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Research Article

Public-private Partnerships and Sustainable Infrastructure Development in Lagos State

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Abstract

Infrastructure is vital to Nigeria's economic transformation; however, ongoing deficiencies in transport, housing, energy, water, and telecommunications hinder growth and fairness. Public-Private Partnerships (PPPs) have surfaced as a strategic solution, harnessing private funding, knowledge, and creativity to enhance constrained public resources. This research rigorously evaluates the success of PPPs in delivering national infrastructure, using Lagos State as a primary example. Utilizing documentary analysis, secondary data, and theoretical frameworks like cross-sector partnership theory, resource dependence, and principal-agent theory, the study assesses governance frameworks, risk-sharing strategies, and socio-economic impacts. Results show that although PPPs in Lagos have hastened project completion and enhanced service quality in areas like transportation and urban development, difficulties remain. Limited institutional capability, inconsistent policies, and uneven access to information hinder both accountability and efficiency. Housing projects frequently encounter challenges related to affordability, whereas energy and water initiatives experience shortcomings in sustainability and inclusivity. The study emphasizes that adaptive governance, fair risk distribution, and participatory involvement are essential for aligning private interests with public good. The research finds that PPPs have the power to transform Lagos, but they need enhanced governance structures, creative funding methods, and the incorporation of climate resilience along with social inclusivity. By placing Lagos in the context of Nigeria's overall PPP environment, the research provides localized perspectives on global discussions regarding infrastructure governance in developing countries and suggests policy recommendations for attaining more sustainable and fair results.

Keywords

Public-private Partnerships (PPPs), Infrastructure Development, Inclusive Development, Sustainability, Lagos State, Nigeria

1. Introduction

Infrastructure remains critical to Nigeria's economic development and social wellbeing, yet persistent deficits in transportation, electricity, water supply, and telecommunications continue to hinder progress and deepen inequality [1]. Financial constraints, weak institutions, and poor project management have exposed the limitations of traditional public-sector delivery models, thereby accelerating the shift toward Public-Private Partnerships (PPPs) as alternative infrastructure financing and delivery

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mechanisms [2].

PPPs are designed to mobilize private capital and technical expertise while sharing risks and responsibilities with the public sector in order to improve efficiency, cost-effectiveness, and service quality. Evidence from Lagos State suggests that PPP-managed road projects are often completed faster and receive higher levels of public acceptance compared to conventionally executed projects [3]. Similarly, studies identify political commitment, appropriate risk-sharing arrangements, and economic viability as key determinants of successful PPP infrastructure delivery in Nigeria [4].

Despite these potential benefits, PPP outcomes remain inconsistent. The Infrastructure Concession Regulatory Commission reports recurring challenges such as weak feasibility studies, inadequate legal frameworks, poor contract enforcement, and political interference [4]. Empirical studies further highlight stakeholder distrust, conflicting interests, and limited institutional capacity for effective project monitoring and evaluation [5]. Broader assessments also associate PPP underperformance with policy instability, corruption, and weak regulatory enforcement mechanisms [6].

These limitations are evident across multiple sectors. In housing, PPP initiatives have struggled to deliver affordable housing units due to weak institutional coordination and limited policy support [7]. In the transport sector, although some improvements have been recorded, issues such as funding gaps, inadequate maintenance structures, and weak accountability systems continue to constrain performance [8]. These inconsistencies reflect the absence of a coherent and integrated framework linking PPP implementation to broader development objectives.

Equally important is the issue of social value creation. PPP arrangements in Nigeria often prioritize financial returns over inclusivity, sustainability, and equitable access to infrastructure services. Consequently, scholars emphasize that strengthened accountability mechanisms, improved transparency, and citizen-centered governance are essential for ensuring that PPPs contribute meaningfully to the achievement of Sustainable Development Goals in Nigeria [2].

1.1. Objective of the Study

The core objective of this study is to critically examine the role and effectiveness of Public-Private Partnerships (PPPs) in national infrastructure development in Nigeria, with emphasis on performance outcomes, governance frameworks, and sustainability implications.

