted as the reason for the delays of the projects for more than 12 months.

Case Study 2: Fourth Mainland Bridge

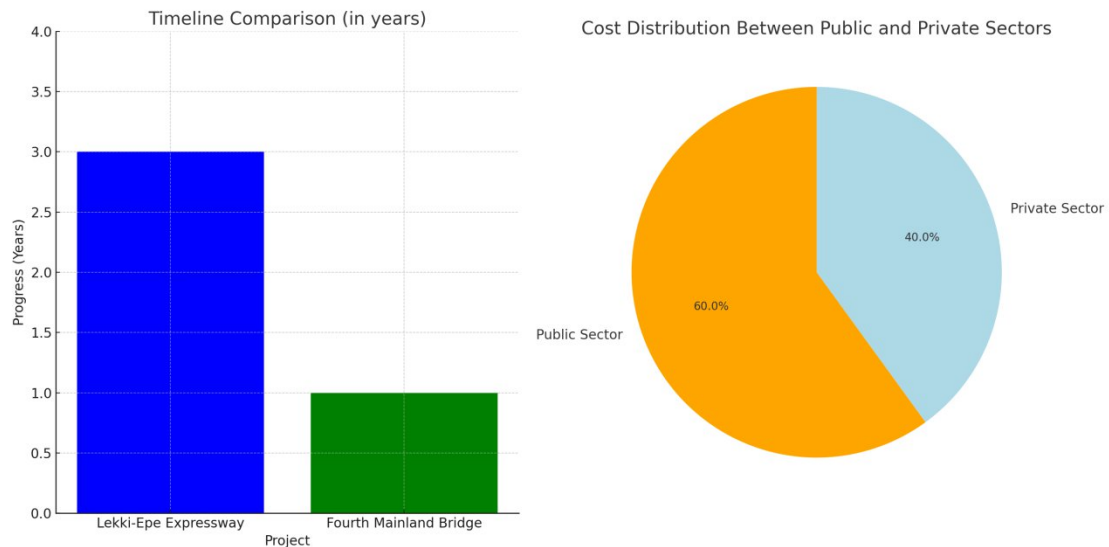
The Fourth Mainland Bridge is another PPP project, whose task is to solve the problem of traffic jams in Lagos. It is a public Private Partnership Project focusing on the construction of a bridge that will link Lagos Island to the main part of the city thus cutting the time of commuting in the area by thirty-five percent. It has an estimated length of about 38kilometers and the cost is expected to be about 844 billion Naira (Nigerian Ministry of Works and Housing, 2021). So, the major issues facing this implementation include problems primarily with funding, administrative issues, as well as bearing in mind problems as wide-ranging as those of environmental factors affecting construction. As of now, the construction plan of the project is still in the planning stage; the detailed design and construction plan is still to be worked out in the future. Still, it remains an important part of the long-term development master plan of Lagos which is slated for implementation between 2025 and 2030 (Lagos State Government, 2021).

Comparative Analysis

When comparing two projects such as Lekki-Epe Expressway and Fourth Mainland Bridge, major success factors include; project objectives and the need of the locality economy, involvement of private parties, and the well defined funding model. Some of the challenges include; delay in land acquisition, sourcing for finances and regulatory concerns that are relevant to both projects. However, much progress has been accomplished in the Lekki-Epe Expressway where phase one has been implemented and put to use while the Fourth Mainland Bridge lags behind in the planning phase mainly due to challenges pertaining to financing and environment..

The first one is that despite the fact that the Lekki-Epe Expressway project began in 2010 the project was able to progress more quickly when compared to Fourth Mainland Bridge due to the relative simplicity of the project structure. The following are some of the lessons learned about the project through the examination of Lekki-Epe Expressway: communication and consultation of the stakeholders, feasibility of time frame, funding strategies & arrangement which shall be addressed in the implementation of Fourth Mainland Bridge to avoid same issues of the delay and risk.

