



## Research Article

# Public Private Partnerships in the Establishment and Running of Community Library in Osun State: A Case Study of Agbeye Community Library in Odo Otin Local Government of Osun State, Nigeria

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### Abstract

The researchers investigated how Agbeye community library was established at a time it was uncommon in Osun State. Community libraries are very few owing to the perception of the people to library issues as non essential hence it is not on the top priority in the scheme of things. The researchers employed interview, observation, documentary evidence and review of literatures as methodology. They revealed that the Osun State Agency for social and community development involved Agbeye community right from the inception of the project to the completion and commission stage. It was quite participatory and really democratic in approach. The Agency contributed N3, 600, 000.00 (90%) of the total cost while, the community only contributed a paltry sum of N400,000.00 (10%) . It took the community a period of four months before the project was finally approved by the Agency. Every segment of the community was interviewed on their needs and viability of the project. The approach was quite democratic and participatory in nature and there is no fear about its sustainability. It is a good model for all the communities in the state that desire community library in their localities.

**Keywords:** public, private, partnership, community and library

### INTRODUCTION

The Imperative for public private partnerships hinges on the dwindling resources and funding challenges on the part of government which had adversely affected the establishment of community libraries and even the maintenance of public libraries in the country.

The second reason is as a result of lackluster attitude of the citizens to public projects. Public projects are always left to decay despite the huge sum expended on them. Essentially, public private partnership is an intervention scheme to involve the citizens in the provision and maintenance of projects. According to Anaechobi (2012) public private partnerships (PPPs) promise more areas of working together and innovative solutions. The term 'Private' in PPPs includes all non-governmental agencies like corporate bodies, voluntary organizations, individuals and community based organizations.

However, different definitions abound in literature on Public Private Partnerships (PPPs), such as managing and governing organizations, institutional arrangement for financial relationship, development strategy, and also a language game (Khanom, 2010). He maintains that there is no precise agreed definition of PPPs. However, there are similarities, as well as distinctive features. These three aspects of PPPs are structures for Human developments in the community. For instance the term public according to Pearson (2009) refers to ordinary people in a country, who are not members of

the government. In a democratic setting, the government should seek for the interest of her citizenry in all areas. It is her duty to provide for all amenities of life but unfortunately government cannot meet all the yearnings of her people, hence the needs for private partnerships assisted projects. Therefore the citizenry sort for the assistance of the personalities, philanthropies, both in groups, e. g. Non-Governmental Organisations (NGOs) or individual and from non-profit agencies. These groups are regarded to as private enterprises which are defined according to the New Webster's Comprehensive Dictionary of English Language: Encyclopedic Edition (2013) as "business owned and operated by individuals, as opposed to government-owned operations." It could be referred to as an economic system based upon private ownership and operation of business, also called free enterprise. Societies and communities like Agbeye the key subject of this research interacted with such an organisation for support on project and development in as much as the Federal Government resources are too far fetch for their assistance.

Many facts have been identified related to issues of governance, management and policy design of PPPs. The authors of this paper offer some suggestions relating to different issues emerge in defining PPPs as related to establishment and management of Libraries in Agbeye community.

Public Private Partnerships (PPPs) have become widely accepted and popular in public sector management as many projects have been executed through PPPs **successfully**. For instance efforts of the Rockefeller and Ford foundations were known in this regards in assisting governments in the nations of the world in building and equipping libraries. "The Rockefeller Foundation, established in 1913, is one of the oldest private charitable..., in the 1932 the foundation supported library projects (Hoovers Profiles, 2014)." Osborne (2000) also believes that PPPs have been established as the key tool of public policy across the world and is an outcome of New Public Management (NPM). He maintained that NPM has shifted the focus of management from public service to service delivery. Recently, experience in privatisation, market mechanism, competition in fast home delivery of purchases and services, petroleum price deregulation, causing inflation in the society and the reinvention of the government in every nations of the world, result as a delegation of responsibilities to the private sector and fostering of voluntary engagement of private sector aiming at providing services to the societal groups. It could be observed that the principles of NPM encouraged the establishment of Public Private Partnerships (PPPs) as a new management tool. Now Public Private Partnership (PPP) has become a favourite tool for providing public services and developing society in both developed and developing countries. At the most general level Public Private Partnerships (PPPs) are generally recognised as long term cooperative institutional arrangements between public and private sectors to achieve various purposes. There is a wide range of PPPs with diverse features and is involved in different activities. However, very few people agree on what exactly a PPPs is and what is its definition. There is no precise and widely accepted definition of PPPs and the concept of PPPs is still contested.

