

THE EFFECTIVENESS OF PUBLIC-PRIVATE PARTNERSHIP IN ENVIRONMENTAL SANITARY AND EDUCATIONAL SERVICES IN UNIVERSITY OF IBADAN

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Abstract

Public-private partnership (PPP) has been introduced in the in the management of the higher educational services with focus on improving environmental sanitary and quality educational services in university of Ibadan. However, the perception of students and staff in the University about the PPP services have been contrary concerning the effectiveness of the PPP program. This mini-research aimed at evaluating the effectiveness of PPP, its challenges, and solutions for its improvement in the halls of residence and departments in University of Ibadan during the 2017/2018 academic session. Data were collected from 180 respondents including students, academic staff and non-academic staff of University of Ibadan. The data were collected through structured PPP Questionnaire from sample considered to be the representative of the population using simple random, purposive and stratified sampling techniques. The instrument was validated for reliability using split-half method and a reliability coefficient of 0.75 which was derived from Cronbach Alpha statistical tool. Data were analyzed using percentages, mean score and weighted mean scores. The results revealed that more than 50% of the respondents affirmed that the PPP effectiveness was poor with most mean scores lower than the weighted mean scores. It was recommended that activities of the employees be thoroughly regulated and monitored by the PPP authorities. Furthermore, increase in the number of workers employed by PPP is encouraged with increase in their salaries as to enhance motivation and effectiveness. The university should communicate salient information to ensure stakeholders in PPP participate in essential decision making, and awareness campaigns should be established.

Key words: Public-private partnership, Environmental sanitary services, Quality education and Higher education.

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INTRODUCTION

Public-Private Partnerships (PPP) could be defined as cooperative ventures between the public and private institutions, established by the integration of resource capacity and expertise of each institution, to provide a stronger platform for delivering stated public services in a better way (Nishtar, 2004). Similarly, Sans-Luiz's documentation (as cited in Akudo, 2008) defines Public Private Partnership (PPP) as the collaboration in the delivery of public services between government and private sectors because of a sense of corporate social responsibility and societal demands for strategic partnership in sustainable development efforts. In other words, people and institutions (private, individuals, NGOs) join to engage in mutually profitable, innovative relationship to achieve common aims (Nelson and Zadek, 2000). Effectiveness in PPP is bound to result into improved and more public services than would have been the scenario when the private and public organizations are operating independently (Cheung, Chan and Kajewski (2009a). PPP, as cooperative institutional order between public and private sectors, have gained reasonable attention over the past 40 years. PPP has been globally used in the areas of infrastructure and public services, including education, environmental protection and management, housing, transportation, water and sewage, energy, public health, and others.

The proponents of PPP often state its benefits, such as improved financing from private sectors and higher efficiency through private ownership or market competition (Ho, Levitt, Tsui & Hsu, 2015), public risks management, sharing and transfer to the private sector (Ndukwe and Nwuzor, 2016), and employment generation (NZE, 2012; Ugwu, 2012). The co-operation between public and private sectors often emerges because of the public sector's financial constraints. Private sector actors' ability to innovate and its managerial efficiency are also a key incentive for many educational institutions to work with private sectors rather than use conventional public procurement methods. In fact, PPP has become an increasingly popular solution in developing countries, such as China and South Africa, to provide public infrastructure within a limited governmental budget.

However, because some PPP projects have failed to achieve their potential benefits, a contentious debate has emerged about whether the PPP model is a useful public service delivery method for communities like universities and municipalities (Vining, 2008). The application of PPP for public infrastructure has important social, political, and economic implications.