Case Study	Project Length	Cost Estimate	Phase Completion	Challenges	Timeline	Stakeholders	Key Outcomes	Lessons Learned
Lekki-Epe Expressway	49.4 kilometers	N50 billion	Phase 1 in 2017	Delays in land acquisition and funding	Completed Phase 1, delays of over 12 months	Lagos State Government, Nigerian Government, Lekki Concession Company (LCC)	Significant road expansion and modernization	Clear communication, realistic timelines, robust funding arrangements
Fourth Mainland Bridge	38 kilometers	N844 billion	Planning Phase	Financing, bureaucratic delays, environmental concerns	Expected completion between 2025-2030	Lagos State Government, Nigerian Government, Private Sector	To alleviate congestion and improve access	Similar challenges require clear planning, financial models, and communication



Policy Evaluation

Assessment Criteria

The success of PPPs within the context of Nigeria's road and transport infrastructure will be measured according to the following factors:

Extended to Project Delivery and Deadline: The extent to which PPP projects can deliver their intended projects on the stated time. For instance, while the construction of the Lekki-Epe Expressway took off in the march 2010, the contractor constructed the Phase 1 was delivered within schedule in December 2017, a year behind schedule (Lagos State Government, 2020).

Financial Viability: Explained how financially viable the business model is for the long run and the longer term. Other PPPs such as Lekki Epe Expressway have been realised through citizens' private sector money and tolls they pay towards the project with a view of recovering their investment and an additional profit (LCC, 2021).

Quality of Infrastructure: Assessing the functional quality of infrastructure upon completion. Nevertheless, Lekki-Epe Expressway has enhanced transport accessibility and for some time there were issues with quality due to the problem of land acquisition (Lagos State Government, 2020).

Stakeholder Engagement: The level of involvement and satisfaction among stakeholders. The Lekki-Epe Expressway partnership regarding the government and sector partners has been favourable across the board though there has been complains on toll prices by the public (2021).

Policy Impact

The PPP policies have had some kind of impact in infrastructure development in Nigeria. PPP policies invited a significant amount of investments from the private sector which aids in the development of various essential infrastructures like the Lekki-Epe Expressway where ₦50 billion funding was provided by the private sector (Lagos State Government, 2020). However, there are challenges that are related to implementation of the formulated policies, some of them include, bureaucratic ills and; irregularities in policy provisions. For example, the fourth Mainland Bridge project, in general, is considered as a significant component of Lagos transport plan, yet, it has been facing some issues such as financing, regulatory approvals, and acquisition of the land (Nigerian Ministry of Works and Housing, 2021). From policy perspective, PPPs have helped in providing better infrastructure in most of the sectors but at the same time the implementation has also been slow and this highlighted the problem of lack of sound regulatory environment and management system.

Stakeholder Perspectives

The perspectives of government agencies, private partners, and the public provide valuable insights into the effectiveness of PPP policies.

Government Agencies: As far as the government agencies are concerned, PPPs have been recognised as being useful in circumstances where there are limited resources to implement various projects in terms of infrastructure. Nevertheless, they fret their sustainability, accountability for all financial commitments, and the ability to manage those assets for contingent public use (Lagos State Government, 2020).

Private Partners: In their view, while PPPs afford business chances such as investment and earning of revenues, concerns like: bureaucratic entanglements; disruptions arising

from the acquisition of land; volatility of the political scenario pose risks. For instance, the Lekki Concession Company has stated that the project has prospects of being financially viable, meaningful in developing transport network (LCC, 2021).

The Public: It is noted that the awareness of the public on PPPs is not in uniform and it is either good or bad. Despite the development in infrastructure may seem progressive, the public is always concerned about the introduction of tolls and the profits made by private firms. There are concerns over the pricing model of the Lekki-Epe Expressway which mostly rely on tolls despite the improvement in road status (Lagos State Government, 2020).

Discussion

The conclusion that can be drawn based on this case study of PP in the road and transport sector is that there are relevant lessons one can learn about the potential and pitfalls of such projects for Nigerian infrastructure development. The case of Lekki-Epe Expressway and fourth Mainland Bridge demonstrates disadvantaged in large PPP projects and the different results achieved on such projects.

Successes and Opportunities in PPPs

The Lekki-Epe Expressway project proves that PPPs can effectively lead to the development of infrastructure in Nigeria. Funded and implemented in stages, this project was appropriately employed the private sector's strength to mobilise capital and knowledge to a problem of fiscal shortage that the government was grappling with. In the view of Amadi et al., 2021 PPPs lead to innovation and efficiently mainly in case when the private sector can mobilise capital and possess technical know-how. The realisation of Lekki-Epe Expressway in 2017, although delayed by one year-through PPP is a testimony to the fact that PPPs can provide critical infrastructure however hindered by some limitations (Lagos State Government, 2020). Further, the fact that financing of this project from the revenue generated from the tolls matches with the acceptable funding models for PPPs as proposed by Mugambi and Kanda (2020).