The Concept of Public Private Partnerships (PPPs) are debatable. These debates express whether PPPs need a definition and what really constitute PPPs. Some researchers agree that the different meanings and definitions given to PPPs should be re-examined and seen whether the concept is worth keeping and using for empirical studies (Hodge and Greve, 2007). From this submission and from numbers of definitions of PPPs it is agreed that cooperation between public and private actors with a durable character, risks, and benefits are important features of PPPs definition as in Klijn and Teismans (2004); whereas different aspects of PPPs such as 'long-term cooperative relationships' and 'private sector providers of public service' are found in Greve's (2003) definition. However, some argue that PPPs needs no specific definition since the concept is assumed as very clear and most people agree with the general definition that is the general accepted view: that PPPs is the cooperative activities between public and private sector.

Some researchers focus on PPPs as an inter-organisational arrangement between different institutions in which PPPs is used as a governance or management tool; some concentrate on PPPs as a development strategy; whereas some think it is a discursive term or a 'language game' (Teisman and Klijn, 2002). PPPs also involved risks sharing between partnerships as the two parties have to bear the burden together and gain as well. Risk sharing involve, profit sharing and sharing of utilities. There are cooperation between Organisations and a long term commitment for years. PPPs jointly produce something as in the case of Agbeye community a Library service is established for the community services. On the financial ground, PPPs provides financial benefit for the government. According to Khanom (2010) PPPs reduces pressure on government budgets because private funds were used for infrastructures and they also provide better value for money in provision of public infrastructure. PPPs is a tool for development in the community between private organisations.

PPP approach as an intervention strategy is being championed by the World Bank through Osun State Agency for community and social development project (CSDP) for communities. The agency assists communities in the following areas:

- Road
- Health Centre,
- Electrification
- Community Centre
- Borehole

- Schools
- Library etc.

Communities are expected to contribute 10% of the total cost of the project while the Agency will shoulder the 90% of the cost. This approach has assisted communities to embark on laudable projects that have direct impact on their lives. Library being part of their areas of intervention is of utmost concern to the researchers. We want to critically examine how Agbeye community started the project right from its inception to the final state as a prototype for other communities in the state in order to increase the existing libraries using the same approach.

### **Brief History of Agbeye**

Agbeye was founded by Ikumolu who hails from Ile-Ife many years ago. During the intertribal wars in Yoruba land, Ikumolu with his brothers moved to Empe in Nupe area. Before he came back, he met a great hunter called Akangbe who came from Oyo. They both settled with their families. Due to cases on infant mortality, Ikumolu became the first ruler of the town. As at now, Agbeye has got seventeen Obas. Agbeye has two government primary schools, two private Nursery and Primary Schools and three secondary Grammar Schools.

### **Administration**

There is Oba in Council, the Egbe Omolu and the Agbeye Progressive Union Agbeye community Development Association which identifies monitors, executes and evaluates community needs. They are thirteen different compounds in Agbeye. Each compound has two representatives chosen by themselves in the CDA both male and female.

### **Social Structure of Agbeye Community (use LEO HBOOK HERE)**

**Location:** Agbeye is in the North Western part of Odo-Otin Local Government of Osun State. It shares boundaries with Inisa, Ore, Okna, Ekosin all in Odo-Otin and Olowosoke in Oyo State vegetation and Natural resources. Odo-Otin Local Government where Agbeye town is situated has an area of 294 square km. The capital seat is Okuku (Oyeweso and Afolabi, 2011). Agbeye has rain forest mostly and few guinea savannah towards Oyo State. It is surrounded by rivers and stream. Natural resources include fertile soil and gravel.

**Population:** The community is little above four thousand people.

**Occupation:** Predominantly farming and Artisans.

**Infrastructural Facilities:** Tarred road from Inisa to Ekosin, Local Good Medical Centre, Registered co-operative building primary schools, secondary schools and access to GSM.

**Building and Housing type:** Extended family house types at the centre while beautiful bungalows are springing up at the periphery.

**Access Road Type:** Tarred road from Inisa to Ekosin. The road to Ore is yet to be fully tarred while the one to Ogbomoso in Oyo State is still under construction.

