

The Impact of Community Participation in the Implementation of Public-Private Partnership for Infrastructural Development in Niger State

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Abstract

The adoption of Public Private Partnerships for public infrastructure and service delivery has become more prominent in recent times due to the increasing inadequacies of funds brought about by the global economic challenges resulting from recessions and most recently, the Covid-19 pandemic. This has remained one of the major factors spurring the government to continuously look elsewhere for alternative funding of public infrastructures. The implementation of various PPP projects has however, not put into consideration the need for community participation so as to create a sense of belonging and ownership in the minds of the community people. This study therefore, examines the impact of community participation in the implementation of public private partnership in infrastructural provision and service delivery in Niger State. The objectives were to examine the communities' level of awareness and participation in the PPPs implementation in selected communities in Niger State, identify the hindrances to their participation in the implementation of PPPs, know the impact of their participation in PPPs implementation in their communities and find out what could be done to tackle the hindrances to their participation in the implementation of PPPs in their communities. The study adopted both primary and secondary methods of data collection using questionnaire and interview. Data were collected and analyzed using chi-square and SPSS and findings from the study shows that communities' participation in the implementation of PPPs has positively impacted the development of community infrastructures and service delivery. The study recommends more sensitization, awareness, community involvement and participation in the planning and implementation of PPPs in rural infrastructural development and service delivery.

Introduction

A major facilitator to the development of any nation is the level of quality infrastructure. The major hindrance to Nigeria's economic growth and development is her actual shortage in basic physical infrastructure. Nigeria's level of infrastructure is far less when compared to her peers ranking 132 out of 138 countries (World Economic Forum, 2019). According to the recent Executive Opinion Survey of the World Economic Forum, the low level of infrastructural availability is also a major impediment to Nigeria's business environment. Durable infrastructures across Nigerian communities are in serious need of attention for improvement and rehabilitation. Structurally and functionally, the few available infrastructures are either defective or obsolete. Considering the significance of durable infrastructural existence to the socio-economic, political and technological development of any country, the stock of available infrastructure in Nigeria have remains nosediving in contrast to the global standard of 70% of GDP.

Available facts and figures in Proshare's December 2020 report put the rate of infrastructural shortage at \$100billion representing 189.77% of the 2021 Federal Government of Nigeria's budget projection of \$34.51billion. As at 2019, the stock of post-contract PPPs under implementation stood at 69, pre-project PPPs at development and procurement phase stood at 138, while the total investment in approved PPP projects between 2010-2018 stood at US\$8billion with major sectors being rails, ports, roads, natural gas, solar, telecoms, electricity, housing and water, sanitation, aviation and agriculture (www.icrc.gov.ng).

Nigeria is currently estimated to have a population of over 200 million people and with a projection of 70% increase by the next 20 years bringing the population to 330 million by the year 2040 (Organization for Economic Cooperation and Development/African Centre for Economic Transformation -OECD/ACET, 2020), and with no rapid amelioration in Nigeria's basic physical infrastructure, this growth will increase the complexities of the current infrastructural shortage.

Likewise, the African Development Bank estimated that Nigeria would need to invest US\$15 billion annually to meet its infrastructure needs (AfDB, 2013). By 2016, Oxford Economics, put Nigeria's cumulative infrastructure spending need (investment need scenario) between 2016 and 2040 to about US\$878 billion with average annual investment of US\$36.6 billion, while the expected spending would be about US\$657 billion, with an average annual investment on infrastructure being US\$27.4 billion leaving a gap of over US\$200 billion with an average annual investment gap of US\$8.3 billion (GIO, 2013). If Nigeria is to measure up with the best performing countries in its income peer group (investment need scenario), the Nigerian government would have to increase annual average infrastructure spending to about 4.8% of GDP between 2019 and 2030 and to about 3.8% of GDP between 2030 and 2040. These figures need to increase to 6.8% and 3.8% of GDP respectively if Nigeria were to achieve universal access to water, sanitation and other basic infrastructure by 2030 (Nigerian Economic Summit Group, 2017).