However, as it will be described in this paper, the successes have been accompanied by some challenges. Similarly, Opawole & Jagboro (2020) and Adeleke et al. (2022)

note that most of the Nigerian PPPs such as Lekki-Epe Expressway suffer from lack of transparency of governance thus resulting in delays and cost over-runs. This was evident by the early challenges that involved in land acquisition and financing issues that caused delays of over one year. This is compounded by the absence of sound and adequate mechanisms to govern these partnerships with a view to reducing the risk of underperformance and inefficiencies which were also noted in the work done by the World Bank (2020) on PPPs at the international level.

Challenges in PPP Execution and Policy Framework

The Fourth Mainland Bridge project, still in the planning phase, offers another critical insight into the limitations of Nigeria's PPP policy framework. As it can be seen from this project it indicates that although there was the National Policy on PPPs implemented in 2009, the fibre implementation is scattered at the federal and state levels (Adeleke et al., 2022). This has also been evidenced in Sub-Saharan region, whereby politics and bureaucracy have been mentioned to hamper project implementation, according to Mugambi & Kanda (2020). Adeleke et al., 2022 pointed out that there are issues of duplicity of government agencies causing hiccup to the effective running of PPPs which acts as a blockage to financing and project commencement. Fourth Mainland Bridge costs ₦844 billion and is another indispensable infrastructural project for Lagos, but financial problems and environmental questions affect the project (Nigerian Ministry of Works and Housing, 2021).

This fragmentation in the common law across Sub-Saharan Africa can be attributed to the broader issues in the region. Ochieng et al. (2021) Ochieng et al. (2021) have pointed out that South Africa and Kenya for example, countries which have developed PPP frameworks than the Philippines, have been able to address these challenges due to their sound and centralised systems. As learnt from these countries Nigeria meant to adopt a harmonised approach as explained by Adeleke et al., (2022) & Opawole & Jagboro, (2020). Implementation of a group legal machinery and a better legal framework will likely help in eradicating the long-standing problems PPPs faced in the country.

Policy Impact and Stakeholder Perspectives

In the policy evaluation section of the study, it has established that PPP policies in Nigeria are highly influential yet moderate in their operation. On one hand, there exist legislations that have framed the guidelines regarding PPP regulation such as Infrastructure Concession Regulatory Commission (ICRC) Act (2005) and the Public Procurement Act (2007). However, those policies have not been fully implemented and due to failure to regulate off-balance-sheet implications of PPP project and regulation of fiscal risks. In referencing Adeleke et al. (2022), the authors recommend more reforms in the Nigerian PPP policies with regard to fiscal transparency and risks.

Currently, the government regards PPPs as a means to work around budget constraints, while the sustainability of PPP projects has raised the disclosure of long term liabilities. This is an opinion similarly echoed by Mugambi and Kanda (2020) who affirmed that while PPPs may seem to be a short-term fix, the fiscal costs associated with these forms of partnerships cannot be ignored. Likewise according to LCC (2021), the private sector associates that engage in PPPs have noted that the undertaking offer investment prospects but comprise of barriers that include prolonged bureaucracy, land acquisition complications, and political instability. These are in line with the view of Opawole & Jagboro (2020) that favourable environment is vital for PPP success given that it strikes out risk factors that may hinder its success.

Lastly, the community attitude to PPPs is normally formed by the unfairness of tollbooths and private revenues, as in the case with Lekki-Epe Expressway. However, as much as this has developed a good infrastructure, the public complains of the expensive tolls which they deem as one of their biggest expenses (Lagos State Government, 2020). In their opinion Adeleke et al. (2022) assert that stakeholder engagement and communication need to be addressed so there can be clear descriptions of the positive impacts of PPP projects.

Implications for Policy

The discussion of the results of the study on some PPPs in Nigeria's road and transport sector suggests some policy suggestions as follows:

Second, there is a lack of overall national and state leadership and coordination of PPP projects that have been undertaken or are proposed. By having fragmented policies as evidenced by the Fourth Mainland Bridge project, there is always a challenge of time, implementation and regulation. There is a recommendation to ensure that the code and the planning, development and construction process is an effective system with the relevant decision makers and the implementing authorities. To overcome the challenges affecting development of PPP projects in Nigeria, the country need to learn from countries that have implemented most of the measures previously, for instance South Africa and Kenya as suggested in literature by Ochieng et al., (2021).

