RESEARCH ARTICLE

Public Private Partnership As An Imperative In Nigerian Education

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A R T I C L E I N F O	A B S T R A C T
	One of the major challenges which Nigeria had to contend with in her rapid bid for development using education as a catalyst is inadequate education funding. In this regard, the paper examines public private partnership (PPP) as an imperative in Nigerian education. The researchers employed descriptive survey design, using primary and secondary sources of data. Observation and multidisciplinary approach were used simultaneously as instruments of primary and secondary data collection respectively. The paper was anchored with theoretical frame-work of system theory. An open system model was used to conceptualize the symbiotic relationship between the school system and PPP as a component of the school environment. A scholar in the secondary source of data collected affirms that the failure of the federal government to implement 26% of the national budget recommended for education internationally is responsible for underfunding problem experiencing in Nigerian education. It was also discovered that the said problem of under-funding shows its ugly faces in term of, shortage of teachers, inadequate infrastructural facilities, inadequate instructional materials, poor quality control, and a host of others in Nigerian schools. These challenges of Nigerian education perhaps conglomerated into poor students' academic performance in Nigerian schools and finally reflected negatively in form of poor goods and services in the national economy. Thus, education becomes an expensive social service for the government to bear alone. PPP intervention is hereby recommended as a tool in solving the numerous challenges facing the Nigerian education system.

INTRODUCTION

Education is the paramount legacy, a sustainable means of livelihood for human race and essential distinguishing feature of intellectualism. It is the oldest and preeminent invention that man has ever discovered. According to Ogunwuyi (2010), education should be globally adopted as an agent of change and stability to promote probity, equity and equality of opportunities and a launching pad for sustainable human development.

Education is often seen as a prerequisite for quality manpower development and creation of wealth, a sure path to success in life and service to humanity (Okemakinde, Adewuyi, and Alabi, 2013). Little conjecture, people who were far from education and its civilization in the time past dwell in under-developed world filled with crude materials. This is perhaps one of the rationales behind education becoming a central component of every national and international development policies.

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change agenda and a host of others, see education as a vital tool without which the policies will not yield any positive result. The rancor and bickering that characterized Nigerian education is inadequate funding. It is obvious that there is no level of Nigerian education that is free from the scourge of this menace. For instance, the implementation stage of Nigerian basic education program is facing complex challenges due to poor financing which resulted to overall inadequacy of material and human resources (Ogbuka, 2000; Cole, 2000; Ajayi, 2001 and Tahir 2001). The problem of inadequate finance may be accrued to the failure of the Federal Government to implement the international UNESCO recommendation, 26% of the national budget benchmark for developing country allocation into education (Oguabia, 2014). There is a need to x-ray this assertion of Oguabia by looking into the history of Nigerian budget allocation to education.

Historically Nigerian Education in 2012 received #400.15bn representing 8.43% (instead of 26%) of the financial plan. In 2013, the federal government appropriated #426.53bn of the #4.92tn budget to education, just as in 2014, the sector received #493bn, representing 10.7% of the #4.6tn national budget proposal. For 2015, the statistics before the seventh national Assembly shows that the federal Government has proposed #492,034bn for education, comprising #472,034bn for recurrent

expenditure and #20bn for capital expenditure. According to United Nations Human Development index, this allocation ranked Nigeria 26th out of the 54 Countries in Africa who contributed more to their nation's education. This budget stills a drop from 26% of the international plan for every country. Thereby, Oguabia(2014)'s assertion above is not bogus.

Section 13 item 120&121 of the National Policy on Education (2004) revised pasteurizes the school inadequate funding scenario when it succinctly affirmed that;

"Education is an expensive social service and requires adequate financial provision from all tiers of government for successful implementation of the education programmes. The Nigerian Government's ultimate goal is to make education free at all levels. Therefore, the financing of education is a joint responsibility of the federal, state and local government and the private sector. In this connection, The Nigerian federal government welcomes and encourages the participation of local communities, individuals and other organization" (FRN, 2004).

That is, Nigerian government calls for public private partnership (PPP) in the nation's educational funding. IOB (2013), asserted that PPPs can be commissioned for (or any combination of) financial, developmental, efficiency, ideological and political reasons.

