West Africa Built Environment Research (WABER) Conference
WABER 2021 Conference, 9-11 August 2021, Accra, Ghana
Proceedings Edited by Laryea, S. and Essah, E.
ISBN 978-0-620-95367-2

DEVELOPING A FRAMEWORK FOR PUBLIC PRIVATE PARTNERSHIP PROJECT GOVERNANCE IN NIGERIA

Atoyebi Kayode Emmanuel[1] and Ojo Stephen Okunlola[2]
[1,2]Department of Building, Obafemi Awolowo University Ile-Ife, Nigeria

The widening gap in infrastructural deficit especially in the developing world has forced governments to explore innovative financing methods where private sector investments are attracted through a mutually beneficial arrangement called Public Private Partnership (PPP). However, PPPs are not solutions to all infrastructural problems due to variation in project type and settings. Despite the various benefits of application of PPP in project management, there has not been a unified structure/framework for successful implementation of PPP arrangement in project governance in Nigeria. This study therefore attempts to develop a framework for implementing PPP projects with a view to enhancing the service delivery performance of PPP in project governance in Nigeria. Conceptually, the studied reviewed critical factors affecting PPP in project governance, project governance, Critical Success Criteria (CSCs) and Critical Success Factors (CSFs) for PPP in project governance. Using examples from both developed and developing world, the study established the inter-connectivity between elements of PPP structure, Critical Success Factors (CSFs) and Critical Success Factors (CSFs) in the development of the framework to enhance service delivery performance of PPP in Project Governance in Nigeria. It was concluded that the success of PPP project governance in Nigeria fundamentally depends on the adoption of an integrated framework.

Keywords: framework, governance, infrastructure, Nigeria, public private partnership

INTRODUCTION

All over the world, project governance is adjudged to characteristically provide the best indication of who is involved in the project; and who in the project organisation is responsible for any course of action through its life cycle (Ekung, Agu1 & Iheama, 2017). In a broader sense, it is defined as the set of policies, regulations, functions, processes, and procedures and responsibilities that define the establishment, management and control of projects, programmes or portfolios (APM, 2012). The term project governance has attracted research attention considerably in the construction industry and many institutions and industries have also applied the term to suit their application (Bekker & Steyn, 2008). However, the overriding application in the context of the construction project is centred on three

[1] emanlin004@gmail.com Tel: +234 806 535 1588
[2] stephenojo79@gmail.com

basic variables: organization, management, and policies framework (Patel & Robinson, 2010). In mega project delivery, project governance involves the coordination, management and prompting the distribution of resources to achieve targeted goal of infrastructure development (Patel & Robinson, 2010).

As established by World Bank (2015), the success of any project does not occur accidentally, rather, it occur as a result of careful conceptualization, design, implementation and factoring of all the variables which may influence the success of a project in a given locality. Studies revealed that determining project success varies with every project perspectives and there is no established framework or specific criterion for judging construction project success (Davies, Crawford & Lechler, 2009). Project success is traditionally assessed based on three major criteria namely: time; cost and quality (Khosravi & Afshari 2011). These success criteria are what Atkinson (1999) referred to as the "iron triangle". However the challenges associated with the management of projects has forced government to explore new and innovative financing methods in which private sector investment can be attracted to provision of infrastructure through a mutually beneficial arrangement called Public Private Partnership (Adhazi & Bowles 2001; 2001a; 2001b).

According to Koppenjan (2005) and Liu et al (2016), public–private partnership (PPP) is an innovative procurement approach in which public and private actors co-operate to develop infrastructure and deliver public services, sharing the risks, costs and benefits. The goal of public private partnership (PPP) is to bring every project to successful service delivery and operation that would maximally deliver its sets goals. The adoption of PPP has created a room to address numerous challenges associated with traditional procurement method and to ensure that the socio-economic values of public projects are captured effectively with the aim to combine the skills, expertise, and experience of both sectors to deliver higher standard of services to citizens (Koppenjan, 2005). As a particular type of collaborative governance, PPP governance is about steering the decision and action processes in the private, public, and civic sectors (O'Leary, Gerard, & Bingham, 2006).