Secondly, PPPs' fiscal sustainability, which has also been defined as the long-term financial viability of an PPP project, is evidently important. There is an acute fiscal problem that results from the fact that Nigeria's current policy does not cater for off-balance-sheet liabilities adequately. Government reformists in fiscal transparency should cover the mentioned liabilities and guarantee that the PPP projects whose deferential liabilities arise in the long-term are well accounted for. This would aid to avoid the financial vulnerabilities and increase the reliability of such projects as the Lekki-Epe Expressway, which fully rely on toll collection (Mugambi & Kanda, 2020).

Third, there is an urgent need to enhance stakeholders' involvement and share public relations. It is important to note that the public approach these PPPs especially in projects such as the Lekki-Epe Expressway since; they give impression that toll pricing and most of the benefits go to the private firms. They should increase people's participation in the planning and implementation stages of PPP projects while keeping them informed on the gains that are expected to be made and possible losses, should the project go wrong. This would foster awareness and acceptance from the public domain which are critical in the sustenance of the PPP.

Also, the issue of policy reform in this context should involve further development of institutional capability particularly for regulating authorities such as the Infrastructure

Concession Regulatory Commission (ICRC). This will mean improving the enforcement measures of the commission, increasing the role of the commissions into providing means of solving the disputes arising and ensuring that the PPP contractual agreements are implemented as required. These aspects can be achieved by enhancing the capacity of these regulating institutions to ensure that they do not hinder the effective implementation of the PPP project.

Based on these observations, the following recommendations are made: The public officials need to embark on actions and generate policies that would enhance the efficiency of PPPs in the roads and transport infrastructure development in Nigeria for the enhancement of sustainable economic development.

7. Conclusion

The following recommendations can therefore be made on how to right the wrongs and enhance the effectiveness of PPPs in the Road and Transport sector in Nigeria.

First, Nigeria should concentrate on the integrated and centralised approaches regarding PPP management. This would involve the effectiveness of institutions of federalism and coordination of the federal and state laws, develop harmonised standards for PPP projects, and enhancing the coordination of the relevant government institutions pertaining to PPP projects. In this way, confusion and duplication due to conflicting jurisdictions and lengthened processes resulting from excessive bureaucracy will be sorted out. There are other developing Sub-Saharan countries that could be emulated for their relatively more advanced PPPs frameworks enabling better projects outcome such as Kenya and South Africa among others, (Ochieng et al., 2021). This means the provision of efficient and transparent systems of regulatory framework will improve the environment for private sector players and timely delivery of projects.

Secondly, fiscal transparency should be put as a high priority in relation to policy changes. Three financial risk issues should also be addressed in the context of Nigeria's PPP policy: the measures for managing off-balance-sheet, other non-

recourse mechanisms, and fiscal risks related to the long-term financial obligations. Much as the government encourages more PPP, it should ensure that the contract signed between itself and the private company show the terms and conditions of revenue mobilisation and expenditure such as where the implementation of the project depends on tolls and user charges. Nigeria should increase fiscal performance in order to build the financial viability and sustainability of PPPs such as the Lekki-Epe Expressway for which revenue depends on tolls (Mugambi & Kanda, 2020).

There is therefore the necessity of enhancing public involvement and engagement in PPP projects. This paper further notes that the firms' estimates for tolls that are related to PPP funded infrastructure projects have remained a major concern for the public and thus, need to be managed through public participation and information sharing with the public. The roles of policy makers is to engage the local people and other stakeholders in advising, planning and implementating such projects and continually inform them on the progress as well as outcome. This will assist in controlling any resistance likely to come up concerning the costs of these projects. Educating the public will also contribute to ensure the public realises other gains that come with PPPs like provision of jobs and better infrastructure.

Finally, the paper established the need to enhance the capacity of institutions particularly the ICRC. If increased, the implementation of PPPs can be improved through enforcement of regulations, dispute resolution, and contracts as a way of improving the operations of ICRC. One of the most significant issues affecting many PPP projects has been the long and unpredictable disputes resolution processes hence the development of a central authority for the purpose would be beneficial.

To sum up, despite the fact that Public-Private Partnerships may viable solution for the Nigeria's infrastructure problems, the implementation of this model is based on several challenges. Good leadership, proper financial handling, inclusiveness of the public in the decision-making process, and enhanced supervisory functions are essential for the successful development of these partnerships in the long-run. If these challenges are well addressed, thus, Nigeria stands the chance of realising the full potential of PPPs to drive sustainable infrastructural development, economic growth,

and improvement on the quality of life of the citizenry. This means that through pluralism of the government, private sector and the public, effort must be made to change this so that PPPs have a positive impact to the maximum parties and can provide sustained gains.

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