**Source of Power:** Electricity from PHCN

**Source of Security:** Community vigilante

**Source of Water:** Agbeye is well supplied with hand pumps, bore holes, sola boreholes and motorized boreholes.

## **LITERATURE REVIEW**

It has been established that Government cannot fund all development solely. From close observation, government functions and roles exert considerable stress on Government budget. Accordingly, Imhabekhai (2009) is of the view that "no one source may provide sufficient funds and it therefore requires the combination of two or more sources to obtain the funds". He further listed the sources of funding to include; levies by community members, grants from Government, payment of royalties and many other avenues.

Abiona (2009) states that Federal and State Governments rely on Local Governments to provide basic amenities within their areas of jurisdiction based on felt-needs of the people. Thus, from the Federal, to the State and Local Government level, it is the primary responsibility of Government to provide, supervise and regulate developmental projects for its citizens scattered across various community. Above all other Governmental responsibilities, the provision of social amenities, infrastructural facilities, construction of roads, provision of portable drinking water, constant supply of electricity, are basic responsibilities that Government must constantly meet.

However, in its bid to bring development close to the people, Government responses are characterized with cases of

inability to meet developmental challenges. The cases of abandoned or uncompleted projects, dilapidated projects, failed and unfulfilled promises, below standard or low quality projects, even in higher institutions of learning that is in universities, libraries were not properly funded. Sufficient textbooks were not available for various subjects and disciplines. Current books are not available on the shelves. Outdated books are so many on the shelves. Failed promises, delay in project execution, amongst other cases of corruption, favouritism, and contractual breaches are proofs of government's inability to meet the needs of the citizens.

As such, Government had to constantly contest with meeting the aspirations of the citizens. Partly, this becomes vital to achieve the purpose of service delivery so as to meet the national vision of development and respect among the committee of nations. Accordingly, Khanom (2010) believes "that 'NPM (New Public Management) has shifted the focus of management from public service to service delivery".

Faced with challenges posed by its inability to fully meet national developmental demands, Governments worldwide were left with the decision to seek favourable collaborations and genuine partnership especially with the private sector. This is due to worldwide observations and experiences which view Public Private Partnerships (PPPs) as the missing link in past Governmental decisions and approaches to growth and development. With reference to this, Khanom (2010) opine that "New Public Private Partnerships (PPPs) has become a favourite tool for providing public services and developing society in both developed and developing countries". These also have implication for policy formulation and implementation as (Osborne 2000) is of the view that "The 1990s has seen the establishment of the PPPs as the key tool of public policy across the world..."

Furthermore, the significance of public private partnerships is seen in the arguments made in its favour. According to the International Bank for Reconstruction and Development (2009), the arguments in favour of Public private Partnerships (PPPs) is characterized of the following: "PPPs can create competition..., PPPs contracts can be more flexible than most public arrangements, governments can choose private providers in PPPs contracts by means of an open bidding, and PPPs can achieve an increased level of risk-sharing between the government and private sector".

With reference to Nigeria, the Nigeria-Public Private Partnerships Program states that "The overall development objective for Public and Private Partnerships (PPPs) Initiative Project is to increase private investment in the Nigeria PPPs infrastructure market and specifically the core infrastructure sectors" ([www.worldbank.org/.../Nigeria-public-private-partnership-program](http://www.worldbank.org/.../Nigeria-public-private-partnership-program)).

The private sector over the years has partnered Government successfully in various areas of development that cuts across various sectors of the Nigerian economy. A reference point to this fact is the role of the community in partnering the Government to provide laudable educational projects for its teaming members.

A community that meets this description is the Agbeye community in Odo-Otin Local Government of Osun State. The community overcame a major developmental threat by rising up to educational challenges posed by the absence of a community information Library. The people came together to build a befitting Library for the general use of members of the community and outsiders.

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The second reason is as a result of lackluster attitude of the citizens to public projects. Public projects are always left to decay despite the huge sum expended on them. Essentially, public private partnership is an intervention scheme to involve the citizens in the provision and maintenance of projects. According to Anaechobi (2012) public private partnerships (PPP) promise more areas of working together and innovative solutions. The term 'Private' in PPP include all non-governmental agencies like corporate bodies, voluntary organizations, individuals and community based organizations. PPP approach as an intervention strategy is being championed by the world Bank through Osun State Agency for community and social development project (CSDP) for communities. The agency assists communities in the following areas:

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### Objectives of the Study

The study aims to showcase the step by step strategy employed by Agbeye community before the community library came into fruition through public private partnership. Secondly, the study aims to examine if these strategies are replicable in other communities such that libraries would increase within a reasonable time in the state

### METHODOLOGY

The study made use of documentary research method. In addition to this, interview and observation were employed to enable the researchers to get to the root of all strategies used by the community to actualize their objectives.

