



# Conceptual Framework for an Effective Management of Public-Private Partnership Infrastructure Project Stakeholders to Minimise Project Failure in North Central, Nigeria

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## Abstract:

*Public- Private Partnership (PPP) brings together the Private sector managerial expertise and Public sector regulatory and supervisory capacity in the provision of public infrastructure projects. Several problems have been encountered on PPP initiatives in Nigeria, especially in the North Central region where many PPP infrastructure projects have experienced challenges and failures as a result of stakeholder's opposition and disagreements arising from the neglect of stakeholders' interest. Previous research have developed frameworks and models for managing project stakeholders in conventional procurement system which is unsuitable for managing the challenges of stakeholders in PPP infrastructure projects. As such, identification and management of stakeholders in PPPs is crucial to the success of PPP projects. Hence, there is need to develop a conceptual framework upon which an effective strategy to minimise PPP infrastructure projects failure through effective stakeholders management amidst well designed institutional and regulatory framework and a conducive investment climate. This research intends to bridge the gap in the literature by providing an operational strategy to minimise failure of PPP infrastructure projects through effective management of PPP project stakeholders in North Central region of Nigeria. This strategy could be applied to minimise PPP infrastructure failure in developing countries.*

**Keywords:** Conceptual Framework, Failure, Nigeria, Public-Private Partnership Infrastructure projects, Stakeholders.

## INTRODUCTION

Public-Private Partnerships have become a popular institutional arrangement and many public infrastructure projects such as Roads, rail, airports, hospitals, housing, and schools among others have been procured through PPP, yet many PPP infrastructure projects have experience some challenges that lead to undesirable outcomes such as delays, litigations, terminations, revocation of concessions and failures as a result of stakeholder's opposition and resistance (Amadi *et al.*, 2014; Babatunde, 2015). This is corroborated by El-Gohary *et al.* (2006) that stakeholder's conflicts are the main causes of PPP project failures. However, end users and other stakeholder's resistance in PPP occur where charges are expected to be collected directly from the users on the use of public infrastructures such as; Roads, water facilities, electricity among others (World Economic Forum 2010; El-Gohary *et al.*, 2006).

Stakeholders are groups, individuals or organisation that are either affected by or affect the implementation of PPP infrastructure projects. (Freeman, *et al.*, 2010). PPP stakeholders includes; political bodies, government authorities (MDAs), consultants, private investors/concessionaires, contractors, sub-contractors/suppliers, financial institutions, operation and maintenance organisations, users and community at large. For PPP project to be successful, it is important to involve and manage all PPP stakeholders from the initiation stage to the completion stage of the project (El-Gohary *et al.*, 2006). Stakeholder management has the capacity to provide strategic information, resources and problem-solving techniques and

also offer all stakeholders the opportunity to contribute meaningfully towards the success of the PPP projects (Foo *et al.*, 2011; Amadi *et al.*, 2014).

PPPs which is globally perceived as a medium for infrastructure deficit reduction, has become controversial in Nigeria as a result of stakeholders opposition and resistance. Thus, causing diminishing interest for both the local and foreign private investors (Amadi *et al.*, 2014; Babatunde *et al.*, 2015). Despite the adoption of PPP in Nigeria, there are still challenges that are hampering the development of infrastructure under PPPs, especially in the North Central region of Nigeria. Though, several frameworks and models have been developed for managing project stakeholders in conventional procurement system, nevertheless, there is no known framework developed for managing the challenges of stakeholders in PPP infrastructure projects in Nigeria. As such, this paper proposes the development of a conceptual framework for stakeholder's management in PPP infrastructure projects with a view to minimising failure of PPP projects, with specific focus on the North Central region of Nigeria.