The specific objectives are to;

1) evaluate the performance, governance structures, and risk-sharing mechanisms of PPPs in Nigeria's infrastructure sector.
2) To assess the socio-economic and technological impacts of PPP-driven infrastructure projects, and propose policy recommendations for enhancing their effectiveness and sustainability.

1.2. Research Questions

The following research questions are germaine to the study:

1) To what extent do PPPs enhance efficiency, governance quality, and risk allocation in Nigeria's infrastructure development?
2) What measurable socio-economic, technological, and sustainability outcomes are generated by PPP-driven infrastructure projects in Nigeria?

1.3. Scope and Limitations

This research explores Public-Private Partnerships (PPPs) in Lagos State from 2020 onwards, focusing on transportation, energy, water, housing, and telecommunications. Lagos is chosen as it serves as Nigeria's economic center, featuring the widest variety of PPP initiatives, and is backed by a committed policy structure. The emphasis is on formal PPPs evaluated via qualitative case studies and secondary data to understand how the government utilizes private investment for infrastructure provision.

The study is limited by insufficient reliable data, intricate contracts, and a lack of transparency, all of which hinder performance evaluation. Dependence on case studies limits generalizability, and the rapid advancement of technology indicates that upcoming trends may not be completely addressed. Wider economic and political factors also influence results but are not the primary focus of the study. Nonetheless, Lagos presents a distinct perspective: its scale, assets, and innovative PPP policies position it as a strategic example for comprehending sub-national infrastructure management in developing situations.

2. Literature Review

2.1. Conceptual Foundations of PPPs in Nigeria

Public-Private Partnerships (PPPs) have emerged in Nigeria as a response to persistent infrastructure deficits and limited public funding capacity. They are broadly conceptualised as collaborative governance arrangements in which the public and private sectors pool resources, expertise, and risk to deliver public infrastructure and services more efficiently [6, 7]. In theory, PPPs are expected to combine private sector efficiency with public sector accountability to improve infrastructure delivery outcomes.

However, in practice, the effectiveness of PPPs in Nigeria is shaped by institutional capacity, regulatory enforcement, and political stability. The legal foundation provided by the Infrastructure Concession Regulatory Commission (ICRC) Act of 2005 established a formal structure for regulating concessions and ensuring compliance. Despite this, weak enforcement mechanisms and political interference continue to limit the performance of PPP arrangements [9]. This suggests that institutional design alone is insufficient without strong governance enforcement.

Beyond regulatory challenges, PPP implementation in Nigeria is further constrained by weak institutional coordination and limited technical capacity within public agencies responsible for project design and supervision [10]. Many institutions lack the expertise required to effectively structure, negotiate, and manage complex PPP contracts, resulting in inefficient risk allocation and implementation delays.

In addition, information asymmetry between public and private partners remains a critical governance challenge [11]. Private investors often possess superior technical and financial information, placing public institutions at a disadvantage during negotiation and execution stages. This imbalance frequently contributes to unfavourable contractual terms, cost overruns, and reduced public value.

Political interference also continues to influence PPP outcomes in Nigeria, particularly in project selection, procurement processes, and contract awards [12]. Where decisions are driven by political considerations rather than technical evaluation, transparency is weakened and investor confidence is reduced, thereby affecting long-term project sustainability.

Collectively, these challenges demonstrate that the effectiveness of PPPs in Nigeria depends not only on formal legal and regulatory frameworks but also on strengthening institutional capacity, improving transparency, and ensuring insulation from undue political influence [13].

2.2. Performance, Risk Allocation, and Infrastructure Delivery

A central argument in PPP literature is that they improve efficiency, reduce public expenditure pressure, and transfer certain risks to private partners. In Nigeria, however, empirical evidence shows that these expected gains are often undermined by poor contract management and uneven risk distribution [14, 15]. In many cases, the public sector retains excessive financial and political risk, reducing the intended benefits of partnership arrangements.

This imbalance is further worsened by weak procurement systems and unclear contractual frameworks, which create opportunities for inefficiency and disputes. Consequently, achieving value-for-money in PPP projects depends heavily on transparency, accountability, and clearly defined performance indicators.