**Table 1.** Correspondence between CSDP and Agbeye community

S/No.	Date	Subject	Recipient
1.	29/8/2011	Expression of interest on the Intervention of the World Bank Assisted Programme (CSDP) in Osun State by the Chairman and Secretary	General Manager CSDP
2.	29/8/2011	Invitation for Sensitization by the Chairman & Secretary	General Manager CSDP
3.	10/9/2011	Invitation to participatory Rural appraisal exercise by the Chairman & Secretary	The General Manager CSDP
4.	20/9/2011	Community needs Assessment	The Chairman Odo-Otin Local Government Area. Okuku.
5.	29/11/2011	Project approval letter	The CPMC Chairman Agbeye Comm. and Social Deve. Project Agbeye, Odo-Otin

**Source:** Documents got from Agbeye community in December, 2012

It is obvious from this table that it took them a period of four months before the project was finally approved. This is quite encouraging because this is a remarkable departure from civil service bureaucracy where it takes about two or more years before such approval could be got. After the initial payment of 10% of the total cost of the project which was almost N400, 000.00 lodged into the community account in a reputable bank.

It is clearly indicated that the agency is always ready to assist community in their areas of needs.

**Table 2.** Community needs assessment

	Vulnerable Group	What we enjoy	What we don't enjoy
1.		Electricity	Health Centre
2.		Mosque	Market
3.		Church	Civic place
4.		Road	Library (School)
5.		Mobile phone	School Classroom
6.			Public Toilet

**Women Group**

	<b>What we enjoy</b>	<b>What we don't enjoy</b>
1.	We enjoy borehole	We need public library
2.	We enjoy electricity	We need civic centre
3.	We enjoy maternity Center	We need ring road
4.	We enjoy hall	

**Elderly Group**

	<b>Things we enjoy</b>	<b>Things we are suffering from</b>
1.	Portable water	Library
2.	Electricity	Feeder Roads
3.	Maternity Centre	Television
4.	Good Roads	Classrooms

**Youth Group**

	<b>What we enjoy</b>	<b>What we don't enjoy</b>
1.	Electric	Laboratory
2.	Water	Library
3.	Mobile phone	Civic Centre
4.		Renovation of Primary Schools
5.		Science Equipment
6.		School hall

**Men Group**

	<b>Things we enjoy</b>	<b>Things we are suffering from</b>
1.	Electricity	Community Library
2.	Mobile phone	Viewing Centre
3.	Good Road	Ring Road
4.	Schools	Borehole
5.		Unstable power supply
6.		Health Centre without drugs

**Source:** Field report prepared by CSDP for Agbeye community that was obtained in December, 2012.

In community development world wide, the new trend is bottom–up approach as distinct from top-down approach which had been seriously criticised owing to its inherent shortcomings. Bottom-up approach enables every segment of the community to take parts in all areas of their needs. The community would see such project as their own hence the project would be sustainable. The CSDP took pains to interview different categories of people and their needs. The Agency was being transparent and adhered strictly to participatory approach at all levels. From all indications, before any community could arrive at a project, it has to be democratic so that the community would see the project as their own and must be prepared to sustain it.

The need assessment actually revealed the areas that demand urgent attention albeit according to scale of preference by the community. It is quite interesting that the community put library services on top of their priority. The reason may not be unconnected with the fact that education is higher while others things will follow when people are well informed.

**Community Level Voting**

**Table 3.** Outcome of the community voting for the priority projects

S/No.	Needs	Venerable Group	Youth	Women	Men	Elderly	Total	Remarks
1.	Television viewing centre	32	28	16	22	18	116	2 <sup>nd</sup>
2.	Community Library	67	58	33	46	39	243	1 <sup>st</sup>
3.	School Classrooms	00	04	02	00	06	06	4 <sup>th</sup>
4.	Feeder road	31	27	15	21	19	114	3 <sup>rd</sup>
5.	Market stalls	00	00	00	00	00	00	NIL
6.	Borehole	00	00	00	00	00	00	NIL
7.	Health Centre	00	00	00	00	00	00	NIL
8.	School Laboratory	00	00	00	00	00	00	NIL
9.	School Hall	00	00	00	00	00	00	NIL

Source: Document prepared by CSDP for Agbeye Community, 2012.

