

Challenges Facing Public Private Partnership Modalities Especially Build Operate Transfer (BOT) In The Provision of Hostels Accommodation In Nigeria

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ABSTRACT: This paper is aimed at evaluating the challenges facing public private partnership modalities especially build operate transfer (BOT) in the provision of hostels accommodation in Nigeria. Private Participation in Infrastructure Projects (PPP) allows the private sector to build and operate infrastructure, which was implemented by the government in the past. This study quantitatively determined the challenges facing public private partnership modalities especially build operate transfer (BOT). Questionnaires were administered to Quantity Surveyors, Architects, Civil Engineers, Builders, and Contractors who have practiced and are still practicing in construction industry. The Seventy well completed questionnaire retrieved from the respondents formed the data that were analysed by the Relative Significance Index (RSI). The study showed the challenges facing public private partnership modalities especially build operate transfer (BOT) in the provision of hostels accommodation in Nigeria, huge capital requirement to implement the schemes ranked first with RSI value of 0.791 (79.10%) followed by non-availability of long term funding with RSI value of 0.751 (75.10%), high rate of corruption which ranked third with RSI value of 0.726 (72.60%). Insecurity ranked least with RSI value of 0.494 (49.40%) followed by the inadequate fund with RSI value of 0.557 (55.70%) and resistance to change with RSI value of 0.623 (62.30%). The study further revealed the ways to improve the adoption of build operate transfer (BOT) in providing hostels accommodation. Reduction bureaucracy ranked first with RSI value of 0.749 (74.90%) followed by adequate knowledge and awareness ranked second with RSI value of 0.731 (73.10%), formidable company and low interest rate were ranked third with RSI value of 0.729 (72.90%). Uninterrupted power supply ranked least with RSI value of 0.654 (65.40%) followed by political stability with RSI value of 0.686 (68.60%) and friendly environment with RSI value of 0.694 (69.40%). Conclusion and recommendation are made from the research report.

KEYWORD: Build, Operate, Transfer, Investigation, Hostel

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I. INTRODUCTION

Cambridge Dictionary define challenge as the situation of being faced with something that need great mental or physical effort in order to be done successfully and therefore tests a person's ability. Private Participation in Infrastructure Projects (PPP) allows the private sector to build and operate infrastructure, which was implemented by the government in the past. With the capital, creativity and management skills from the private sector, the quality of public services will be improved. According to the Act for public private partnership (PPP), which was promulgated in 2000, there are many different models of private participation. The commonly known Build operate transfer (BOT) is only one of them. Its essence is that the government allows a private institution to invest in the building and operation of an infrastructure project and upon expiration of the operation period, the ownership of the infrastructure is transferred to the government. For existing infrastructure, the government may commission the private institution to operate it by way of operate transfer (OT). A number of variations on the basic build operate transfer (BOT) model exist. Under build-own-operate-transfer (BOOT) contracts, the contractor owns the project during the project period. Under build-lease-transfer (BLT) contracts, the government leases the project form the contractor during the project period and takes charge of the operation. Other variations have the contractor design as well as build the project. One example is a design build operate transfer (DBOT) contract. Furthermore, private institutions may use build operate transfer BTO, build own operate (BOO) and reactivate own transfer (ROT) to participate in public private partnership (PPP) projects, according to the characteristics of the infrastructure respectively [1].

A build-operate-transfer (BOT) contract is a model used to finance large projects, typically infrastructure projects developed through public-private partnerships. Build operate transfer (BOT) Project is of one the types of public-private partnerships that are output focused. BOT project typically involve significant design and construction as well as long term operations, for new build or projects involving significant refurbishment and extension (brownfield). A build operate transfer (BOT) Project is typically used to develop a discrete asset rather than a whole network and is generally entirely new in nature (although refurbishment may be involved). In a BOT Project the project company or operator generally obtains its revenues through a fee charged to the utility/ government rather than tariffs charged to consumers. In common law countries a number of projects are called concessions, such as toll road projects, which are new build and have a number of similarities to BOTs. A build-operate-transfer (BOT) contract is a model used to finance large projects, typically infrastructure projects developed through public-private partnerships. BOT projects are normally large-scale, new infrastructure projects that would otherwise be financed, built and operated solely by the government. Under a build-operate-transfer (BOT) contract, an entity usually a government grants a concession to a private company to finance, build and operate a project for a period of 20-30 years, hoping to earn a profit and after that period, the project is returned to the public entity that originally granted the concession.