In recent times, the public-private partnership (PPP) concept has gained considerable attention among governments in both developed and developing countries (Cheung et al., 2012) due to its numerous benefits for successful project delivery. However, despite the enthusiasm from the public and private sectors, there has been slow progress in the implementation of the PPP policy as well as an increased number of failed or distressed projects particularly in developing countries (World Bank 2015a; Osei-Kyei, 2015, Chan, Javen & Ameyaw, 2016). Also, due to challenges inherent in the implementation and the vague knowledge of many PPP model or projects, the question on the successful delivery of its objectives and benefits remains a daunting task.

In Nigeria, evidences have shown that PPP has been adopted in a wide range of sectors for infrastructure service delivery across the nation and suitable for all types of infrastructural projects (Babatunde, Opawole and Akinsiku, 2012; Gbadegesin& Aluko, 2014). However, Cheung et al. (2012) cautioned that PPPs are not a cure for all problems and not suitable for all project settings. Diverse range of PPP forms have been implemented with success and some with failures depending on the

objective(s) of the project due to numerous factors across each locality (Zhang, 2005). Many experts in the industry are aware of the effectiveness and benefits of PPP but are unable to determine how best to achieve maximum success and goals optimally (Agyemang, 2011; Cheung, Chan & Kajewski 2009). These pose a serious challenge to the realization that partnership arrangement such as PPP are particularly good vehicle for bringing about project objectives and the definite objectives of achieving the goals of PPP synergy vary among stakeholders.

The success of PPP projects has become inevitable as there has not been a unified structure/framework for the successful implementation of PPP arrangement in project governance. Assessing the success of PPP in projects governance requires in-depth variables relative to the uniqueness and nature of PPP projects. This study therefore develops a framework for implementing PPP projects with a view to enhancing the service delivery performance of PPP in project governance in Nigeria. Conceptually, the studied reviewed crucial underlying factors such as PPP, project governance, Critical Success Criteria (CSCs) for PPP in project governance, Critical Success Factors (CSFs) for PPP in project governance and the factors affecting PPP in project governance in Nigeria.

LITERATURE REVIEW

This review of literature encompasses the concepts and models relevant for the development of a framework for public private partnership project governance with consideration for the Nigerian experience. The study reviewed the concept of PPP, project governance. It highlighted and extracted components of the concession model (user pays) and the UK Private Finance Initiative (public sector pays) to allocate responsibilities and risks between the public and private partners in different ways in Nigeria. It further analysed PPP Experience and Project Governance in Nigeria. Using the structure of the elements of Critical success criteria (CSC) for PPP projects and Critical success factors (CSFs) for PPP projects, the paper developed a framework to enhance service delivery performance of PPP in project governance.

The concept of Public Private Partnership

PPPs are the long-term contractual relationships formed between public sectors and private entities, aiming to procure and provide public assets and relevant services through the use of private sectors 'resources and expertise (European Investment Bank [EIB], 2004). In another parlance, it also refers to as long-term participation between government and the private sector for the provision of infrastructure and public services (Bovaird, 2004; Harris, 2004).Van Ham & Koppenjan (2001) also defined PPP as a cooperation of some sort of durability between public and private actors in that they jointly develop products and services and share risks, costs and resources that are connected with these products. The defining features of PPPs, compared with other forms of private participation in infrastructure, include risk transfer, long-term contract relationships, and partnership agreements (Li & Akintoye 2003).

PPP is an innovative procurement approach in which public and private actors co-operate to develop infrastructure and deliver public services, sharing the risks, costs, and benefits (Koppenjan, 2005). This implies that a public-private partnership

is a contractual arrangement between a public agency and a private sector entity and through the agreement, the skills and assets of each sector are shared in delivering a service or facility for the use of the general public. It is a means of utilizing the private sector resources in a way that is a combination of outsourcing and privatization with government partnerships. This because nations are increasingly relying on creative financing and asset management to maintain and improve infrastructure because PPP provides a more efficient and cost-effective means of providing the same or better level of service, at a savings to the general public (Agyemang, 2011).