Statement of Research Problem

The adoption and implementation of public private partnership for infrastructural development and service delivery in the last few decades have gained appreciable support and acceptance. Consequently, many governments across the globe have keyed into this alternative source of infrastructural financing. This has necessitated the conceptualization, initiation, formulation and implementation of various plans, policies, programmes and projects capable of enhancing the effectiveness of PPPs globally. In Nigeria, the Infrastructural Concessioning and Regulatory Commission Act 2005, and Niger State Public Private Partnership Act 2011 were passed into law at the Federal and State levels respectively to regulate and oversee issues revolving around PPPs adoption and implementation in Nigeria and Niger State respectively. The passage of these laws also led to the establishment of Infrastructural Concessioning and Regulatory Commission (ICRC) and Niger State Public Private Partnership Agency (NSPPPA) respectively to regulate, oversee and monitor, advise and provide technical support for the effective adoption and implementation of PPPs arrangement within the Federal State and Local Government in Nigeria. This has led to the proliferation of PPPs projects in various sectors of the economy across the country. However, despite the gains and acceptability of this alternative source of infrastructural and services financing and delivery, the lack of inclusion and participation of benefiting communities in the conceptualization, initiation, formulation and implementation of various public private partnership plans, policies and programmes PPPs have been a source of hindrance to the effective adoption and implementation of PPPs in the State. As we are very much aware, democratization of societal processes has more than ever before more crucial in governance, socio-economic and all societal development phases. This is hinged on the fact that, a wider and inclusive participation in development create a sense of ownership and belongingness in the minds of beneficiaries and all the stakeholders of developmental projects and programmes and if PPPs must help accelerate the rate of socio-economic development of the society, more community involvement and participation is a prerequisite. The implementation of PPPs across Nigeria in general and Niger State in particular has been characterised by poor community participation and in some instances complete exclusion of the communities where such PPP infrastructures are situated. This has not encouraged the democratization and community ownership of such public infrastructures. It is on this backdrop that this study seeks the investigation of the impact of community participation in the implementation of PPPs infrastructure and service delivery for community development in Niger State.

Research Questions

This study seeks to address the following questions:

- i. What is the level of communities' awareness and participation in the implementation of PPPs in Niger State?
- ii. What are the hindrances to communities' participation in the implementation of PPPs' in Niger State?

- iii. What could be done to tackle the hindrances to communities' participation in the implementation of PPPs in Niger State?
- iv. What template could be designed to enhance the impact of communities' participation in PPPs implementation in Niger State?

Objectives of the Study

The general objectives of this study are:

- i. To investigate the level of communities' awareness and participation in PPPs implementation in Niger State;
- ii. To identify the hindrances to communities' participation in the implementation of PPPs' in Niger State;
- iii. To find out what could be done to tackle the hindrances to communities' participation in the implementation of PPPs in Niger State; and
- iv. To know the template that could be designed to enhance the impact of communities' participation in PPPs implementation in Niger State.

Research Hypotheses

The study is based on the following assumptions:-

- H₁**: There is no significant relationship between communities' awareness and participation and effective implementation of Public-Private Partnerships in Niger State.
- H₂**: Hindrances to communities' participation cannot affect in the implementation of PPPs' in Niger State.
- H₃**: Effective to tackling of the hindrances cannot enhance communities' participation in the implementation of PPPs in Niger State.
- H₄**: A well designed template cannot enhance the impact of communities' participation in PPPs implementation in Niger State.

Literature Review

The Concept of Public-Private Partnership (PPP)

Public private partnership is joint initiatives of the public sector in conjunction with the private, for-profit and not-for-profit sectors", also referred to as the government, business and civic organizations (World Bank 1999). In these partnerships, each of the actors contributes resources (finance, human, technical and intangibles, such as information or political support) and participates in the decision-making process.

The United Nations (2010), defined PPPs as voluntary and collaborative relationships between various parties, both state and non-state, in which all participants agree to work together to achieve a common purpose or undertake a specific task and to share risks and responsibilities, resources and benefits.

In the context of this study, public private partnership could be seen as a voluntary contractual engagement or arrangement between agreeing parties (government, private partners, non-governmental organizations and host communities) to share responsibilities and risks as well as mutual gains and pains

in the context of specific infrastructural and service delivery within an agreed specified period of time.