2.3. Socio-economic Outcomes and Development Relevance

Beyond infrastructure provision, PPPs are expected to contribute to broader socio-economic development through job creation, improved service delivery, and regional integration. In Nigeria, however, the extent of these benefits varies significantly across regions and sectors. [16, 17] note that the developmental impact of PPPs is largely dependent on governance quality and institutional coordination.

Where governance structures are weak, PPP projects tend to deliver uneven benefits, often favouring urban or economically strategic areas while marginalising rural communities. This raises concerns about equity and inclusiveness in PPP implementation, particularly in developing economies with high inequality levels.

2.4. Governance, Ethics, and Public Trust

Governance quality plays a decisive role in determining the success or failure of PPP arrangements. Studies by [18, 19] emphasize that leadership integrity, accountability mechanisms, and ethical compliance significantly influence infrastructure outcomes in Nigeria. Weak governance structures tend to undermine project credibility and reduce public trust in PPP initiatives.

In particular, corruption risks in procurement and contract execution remain a major challenge. Where transparency is lacking, PPPs are often perceived as elite-driven arrangements that do not fully reflect public interest. This perception weakens legitimacy and can limit long-term sustainability of projects.

2.5. Technological Integration in PPP Implementation

Recent developments in PPP implementation show increasing reliance on digital tools to enhance monitoring, transparency, and operational efficiency. Although adoption remains uneven, information and communication technologies (ICT) have the potential to improve contract tracking and performance evaluation [20, 21].

Digital platforms can reduce information asymmetry between stakeholders and improve accountability in project execution. However, limited technical capacity and inadequate infrastructure continue to constrain full-scale integration of these innovations in Nigeria's PPP environment.

2.6. Overview and Evolution of PPPs in Nigeria

PPPs in Nigeria were introduced as a strategic response to chronic infrastructure gaps and fiscal constraints. According to [22] PPP frameworks such as Build-Operate-Transfer (BOT) and concessions were designed to attract private capital while improving efficiency in service delivery.

Over time, however, implementation has been affected by governance inefficiencies, regulatory inconsistencies, and institutional weaknesses [23]. Although reforms such as the establishment of the ICRC improved policy direction, challenges remain in contract enforcement and risk sharing.

2.7. Historical Context of Infrastructure Development in Nigeria

Following independence, infrastructure development in Nigeria was primarily state-driven. However, fiscal constraints, bureaucratic inefficiencies, and policy inconsistency limited the effectiveness of public provision models [24]. These limitations created the need for private sector participation in infrastructure financing and delivery.

The formal adoption of PPPs in the early 2000s marked a shift toward collaborative governance models. Despite this transition, structural weaknesses such as poor coordination, policy instability, and uneven risk allocation continue to affect project outcomes [25].

2.8. PPP Models and Implementation Structures

PPPs in Nigeria are implemented through various contractual models, each designed to distribute responsibilities and risks between public and private actors. The choice of model depends on project complexity, sectoral needs, and institutional capacity [26].

1. Build-Operate-Transfer (BOT)

The BOT model enables private entities to fund, build, and manage infrastructure before returning ownership to the government. In Nigeria, it has been extensively Successfulutilized in road concessions, electricity production, and port facilities [27, 28]. BOT draws in private investment and technology, simultaneously lightening the immediate financial load on the government. Nonetheless, obstacles comprise inconsistent regulations, ineffective dispute resolution, and political meddling. stakeholder involvement and defined legal structures are essential to maintain BOT results and guarantee value-for-money in Nigeria's infrastructure development.

2. Design-Build-Finance-Operate (DBFO)

DBFO combines design, construction, financing, and operations into a single contractual agreement, shifting considerable risks to private partners while promoting efficiency throughout the project's lifecycle. Nigerian implementations in transport pathways and energy initiatives demonstrate its capacity for enhanced delivery and maintenance quality [29, 30]. The model encourages innovation and alleviates public funding strains, but encounters challenges related to institutional capacity shortfalls and lengthy contract discussions. Success relies on clear governance, robust regulatory oversight, and fostering local capabilities to reduce the risks of foreign control and guarantee equitable advantages.