II. LITERATURE REVIEW

Housing is one of the three basic needs of mankind. After the provision of food, it is most important factor for the physical survival of man. This is particularly true of a special category of individual students, especially those in tertiary institutions, which requires good accommodation for proper assimilation of what they have been taught [2]. Its availability is fundamental to living in dignity and to good health, good quality of life and general well-being. In spite of this inseparable link between good housing and health, over 100 million people worldwide are homeless, while more than a billion live in shelters that are not only inadequate but are also detrimental to health [2].

From available information, student accommodation in tertiary institutions in Nigeria is severely overcrowded. The main cause of this perennial problem is the increasing number of students being admitted, without a commensurate increase in the number of hostel facilities [3]. The conditions of most hostels in Nigerian universities are not congruent to students' academic pursuits and are at its worst decline. The conditions of most hostels in Nigerian universities are not congruent to students' academic pursuits and are at its worst decline. According to [4] overcrowding is the major problem in hostels. According to [5] only few universities in Nigeria can accommodate up to 50% of their student population and there is as much as 90% deficit in some Universities. [6] lament on the overcrowding in hostels in Nigerian universities and this has mounted pressure on the facilities.

There are in fact many more potential types of cooperation between public organizations and private enterprises than often listed. However, in practical terms, there are only a few PPP types or modalities related to the need to encourage major private sector investment. These include build operate transfer (BOT), build transfer (BT), build own operate transfer (BOOT) and build own operate (BOO). These are for new roads. The rehabilitate own operate transfer (ROOT) modality is also appropriate and popular where an existing major road can be upgraded into a toll road [7].

In UK under the PFI, these modalities are similar but have somewhat different names, such as design build finance operate (DBFO). Public private partnership (PPP) modalities vary mainly in (i) risk transfer to the private sector, (ii) the investment by each party and (iii) the control and ownership of assets (including whether during the concession period or ultimately at transfer). The modalities identified and listed here are generally provide an increasing investment and risk by the private sector and, relatedly decreasing control and ownership by the Government [7].

There is a fine but significant distinction between build operate transfer (BOT) and build own operate transfer (BOOT) that is often not made. Build operate transfer (BOT) projects are usually those financed and operated by a government institution while those financed by the private sector are called build own operate transfer (BOOT) build operate transfer (BOT) generally is both a generic description and a specific modality. Most often when build operate transfer (BOT) is referred to, it normally means the former i.e. in reality the specific build own operate transfer (BOOT) type. Clearly, under the generic build operate transfer (BOT), it is possible to extend public private partnership (PPP) further through a service or operation and maintenance (O&M) contract awarded to a private company [7].

In build own operate (BOO), the private company retains ownership of the facility in perpetuity (The company could subsequently sell off the facility to another investor. This could be an infrastructure fund, for example, allowing the original investor an exit). Rehabilitate own operate transfer (ROOT) is a variant of build own operate transfer (BOOT) and refers to a rehabilitation of an existing facility. There are many examples of ROOT in the toll road sector in China. An example is the Hangzhou toll road) and likewise and rehabilitate own operate (ROO) is a variant of build own operate (BOO).

According to [8], that private hostel accommodation provision is not only an investment, but a competitively high returning asset. This experience is seen in stable economies where the hostel market operates around the institutions running non-residential policy and whose academic sessions are rarely altered. His opinion explains why there is high competition for private hostel developments around the tertiary educational institutions in Nigeria in recent years. There is sufficient land to provide hostel within most polytechnics [9]. Private sector providing hostel would help in utilizing this undeveloped lands. With the security challenges experienced in the country, parents, guardians and students prefer on-campus accommodation for safety and security. According to [10], institutional owned hostels in Nigeria are overcrowded and poorly maintained. Private on-campus hostel would be better maintained and the polytechnic would be able to regulate prices.