Motivation for Engaging in Public-Private Partnerships (PPPs)

The three main needs that motivate governments to enter into PPPs for infrastructure are:

To attract private capital investment, increase efficiency and use available resources more effectively, and to reform sectors through reallocation of roles, incentives, and accountability.

The Benefits of Public Private Partnerships

The benefits of PPPs include: efficiency gain, sources of financing, better on-time construction performance, early delivery, innovation, protection of the public interest and clear accountability.

The Challenges of Public Private Partnership

Some of the challenges of PPP include: unattractive environment, inadequate local engineering skills, lack of strong political will, lack of good governance, transparency and probity, politics, budgets, and long-term planning, rigid institutional/ legislative framework, lack of clarity of project objectives, wrong selection PPP model for the project, inadequate information on value for money and poor planning of PPPs.

Other challenges include; inadequacy of legal, regulatory and institutional frameworks for investment in some sectors; high cost and unstable power and energy supply, leading to high overhead costs; cumbersome land titling and administration practices that constrain the optimisation of land as a factor of production; high domestic public debt, which tends to crowd out private sector borrowing thereby undermining real sector growth; security threat to lives and property; multiple taxation; high cost of capital and inadequate term lending; and skills mismatch between the education system and industrial needs (FGN, 2013).

Concept of Economic Development

Seer's (1976), viewed development to consist increase in output in all sectors of the economy and distribution of the output in such a way as to enhance the quality of life of the broad masses of the population. To him, three questions must be answered if any social system must be seen to have developed. That is, what is happening to poverty? What is happening to unemployment? And what is happening to inequality?

If all these three have declined from high levels, beyond doubt, there has been development in the country concerned. But if one or two of these central problems have been growing worse, then development has not taken place. This is in spite of an increment in per capita income.

Also, Streeten (1981) in his book "First thing First" propounded the theory of "Basic Needs". According to him, the issue that must be addressed in order to attain development is the provision of the basic human needs. These needs include

health, housing, water, education, food and sanitation as well as citizens' participation in national economic planning.

Concept of Community Participation

The clarification and understanding of the meaning of the words 'community' and 'participation' varies from one scholar to another. Nick (2000) in his 'Community Planning Handbook' defines the word community as a group of people sharing common interests and living within a geographically defined area. Nabeel Hamdi in his book with Reinhard Goethert (1997), *Action Planning for Cities: A Guide to Community Practice*, points out that the term community has both "social and spatial dimensions" and that generally the people within a community come together to achieve a common objective, even if they have certain differences. The United Nations Development Programme (1981) sees community participation as the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development.

The concept of a community works on the age old principles of 'unity is strength' and 'united we stand'. A group of people always has advantage over a single individual in getting his or her voice heard, especially in the case of have-nots of the society.

The word participation can be defined as the "act of being involved in something" (Wates, 2000). According to Habraken (1985), participation has two definitions with opposite meanings. Participation can either represent assigning certain decisive roles to the users, where they share the decision-making responsibility with the professionals. The other type of participation is where there is no shift of responsibilities between the users and professionals but instead only the opinion of the user is considered while making decisions (Habraken, 1985).

Community participation means some form of involvement of people, with similar needs and goals, in decisions affecting their lives. Abrams (1971) defines community participation as, "the theory that the local community should be given an active role in programs and improvements directly affecting it". It is only rational to give control of affairs and decisions to people most affected by them. Besides, since no government or authority has the means to solve all the public problems adequately, it is necessary to involve people in matters that affect them (Abrams, 1971). However, delegating powers to people is not an easy task and involves great inquiry into the change in the attitudes of the authorities and professionals. Nabeel (2000) defines community participation as a powerful idea which "refers to the process by which professionals, families, community groups, government officials, and others get together to work something out, preferably in a formal or informal partnership". He explains that community participation was initially an outcome of the public pressure demanding "environmental justice". The advocates of community participation believe that it brings many lasting benefits to people instead of only a means of getting things done. Arnstein (1969) associates citizen participation with citizen power and control as, "the redistribution of power that

enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future". Alexander (2000) explains that participation is "inherently good" and that it brings people together in creating and making decisions about their environment. Since people are actively involved in the process, Alexander argues that participation helps promote sense of ownership and control among the people.