There are several types of partnerships in which public and private sector can engaged in – policy partnerships, partnerships for delivery of public services, capacity building partnerships, economic development partnerships and infrastructure partnerships. Depending on the context (policy, service, capacity, economic development or infrastructure), a partnership between public, private and non-profit partners will be defined in different ways (Roman, 2015). Roman (2015) further opined that PPP is conceptualized as a contractual agreement between one or more public agencies and one or more private sector partners for the purpose of supporting the delivery of public services or financing, designing, building, operating and/or maintaining a certain project for the public good. These types of partnerships are usually developed with the implicit and explicit objectives of leveraging additional financing resources and expertise, which otherwise might not have been available for public purposes through traditional procurement practices.

Models of PPP

There are various types of PPPs, established for different reasons, across a wide range of market segments, reflecting the different needs of governments for infrastructure services. Although the types vary, they are however been put in two broad categories of which PPP can be identified. The first is the contractual type consisting of the concession model where the 'user pays 'and the second is the Private Finance Initiative (PFI) model where the 'public sector pays'.

Concessions, which have the longest history of public-private financing, are mostly associated with PPP. By bringing private sector management, private funding and private sector know-how into the public sector, concessions have become the most established form of this kind of financing. They are contractual arrangements whereby a facility is given by the public to the private sector, which then operates the PPP for a certain period of time. Oftentimes, this also means building and designing the facility as well. The normal terminology for these contracts describes more or less the functions they cover. Contracts that concern the largest number of functions are "Concession" and "Design, Build, Finance and Operate" contracts, since they cover all the elements: namely finance, design, construction, management and maintenance. They are often financed by user fees (for water project, gas and electricity, public transport, among others, but not for "social PPP projects" such as health, prisons, courts, education, and urban roads, as well as defence).

The second type is based on the UK Private Finance Initiative (PFI) which was developed in the UK in 1992. This has now been adopted by parts of Canada,

France, the Netherlands, Portugal, Ireland, Norway, Finland, Australia, Japan, Malaysia, the United States and Singapore (amongst others) as part of a wider reform programme for the delivery of public services. In contrast to concession, financing schemes are structured differently. Under PFI schemes, privately financed contracts for public facilities and public works cover the same elements but in general are paid, for practical reasons, by a public authority and not by private users (public lighting, hospitals, schools, roads with shadow tolls, that is, payments based on traffic volume, paid by the government in lieu of tolls).

The capital element of the funding enabling the local authority to pay the private sector for these projects is given by central government in the form of what are known as PFI "credits". PFI is not just a different way of borrowing money; the loans are paid back over the period of the PFI scheme by the service provider who is at risk if the service is not delivered to standard throughout. The local authority then procures a partner to carry out the scheme and transfers detailed control and in theory the risk, in the project to the partner. The cost of this borrowing as a result is higher than normal government borrowing (but cheaper when better management of risks and efficiency of service delivery is taken into account).Based around different types of contract and risk transfer, these are PPP models that allocate responsibilities and risks between the public and private partners in different ways.

Project governance

Project governance has been conceived as how the organisation directs and controls its projects in order to efficiently, effectively and transparently makes decisions. Nevertheless, project governance as a term is probably one of the most misunderstood, terms in modern project management. It has attracted research attention considerably in the construction industry and therefore immersed in definition uncertainty. Due to a the lack of a comprehensive, formal definition, various industries, institutions and organisations have adopted the term and derived their own connotations to suit their specific applications (Bekker & Steyn, 2009). The information technology industry, for example, associates project governance with protection of and access control to information (Turbin, 2003: OGC, 2005), while the public-private partnership (PPP) related organisations (Miller & Hobbs, 2005) use the term to describe the macro controlling environment within which projects should function. The definition related to public-private partnership is simply the quest to improve overall project performance.

The definitions for project governance vary from very narrow to very broad (Ahola et al. 2014). For example, Turner and Simister (2001) adopted an economics-based perspective on project governance, defining the concept narrowly as a contract type used in the project (such as fixed price or cost plus), whereas other authors have offered considerably broader definitions for the concept. For example, according to Ruuska et al. (2009), project governance employs principles for responding to project stakeholder demands, documentation procedures, communication and contractual arrangements. Many institutions and industries have also applied the term to suit their application (Bekker & Steyn, 2008). However, the overriding application in the context of the construction project is centred on three basic variables: organisation, management and policy framework (Patel & Robinson, 2010). In mega project delivery, project governance involves the

coordination, management and prompting the distribution of resources to attain agreed goals (Patel & Robinson, 2010).