According to McQuaid (2000) Partnerships approaches have received widespread support from across the political spectrum, including policy makers, officials and local communities. Education as a social service that every citizen is expected from a good leader, but it is obvious that this social service with the look of things cannot be fully provided single handedly by the government (public). In this regard, that the paper examined the needs of public private partnership (PPP) in Nigerian education funding.

Conceptual Clarification

According to Abubakar& Lawal (2015), PPP originated from the United Kingdom with the development of mines in an arrangement known as the Public Initiatives (PI) between the government and a merchant bank several centuries ago. Khahom (2009) observes that there are extensive debates about the concept of PPPs. The debate is whether PPP needs a definition and what constitute a PPP. Some argue that PPP needs to be redefined. He stated further that there is a need to re-examine the different meanings and definitions given to PPP to find out whether the concept is worth keeping and using for empirical studies. Nevertheless, while there is no universal consensus about the definition of public-private partnerships, the following elements typically characterize a PPP;

1. The infrastructure or service is funded, in whole or in part, by the private partner.
2. Risks are distributed between the public partner and private partner and are allocated to the party best positioned to manage each individual risk.
3. PPP is a complex structure, which involves multiple parties and relatively high transaction costs.

4. It is a procurement tool where the focus is payment for the successful delivery of services.
5. The performance risk is transferred to the private partner.

The Department of Economic Affairs in India (2010) in a survey carried out on the international trends in defining the concept of public private partnership in Australia, Brazil, Canada, India, Ireland, Portugal, Singapore, South Africa, UK and US, and the Indian states of Andhra Pradesh and Gujarat, it was discovered that the primary feature of a PPP is that it is a contract or an arrangement between a government entity and a private entity. The Canadian Council for Public- private partnerships(2009) sees public-private partnership as a cooperative venture between the public and private sectors, built on the expertise of each partners, that best meets clearly defined public needs through the appropriate allocation of resources, risks and rewards.

The term PPP agency refers to anybody that provides services related exclusively to PPPs to other governmental bodies, or so-called service agencies. Service agencies are broadly defined to include all governmental entities that may benefit from the services of a PPP agency, including but not limited to municipalities, countries, line ministries, federal agencies, departments, special districts, port authorities and others. According to the National Council for Public-Private Partnerships (2012), a PPP is defined as a contractual agreement between a public agency (federal, state or local) and a private sector entity in the provision of Social services in which education is not an exception. In a similar vein, Efficiency Unit of the Hong Kong Special Administrative Region Government (2006) posits Public Private Partnerships (PPP) as arrangements where the public and private sectors both bring their complementary skills to a project, with varying levels of involvement and responsibility, for the purpose of providing public services or projects.

Theoretical Frame-work

Theories provide correct frame-works by which scholars could understand and interpret the problems, needs and goals of the society as well as the relationship between various concepts and phenomena within the School. The importance of theories in understanding societal problems, needs and relationships between many societal phenomena cannot be over-emphasized. School, as a component of the society is highly dependent on the significance of theories for adequate comprehension of educational phenomena. The major essence of bringing in theory is to assist the educational administrators in the areas of promoting Human and capital efficiency, promoting school effectiveness, staff productivity, and motivate the teachers and students. For instance, effectiveness of a school can be measured through productivity of the school in terms of examination results produced. As well, it is assumed that theory could be used to explain management points of view and administrative phenomena. Theories help leaders to determine the appropriate method to employ while solving educational problems such as under-funding.

System Theory

According to Bello (2014), System theory looks at School organization as a system and study interest of people in the system in relation to goals of the system. The theorists of these school of thought include; A.K. Rice and Bam forth, the study of interactions between organization system. There are two types of system. These include; Open system and Close System. Close system has little to do with the environments but an open System depends significantly on its environment for input factors and discharge of educational output. School is an open system which cannot survive independent of its environment. This environment entails social, economic, natural and political environments. Social environment includes the King and his subjects in the host community where the school is situated. Economic environment supplies all the financial needs of the school system. Thus, the school provides economic environment with manpower to develop the economy. Natural environment entails the natural atmospheric condition as well as the topography of the environment. There is no doubt that any natural disaster which affects the school host community affects the school adversely.