3. Concession Agreements

Concessions provide private companies the authority to manage and operate public properties for a set duration, recovering investments via user fees or charges. They have played a significant role in Nigeria’s airports, ports, and roadways [31, 32]. Concessions improve operational efficiency and upkeep while raising worries about the affordability of tariffs and public responsibility. Incorporating performance benchmarks and impartial oversight is crucial to reconcile profitability with public interest.

4. Joint Ventures and Service Contracts

Joint ventures integrate public and private equity in co-owned organizations, distributing risks and promoting knowledge exchange, though they require robust governance to avoid conflicts [10]. Service contracts, conversely, are temporary arrangements where private companies provide defined services under governmental oversight—beneficial in areas such as water provision and waste disposal. Although simpler, their effect is confined to operational enhancements without long-term financing leverage. Generally, PPP models in Nigeria range from simple service agreements to capital-heavy BOT, DBFO, and concession arrangements. Their achievements are influenced not just by funding and risk-sharing methods but also by the quality of governance, involvement of stakeholders, and the capacity of institutions [17, 33]. For Nigeria, customizing models to align with local socio-political and economic conditions is crucial for optimizing infrastructure results and long-term viability.

Table 1. *Comparative Overview of PPP Models in Nigeria.*

PPP Model	Core Features	Nigerian Applications	Key Challenges
BOT	Private partner finances, builds, operates, then transfers asset back to government.	Lekki-Epe Expressway; Independent Power Projects.	Regulatory uncertainty, political interference.
DBFO	Single contract covering design, construction, financing, and operation.	Road corridor projects; Independent energy plants.	Capacity gaps, dominance of foreign investors.
Concessions	Private operator manages public asset for fixed period, recoups via tariffs.	Port reforms (Apapa & Tin Can).	Tariff affordability, weak accountability.
Joint Ventures	Shared ownership between public and private partners.	Oil & gas sector; state infrastructure.	Governance conflicts, low transparency.
Service Contracts	Short-term private provision of defined services.	Water supply contracts; Waste management.	Limited scope, no financing leverage.

Note. Table developed by the author based on literature review [34-35]

Overall, the literature shows that PPPs in Nigeria are conceptually strong but weak in implementation. Their performance is shaped less by model design and more by governance quality, institutional capacity, and regulatory enforcement. While PPPs remain a viable strategy for addressing infrastructure deficits, their success depends on improving accountability systems, strengthening institutions, and ensuring inclusive governance structures.

2.9. Challenges and Opportunities of PPPs in Nigeria

Public–Private Partnerships (PPPs) in Nigeria are extensively advocated as a remedy for persistent infrastructure shortfalls. However, considerable governance shortcomings—like disjointed institutional frameworks, unclear regulatory processes, and fragile accountability systems—persist in eroding investor trust and the enforceability of contracts. For example, Erumebor [36] highlights that failures in the execution of PPPs usually arise from strategic misalignment, lack of transparency, and unclear regulatory frameworks. Additionally, systemic issues in public sector ethics and organizational conduct, highlighted in research on public service performance in Delta and Rivers States, emphasize the vital importance of institutional culture in influencing PPP outcomes [37].

However, PPPs offer encouraging opportunities for infrastructure advancement when governance and stakeholder involvement are enhanced. Collaboration among multiple stakeholders—uniting government bodies, private entities, and communities—can improve transparency, foster innovation, and promote shared ownership. Comparable dynamics manifest in organizational settings: Okereka, Mukoro, and associates emphasize the impact of genuine stakeholder engagement and ethical practices in public organizations. Incorporating participatory and ethical standards into PPP frameworks can enhance project credibility and ensure infrastructure delivery aligns with wider development objectives. Achieving these benefits depends on institutional changes: strong legal systems, defined regulatory supervision, open monitoring, and ongoing dialogue among all parties involved. Using these foundations, PPPs in Nigeria have the potential to transform from challenging trials into successful, inclusive, and sustainable drivers of infrastructure-driven development.