## **PUBLIC- PRIVATE PARTNERSHIP INFRASTRUCTURE PROJECTS DEVELOPMENT IN NIGERIA**

The involvement of the private sector in the development and financing of public infrastructure has increased substantially over the past decade (Li *et al.*, 2005). The concept of PPP is now regarded as a veritable tool in the procurement of public facilities and services in Nigeria. PPP is a generic term for the different forms of relationship existing between the public sector and the private sector with the aim of financing, developing, building/constructing and for the effective management of public infrastructure (UNECE 2008; Robinson *et al.*, 2010; Amadi *et al.*, 2014). These relationships are usually long term where the concession arrangement could last up to 35 years to enable the private sector repay loans sourced from the financial institutions (Smyth and Edkins, 2007). There are different types of PPPs that are often implemented. These PPP models differs in terms of both the public and private sector involvement such as: Build-Operate-Transfer (BOT); Build-Own-Operate-Transfer (BOOT); Build-Own-Operate (BOO); Design- Build-Operate-Transfer (DBOT); Design-Build-Finance-Operation (DBFO) among others. PPP has been adopted in the procurement of projects in Nigeria. These projects ssincludes: the concession of Lagos-Ibadan expressway and the new terminal at the Murtala Mohammed Airport both handled by Bi-Courtney Limited, the concession of the first phase of Epe-Lekki toll road in lagos, 105KM Lagos-Ibadan Road, Housing estate development in states including Niger, Adamawa, Ogun, Ondo, Bauchi, Lagos, Federal Capital Territory among others.

### **PPP Infrastructure Projects Development in North Central, Nigeria**

PPP has been adopted in the provision of public infrastructure projects in Nigeria particularly the North Central region of Nigeria. These Projects includes; the concession of Nnamdi Azikiwe International Airport Abuja, concession for complete infrastructure provision at Katempe, Abuja, the concession for the provision of Minna City housing project in Maikunkele, Construction of Minna Five Star Hotel, The Concession of Benue Cargo airport which was awarded to Aerotropolis Development Company Ltd, construction of Jos Main Market and the provision of Hospital facilities in Jos East, construction of road networks in FCT as the Federal Government pursues the implementation of the Abuja Master plan,

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Development of 1MW Hydropower Doma Dam in Nasarawa State, among others (Adeogun and Taiwo, 2011; Ibem and Aduwo, 2012; ICRC 2012; Taiwo, 2013; Mudi *et al.*, 2015; Ojo, 2017). Despite the increasing adoption of PPPs, in Nigeria including the North Central zone of Nigeria, the experiences of stakeholders, principally the local and foreign investors have not always been positive due to controversies, failures, delays, and revocation of concessions (Babatunde *et al.*, 2015; Mudi *et al.*, 2015).

### **The Stakeholders Theory**

The word ‘stakeholder’ originated from Stanford Research Institute (SRI) in the 1960s

(Freeman 1984). Freeman *et al.* (2010) assert that the main idea underlying the stakeholder theory is that the organisations are committed to addressing a set of stakeholders’ expectations. Babatunde (2015) further identified the main proponents of stakeholder’s theory as follows: the interests of all stakeholders have intrinsic value, and no set of interests are assumed to dominate the others; the theory focuses on management decision-making; and the organisation has relationships with many groups (stakeholders) that affect and are affected by its decisions. Also, Yang *et al.* (2011) identified three-way categorisation of approaches to the stakeholder theory. This includes normative stakeholder theory; descriptive stakeholder theory; and instrumental stakeholder theory. Friedman and Miles (2006) state that normative stakeholder theory encompasses theories of how stakeholders should act and view the purpose of the organisation, based on some ethical principle. Descriptive stakeholder theory is concerned with how stakeholders behave and how they view their actions and roles. Lastly, instrumental stakeholder theory deals with how stakeholders should act if they want to favour and work for their interests (Fontaine *et al.*, 2006; Friedman and Miles, 2006; Babatunde, 2015). The advantage that the stakeholder theory offers to PPPs is its normative approach towards stakeholder inclusion focusing on their behavioural patterns and relationship management for project success (Aladpoosh *et al.*, 2012; Bakhtawar *et al.*, 2018).