There is rapid growth in admission intake every year due to sudden rise in student population. Lack of funds is making it difficult for Government and Polytechnics to provide enough hostel accommodation for student On-campus hostels are less available to students at tertiary institution.

Researchers and stakeholders have agreed on the existence of challenges which has hindered the procurement of project through Public Private Partnership especially BOT. [11, 12, 13] identified inconsistent government policy, corruption, tariff regulation policies, high finance cost, high duties and taxes, poor regulation of BOT concession agreement, security of investment on BOT concession, poor handling of BOT transaction, poor procurement process, unavailability of BOT expertise, lack of tradition of private sector provision of public services, lack of standardized project agreement and standardized bidding documents, lack of consistency and poor governmental management, unrealistic or unclear government's criteria for project award, high development costs and lack of established procurement procedure and schedule as challenges to BOT procurement process in infrastructure development in Nigeria.

Hostel accommodation is regarded as one of the essential facilities required in any academic environment to facilitate learning and [14] identified congestion, poorly maintained hostels and hostel facilities, incessant breakdown of facilities constitute some of the issues emanating from these challenges. As such, students become susceptible to social vices and unwanted distraction from their academic pursuits.

Private sector participation is the involvement of formal and informal private enterprise in the provision and management of accommodation in tertiary institutions [15]. One important type of public private partnership (PPP) arrangement that is mostly practiced is the Build Operate Transfer (BOT). In this system, a private sponsor finances the design, construction, maintenance, and operation of a public project for a specified concession period, at the end of which it transfers ownership to the government agency, hopefully after recouping its costs and achieving profits [16].

According to [17] the long-term nature, lack of government's regulation, inadequate fund, high charges on loans by banks, long-term nature of the investment and volatile environment has made the BOT for hostel provision unattractive to prospective investors.

The present challenges facing hostel accommodation in Nigerian tertiary institutions generally revolves around their availability and poor funding [18]. [19, 20] observed that financing is another problem, as banks are not providing adequate access to long term capital and the interest rate in Nigeria is high. According to [21, 13] build operate transfer (BOT) projects in Nigeria are high risk investments in which economic, political, social and legal instability have a significant influence on the financial viability of the projects thereby depriving lenders to fully participate and adequately finance these projects.

[22] opined that private sector involvement in hostel in Nigeria is not common. The position of the investor is that hostel development is a risky venture and the demands of management of tertiary institutions are enormous. Hostel development is usually seen as an integral part of the physical development plan of the tertiary education institution so little opportunity is believed to exist for private sector in the sector.

[23] identified critical success factors of BOT to include mutual trust, adherence with project objectives, and clear understanding, selecting right project, and strong stakeholder team, reliable concessionaire consortium, sound financial package, compliance with contractual agreement, effective procurement and experience government. Ensuring clarity, fairness and competitiveness during procurement is very important. Transparency and competitiveness would encourage lenders to support developers financially. The capital intensive nature of hostel projects and long-term commitment of capital typical of BOT projects has made many developers to be reluctant due to lack of economic stability. [5] identified among others the Challenges of student housing provision through public private partnership Time and cost intensiveness of a BOT project, Lack of long term loans, high interest rate on loans, disinterest on the part of lending institution, preference for traditional procurement route, inconsistent government policy, lack of transparency in the procurement process, hostel provision still seen as the role of the government, challenge of structuring a BOT package, resistance to change, lack of commitment by higher institution to explore BOT, inexperience and lack of understanding of BOT, poor regulation of BOT concession agreement, fear of vandalism (During student protest) and lack of skill and expertise in implementing BOT project [24]. Factors militating against BOT implementation in Nigeria include; technical, political, economic, legal and environmental. Other observed challenges includes Land Use

Act and problem of Omo-Onile, long term investment with low return on investment, bureaucracy and High cost of processing statutory approvals, difficulty in selling because of price due to high cost of building material and default in Payment by buyers.