All that is happening in the school environment has direct effects on the school as a system. These aforementioned problems do affect the school directly through damaging of the school infrastructural facilities, and causing sickness of the school workers among others. They can affect the school indirectly by reducing the school enrollment rate, causing students poor academic performance, students' falling sick and becoming absent from the school. Also, persistent disease outbreak might cause student's dropout and fail out otherwise wastage in education. This is perhaps because the school is deriving its input factors such as funding, staff, technology and social value from the environment. Thus; these input factors which are highly needed for school production and survivals are influenced by the government policy, standard and the national economy.
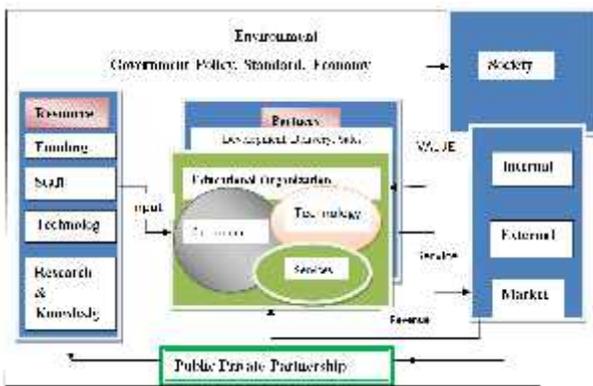

Fig.1 A model of School as an Open System

Source: Adapted from www.google.com

The relationship between school as an open system and the environment is symbiotic in nature and this could better be described using a model. Summers et al (1998) describes a model as "a simple description of a system or structure that is used to help people understand similar systems or structures". In a similar vein, Nwosu (2006) concluded that models help us

to understand a very complex phenomenon or process by means of simplified abstraction. He stated further that a model is a veritable tool for the construction of reality. A model gives true picture of system or structure when dealing with educational issues and challenges. Thus, a model of open system bellows gives a true picture of symbiotic and multidimensional relationship between environment and the school system. In the environment, there exist government policy, national standard, economy, market and private individuals who are ready to partnership with government under the frame-work of PPP. It also shows the importance of public private partnership in the provision of educational inputs into the educational system.

The Components of Educational System refining process

1. **Curriculums:** Curriculum encompasses the totality of body of knowledge both written and non-written which the students have to learn in their cause of study. To Offorma (2002), it is a deliberate and systematically planned attempt to change the behavior of the young, old and inexperienced and also to enable them gain the insight to build a better society. In similar vein Loretta& James (2014) posit Curriculum as a body of knowledge, content and or subject used in education. In a simpler language, curriculum are the subjects, both concrete and abstract that the students must go through and pass before they could be awarded the certificates of graduation. This author states further that "Curriculum has been a wonderful guide for training individuals for effective adaptation in the environment one finds himself (Loretta& James, 2014). In the light of the definitions above, when students become graduates in their respective fields of studies they need to transfer the knowledge acquired from the curriculum into the world of work when employed in any organization. However, when a student who has now become a graduate failed to see any content of the curriculum which he/she had passed through to transfer into problem solving in the time of career challenges, such curriculum has failed. This is perhaps a reason while curriculum development should be a share responsibility of both public and private sectors that are to employ the students when graduated. It is hereby becomes imperative for government to encourage the bigger employers of labour in Nigeria to take part in the curriculum development and design. These private employers suppose to contribute the qualities and characteristics of workers needed to educational planners and curriculum developers who are to input them into curriculum. This will make Nigerian graduates strong and flexible enough to survive fovourably when employed in either public or private organization across the global world.

2. **Educational Technology:** According to Eshiet (2004), Technology is a disciplined process by which the knowledge of the concepts and products of science and available materials are ingeniously deployed in the practical solution of human problems to meet human needs. Technology is gradually becoming as inevitable as death for credible education which is an essential

human need for social development. Thus, education and technology became amalgamated as Educational technology to ensure adequate solution to teaching and learning problems. Educational technology in this context comprises of the ICT gadgets which help to transmit knowledge and store information for the future usage in the educational system. These include Computer system, television, radio, internet, Video conferencing, etc.