The summary of the main features of project governance as internal to a specific project consists of the following:

- A project is a nexus of interdependent economic transactions between legally independent firms;
- The project is a powerful organizational actor that is directed by a specific joint goal (such as the construction of a building);
- The short-term and long-term goals of firms participating to the project may conflict with each other – and the goal of the project;
- A governance structure consisting of shared coordination, control, and safeguarding mechanisms needs to be put in place to align the interests of multiple organizational actors to work towards a joint goal;
- The governance structure of the project should be aligned with both internal (organizational capabilities) and external contingencies (regulatory practices).

PPP EXPERIENCE AND PROJECT GOVERNANCE IN NIGERIA

Public Private Partnerships

The emergence of PPP schemes serves as basis for rapid infrastructural development without directly impacting on the government's budgetary constraints. This comes to agree with the philosophy behind the Nigeria's privatization and commercialization decree of 1999. In recognition of the potential role of PPP in infrastructural development in Nigeria, the government in 2008 established the Infrastructure Concession Regulatory Commission (ICRC) to develop and take the lead on development of a harmonized PPP policy in the country (NIQS, 2010; Ibrahim & Haddary, 2010). Though the concept is relatively new, there is the increasing need to create a more workable and more efficient procurement protocol to improve the current practice and secure the future of PPP projects in Nigeria.

The most popular PPP delivery mechanisms used for a variety of infrastructural projects in Nigeria are the Joint Venture (JV) and the Build-Operate-Transfer approaches (Ibrahim, Price and Dainty 2006). Although the application of PPP requires some well levelled structure for implementation, there is no specific PPP structure at the federal level of government in Nigeria (Ibrahim and Haddary, 2010). All the concession projects are under the auspices of the National council of privatization and the Bureau for Public Enterprise (BPE) (Global Legal Group, 2007).

Nigerian government and her different agencies have implemented several infrastructural projects using the Public-Private Partnership mechanism. For example, the domestic terminal of Murtala Muhammed International Airport, Lagos, which was partially destroyed by fire in 2000, was re-built through a syndicated medium term refinancing facility from a consortium of six Nigerian banks (Akinyemi 2010). Other examples include Bi-Courtney MM2 airport project

in Lagos; terminal operation of sea- ports in Lagos, Warri and Port Harcourt (Njidda 2009; NIQS, 2010) and Lagos–Ibadan Expressway expansion project (NIQS, 2010).

States in Nigeria with known involvement in PPP are the Federal Capital Territory (FCT) Abuja, Lagos, Rivers, and Cross River. For instance, in 2004, Lagos state government promulgated the Lagos State Roads, Bridges and Highway Infrastructure (Private Sector Participation) Development Board Laws which provided a legal structure for PPP to come into play (Global Legal Group, 2007). Notable PPP projects in Lagos state include: the Lagos state light rail project and the Lekki expressway project. Those in FCT Abuja include: BOT market and Katampe district engineering infrastructure. Many other state governments in Nigeria have expanded the scope of PPP utilization to include roads, railways, airports, hospitals, water supply, power generation and distribution, waste management, transportation, ferry services, facility management, tourism, and such other commercial infrastructure as shopping complexes, security surveillance, markets and hotels and public conveniences (Omagbitse, 2010). However, the major challenge to the execution of the of projects in the country is governance.

Project Governance in Nigeria

In Nigeria, increasing numbers of studies have demonstrated strong relationship between project governance with project success (Jooste, 2009; Awuzie & McDermott, 2012; Ogunsina & Ogunsemi, 2012). Many projects in Nigeria are trailing behind set objectives not just in cost, time, quality but in other success parameters such as local content development (Awuzie & McDermott, 2012), empowerment, employment, technology transfer and other socio-economic pushes (NPC, 2004). Jooste (2009) maintained that the lack of proficiently governed projects is common place in developing countries.