In Nigeria, such high level Public Private Partnership (PPP) as evident in other countries is limited. Even though PPP has been identified an important way of financing higher education from alternative sources as it relates to funding, the opportunities have not been properly harnessed due to dicey dialogues between higher institutions and private sector as well as inadequate marketing on the part of the institutions. However, there are steps towards this direction. For instance, the John D and Catherine T Mac Author Foundation has developed partnership with some Nigerian universities in its global programmed for sustainable development. In 2001, the foundation provided a planning grant of US \$ 100,000 and an institutional strengthening grant of US \$3,000,000 to University of Ibadan in 2001 and 2002 respectively. The focus of partnership includes ICT (provision and training) and university – industry collaboration for research, entrepreneurship and innovation. However, the latter metamorphosized into the Ibadan Business School, but had no clear reflection on the environmental sanity in the university community. The private sector has formed partnership in higher institutions in the advancement of research which include donation of teaching and research infrastructure such as lecture halls, laboratories, hostel accommodation, ICT centers, promotion of scholarship, supply of textbooks and journals, and the development of fractured and work – related curriculum (Ogbodo and Nwaoku, 2007 and Oghenekohwo and Abu, 2011).

1.1 Theoretical background

Several theories have been widely used to study PPP, and theses have been extracted from the literature of past researchers as shown in Figure 1.

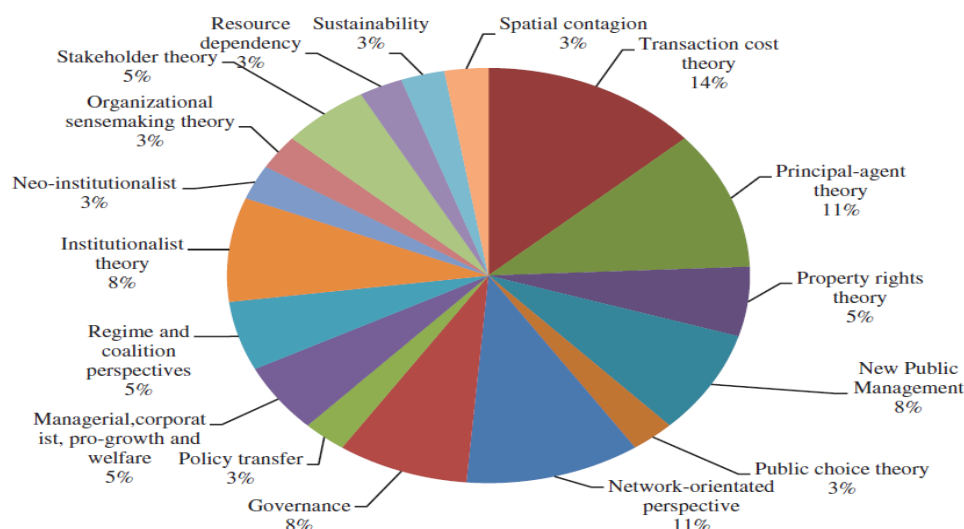


Figure 1: Main theories used to study PPP (Source: Wang et al, 2018).

In general, there are three types of knowledge background that developed theoretical models in the study of PPP. Firstly, the PPP could be analyzed in an economics background. For example, transaction costs theory focuses on the optimal governance structure of transactions. Property rights theory deals with the incompleteness of PPP contracts. Principal-agent theory involves the incentive problems caused by information asymmetry between public and private parties. Secondly, the PPP could be analyzed in a public management and policy background. For example, network and governance theories are used to study the cooperation between public and private sectors. Public choice theory and New Public Management concern competition mechanisms for the provision of infrastructure and public service. Thirdly, the PPP could also be analyzed in an organizational management background. For example, stakeholder theory focuses on PPP needs to balance the benefits of stakeholders. Institutional theory accounts for the PPP as an institution and emphasized that acquiring institutional legitimacy is as important as efficiency.

1.2 Statement of the Problem

The supply – demand gap in education is caused by the inability of the government to meet the demand. Provision of education is perceived as the responsibility of the government, but inadequate financial and managerial capability often limit government's ability about sanitized and qualitative higher education (Anand 2012). At the world declaration on higher education for the 21st century, UNESCO gave a mandate on partnership and alliances which specify that higher education institutions should engage in public and private partnership in the process of research and infrastructural development (UNESCO, 1998). In line with this declaration, research has shown that developed countries have embraced PPP in managing education (David 2002, Caldwell 2004, Kayongo 2007, Kumarasinghe 2011, and Anand 2012). However, this does not seem to be the case with Nigeria as little success had been achieved. This is evident in the deplorable state of infrastructures, facilities and equipment as well as inadequate funding which has besieged higher institutions (Salami, 2003). The provision of higher education in Nigeria has continued to be devoid of the quality, sanity, accessibility and funding expected by stakeholders and PPP have not achieved anticipated effectiveness, and University of Ibadan is not an exemption.