The best way to explain different levels of participation in terms of community involvement in various stages of the projects is by understanding what Arnstein (1969) calls "A Ladder of Citizen Participation," which she introduced in an article published in 1969 in the *Journal of the American Planning Association*.

Arnstein (1969) explains that this classification is necessary to unveil the manipulation of people in the garb of community participation projects by professionals and policyholders. The ladder has eight rungs each corresponding to a different level of participation, that is, manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control. The rungs at the bottom of the ladder are the ones with least citizen participation or "nonparticipation" and include Manipulation and Therapy. Informing, consultation and placation occupy the middle rungs of the ladder and border between manipulation at the bottom and citizen control at the top and is termed as "tokenism" where the people are allowed to participate only to the extent of expressing their views but have no real say that matters. The last three rungs, partnership, delegated power and finally citizen control at the top of the ladder, are termed equivalent to "citizen power" and this is where true and meaningful participation takes place. This categorization of the various types of people involvement is extremely crucial in clarifying the confusion between "non-participation" and true "citizen power" and to identify the real motives behind participatory projects, which are often used by critics as shortcomings of the of the concept of community participation.

Partnership Approach to Community Participation

Moser (1983), explains in *Community Participation in Urban Projects in the Third World*, that by the end of the 1960s, bottom-up community participation initiatives started to surface along with top-down participation programs in the form of squatter settlements around the world. These bottom-up initiatives of the community in order to house themselves resulted after the failures of top-down housing projects in different cities of the world and were initially met with resistance by governments. However, Moser explains that by the 1970s, many Third World governments and donor agencies realized the potential of these community-based initiatives which resulted in a major change of approach in housing in the form of upgrading and sites and services projects.

Narayana (1996) in his book *Empowering Communities through Participatory Methods*, explains that in the top-down model of participation, the governments decide and provide for the communities which develops a sense of dependency and lethargy among the people. He presents an alternative to the top-down model in the form of a "partnership model" where the governments and communities work together in planning and decision-making with long-lasting results.

Moser (1983) explains the concept of participation as a 'means' and as an 'end' in development projects, where participation is interpreted as a means it generally becomes a form of mobilization to get things done. Where participation is identified as an end the objective is not a fixed quantifiable development goal but a process whose outcome is an increasingly 'meaningful' participation in the development process.

From the above discussion it can be concluded that community participation can be used to achieve material benefits in the form of pointed development projects (sewerage, water supply delivery, etc) or can lead to the social development of the people (empowerment, independence, etc). In the current context of implementing PPPs and maximization of opportunities for infrastructural development, it is important that community participation be used as a tool for achieving something more meaningful than mere physical benefits.

Moser (1983), elaborates the need of "identification of the process whereby participation as a means has the capacity to develop into participation as an end". However, in addition to identifying the effectiveness of community participation, it is equally important to recognize some of the problems involved in participatory development approaches. Participation employed as an end in development projects is a time-consuming process and since time is directly proportional to money in such situations, it is quite difficult to justify such an approach due to high expenditures (UNDP, 1981). Besides, there is a fear among governments of uncontrolled empowerment of people and lack of trust in their ability to make sensible decisions, which prevents the governments to change their paternalistic approach in decision-making. The only way that such issues against participation can be resolved is by looking at participation from a broader perspective and by weighing its benefits versus limitations. It is true that it would take more time for a fully participatory project to accomplish its goals but the end result in the form of community empowerment will also go a long way. Social benefits are far superior to physical benefits and a realization has to be made on part of the implementing agencies that the empowerment of people is necessary for enabling people to become productive citizens. The authorities need to change their attitude towards people, on one hand while on the other hand; the people need to be guided for participation and making informed decisions. Professionals such as the architects and planners can perform a crucial role here and act as mediators and teachers in community-based projects (Moser, 1983).