3. **Workers' Services:** Workers' services are the work done by the school administrator, academic and non-academic staff of the organization. School administrators are to supervise the school, monitor the teachers and ensure that students attended the class regularly. Sometimes, the school administrator needs to formulate the school based laws to control both action and inactions of staff and students who are the school major actors. Academic staffs are those who are entrusted to the responsibility of transforming theories in the written type of curriculum into practice in the life of the students. However, the entire school workers are the role models of moral training which is the non-written curriculum required by the students to learn. School is a social organization where the man-power works collectively for the purpose of achieving the stated organizational goals. Thus, interactions and relationship between the workers as well as the attitude of various workers to work is indirectly communicating laziness or hardworking profitability to the students. In an organization, if lazy workers enjoys while the hardworking ones suffers, the students logically conclude that hardworking is disease and vice versa. So, in any organization, hardworking staffs should be adequately rewarded to communicate the spirit of hardworking to students and lazy workers to learn from.

Educational inputs from the school Environment

Funding and Market revenue: Virtually every segment of an educational system requires a measure of funding and any disability or inadequacy in the funding may be resulted into students' poor academic performance. Funds are needed to get the following educational inputs into the educational system.

a) Employment of teachers and payment of their salaries
b) Training and development of teachers
c) Provision of infrastructural facilities
d) Provision of quality assurance
e) Provision of instructional materials
f) Curriculum development and implementation.
g) Staff welfare and motivation
h) Students welfare and motivation
i) Staff and students sport development and physical fitness
j) Staff and student health care and transportation comfort

Staff: Staffs are needed from the school environment, these staff ranges from the skill and unskilled laborers, Skill laborers are the academic and administrative staff. They are directly involved in the school production process and so, their weakness may hinder the realization of the school goals and objectives. Without staff, school is not a school but ordinary building and a playing ground for students. Therefore, it is the responsibility of the school environment to make staff available to the school either by recommendation to the government for employment or by employment of the private teachers for the school pending the time that the government will be able to provide teachers for the school. It should be noted that school to the host community is like a democratic system of government. That is, "school of the community by the community and for the community", school administrators come, school administrators go, school remains for the community's and for the community development. So, both the public and the private should join hands to provide quality workers for the school devoid of any religious or ethnic sentimentalism.

Technology: The only thing that is constant in this world is "change". The present age is termed "computer age". This is an era that teacher and students have equal access to the body of knowledge called online information resources domicile in the World Wide Web (WWW) and the internet. So, it becomes very necessary for both parties to be grounded with computer operation as well as internet search. These latest technologies which aid teaching and learning should be made available for the educational consumption. This will make the global educational revolution a feasible one for the young Nigerians who are the future leaders.

Research and Knowledge: Among other approaches to knowing in Social sciences such as empiricism, rationalism and personal experience is authority. Authority as an approach to knowing through the statements of experts in their various fields of study. However, a single expert cannot be everywhere physically but its handwriting can be everywhere through writing. These write-ups and knowledge are usually published in text-books, journals, magazines or news papers. Latest Researches, knowledge and discoveries could be made available for schools through provision of latest text-books into the school libraries. Academic journals which contain latest research findings are germane to educational development of both staff and students. Provision of these information resources should be a joint-responsibility (partnership) of both government (public) and the private partners (private).

Social Values: This is a moral Philosophy, which is the theory of good versus bad as related to human relationship and interaction within the society**.** This social value is usually gotten from the school environment into the school system. In most cases, social values are extracted from the characteristics which the school host community place value on as well as religious knowledge which has been assessed and found worthy of emulation. Dough, educational system is not a dumping ground for unreasonable ideas, cultural sentimentalisms or erroneous believes. It is a place of research where cultural values are placed on the scale and every erroneous believes and religious ritualism such as those involving taking of human lives is eradicated. While those which portray moral probity like good dressing codes and table manners are encouraged, documented and transferred from one generation to another. Social values

should also be contributed by both public and private individuals who are living in the school host community.

Source of Educational Input from Environment

Looking critically at the paradigm of public private partnership (PPP) in education system one can divide sources of educational input from the environment into Public and Private Sources.