2.1 Characteristics of build operate transfer (BOT) Project

The build operate transfer (BOT) scheme refers to the initial concession by a public entity such as a local government to a private firm to both build and operate the project in question. After a set time frame, typically two or three decades, control over the project is returned to the public entity.

i. In a build operate transfer (BOT) project, the public sector grantor grants to a private company the right to develop and operate a facility or system for a certain period (the Project Period), in what would otherwise be a public sector project.

ii. Usually a discrete, new build projects by companies.

iii. Operator finances, owns and constructs the facility or system and operates it commercially for the project period, after which the facility is transferred to the authority.

iv. Build operate transfer (BOT) is the typical structure for project finance. As it relates to new build, there is no revenue stream from the outset. Lenders are therefore anxious to ensure that project assets are ring-fenced within the operating project company and that all risks associated with the project are assumed and passed on to the appropriate actor. The operator is also prohibited from carrying out other activities. The operator is therefore usually a special purpose vehicle.

v. The revenues are often obtained from a single "offtake purchaser" such as a utility or government, who purchases project output from the project company (this is different from a pure concession where output is sold directly to consumers and end users). In the power sector, this will take the form of a Power Purchase Agreement. For more, see Power Purchase Agreements. There is likely to be a minimum payment that is required to be paid by the offtaker, provided that the operator can demonstrate that the facility can deliver the service (availability payment) as well as a volumetric payment for quantities delivered above that level.

vi. Project company obtains financing for the project, and procures the design and construction of the works and operates the facility during the concession period.

vii. Project company is a special purpose vehicle; its shareholders will often include companies with construction and/or operation experience, and with input supply and offtake purchase capabilities. It is also essential to include shareholders with experience in the management of the appropriate type of projects, such as working with diverse and multicultural partners, given the particular risks specific to these aspects of a BOT project. The offtake purchaser/ utility will be anxious to ensure that the key shareholders remain in the project company for a period of time as the project is likely to have been awarded to it on the basis of their expertise and financial stability.

viii. Project company will co-ordinate the construction and operation of the project in accordance with the requirements of the concession agreement. The off-taker will want to know the identity of the construction sub-contractor and the operator.

ix. The project company (and the lenders) in a power project will be anxious to ensure it has a secure affordable source of fuel. It will often enter into a bulk supply agreement for fuel, and the supplier may be the same entity as the power purchaser under the Power Purchase Agreement, namely the state power company. For examples, click on Fuel Supply/Bulk Supply Agreements. Power is also the main operating cost for a water or wastewater treatment plant and so operators will need certainty as to cost and source of power.

x. The revenues generated from the operation phase are intended to cover operating costs, maintenance, repayment of debt principal (which represents a significant portion of development and construction costs), financing costs (including interest and fees), and a return for the shareholders of the special purpose company.

xi. Lenders provide non-recourse or limited recourse financing and will, therefore, bear any residual risk along with the project company and its shareholders.

xii. The project company is assuming a lot of risk. It is anxious to ensure that those risks that stay with the grantor are protected. It is common for a project company to require some form of guarantee from the government and/ or, particularly in the case of power projects, commitments from the government which are incorporated into an Implementation Agreements.

xiii. In order to minimize such residual risk (as the lenders will only want, as far as possible, to bear a limited portion of the commercial risk of the project) the lenders will insist on passing the project company risk to the other project participants through contracts, such as a construction contract, an operation and maintenance contract.

III. RESEARCH METHODOLOGY

Seventy (70) questionnaires were distributed to formidable construction company which was chosen at random for the purpose of achieving the objectives of this challenges facing public private partnership modalities especially build, operate and transfer in the provision of hostels in Nigeria were distributed for collection of data. Data were obtained from both the primary and secondary sources which include interview, questionnaire, textbooks journal publications and internet facilities. The statistical tools used for this study include percentage, mean, and relative significance index RSI (also known as Index of Relative Importance, IRI or Relative Importance Index, RII) to determine which of the challenges facing public private partnership modalities especially build, operate and transfer in the provision of hostels in Nigeria. The relative significance index ranking (RSI) was used for ranking of the factors studied. These methods had been used in construction research by authors such as [25, 26, 27, 28, 29] among others.