This paper aimed at evaluating the effectiveness of PPP, its challenges, and solutions for its improvement in the halls of residence and departments in University of Ibadan during the 2017/2018 academic session. In doing this, the study addressed the following research questions:

1. To what degree has PPP effectiveness been achieved in University of Ibadan?
2. What are the challenges facing PPP in University of Ibadan?
3. How could PPP effectiveness be improved in University of Ibadan?

2 METHODOLOGY

The study adopted a cross sectional survey research design. Sample population and size included five halls of residence (2 PostGraduate: Abdulsalam and Tafawa Belewa; 1 Post Graduate/Undergraduate: Awolowo; 1 Male Undergraduate: Sultan Bello; and 1 female Undergraduate: Queen Elizabeth) which were sampled out of the 11 halls of residence in University of Ibadan. 20 residence students and 2 non-academic workers were randomly sampled from each of the 5 halls of residence. Furthermore, a department from each faculty was randomly selected for sampling, though any faculty with more than 10 departments such as the Medical faculty had 2 departments sampled. From the departmental level, 5 students and 2 academic staff each were sampled. In sum, a total of 180 respondents: 100 students from the halls of residence, 50 students from the departments, 20 academic staff from the departments, and 10 non-academic staff from the halls of residence were interviewed using the PPP questionnaire which were adopted and modified from Akudo(2008) and Kasenene(2009).

The instrument was validated for reliability using split-half method and a reliability coefficient of 0.75 which was derived from Cronbach Alpha statistical tool. Data were analyzed using percentages, mean score and weighted mean scores.

3 RESULTS AND DISCUSSIONS

3.1 The level of PPP effectiveness

3.1.1 Non-academic staff in the halls of residence

The result showed in Table 1 on PPP effectiveness in University of Ibadan revealed that PPP effectiveness was poor. For examples, On the issues of fund allocation from the public to employ human resources needed for the management, 70% of the non-academic staff responses were

poor (mean = 1.9). In terms of regular maintenance of infrastructural facilities, assurance of job security, and provision of well-structured salary and welfare packages for PPP employees, the findings indicated that at least 60% of the respondents affirmed that the services were either poor or very poor (Table 1). This finding was consistent with some other author's report about the failure of PPP in Africa. For instance, Mwenda (2009) documented that the failure of public sector in the developing countries to promptly release resources to PPP in the management of higher education leads to the inefficiency in the programme. This might probably be one of the reasons for the poor PPP effectiveness in university of Ibadan.

Research Question One: *To what degree has PPP achieve effectiveness in University of Ibadan? The answer to this question was achieved in Tables 1 to 4.*

Table 1: Factors/variables analysis on the non-academic staff responses about PPP effectiveness in University of Ibadan in terms of funding, infrastructural development and management especially environmental sanitary (N=10).

Questionnaire items	VP	P	G	VG	E	Mean
Allocation of fund from public to employ human resources needed for the management of PPP.	2 (20%)	7 (70%)	1 (10%)	0	0	1.9
Allocation of fund from public to materially support the provision of effective management of PPP.	4 (40%)	6 (60%)	0	0	0	1.6
Prompt payment of human resources employed in the delivery and achievement of PPP goals.	2 (20%)	5 (50%)	2 (20%)	1 (10%)	0	2.2
Regular maintenance of infrastructural facilities by PPP in support of quality higher education	7 (70%)	3 (30%)	0	0	0	1.3
Mobilization of facilities and equipment by PPP to support the provision of desired environmental sanitary in the campus.	4 (40%)	5 (50%)	1 (10%)	0	0	1.7
Provision of well-structured salary scale and welfare packages by the PPP to employees for effective delivery of quality environmental sanitary.	4 (40%)	3 (30%)	2 (20%)	1 (10%)	0	2.0
Assurance of job security by PPP to the employees for effective service delivery.	2 (20%)	4 (40%)	2 (20%)	1 (10%)	1 (10%)	2.5
Existence of cordial relationships between public and private authorities in the delivery of quality services.	1 (10%)	3 (30%)	4 (40%)	2 (20%)	0	2.7
WEIGHTED MEAN						2.0

VP = Very Poor; P=Poor; G=Good; VG=Very Good; E=Excellent

Table 2: Variables analysis on the academic staff responses about PPP effectiveness in UI in terms of funding, infrastructural development and management especially environmental sanitary (N=20).