Theoretical Framework

The theory adopted by this study is the neoliberal theory. Neo-liberalism is an economic thinking and a political culture whose thrust is hinged on the capacity of market forces to deliver abundance, emancipation, wider participation and tranquility to the whole of mankind (Scholte, 2000). Neo-liberalism is rooted in liberal political theory, a product of the European enlightenment with advocacy for artificial barriers elimination in trade, privatization of State owned firms and a limited role for the State in other areas as well. It favoured political freedom, democracy, constitutionally guaranteed rights, canvasses market capitalism, and

abolition of welfarism. It is an offshoot of liberalism which is founded on the work of social contract theorists like Thomas Hobbes, John Locke and Jean-Jacques Rousseau, philosopher Immanuel Kant, and economists Adam Smith and David Ricardo. Neoliberalism allows for free movement of goods, services and capital. Though argued by scholars as exploitative, Neoliberalism in the context of PPP allows wider participation in economic development through competitive policies and institutional framework deliberately made for wider opportunities and enhanced consultative participation in infrastructural development. It also assists the government to encourage the attraction and accumulation of funds and expertise from the private and non-government actors.

Methodology

The survey design was used through cluster sampling to collect data from the research population of 2334 respondents selected from Niger State Ministry of Works and Infrastructural Development (NMW&ID) and three Rural Infrastructural Maintenance Industrial Cooperative Societies (RIMICS) from three rural communities with one from each senatorial zones of the State. From Zone "A" Gbangban-Kpantorogi & Co. RIMICS was selected, Zone "B" Abwamannati-Afagyakpalle & Co. RIMICS was selected, and Zone "C" Abidoka -Bobi Uruma & Co. RIMICS was selected. The sample size of 400 was determined using Taro Yamane (1967) formula. 400 questionnaire was administered with a return of 353 questionnaire representing 88.12%. The questionnaire was administered to get information from the respondents on the research questions using Likert 5 scale measurements. 1 – 5 of the scale represent "agree, strongly agree, neutral, disagree and strongly disagree" respectively. The questions and responses are provided below.

Table 1: Research questions relating to research hypotheses and objectives

Questions	A	SA	D	SD	N	Total
Communities' awareness of Public Private Partnership implementation in Niger State	67	165	49	21	51	353
Level of communities' awareness in the Public Private Partnership implementation in Niger State	120	160	33	27	13	353
Communities' participation in Public Private Partnership implementation in Niger State	169	71	56	37	20	353
Level of communities' participation in Public Private Partnership implementation for the development of rural communities in Niger State	89	69	36	136	23	353
Impact of communities' involvement in PPPs decision-making process in Niger State	49	39	127	94	44	353
Hindrances to communities' participation in the implementation of PPPs' implementation in Niger State	127	29	149	31	17	353
Poor community awareness and enlightenment about PPPs as the major problem to PPP implementation for the Development of rural infrastructure in Niger State	93	58	127	44	31	353
The template and incentives that spur rural community members in Niger State to participate in PPPs in their communities either as individuals or group	100	101	90	62	0	353
The template that makes provision for enabling environment for rural communities' participation in PPPs in Niger State will help to enhance PPPs roles in infrastructural development in Niger state	108	101	49	88	7	353
The rate of community-involvement in impact-assessment for PPPs arrangement in Niger State	18	71	129	110	25	353
Total	940	864	845	650	231	3530

Source: Field Survey, 2021.

Table 2: Result of Test of Hypotheses

Variables	Lev. of Sig	Df	Critical Value	(X ²)	Decision Rule	Decision
Hypothesis1	95%	12	@ 0.05 = 21.02	24.23	Reject (H ₀) if X ² < critical value. Accept (H ₁). If the calculated value is > critical value. (H ₁) Accepted	H ₀ Rejected, H ₁ Accepted
Hypothesis2	95%	12	@ 0.05 = 21.02	20.46	Reject (H ₀) if X ² < critical value. Accept (H ₁). If the calculated value is > critical value.	H ₀ Accept, H ₁ Accepted
Hypothesis3	95%	12	@ 0.05 = 21.02	24.71	Reject (H ₀) if X ² < critical value. Accept (H ₁). If the calculated value is > critical value.	H ₀ Rejected, H ₁ Accepted
Hypothesis4	95%	12	@ 0.05 = 21.02	46.50	Reject (H ₀) if X ² < critical value. Accept (H ₁). If the calculated value is > critical value.	H ₀ Rejected, H ₁ Accepted

Source: Research Computation, 2021

NB: Df= Degree of freedom, X²= Computed Value, H₀= Null Hypothesis, H₁= Alternate Hypothesis.