### **Theoretical framework for managing stakeholders in construction projects**

In figure 1. Yang *et al.* (2010) developed a framework for managing stakeholders in conventional projects where they identified “managing stakeholders with social responsibilities (economic, legal, environmental and ethical)” as the most important critical success factors for success of stakeholder’s management. This finding was in line with the studies of (Wood and Gray, 1991; Donalson and Preston, 1995). Economic responsibility according to Yang *et al.* (2010) is the obligation to produce goods and services, sell them at fair prices and make profit, legal responsibility is the obligation to obey the law; and ethical responsibility covers those issues not embodied in law but expected by society. The framework shown in figure1, is only suitable for managing stakeholders in conventional construction projects and not adequate in addressing the challenges of stakeholders in PPP infrastructure projects as a result of some

El-Gohary *et al.* (2006) grouped stakeholders into; responsible, impacted or interested. Responsible stakeholder refers to an organisation or individual who has some degree of responsibility or liability with regard to the development PPP projects, such as Public sector (MDAs), Concessionaire, Contractors, Consultants, Financial institutions; among others) as

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shown in figure 2. An impacted stakeholder is an organisation or individual who is directly or indirectly affected by the development process; and was classified into three main sub-domains: residents, users and owners. Impacted stakeholders are further grouped as negatively or positively impacted. Finally, an interested stakeholder is an organisation or individual that is not directly impacted by the project, but who would like to participate and provide his opinion in the infrastructure development process. This includes various players such as social institutions, environmentalists and media representatives.

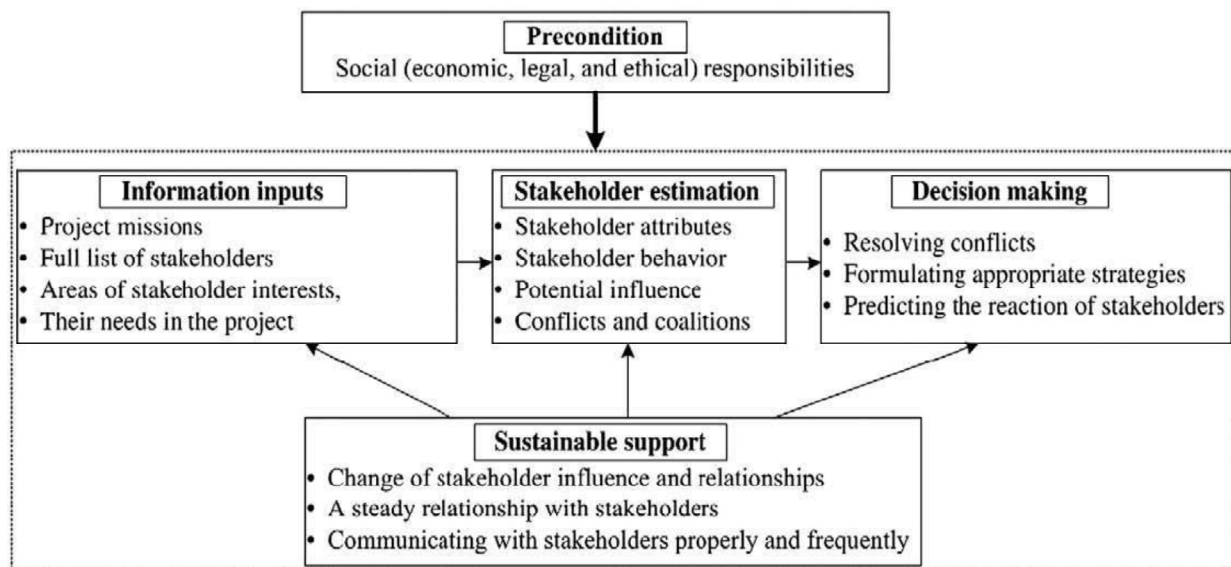


Fig. 1. A framework for successful stakeholder management in construction (Yang et al., 2010)