Questionnaire items	VP	P	G	VG	E	Mean
Allocation of fund from public to employ human resources needed for the management of PPP.	5 (25%)	13 (65%)	2 (10%)	0	0	1.7
Allocation of fund from public to materially support the provision of effective management of PPP.	8 (40%)	11 (55%)	1 (5%)	0	0	1.65
Prompt payment of human resources employed in the delivery and achievement of PPP goals.	5 (25%)	8 (40%)	4 (20%)	3 (15%)	0	2.25
Regular maintenance of infrastructural facilities by PPP in support of quality higher education.	13 (65%)	6 (30%)	1 (5%)	0	0	1.4
Mobilization of facilities and equipment by PPP to support the provision of desired environmental sanitary in the campus.	9 (45%)	8 (40%)	3 (15%)	0	0	1.7
Provision of well-structured salary scale and welfare packages by the PPP to employees for effective delivery of quality environmental sanitary.	8 (40%)	9 (45%)	2 (10%)	1 (5%)	0	1.8
Assurance of job security by PPP to the employees for effective service delivery.	6 (30%)	8 (40%)	3 (15%)	2 (10%)	1 (5%)	2.0
Existence of cordial relationships between public and private authorities in the delivery of quality services.	1 (5%)	7 (35%)	10 (50%)	2 (10%)	0	2.65
WEIGHTED MEAN						1.9

VP = Very Poor; P=Poor; G=Good; VG=Very Good; E=Excellent

3.1.2 Academic staff in the departments

In Table 2, the results from the academic staff on the PPP effectiveness were analyzed.

Table 3: Variables analysis on the halls of residence students' responses about PPP effectiveness in UI in terms of funding, infrastructural development and management especially environmental sanitary (N=100).

Questionnaire items	VP	P	G	VG	E	Mean
Satisfaction with the whole activities of educational and infrastructural/environmental services delivering through PPP.	31 (31%)	40 (40%)	17 (17%)	8 (8%)	4 (4%)	2.14
Regularity/frequency in services delivery by PPP.	42 (42%)	37 (37%)	16 (16%)	4 (4%)	1 (1%)	1.85
Promptness/timely in services delivery by PPP.	39 (39%)	45 (45%)	11 (11%)	3 (3%)	2 (2%)	1.84
Public-private partnerships and cordial relationships in ensuring effectiveness in services delivery.	33 (33%)	47 (47%)	12 (12%)	6 (6%)	2 (2%)	1.97
Monitoring the services delivered by employees of PPP.	30 (30%)	44 (44%)	19 (19%)	5 (5%)	2 (%)	2.05
Effectiveness of the services delivered by employees of the PPP in the halls of residence.	52 (52%)	31 (31%)	11 (11%)	5 (5%)	1 (1%)	1.72
WEIGHTED MEAN						1.9

VP = Very Poor; P=Poor; G=Good; VG=Very Good; E=Excellent.

Similar to the findings from the non-academic staff, the academic staff at the weighted mean score of 1.9 affirmed the poor status of the PPP program in the institution. For example, allocation of fund from public to materially support the provision of effective management of PPP had 40% (very poor), and 55% (poor). In respect to prompt payment of the employees, the record showed 25% (very poor) and 40% (poor). However, the cordial relationship between public and private authorities were rated 50% (good) with 0.755 mean score greater than the weighted mean score, whereas mobilization of facilities and equipment by PPP to achieve desired quality of environmental sanitary was poor. In line with this present study some past studies have reported that the public and private sectors in most cases do not pay hired human resources promptly or do not promptly release the funds needed to materially support the provisions of environmental sanitary and quality educational services (Kasenene, 2013).