The result from the table 2 above shows that all the hypotheses were accepted as the computed values were greater than the critical/table values in all the scenarios tested.

SPSS analyses on the effect of community participation in the implementation of PPPs in Niger State (Regression Analysis).

The outputs in the table below represent a multiple regression to empirically show the effect of Public Private Partnership on infrastructural development in Niger State.

Table: 3a Model Summary Model R² Square 1.916^a.838 **Table: 3b Coefficients^a Model (Independent Variables)**

Model	R	R ² Square
1	.916 ^a	.838

Table: 3b Coefficients^a

Model (Independent Variables)	Unstandardized Coefficients	Sig.
	B	
(Constant)	.677	.000
i.) Level of communities' awareness and participation in PPPs implementation in Niger State	.719	.000
ii.) Hindrances to communities' participation in the implementation of PPPs' in Niger State;	.619	.016
iii.) Tackling the hindrances to communities' participation in the implementation of PPPs in Niger State; and	.907	.001
iv.) Template to enhance the impact of communities' participation in PPPs implementation in Niger State.	.093	.000

Dependent Variable: (Public Private Partnership implementation)

R Represent the relationship between dependent and all the independent variables.

R² Represent how much of the depend variable is explainable by the independent variable

B Represent co-efficient of the independent variable

Sig. Represent the statistical significant level of the model

The regression equation is therefore $y = a + b_1x_1 + b_2x_2 + b_3x_3 + b_4x_4 + b_5x_5$. When the values from the table are computed, the equation becomes $y = 0.677 + 0.719(x_1) + 0.619(x_2) + 0.907(x_3) + 0.093(x_4)$.

The equation above reveals that Public Private Partnership has a very strong relationship with rural community development. The correlation value was 0.916 which is considered a strong relationship because the value falls above 0.60(60%) and 0.90(90%) The R² indicates that 83.8% (0.838) of rural community development could be explained using the independent variables.

Findings

Findings showed that the communities' participation in Public Private Partnership has positively affected PPPs implementation for infrastructural development in Niger State though with some hindrances affecting the implementation of PPPs for the provision of infrastructural healthcare, education, road and agricultural infrastructure in Niger State. However, with active establishment of effective assuaging strategies, the constraints facing communities' participation in the implementation of Public Private Partnerships in the provision of infrastructure in Niger State can be overcome.

From the research question, objective and hypothesis analysis, findings showed that majority of the respondents affirmed the hypotheses. The co-efficient value for community awareness and participation, hindrances to communities' participation, strategies to tackling the hindrances, and template to enhance community participation in the implementation of Public Private Partnership for infrastructural provision in Niger State from SPSS 22.0 analysis were 0.719(72%), 0.619(62%), 0.907(91%), and 0.093(93%) respectively. This means that all things being equal, when the other independent variables are held constant, level of PPPs implementation would increase significantly if there is 100% workable template for the effective communities' participation in the implementation of PPPs for the provision of infrastructure in Niger State. These were all statistically significant ($0.00 < 0.05$) i.e. the independent variable is making a significant contribution to the prediction of the dependent variable.

Conclusion

Conclusively, Public Private Partnership and community participation have some level of relationship and significance to each other. The effective and efficient formulation and implementation of Public Private Partnership policies, plans, programmes and project through systematic tackling of hindrances, establishment of workable strategies to mitigate against community participation challenges as well as development of sustainable template for enabling environment, institutional mechanism and community consultation, collaboration and productive engagement for better performance will in no small measure facilitate rural community development in Niger State.

The recommendations therefore, are:

- i.) For proper participation in PPPs implementation for infrastructural development in Niger State, more sensitization and awareness for more community participation in PPPs is required.
- ii.) In order to tackle the hindrances to community's participation in PPP for the provision of infrastructure in Niger State, there should be more community consultation, collaboration and productive engagement in the planning and implementation of PPPs so as to reinforce a sense of community ownership in the minds of community members.
- iii.) Effort should be made by the government and other stakeholders to make PPPs policies and projects to be rural community sensitive as it will help tackle the problem of poor community attitude to public infrastructures;

- iv.) A workable template and legal framework that can promote sustainability in community participation in PPPs implementation for infrastructural development. This will allow private individual members of the community to develop specific infrastructure through participation with government and development partners.

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