The table shows the needs of the community and democracy was put to test. The community listed their needs and allowed everybody to participate in the choice of the most pressing need. The establishment of the community library was ranked 1<sup>st</sup> among other competing demands ranging from television viewing centre to the construction of a school laboratory. The objective was to make the whole exercise participatory such that the project at the end of the day would

be sustainable and would be a clean departure from the old style of abandoning public projects because it is perceived as government project but in this case, the project would be perceived as their own, which was made possible through PPPs approach for the community

### Problem Analysis Matrix

**Table 4,** Problem Analysis Matrix for Community Library

	Cause of Problem	Effects of the problem	Coping mechanism	Other Solution
Community Library	Lack of funds	It affects the students in their performance. It hinders the progress of the students	Students engage in lending teaching materials from their colleagues' populace. They develop themselves through reading newspapers and magazines only	We want the assistance from relevant agencies.

**Source:** Document prepared by CSDP for Agbeye community, 2012.

The table shows the problem encountered by the people as a result of lack of library facilities in the community and the main reason why the agency has to intervene. The students in the community desire for a library but lack of funds is an impediment and it has debilitating effects in the performances of the students in the examinations although the students made use of newspapers and magazines as substitutes yet all these were not enough and it was important that a well established library should be put in place to cater for the community.

### Election of Micro Projects

Table 5: Youth Group

S/No.	Micro-projects	No. of Votes	Position
1.	Primary School Classrooms	00	-
2.	School Laboratory	21	2 <sup>nd</sup>
3.	School Hall	14	3 <sup>rd</sup>
4.	Library	72	1 <sup>st</sup>

#### Men

S/No.	Micro-projects	No. of Votes	Position
1.	Library	38	1 <sup>st</sup>
2.	Pipe borne water	0	-
3.	Health Centre	0	-
4.	Electricity	0	-
5.	Road	28	2 <sup>nd</sup>
6.	Television viewing centre	12	3 <sup>rd</sup>

#### Vulnerable Group

S/No.	Micro-projects	No. of Votes	Position
1.	Public Toilet	0	-
2.	Class room	12	3 <sup>rd</sup>
3.	Library	60	1 <sup>st</sup>
4.	Water	05	5 <sup>th</sup>
5.	Health Centre	04	6 <sup>th</sup>
6.	Television viewing centre	23	2 <sup>nd</sup>
7.	Market	10	4 <sup>th</sup>

#### Women Group

S/No.	Micro-projects	No. of Votes	Position
1.	Library	36	1 <sup>st</sup>
2.	Television viewing centre	13	2 <sup>nd</sup>
3.	Road	08	3 <sup>rd</sup>

#### Elderly Group

S/No.	Micro-projects	No. of Votes	Position
1.	Television viewing centre	07	3 <sup>rd</sup>
2.	Feeder Road	10	2 <sup>nd</sup>
3.	Classroom	0	-
4.	Library	49	1 <sup>st</sup>

**Source:** Document prepared by CSDP for Agbeye community, 2012.

The table shows the outcome of the elections that were conducted by different groups in the community These groups consisted of youth, Men, women, and the vulnerable group. It is obvious from this table that among all the micro-

projects that were listed, library came 1<sup>st</sup>. This is a clear indication that library was the most favored project among all the groups in the community hence the need to establish the project without any further delay.

## DISCUSSION

The establishment of community library using the concept of public private partnership entails many rigorous processes that are germane before such project could see the light of the day. It has to be fully democratic and participatory both in the preparatory and execution stages. This is important because the previous experience has not been encouraging owing to the lackluster attitude of the public to government projects. The PPP concept actually involved all the people in the community, there were voting in all stages right from the conceptualization of the project to the completion stage. In all these stages, all the groups in the community overwhelmingly voted for the library.

## RECOMMENDATIONS AND CONCLUSION

Public private partnership is a viable alternative to the establishment of libraries because it is basically demand driven and in the long run it would be less cumbersome in the area of maintenance and sustainability. The people we see the project as their own and would make every effort to make it enduring and achieve its objectives. PPP approach is cost effective and reliable. It could be replicated in various communities in the country as a way to increase the number of existing libraries and eventually increase the reading culture in the country. Nigerian Library Association in various states must of necessity mobilize communities and if possible liaise with the world Bank Agency , Community for Social and Development Agency( CSDP) for to speed-up the process and offer professional advice on the design and running of the libraries. NLA could also assist the communities by donating books and materials to them. The Nigerian Library Association, Osun State Chapter donated almost three hundred books and materials to Agbeye community as a way of encouragement and a positive signal to other communities in the state to emulate.

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