2.10. Research Gap

Despite growing scholarly attention to Public-Private Partnerships (PPPs) in Nigeria, existing studies have largely focused on project outcomes, institutional weaknesses, and sector-specific case studies such as transport, housing, and urban infrastructure. While these studies provide valuable insights, they tend to examine PPP performance in isolation, often emphasizing either economic efficiency or governance failure without adequately integrating both dimensions within a unified analytical framework.

More importantly, most empirical works on PPPs in Nigeria concentrate on high-profile projects such as the Lekki-Epe Expressway and other Lagos-based initiatives, thereby limiting understanding of how PPP governance operates across different institutional and socio-political contexts within the country. This geographical concentration creates a knowledge gap regarding how subnational variations in governance capacity influence PPP outcomes.

Furthermore, although literature acknowledges issues such as weak regulatory enforcement, poor risk allocation, and accountability deficits, there is still limited systematic analysis of how these governance challenges interact to affect sustainability, inclusiveness, and long-term infrastructure performance. Existing studies often treat these issues separately rather than as interconnected factors shaping PPP effectiveness.

In addition, there is insufficient critical engagement with how socio-political factors—such as elite influence, institutional capacity disparities, and stakeholder participation—affect PPP implementation in developing-country contexts like Nigeria. This limits the explanatory power of existing research in understanding why some PPPs succeed while others fail despite similar contractual frameworks.

Therefore, this study addresses these gaps by providing an integrated analysis of PPP performance in Nigeria, with emphasis on governance quality, risk allocation, accountability structures, and sustainability outcomes. It also contributes by synthesizing these dimensions within a single analytical framework, thereby offering a more comprehensive understanding of PPP effectiveness in Nigeria's infrastructure development context.

2.11. Theoretical Perspectives

The dynamics of Public–Private Partnerships (PPPs) in Nigeria can be analyzed through various theoretical perspectives. Cross-sector partnership theory emphasizes the necessity of cooperation between public and private entities to accomplish common objectives. [38] contend that achievement relies on the quality of governance, trust, and the management of power imbalances, while [39] emphasize the importance of accountability and inclusivity. In Nigeria, these viewpoints indicate that inadequate institutions and a lack of transparency obstruct legitimacy and alignment among stakeholders. Resource dependency and institutional theories offer structural perspectives. Resource dependency perceives partnerships as tactics to obtain limited resources like funding and knowledge [16]. In Nigeria, the government relies on private investment, whereas investors depend on governmental legitimacy, thus making equal risk distribution crucial. Institutional theory highlights the impact of regulations and standards in influencing results [20]. Ongoing policy inconsistency, corruption, and gaps in contract enforcement highlight the need for institutional reform to facilitate sustainable PPPs.

Relational and typological viewpoints provide additional insight. Social capital theory highlights the importance of trust and networks in facilitating cooperation [28], an essential element in Nigeria, where widespread public distrust frequently hinders projects. Partnership classifications, as described by [17] indicate that participatory and co-creative frameworks are more robust than solely contractual arrangements. In Nigeria, this implies that PPPs will be most successful when institutional capacity, inclusive participation, and trust cultivation come together to provide infrastructure that aligns with development objectives.

Principal-Agent Theory

The principal-agent theory illustrates the dynamics of delegation and control in Public-Private Partnerships (PPPs), in which the government assigns private companies the tasks of designing, financing, and delivering infrastructure. In Nigeria, this connection is frequently hampered by information imbalances, inadequate regulatory supervision, and differing goals. Private partners might leverage their advanced knowledge to distort costs or benefits, whereas governmental bodies find it challenging to ensure accountability. Such discrepancies often result in budget excesses, inadequate service provision, or disregard for social priorities, rendering the synchronization of incentives and risk-sharing crucial for successful results [40].