## ENHANCING SUCCESS IN PPP PROJECTS: CONCEPTUALISED FRAMEWORK FOR EFFECTIVE MANAGEMENT OF PPP STAKEHOLDERS

Earlier studies on stakeholders have classified stakeholders into two groups, namely; Internal/Primary and External/Secondary stakeholders (Harris, 2010; Leung, 2010; Winch, 2010). Leung (2010) point out that, Internal stakeholders are entities with legal contract to the project such as; Government authorities, concessionaires, private investors, consultants among others while external stakeholders are entities with interest in the project but without a contract such as; users, NGOs, media and local communities. Managing stakeholders in PPP is trust based collaborations between the public and private sector towards the achievement of set of objectives (Andriof and Waddock, 2002). Stakeholder's management is a concept that describes an organisations' resolve to manage relationships with its stakeholders group in a proactive manner (Freeman, 1984; Chinyio and Olomolaiye, 2010). The essence of managing relationships is to motivate stakeholders to act in a manner that enhance the successful implementation of PPP projects (Harris, 2010; Amadi *et al.*, 2014). Also, governments are responsible to establishing programs and develop the necessary capacity to ensure PPP project success. The way a government shapes the environment for PPP development will depend on the institutional context where projects take place. The policy interventions will have an impact

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on the institutional capabilities of the environment to foster PPP development and provide an enabling environment (Jooste *et al.*, 2011, Castano *et al.*, 2012). Apparently, managing PPP stakeholders amidst favourable investment climate and a well-designed institutional and regulatory framework by the government will minimise PPP projects failure thereby enhancing project success.

### **PPP stakeholders' management**

Stakeholders in PPP infrastructure projects are more sensitive and complex than in a typical construction projects (Jayasuriya *et al.*, 2016). It therefore requires proactive efforts in management (El-Gohary, 2006; Bakhtawar *et al.*, 2018). The stakeholders activities is not only important for addressing the ineffective risk allocation issues in PPP contracts but is also desirable for prevention of opposition and conflicts (Burke and Demirag, 2017). Therefore, to minimise failure in PPP projects, this research developed a conceptual framework for stakeholder's management in PPP projects (see figure.2). The framework builds on the stakeholder's theory and Yang *et al.* stakeholder's framework (Freeman and Reed 1983; Yang *et al.*, 2010), taking into consideration the expectation and roles of different stakeholders. For instance; the public sector in providing a conducive investment environment and institutional and regulatory framework for the motivation of private sectors to invest in PPP infrastructure projects. In figure 2 below. The conceptual framework includes the attributes of investment climate and institutional framework for influencing the private sector participation towards the successful delivery of PPP projects. The framework also takes into consideration the role of trust and communication in enhancing the success of PPP infrastructure projects.

### **Stakeholder's identification in PPPs**

Stakeholders management begin with the identification and collection of information about all involved stakeholders (Internal and external stakeholders) which will be utilised in the subsequent management activities. Identifying the full list of stakeholders will assist to ascertain the stakeholders in the project (Frooman, 1999). Stakeholders' information is important in assessing their involvement in the project. This information includes: stakeholders contact information, their interest, needs, commitment and constraints to project delivery (Freeman *et al.*, 2007)

### **Stakeholders involvement in PPP infrastructure Projects**

Stakeholder's involvement in PPP infrastructure projects plays a very important role in project delivery. Stakeholder in this context refers to any person or organisation that has a legitimate interest in the implementation of PPP infrastructure project. The involvement of stakeholders in PPP projects is essential because it reduces opposition and help to mobilise necessary resources for project implementation (Klijn and Koppenjan, 2016). Involving and managing stakeholders within a PPP project reduces the opposition from societal or citizens groups. Studies have revealed that major PPP road infrastructure projects in the United State have encountered various problems which eventually led to project failure due to stakeholders' opposition (Levy, 1996; El-Gohary *et al.*, 2006). Levy (1996) further state that these failures were mainly because the public was unaware of the concept of PPP, not sufficiently educated about PPP and were denied access to detailed information contained in the consortium PPP

proposals. Also, the involvement of stakeholders in PPP projects provides an improvement of content and innovation (Nederhand and Klijn, 2019). When private consortia are involved, better innovation and more tailor-made solution are achieved leading to more information, knowledge, ideas, creativity and overall project success (Hodge *et al.*, 2010). The engagement of groups or individuals outside the government and private sector as part of the stakeholders to be engaged in consultation at the inception stage of PPP is important to the implementation of PPP infrastructure projects. These groups includes: Communities/ Residents/users, media, labour unions, special interest groups among others.