Public Source

By public, it means Governments. Public source of educational inputs entail the federal, state and local government. Education as an expensive social responsibility is expected to be provided by the three arms of government for the Nigerian Citizens. This is perhaps one of the reasons while the United Nations recommended a minimum of 26% of the national budget to educational development. Nonetheless, the history of Nigeria allocation to education in the past has never reach 15% of the national budget. This could be held responsible as one of the reasons for inadequacies in Nigerian education system. The government inputs into the educational system are usually in the following ways;

a) **Government Policy:** Government policy comprises of programmes and plan to for the provision of social services for the benefit of the citizens. From government policy, amount of funds allocated for educational development is clearly stated in the same way it is done for other sectors of the economy.

b) **Educational Standard:** Educational standard comprises of the summary of the guide line for the implementation of educational programmes. This is usually stated in the national policy on education (NPE). Educational standard indicates the teacher pupils' ratio from primary to tertiary institution, minimum qualifications for teaching in Nigerian schools and others. This is perhaps a rationale for the author's disagreement to the statement "Fallen standard of education in Nigeria" The standard of education in Nigeria has not fallen but there is poor academic performance. This poor academic performance is induced by inadequate funding caused by the government and the private partners in financing education. The population of Nigerian is increasing largely year in year out but the criteria for upholding the educational standard such as employment of teachers, provision of more infrastructural facilities, provision of quality assurance, training and development of teachers, teachers' motivation, students' motivation and provision of counseling services for the students are left stagnant due to poor funding.

c) **National Economy:** National economic holds a symbiotic relationship with educational system. Education is relied upon to produce man-power to develop the national economy. As well, National economy is largely depended upon for the provision of educational inputs such as the provision of instructional materials, provision of infrastructural facilities, payment of teachers' salaries and allowances, etc. National economy determines the percentage of national budget allocated to educational system. Hereby, National economy is an important public source of education input from the environment.

Private

Private source of educational inputs are the non-governmental individual, group of individual, and international organizations as well as the foreign nations outside the Nigerian boundaries. The Private sources could be stated as follows;

a) Parents teachers Association (PTA)
b) Old students Association(OSA)
c) Community Based Philanthropists (CBP)
d) Community Based Professional Workers Association(CBPWA)
e) Non-governmental Organizations(NGOs)
f) International Organizations (IOs)
g) Community Based Organizations(CBOs)

Challenges of Nigerian Education

a) **Poor School administrative style**: This came to be because School principals (school administrators) training is a neglected area for Nigerian education(Arikewuyo,2009)

b) **Unqualified teachers**: Unemployment in the nation has pushed so many jobless remnants of other professions into teaching in Nigerian schools.

c) **Inadequate school teachers**: Government has been finding it difficult to pay teachers' salary regularly, this can be pictured from the way many Nigerian State have not been able to the workers up to three months. And so, embargo is placed on employment of new teachers for the schools. However, this does not stop the noticeable persistent rise in students and pupils enrolment in Nigerian schools. Thereby, implementation of national education standard of teacher-pupils ratios stated in the national policy on Education (NPE) is becoming impossible.

d) **Lack of quality control**: Schools are no longer inspected and supervised as before. So, proper placement and control is at the cross-bother-line as the English teachers could be seen teaching mathematics in Nigerian schools due to lack of mathematics teachers. Also, the few hardworking inspectors of Nigerian schools seem ineffective because the report of their observations after inspection of schools always end in a dust-bin without implementation, proper follow up and remedy to the challenges reported.

e) **Inadequate provision of instructional materials**: Nigerians schools lack adequate and appropriate instructional material for effective teaching and learning due to lack of funds to purchase new ones and repaired the damage ones and laboratory apparatus.

f) **Uncivilized teachers in the area of application of ICT**: Some Nigerian teachers are so rigid in term of learning new ideas and development. Such teachers lack access

to internet and other information resources. Until in-service training is brought to the nose of these set of teachers they shall continue to keep their students and pupils under the cloth of ignorance and mediocrity.

g) ***Problem of professionalization of teaching***: Up to date, education as a profession has not been officially announced to be a profession. And so, it is becoming a dumping grand for other sector of economy. Untrained teachers are using this as a yard-stick of lack of control to come in and bastardize the system.