Addressing these challenges necessitates more than just formal agreements; it requires flexible governance and comprehensive oversight. Enhancing state capacity, promoting transparency, and involving communities in oversight can reduce opportunism and enhance accountability. Data from partnerships in other contexts indicates that when risks are equitably distributed and performance is closely tracked, both trust and efficiency enhance, leading to a stronger alignment between the motivations for private profit and the objectives of public welfare [18]. Hence, the principal-agent perspective highlights that sustainable PPPs in Nigeria rely on enhancing institutions and governance systems that protect public interests while utilizing private sector knowledge.

3. Research Methods

This study adopts a qualitative research design based on secondary data to examine Public-Private Partnerships (PPPs) in infrastructure development in Nigeria. The approach is appropriate for exploring governance processes, risk allocation, and institutional dynamics where primary data collection is limited or impractical.

The study draws on multiple categories of documentary evidence, including government policy documents, PPP project reports, contractual agreements, regulatory frameworks, and institutional publications. In addition, peer-reviewed journal articles, books, international development reports, and historical records are reviewed to capture long-term patterns and contextual developments in PPP practice.

To ensure systematic selection of materials, documents were included based on relevance to PPP governance, infrastructure development, and Nigerian or comparable developing-country contexts. Sources outside the defined thematic scope, non-verifiable reports, and non-academic opinion-based materials were excluded. The review covers literature and documents published between 2000 and 2025 to reflect contemporary PPP developments.

The study adopts a thematic analytical framework guided by PPP governance theory, focusing on efficiency, risk allocation, accountability, inclusivity, and sustainability. Data from the selected documents were organized and coded manually into these themes to allow structured comparison and interpretation across sources.

To enhance credibility and trustworthiness, triangulation was applied by cross-checking findings from policy documents with academic literature and independent institutional reports. This helped to reduce bias and improve the reliability of interpretations derived from secondary data.

The analysis is interpretive and thematic rather than statistical, aimed at identifying patterns in PPP implementation and governance outcomes in Nigeria. However, findings are presented with caution, acknowledging that conclusions are based on documented evidence rather than primary empirical measurement.

4. Data Analysis

4.1. Overview of PPP Projects in Lagos State

Lagos State, Nigeria’s economic centre, continues to experience significant infrastructure pressure driven by rapid urbanisation, population growth, and fiscal constraints. In response, Public–Private Partnerships (PPPs) have been adopted as a key financing and delivery strategy for infrastructure development across transport, housing, energy, and urban renewal sectors. The state has consequently become a leading subnational example of PPP implementation in Nigeria, with projects such as the Lekki–Epe Expressway, Lekki Deep Seaport, Eko Atlantic City, Bus Rapid Transit (BRT) system, and the Lagos Rail Mass Transit.

Empirical evidence suggests that these initiatives have contributed to improved infrastructure provision and increased private sector participation. However, their effectiveness remains constrained by governance limitations, financing challenges, and institutional capacity gaps [10, 18].

4.2. Sectoral Experiences

Transport Infrastructure

The transport sector represents the most visible application of PPPs in Lagos State. The Lekki–Epe Expressway, implemented under a concession arrangement, initially attracted private investment but later faced significant operational challenges. These included public resistance to tolling, weak risk-sharing arrangements, and limited government support, which eventually led to the termination and re-acquisition of the project by the state government [38].

Despite these setbacks, transport PPPs such as the Lekki–Ikoyi Link Bridge and the Bus Rapid Transit (BRT) system have demonstrated improvements in urban mobility, reduced travel time, and increased employment opportunities [16, 24]. These outcomes indicate that while PPPs are effective in addressing infrastructure gaps, sustainability depends on stable governance and well-structured agreements.

Ports and Trade Logistics

PPP initiatives in the maritime sector, particularly the Lekki Deep Seaport and the Lekki Free Trade Zone, reflect Lagos State's strategy to strengthen trade competitiveness and reduce congestion at existing ports. These projects are widely regarded as economically significant due to their potential to attract foreign investment and expand logistics capacity.

However, concerns persist regarding their long-term environmental impact, social displacement, and regulatory oversight, which raise questions about sustainability and equitable development outcomes [41].