3.1.3 Students in the halls of residence

Generally, the students were not satisfied with the performance of PPP especially in the areas of environmental sanitary in their halls of residence (Table 3). For example, more than 70% of the students affirmed to the bad condition of the whole PPP activities, while only about 30% viewed

it as good. In terms of promptness and regularity in services delivery, more than 50% of the students agreed that the PPP operation was relatively poor.

3.1.4 Students in the departments

Table 4 showed the outcome of the responses analyzed from the students in the departmental level. About 80% of the interviewed students were not satisfied with the PPP program. In relation to effectiveness of the services delivered by employees of the PPP in the departments or offices, the students like the academic staff though had a mean score of 1.96 which was lower than the weighted mean score, but about 80% affirmation to poor PPP.

3.2 Obstacles of PPP in the institution

In Table 5, the mean score of all the factors examined were above the scores for the weighted mean. This indicated how significant the factors contributed to the challenges faced by PPP in the university. Lack of concrete structures such as law, monitoring and mobilization system to enforce PPP in university of Ibadan, and lack of specifications on how the public and private sectors should partner were the most significant items with 4.27 and 4.22 mean scores respectively. PPP could have failed to achieve its effectiveness in University of Ibadan because the private involvement in education was not properly structured and channeled to training opportunities and engagement of professional specialist to manage the targeted areas (Adeogun et al. 2010). In addition, lack of monitoring committee to overlook the activities of PPP was also observed as one of the major challenges. According to Cadwell (2004), establishing various committee with varied strategies could provide a strong opportunity for the success of PPP. It could be mentioned that most successful PPP in Africa have been characterized by thorough planning, good communication, and strong commitment from both public and private sectors (Farlan, 2011). Other factors posing challenges to the effectiveness of PPP in university of Ibadan might be insufficient finance within the reach of the institution. Many previous researchers have emphasized that the private sector have the financial capacity to help in providing services to higher education, but the activities have not been efficient in University of Ibadan based on our findings because the university failed to approach the private bodies for infrastructural and resources assistance (Akudo 2008; Thomas and Olufawa.). However, PPP has been described as arrangement that create a stronger resource based for delivery of public

services (Prabir et al. 2001) through the combination of many forms of resources (Jamali 2007; Cheung et al, 2009), yet these benefits of PPP are yet to be seen in university of Ibadan.

Table 4: Variables analysis on the departmental students' responses about PPP effectiveness in UI in terms of funding, infrastructural development and management especially environmental sanitary (N=50).

Questionnaire items	VP	P	G	VG	E	Mean
Satisfaction with the whole activities of educational and infrastructural/environmental services delivering through PPP.	12 (24%)	27 (54%)	9 (18%)	2 (4%)	0	2.02
Regularity/frequency in services delivery by PPP.	19 (38%)	15 (30%)	7 (14%)	5 (10%)	4 (8%)	2.2
Promptness/timely in services delivery by PPP.	17 (34%)	24 (48%)	6 (12%)	3 (6%)	0	2.06
Public-private partnerships and cordial relationships in ensuring effectiveness in services delivery.	15 (30%)	18 (36%)	10 (20%)	5 (10%)	2 (4%)	2.22
Monitoring the services delivered by employees of PPP.	8 (16%)	13 (26%)	10 (20%)	8 (16%)	11 (22%)	3.02
Effectiveness of the services delivered by employees of the PPP in the departments /offices.	23 (46%)	14 (24%)	7 (14%)	4 (8%)	2 (4%)	1.96
WEIGHTED MEAN						2.24

VP = Very Poor; P=Poor; G=Good; VG=Very Good; E=Excellent.

Research Question Two: what are the obstacles facing public-private partnership in University of Ibadan? The answers to these questions were achieved in Table 5.