The Likert scale involving rating on interval scale of 5 and 1 developed for application in social sciences and management researches for quantification of qualitative variable were used. It elicited information from the building construction professionals concerning the causes of rivalries among professionals in Nigeria construction industry. The responses of the items on the questionnaire were obtained on a 5-point scale ranging from 1 to 5. ‘‘extremely important and perfectly known’’ were scored 5, ‘‘very important and partially known’’ were scored 4, ‘‘somewhat important and known’’ were scored 3, ‘‘not very important and partially unknown’’ were scored 2 and ‘‘not important and perfectly unknown’’ were scored 1.

$$RSI = \frac{\sum \mu}{AN} = \frac{5a + 4d + 3c + 2d + 1e}{5j} \quad (0 < \text{index})$$

Where μ is the weighting given to each factor by respondents;

A is the highest weight (i.e. 5 in this case);

N is the total number of respondents

Where:

a = number of respondents ‘‘extremely important and perfectly known’’

b = number of respondents ‘‘very important and partially known’’

c = number of respondents ‘‘somewhat important and known’’

d = number of respondents ‘‘not very important and partially unknown’’

e = number of respondents ‘‘not important and perfectly unknown’’

N = sample size = 60

J = number of response categories = 5

IV. DATA ANALYSIS AND RESULTS

This research work was based on the main challenges facing public private partnership modalities especially build, operate and transfer in the provision of hostels in Nigeria.

The data were presented using tables for clarification and better interpretation. The analysis tools included both descriptive and inferential statistics.

4.1 Respondents Profile

Table 1: Sex

Sex	Frequency	Percentage
Male	51	72.86
Female	19	27.14
Total	70	100.00

Table 1 showed the gender of the respondents. It showed that ninety two percent (72.86%) are male and eight percent (27.14%) are female. The result shows the representation of genders in the *construction industry in the study area*.

Table 2: Professional qualification

Educational Qualification	Frequency	Percentage (%)
NIOB	32	45.71
NIQS	10	14.29
NIA	12	17.14
NSE	9	12.86
Others	7	10.00
Total	70	100

Table 3 represents the educational qualification obtained by the respondents. 45.71% is registered with NIOB, while 14.29% is registered with NIQS, 17.14% is registered with NIA, 12.86% with NSE and 10.00% with other

professional bodies. The result shows that all respondents possess registration of their various professional bodies in Nigeria and adequate professional training to supply reliable data for the study.

Table 3: Challenges facing public private partnership modalities especially build operate transfer (BOT) in the provision of hostels accommodation in Nigeria

S/N	FACTORS	5	4	3	2	1	TOTAL	TWV	RSI	RANKING
1	Lack of enabling environment	19	18	16	2	15	70	234	0.699	8
2	Low level of confidence in the method	10	16	14	9	21	70	195	0.557	16
3	Resistance to change	12	19	18	7	14	70	218	0.623	15
4	Insecurity	8	11	13	12	26	70	173	0.494	17
5	Lack of tradition of private sector	15	21	14	4	16	70	225	0.643	13
6	Inadequate knowledge and understanding	10	23	18	6	13	70	221	0.631	14
7	Poor handling of BOT transactions	18	20	12	4	16	70	230	0.657	12
8	Inadequate protection of BOT contract rights	19	16	14	11	10	70	233	0.666	9
9	Poor regulations of BOT concession agreement	16	21	16	7	10	70	236	0.674	6
10	Bureaucracy and High cost of processing statutory approvals	17	14	20	11	8	70	231	0.660	11
11	Inconsistencies of Government policy	20	17	16	3	14	70	239	0.683	5
12	Poor procurement process	16	18	16	12	8	70	232	0.663	10
13	Land Use Act and problem of Omo-Onile	21	19	9	7	14	70	236	0.674	6
14	Lack of commitment by succeeding government	27	10	11	9	13	70	239	0.683	5
15	High rate of corruption	19	18	26	2	5	70	254	0.726	3
16	Time and cost intensiveness of a Project	20	16	14	9	11	70	235	0.671	7
17	High cost of construction materials Long term investment with low return on investment	19	12	18	12	9	70	230	0.657	12
18	High interest rate on loan	23	17	8	12	10	70	241	0.689	4
19	Non availability of long term funding	24	21	15	4	6	70	263	0.751	2
20	Huge capital requirement to implement the schemes	28	23	10	6	3	70	277	0.791	1