Urban Development and Housing

Urban development PPPs, notably Eko Atlantic City, illustrate Lagos State's ambition to position itself as a global investment destination. While the project demonstrates strong private sector involvement and large-scale urban renewal capacity, it has been criticised for prioritising high-income commercial and residential development over affordable housing provision.

Scholarly evidence suggests that such PPP housing models tend to reinforce spatial inequality unless deliberately designed with inclusivity mechanisms that ensure access for low- and middle-income populations [30].

4.3. Major Constraints

Despite Lagos State's leading role in PPP implementation, several structural challenges continue to limit performance:

Weak risk allocation and financial structuring, particularly evident in concession-based transport projects such as the Lekki–Epe Expressway [42].

Limited stakeholder participation, where citizen engagement in project design and monitoring remains largely symbolic [42].

Governance and transparency deficits, which reduce accountability and weaken investor and public confidence [39].

Social exclusion in service delivery, where infrastructure outcomes disproportionately benefit higher-income groups [42].

These constraints indicate that PPP effectiveness in Lagos is influenced not only by financing structures but also by governance quality and institutional inclusiveness.

4.4. Strategic Directions

Improving PPP outcomes in Lagos State requires targeted institutional and policy reforms. Key directions identified in the literature include:

Strengthening community participation to enhance legitimacy and ensure that infrastructure reflects local needs [38].

Improving procurement transparency and ensuring balanced risk-sharing to prevent project failures and disputes [38].

Expanding innovative financing mechanisms such as blended finance, green bonds, and impact investment models to support long-term infrastructure sustainability [42].

Integrating climate resilience considerations into infrastructure planning due to Lagos's vulnerability to flooding and coastal risks.

Reorienting housing-related PPPs toward greater inclusivity to address affordability constraints and reduce urban inequality [43].

4.5. Conclusion

The experience of PPPs in Lagos State reflects both progress and persistent governance challenges in infrastructure development. While notable achievements have been recorded in transport, ports, and urban development, issues relating to risk allocation, transparency, and social inclusivity continue to limit long-term sustainability.

For PPPs to achieve stronger developmental impact, there is a need for more transparent governance structures, improved institutional coordination, equitable financing arrangements, and policies that explicitly address social inclusion and environmental sustainability.

5. Recommendations

After a critical analysis we recommend that the government, private sectors and relevant stakeholders should;

1) Strengthen PPP governance with transparent, inclusive, and accountable frameworks.
2) Diversify financing through green bonds, blended finance, and climate-responsive investment tools.

Contribution to Knowledge

This study contributes to knowledge by providing a Lagos-specific analysis of PPPs, focusing on how governance, financing, risk allocation, and inclusivity influence infrastructure outcomes. It offers a more context-based explanation of PPP performance at the subnational level.

It also strengthens understanding of PPPs in developing countries by linking governance quality with project outcomes.

Finally, it serves as a reference for future studies on PPPs, especially in relation to governance, accountability, and infrastructure delivery in similar contexts.

Abbreviations

BRT	Bus Rapid Transit
DBFO	Design–Build–Finance–Operate
Eko Atlantic	Eko Atlantic City Project
ICRC	Infrastructure Concession Regulatory Commission
IFMIS	Integrated Financial Management Information System
LAGBUS	Lagos Bus Services Limited (if referenced in transport discussion)
LRT	Lagos Rail Transit / Lagos Rail Mass Transit
LSDPC	Lagos State Development and Property Corporation
PPP	Public–Private Partnership
P3	Public–Private Partnership (alternative notation used in some literature)
BOT	Build–Operate–Transfer
GDP	Gross Domestic Product (only if used in analysis section)
ICT	Information and Communication Technology
LGAs	Local Government Areas
MDA(s)	Ministries, Departments, and Agencies
MoU	Memorandum of Understanding
PFM	Public Financial Management

Author Contributions

Shalom Ufuoma Erude: Conceptualization, Data Curation, Formal Analysis, Methodology

Yetunde Adebiaye-Olawuyi: Funding acquisition, Resources, Supervision

Abayomi Azeez Adebiaye: Visualization, Writing - review & editing

Conflicts of Interest

The authors declare no conflicts of interest.

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