Table 5

Obstacles facing Public-Private Partnership in University of Ibadan (N=180)

Questionnaire items	VS	S	RS	NS	U	\bar{x} (mean)
Insufficiency in the awareness of any policy on PPP in University of Ibadan.	74 (41%)	60 (33%)	26 (15%)	12 (7%)	8 (4%)	4.00

No specification on how private and public sector should partner.	91 (50%)	57 (32%)	18 (10%)	9 (5%)	5 (3%)	4.22
The public institution did not approach the private authorities for infrastructural aid.	61 (34%)	68 (38%)	28 (16%)	13 (7%)	10 (5%)	3.87
Private organizations were neither recognized nor honored by public as providers of infrastructure or sanitation support in University of Ibadan.	59 (33%)	77 (43%)	33 (18%)	6 (3%)	5 (3%)	3.99
Heads of departments in University of Ibadan do not relate well with private organizations.	43 (24%)	46 (25%)	41 (23%)	29 (16%)	21 (12%)	3.33
No concrete structures (such as law, monitoring and mobilization systems) to enforce public-private partnership in University of Ibadan.	86 (48%)	69 (39%)	15 (8%)	8 (4%)	2 (1%)	4.27
The university did not provide enough information on the institution status and needs to the private sector when requesting for services.	74 (41%)	70 (39%)	22 (12%)	5 (3%)	9 (5%)	4.08
WEIGHTED MEAN						3.98

The reasons for the challenges in PPP effectiveness in UI were classified using 5-likert scales as: VS = Very Significant; S = Significant; RS = Rarely Significant; NS = Never Significant; U = Undecided. Numbers represent the numbers of respondents while the values in brackets are the %

Research Question Three: what are the Solutions for effective public-private partnership in University of Ibadan? The answers to these questions were achieved in Table 6.

Table 6

Solutions for effective Public- Private Partnership in University of Ibadan (N=180)

Questionnaire items	VS	S	RS	NS	U	\bar{x} (mean)
University of Ibadan should convincingly outline and communicate the frameworks	61 (35%)	89 (49%)	15 (8%)	11 (6%)	4 (2%)	4.07

for PPP in the institution.

University of Ibadan should use seminars and sensitization campaigns in the mass media to create awareness on the responsibilities for PPP in the campus.	70 (39%)	75 (42%)	20 (11%)	6 (3%)	9 (5%)	4.06
Private and public institutions should liaise, collaborate and create visions and objectives for PPP effectiveness.	91 (51%)	52 (29%)	23 (13%)	3 (2%)	11 (6%)	4.16
University of Ibadan should constitute working committee and procedure for operating with the private sectors.	46 (25%)	48 (26%)	42 (23%)	26 (15%)	18 (10%)	3.43
The university should communicate tangible information and ensure that stakeholders in PPP are permitted to participate in vital decision making.	69 (39%)	54 (30%)	27 (15%)	19 (10%)	11 (6%)	3.84
University of Ibadan should establish, develop and maintain satisfactory relations with private sectors.	70 (39%)	63 (35%)	33 (18%)	5 (3%)	9 (5%)	4.00
University of Ibadan should enact and enforce laws, regulations, sanctions and rewards to promote PPP.	31 (17%)	44 (24%)	59 (33%)	26 (15%)	20 (11%)	3.22

3.83

WEIGHTED MEAN

The recommendations to reduce/resolve the challenges in PPP effectiveness in UI were classified using 5-likert scales as: VS = Very Significant; S = Significant; RS = Rarely Significant; NS = Never Significant; U = Undecided. Numbers represent the numbers of respondents while the values in brackets are the %

3.3 Solutions for PPP effectiveness in the university

In table 6, all the factors suggested for the improvement of PPP effectiveness in university of Ibadan were greater than the weighed mean score of 3.83, except one of the factors that was 0.61 lower than the weighted mean score. This result signified how crucial the suggested items were in reaching the PPP effectiveness.

Conclusions and Recommendations

The findings from all the categories of respondents interviewed revealed that PPP effectiveness in University of Ibadan was generally poor. Promptness, frequency and regular maintenance and supply of infrastructures and equipment were far from being good. This could be related to poor status of salary, welfare, and job security. Almost all the factors used to measure the student's responses were below the weighted mean score as shown in Tables 3 and 4.

The study recommended that the activities of the employees be thoroughly monitored by PPP authorities. In addition, the number of employees and their salaries should be increased to motivate them for effective delivery of their duties. Follow up studies are also recommended to include other areas in the university.

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