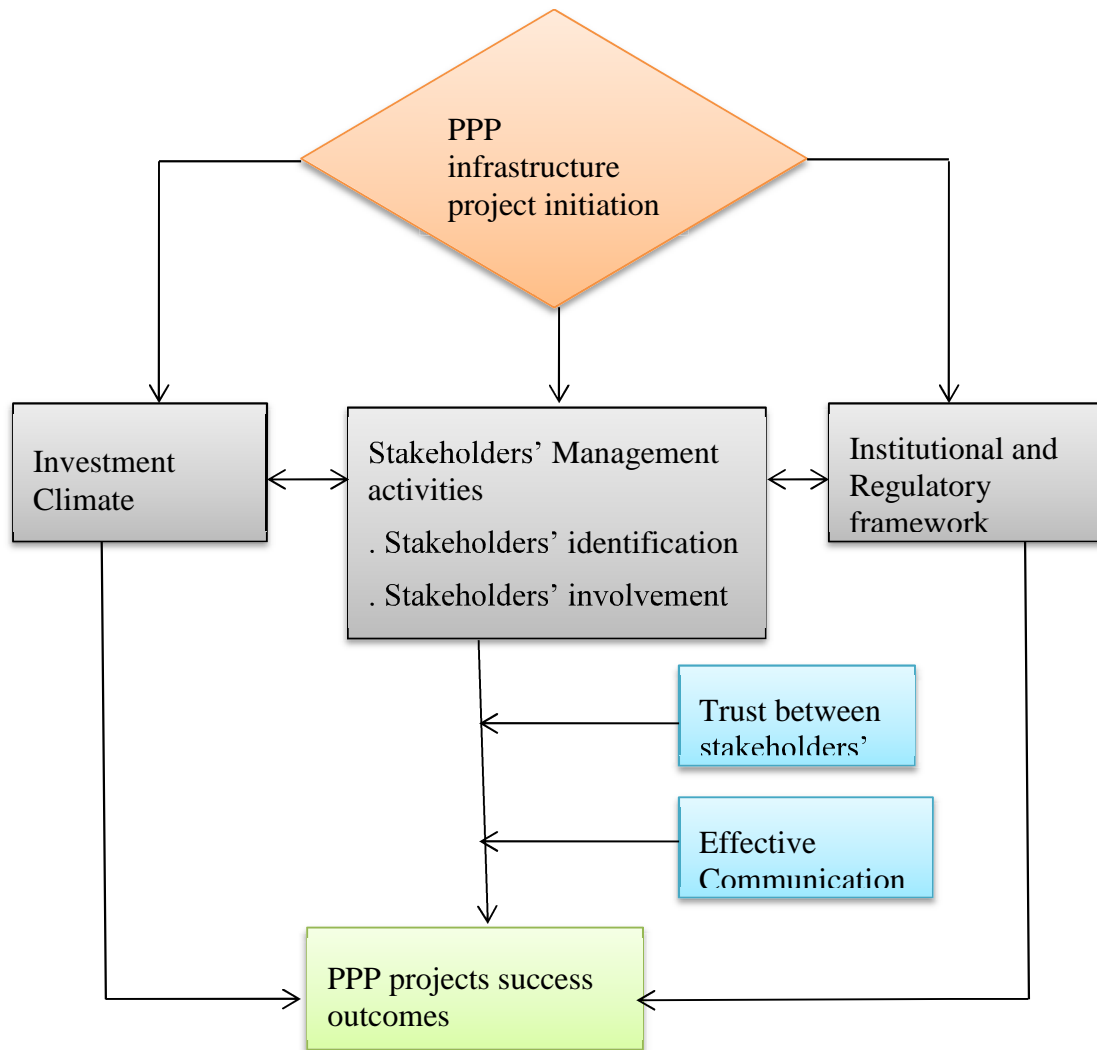


Fig.2: Conceptual Framework for Management of Stakeholders in PPP Projects

### Stakeholders support in PPPs

Stakeholders' management in PPP project requires continuous support from the initiation to the completion stage. The stakeholders support activities necessary for project success includes; **a.** communication with and engaging stakeholders properly and frequently **b.** Realising changes of stakeholders' information, influences, relationship and behaviour during

the project process **c.** Keeping and promoting an on-going relationship with stakeholders. **d.** Private sector obtaining support and assistance from the public sector by reducing the bottlenecks in the approval processes (Yang *et al.*, 2009).