Using the Agency Theory, Ogunsina & Ogunsemi (2012) identified three basic challenges inherent to project governance structure in Nigeria. These include the possession of hidden action and agenda; the agent as utility amplifier seeking first his own interest, and the cost of monitoring agent's activity in the project web. Studies in other parts of the world (OGC, 2008; Levitt et al., 2005), identified other challenges to include: lack of clear links between the project and the organisation's key strategic priorities including agreed measures of success, and lack of effective engagement with stakeholders. Others include lack of skills and proven approach to project management and risk management, little attention development and implementation into manageable steps, initial priced based evaluation of proposals rather lifecycle value for money, the lack of appropriate project team integration between project board and the supply chain also impedes the governance of projects, heightened levels of uncertainties and risks and dimensions of social and political conflicts (Levitt et al., 2005).

ASSESSMENT OF THE SUCCESS IN PPP PROJECTS

Project success has been defined in diverse ways by researchers and each definition varies depending on the type and size of project (Chan& Chan, 2004). As an approach towards achieving project success, PPP has been widely applied across the world by governments to provide a sequence of important public services (e.g., health, education, water and electric power supply, and transport) since the global

financial crisis, owing to the limited funds available for main infrastructure development. Despite more and more successful operations of PPPs, there are some project failures such as cost overruns, schedule overruns, and stakeholder dissatisfaction. There are numerous criteria and factors critical to the success of a PPP projects and their effective performance evaluation. According to Yong (2010), the debate about PPP has moved from the ideological argument of their advantages and disadvantages to the management about how to structure them well to achieve the predetermined goal, and therefore performance evaluation must be properly addressed during PPP delivery.

There are some explanatory factors that account for the success and failure of PPP projects and there are some indicators with which the success and failure are determined or measured, especially in relation to PPP projects. (Zhang, 2005).These indicators for measuring the success or otherwise of PPP projects are called Critical Success Criteria (CSC) while the explanatory factors are called Critical Success Factors (CSFs). These concepts are different but related. CSC comprises the successful outcomes of projects and are the parameters on which success is measured while CSFs are the driving forces to achieve successful project outcomes; the set of circumstances and facts, which facilitate project success.

Critical success criteria (CSC) for PPP projects

Over time, researchers have criticised the exclusive use of the conventional success measures of time, cost and quality for construction projects. Some have suggested the incorporation of other subjective success measures. For instance, Ahadzie et al. (2008) identified environmental impact and customer satisfaction as important additional success measurements aside the traditional set of success criteria for mass housing building projects (MHBP) in developing countries. Furthermore, ToorA and Ogunlana (2010) emphasized that safety, effectiveness, satisfaction of stakeholders, efficient use of resources and reduced conflicts are the success criteria which are very important in assessing large scale construction projects success compared to the traditional measures. Also, Westerveld (2003) strongly opined that clients 'appreciation, contracting partners 'appreciation, stakeholders ' appreciation, users 'appreciation and project personnel appreciation are important success measures aside the conventional criteria of time, cost and quality.

Notwithstanding, the traditional success criteria do not fully incorporate the proper implementation of construction projects but mainly focus on the contribution of profit (Cserháti, 2014). In addition, the traditional measures are geared towards the satisfaction of project clients and contractors without considering other external stakeholders 'expectations (Westerveld 2003; Al-Tmeemy et al. 2011). In this regard, it is always essential for project managers to establish a clear set of success criteria which integrate both objective and subjective measures in order to properly evaluate construction projects success (Cox et al.2003).

It has been opined that success measurement is necessary to realize the full objectives of PPP and is critical to project success (Beatham et. al., 2004; Gunasekaran & Kobu 2007; Liu et al. 2014). The success of PPP projects is based on identifiable agreed standard, goals and objectives (indicators) of PPP concept which form its Critical Success Criteria (CSC) for evaluation. And despite the fact that there is a large strand of literature on CFC with a focus on the traditionally

procured projects, studies also abound that identified success criteria for Public-Private Partnership projects in terms of greater value-for-money and provision of adequate financial return to the private investor (Ng et al. 2010), cost savings (Hambros 1999), reduction in construction time and maintaining a high level of service quality (Akintoye et al. 2003) and satisfaction of stakeholders (Leung et al. 2004; Udayangani et al. 2011). Considering the uniqueness of PPP projects, Akintoye et al. (2003) and Skietrys et al. (2008) opined that their success criteria will differ from the traditionally procured projects. Therefore, to have a full understanding of a successful implementation of PPP requires using some critical success criteria which are key points in measuring success of PPP projects.