h) **Poor students' motivation**: Students are no longer receiving motivations like in the past where a brilliant student might not pay a kobo before he/she graduates.

i) ***Inadequate infrastructural facilities***: In many Nigerian schools, students and pupils still sit on the floor to receive lessons; there are schools without toilet and libraries as well as laboratories.

j) ***Dilapidated building***: Many schools in Nigeria have uncompleted buildings and many building has been rendered useless by the wind without any effort to repairing them.

k) ***Poor staff welfare and motivation***: Many school lack staff welfares, the teacher lives as far as 500km away from the school. Many come late to school every day, on this ground first three periods in the school time-table which supposed to harbor calculation subjects like mathematics, Physics and Chemistry are not always hold. This may be considered one of the problems of Mathematics and science knowledge in Nigeria.

l) ***Poor Record keeping skill***: Many teachers and the school heads lack proper record keeping skill. Many of them do not know how to use computer to store important information.

m) ***Poor school security***: Many schools, especially those in the rural areas lack adequate security. No school fence or guide to protect the schools from external attack. This can be seen as the way Chibok-girls was kidnapped easily in their school in Nigeria.

n) ***Indiscipline among the students and staff***: There is no doubt that there are still cultists, rapists in Nigerian schools. Students are no longer respecting their teachers probably because they consider teachers poor and they don't want to become teacher.

o) **Incessant workers' strike**: Irregular payment of teacher's salary and salary increments usually resulted into strike.

Expected Areas of PPP interventions in Nigerian Education

a) Employment of private teachers for schools with shortage of staff.

b) Recommendation of good private teachers for government's employment.

c) Training and development of untrained teachers.

d) Organization of workshop and conferences for teachers' development.

e) Provision of quality assurance through adequate supervision and inspection of schools by private individuals and organizations.

f) Provision of infrastructural facilities.

g) Provision of instructional materials.

h) Provision of library and laboratory facilities.

i) Provision of staff welfares and motivation.

j) Provision for students motivations.

k) Provision for school Security.

RECOMMENDATIONS AND CONCLUSIONS

Based on the findings made from this study, the following recommendations were made to guide the school administrators, curriculum developers, teacher education schools as well as the government on the importance and needs for public private partnership in Nigeria education.

1. There is need for the school administrators to maintain school-community relationship so as to promote community participation in funding Nigerian Schools.

2. There is need for school managers to develop motivational skills to encourage private partners towards supporting Nigerian schools.

3. Schools without parents, teachers' association (P.T.A) and old students associations (OSAs) must make provision for these school supportive associations.

4. There is a need for government to encourage community based organizations (CBOs) such as banks and companies to support the schools situated in their localities.

5. Government needs to give award of honors to school administrators who encourage participation of public private partnership most towards supporting Nigerian schools.

6. Nigerian Government should try to implement the 26% of the national budget allocation recommended for education internationally.

7. There is a need for curriculum developers to include PPP as an educational concept into the teacher education curriculum.

8. There is a need for the government to provide re-training programs such as workshops, conferences and symposia for school administrators on the importance of PPP in Nigerian education funding and implementation.

Now that education funding has become expensive responsibility to Nigerian government due to students' enrolment increments, the best alternative is to borrow the western world's paradigm of public private partnership in the provision of social service which is education in this study. The private partners of interest in the context of this study include Parents Teachers Association (PTA), old students associations (OSA), Non-governmental organizations (NGOs), community based associations (CBOs), Philanthropist, international organizations (IOs) and a host of others. The efficacy of these public private partners are recognized in this work and assessed to motivate them and encourage those that have not been doing it to join hands in uplifting the Nigerian quality of education. It also exposes the school administrators to possible sources of educational funding for their schools which they have not been accessing in the past. Those schools without P.T.A and old

students association now realized why their schools were suffering while others were enjoying the benefits of public private partnership. Many schools in the past have been suffering from lack of school infrastructural facilities, poor quality of teachers due to lack of training and development of teachers, shortage of teachers due to embargo placed on teacher's employment, poor quality assurance, inadequate infrastructural facilities as well as inadequate instructional materials which have direct impacts on students academic performance and promote school dropout among the students. With PPP intervention in Nigerian education, problem of underfunding will definitely become history.

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