#### Investment climate for Public-Private Partnership

Conducive investment climate has long been recognised as a pre-requisite for attracting investment and thus fostering economic growth. The investment climate is defined as the institutional, policy, and regulatory environment in which firms operate (Emirullah and Azam, 2014). Key determinants of the investment climate include economic and political stability, rule of law, infrastructure, approaches to regulations and taxes, functioning of labour and finance markets, and broader features of governance (World Bank, 2005, Emirullah and Azam, 2014). Investment climate is the institutional and policy environment that influence the involvement of stakeholders such as; local and foreign investors in PPP infrastructure projects. Investment climate is crucial because the private sector would not be interested to participate in a PPP arrangement if the situation in the country is not conducive. Therefore, Emirullah and Azam (2014) posited that, an enabling environment should be established so that private sectors can be compensated with reasonable returns for putting a significant amount of resources which constitute a high degree of risk due to long-term nature of PPP investment.

#### **PPP Institutional and regulatory framework**

The regulation of PPPs in the delivery of infrastructure projects can produce harmful consequences when poorly designed and implemented (World Bank, 2006). A sound institutional framework conducive to PPPs that ensures government commitment, transparency, predictability, and coherence, is a major determinant of project success and private investor engagement in PPPs (World Bank, 2011; Babatunde, 2015). The government has to do the needful in providing an enabling environment and commercially oriented framework of law and regulation to enable PPPs to flourish (UNECE, 2008). Thus, the legal framework should be well designed to accommodate all stakeholders in PPPs and to protect their rights among others (UNECE, 2008).

#### **The role of Trust in PPP infrastructure project**

Trust is a fundamental factor when building a relationship and it has shown to improve productivity (Wong and Cheung, 2004). Rousseau *et al.* (1998) describe trust as a psychological state comprising the intention to accept vulnerability based upon positive expectation of the intention or behaviour of another. Trust is an efficient way to lower transaction costs in partnership thereby enhancing the successful delivery of PPP projects (Parker and Hartley, 2003). Trust facilitates cooperation as it creates greater predictability and reduces the risk inherent in transaction and cooperative relations (Nooteboom, 2002). Trust has a positive and negative consequence on PPP project performance as lack of trust may cause project failure while the presence of trust will improve productivity and project success. Smyth and Edkim (2007) discover that, many of the critical relationships such as Special Purpose Company (SPC)-Public client relationship are negative and lack trust and confidence, resulting to failure of PPP infrastructure projects.

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## **Effective Communication among Stakeholders in PPP project**

Communication can be seen as an interactive cycle including a sender, receiver, message, media, and a possible feedback (Siering and Svensson, 2012). Communication should not be a one-way processes rather, a two-way process. Clegg et al. (2008) states that communication is an activity to create, shape, maintain relationship and endorsing mutual understanding. It is important to establish a good communication channels with all stakeholders, both internal and external by setting clear communication goals, keeping active involvement and being persistent (Manowong and Ogunlana, 2010). This is corroborated by Bourne (2009) that, it is important to target the communication with the right information in the right way to the specific stakeholders especially the external stakeholders, who are not fully involved in the implementation process.

## **CONCLUSION**

Stakeholder management in PPP infrastructure projects is generally about managing diverse stakes (Internal and external stakeholders). It is a crucial and an important endeavour that can yield maximum benefit to both the public and the private sector; such as improving performance of PPP projects, minimising projects failure, stimulating local and foreign investor's interest in PPP infrastructure projects among others. The study has conceptually rationalised the stakeholders' activities and other influencing attributes as steps in minimising the inherent failures of PPP infrastructure projects. Failure to manage stakeholders can impact negatively on the projects; such as early termination of concession agreements, delays, failures and controversies. The main purpose of this paper is to minimise failure of PPP infrastructure projects; as such the framework has brought together different variables that will improve stakeholder's management in PPPs thereby reducing unforeseen risks, negative actions and reactions that have potential impact upon the project success, thus, when applied will improve the success rate in the delivery of PPP infrastructure projects.

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