Critical success factors (CSFs) for PPP projects

Morledge and Owen (1999) developed the concept of CSFs further to identify certain weaknesses associated with the practical application of Rockart's method. These include: subjectivity; bias, human inability to process complex information, change in relation to surrounding environments; imprecise definitions and generalisations, and qualitative performance measures. Critical success elements are significantly important to help firms or organizations to identify key factors that firms should focus on in order to be successful in a project (Rowlinson, 1999). In terms of CSFs of PPP projects, studies have emerged since the 1990s. In general, there are two types of literature on the CSFs of PPP: studies that evaluate the CSF of PPP projects in general and studies that assess the CSFs of a specific PPP project.

To implement Public–Private Partnership (PPP) projects efficiently and effectively it may be necessary for all the stakeholders to be fully aware of the various success factors that can aid its successful implementation. Several PPP projects are currently under taken in Nigeria and other developing countries like India, Nepal, Latin America and as well as other African countries such as Egypt, South Africa, Kenya, Uganda, Mozambique to mention a few for their infrastructure developments. As discussed in some studies in Nigeria (Dada and Oladokun, 2008; 2012; Agboola, 2011; Babatunde, Opawole and Akinsiku, 2012; Olaniyan, 2013) there are several critical success factors (CSFs) that are investigated for successful implementation of PPP projects. Equally linked to these identified CSFs are also some critical success sub-factors that contribute to each category of CSF as well as to overall performance of PPP projects.

A number of authors have identified CSFs for PPP projects. Tiong (1996) identified six CSFs for private contractors in competitive tendering and negotiation in BOT contracts as: entrepreneurship and leadership; right project identification; strength of the consortium; technical solution advantage; financial package differentiation; and differentiation in guarantees. Qiao, Wang, Tiong, and Chan (2001) established eight CSFs in BOT projects in China as: appropriate project identification; stable political and economic situation; attractive financial package; acceptable toll/tariff levels; reasonable risk allocation; selection of suitable subcontractors; management control; and technology transfer. Jefferies et al. (2002) explored CSFs for BOOT procurement system specific to a Stadium in Australia.

The relationship between CSFs and CSCs for PPP projects

The concepts CSC and CSFs have been used interchangeably by some management literature. However, these concepts are different but related. Based on the explanations above and as explained by Lim and Mohamed (1999), CSFs are the set of circumstances and facts, which facilitate project success. This implies that CSFs are actually the driving forces to achieve successful project outcomes (Rockart 1982). They are not themselves the successful outcomes. On the other hand, CSCs are the successful outcomes of projects and they are the parameters on which success is measured (Chan et al.2002). In PPP project implementation, both concepts are important in achieving success; they collectively operative within the framework of PPP projects success. In essence, there is a tight relationship between them in achieving PPP projects success (Lim, 1999).

Technically, to determine PPP projects success, the CSC for PPP projects act as the dependent variables, whereas the CSFs for PPP projects become the independent variables. To clearly illustrate the difference and relationship, reduced public and political protest could be considered a critical success criterion for PPP projects. For this criterion to be realised, it depends of several critical factors which include transparency, frequent communication and user fee adjustments. Though the critical factors influence the projects 'success, they do not form the basis for judgement but the critical criterion.

This study therefore proposes a framework of PPP project governance based on the objectives set for the study. The initial component of the framework is the project governance. This comprises elements such as organisational goal, organisational capabilities, regulatory practices including coordination, control and safeguarding mechanisms. These elements are seen as contributors towards the PPP structure for a particular project. The PPP structure consists of objectives of PPP, parties involved in PPP, types of PPP, models of PPP, including legal and administrative frameworks for PPP. Both the project governance and the PPP structure contributes to the critical success factors (CSFs) which are presented in their five categories adopted in this study. These are favourable economic condition, project implementation, effective procurement, government control and stable political and social environment. These CSFs together with PPP structure have direct influence on the Critical Success Criteria (CSC). These are project performance indicators and they are manifested in terms of cost of project, time of completion, quality of project, stakeholders 'satisfaction, value for money and environmental impact, among other success criteria. It is these success criteria that will be the basis of measurement of the success of any PPP project and the framework for the study will aim at achieving enhance service delivery performance of PPP in project governance.