It shows the challenges facing public private partnership modalities especially build operate transfer (BOT) in the provision of hostels accommodation in Nigeria. Huge capital requirement to implement the schemes ranked first with RSI value of 0.791 (79.10%) followed by non-availability of long term funding with RSI value of 0.751 (75.10%), high rate of corruption which ranked third with RSI value of 0.726 (72.60%). Insecurity ranked least with RSI value of 0.494 (49.40%) followed by resistance to change with RSI value of 0.557 (55.70%) and inadequate fund with RSI value of 0.623 (62.30%) in ascending order.

Table 4: Ways to improve the adoption of BOT in providing hostels accommodation.

S/N	FACTOR	5	4	3	2	1	TOTAL	TWV	RSI	RANKING
1	Economic stability	25	12	16	8	9	70	246	0.703	7
2	Political stability	21	16	14	10	9	70	240	0.686	9
3	Social security	25	15	11	9	10	70	246	0.703	7
4	Legal framework stability	26	12	13	11	8	70	247	0.706	6
5	Low interest rate	26	14	14	11	5	70	255	0.729	3

6	Friendly environment	23	13	18	6	10	70	243	0.694	8
7	Reduction bureaucracy	26	18	12	10	4	70	262	0.749	1
8	Adequate knowledge and awareness	26	16	14	6	8	70	256	0.731	2
9	Accessible funds	25	16	10	11	8	70	249	0.711	5
10	Uninterrupted power supply	18	11	20	14	7	70	229	0.654	10
11	Financial viability	26	15	11	10	8	70	251	0.717	4
12	Formidable company	27	15	11	10	7	70	255	0.729	3

It shows ways to improve the adoption of BOT in providing hostels accommodation. Reduction bureaucracy ranked first with RSI value of 0.749 (74.90%) followed by adequate knowledge and awareness ranked second with RSI value of 0.731 (73.10%), formidable company and low interest rate were ranked third with RSI value of 0.729 (72.90%). Uninterrupted power supply ranked least with RSI value of 0.654 (65.40%) followed by political stability with RSI value of 0.686 (68.60%) and friendly environment with RSI value of 0.694 (69.40%) in ascending order.

V. CONCLUSION AND RECOMMENDATION

5.1 Conclusion

This study was undertaken to investigate the challenges facing public private partnership modalities especially build operate transfer (BOT) in the provision of hostels accommodation in Nigeria.

Based on the results obtained in this research, the following conclusions were drawn.

It shows that huge capital requirement is involved to implement the schemes.

Non-availability of long term funding is affecting the indigenous construction business to have a formidable private company.

It was observed the high rate of corruption and bureaucratic procedures to secure land to build.

5.2 Recommendations

Based on the result of the findings from the research work, observations and conclusion, the study proffer the following recommendations with the aim of improving the adoption of BOT in providing hostels accommodation in Nigerian tertiary institutions.

1. The Nigerian Government could also introduce an intervention fund for BOT available at low interest rate for lending to investors and developers.
2. There should be reduction bureaucratic procedure.
3. There should an awareness and adequate knowledge on public private partnership projects in Nigeria.
4. Government should encourage loans with little interest to encourage private corporate to deliver.
5. Land Use Act should revisit to encourage developer to sink their wealth of resources on the project.
6. Land grabbers called Omo-Onile should be discouraged.

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