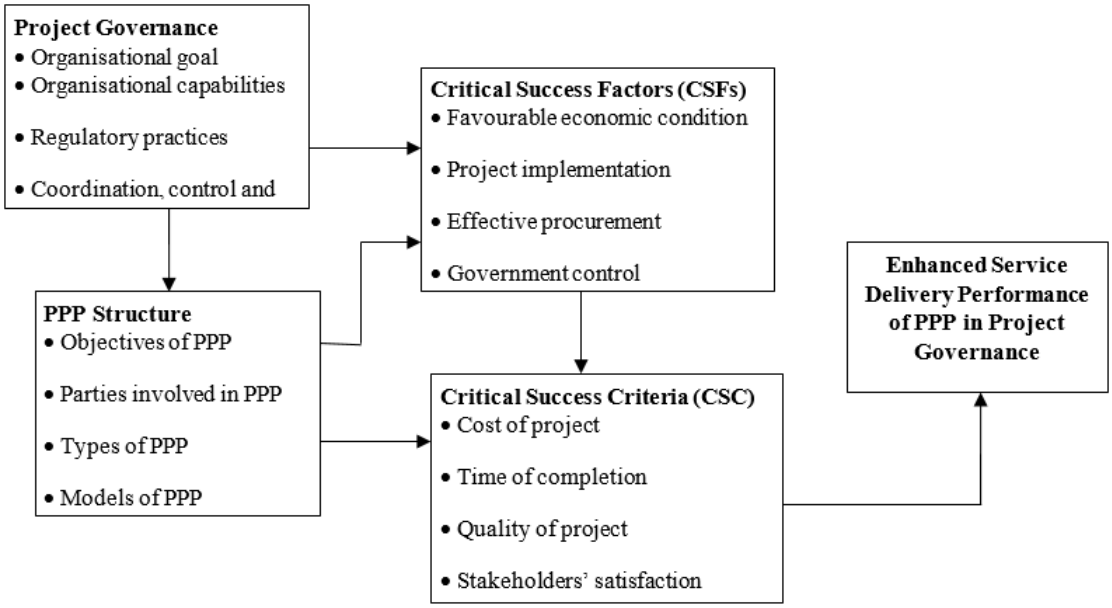


Figure 2.1: Framework to enhance service delivery performance of PPP

Source: Author's review, 2020

From the framework, elements of project governance (organizational goal, organizational capabilities, regulatory practices etc.) have a direct link to the structures of PPP (objectives of PPP, parties involved in PPP, types and models of PPP, legal and administrative structures etc.). This in unison determines the critical success factors (favourable economic condition, project implementation, effective procurement etc.) Afterwards the critical success criteria for the project (cost of project, time of completion, quality of project etc.) are determined. All these variables lead to enhanced service delivery performance of PPP in project governance.

CONCLUSION

The governments are increasingly using public private partnership (PPP) procurement arrangement to deliver works and services in both developed and developing countries. The private sector is being used to providing public facilities through partnerships in order to address the infrastructural deficit without the financial commitment to the government, so that the limited available resources could be channelled to other sectors. The utilization of PPP as a procurement option has been adjudged with several benefits. These include provision of better infrastructure solutions than an initiative that is wholly public or wholly private, faster project completion and reduced delays on infrastructure projects by including time-to-completion as a measure of performance and therefore of profit, higher return on investment when compared with traditional approach, early appraisal of risks to determine project feasibility and achievement of high quality standards throughout the life cycle of the project.PPP as a method of construction in Nigeria failed many times because majority of the stakeholders do not detailed the organization and implementation of PPP principles in line with its objectivity and goals. For PPP implementation to be successful there must be a balance of

interest among stakeholders involved and a PPP framework must be designed to best achieve the government objectives in pursing PPPs.

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