

AN EXAMINATION OF PUBLIC-PRIVATE PARTNERSHIP IN TOURISM DEVELOPMENT IN NIGERIA: THE “CALABAR CARNIVAL” EXPERIENCE

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Abstract:

The importance of tourism development in a nation's economy and sustainable development cannot be over-emphasized. The Cross River State Government in Nigeria took the bull by the horn by initiating the “Calabar Carnival” in 2004 with the intention of making the state one of the best tourist destinations in Africa. The Carnival gained popularity but insecurity, poor infrastructural facilities, poor funding amongst others have reduced greatly the progress made by the carnival. This paper therefore tried to X-ray how the success of the carnival could be improved through Public-Private Partnership (PPP). The study adopted the descriptive research method in which data was collected from document of the Cross River State Tourism Bureau (CRSTB), Cross River State Carnival Commission (CRCC) and other published and unpublished materials. The study found out that the carnival has not made serious progress because it is fully organized by CRSTB and CRCC. The study then recommended PPP as a way forward stating that PPP would ensure adequate funding for tourism development in the state, provide tourism support and transport infrastructure while at the same time ensuring security of tourist, maintenance of tourism projects and adequate training of tourism workers to mention only but a few.

Keywords:

Tourism, Tourism Development, Public-Private Partnership, Calabar Carnival.

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1.0 Background of the Study

The history of tourism development on a commercial basis can be traced to the invention of money as a medium of exchange in the Middle Ages with transportation providing the impetus to trade and travels. According to Ozili (2001) Tourism has become a way of life as well as a recognized foreign exchange earner for many countries of the world. Tourism has also become a major contributor to the economic growth and development of many countries (Pantunola, 2014). Ozili (2000) also pointed out that tourism equally boosted the Gross Domestic Product (GDP) of many countries such as United States of America, Britain, Germany, Holland, Switzerland, Brazil, South Africa, Egypt, Tunisia, Zimbabwe and Kenya to mention only but a few. Today, tourism generally includes a lot of intangible elements such as a sense of fun, fraternization, excitement and style. Events are important motivators of tourism and features prominently in the development and marketing plans of most tourist destination, Eja, Ajake and Ojikpong (2012).

Nigeria was rated 8th in Africa in terms of tourist arrivals by World Tourism Organization (WTO) in 1997 and 12th in 2012. Generally, lack of recreational culture relegated tourism in Nigeria to the background while the low standard of living accelerated the trend. Also, poor state of infrastructural facilities, high level of insecurity, abuse of human rights e.t.c., have been identified as problems militating against tourism development in Nigeria.

However, the tourism story in Nigeria is gradually changing for the better with a lot of packaging being introduced. Serious and well coordinated efforts are now being made by governments at different levels to arouse the interest of the people in the direction of tourism. The government of Cross River State, South-South Nigeria took the bull by the horn by introducing the fast growing "Calabar Carnival" that takes place annually in the Nigeria's greenest and cleanest city of Calabar. Surprisingly, after over 10 (ten) years of existence, the carnival is still organized and managed by the Cross River State government. Against this background, this paper tries to explore the possibility of boosting the output of the carnival through Public-Private Partnership (PPP) initiative.

2.0 The Problem:

The "Calabar Carnival" started in the year 2004 when the then Governor of Cross River State, Nigeria, Mr. Donald Duke envisioned making the state a hub for tourism and hospitality industry in Nigeria in particular and Africa in general. The Carnival presents a perfect platform for the state to showcase their very rich culture while at the same time creating consumer and market awareness. Amalu and Ajake (2012) reported that the carnival aims at including more aspects of local content of Nigeria rich cultural heritage while at the same time strengthening the capacity of the locals to participate in an economically beneficial symbiotic way.

The carnival is a unique display of Africa's heritage through music, dance, drama and visual creativity which is reflected in the design of floats, costumes and make-up. Since its inception the carnival has become one of the biggest tourism and recreation project in Nigeria (Ozili, 2015). Participation in the carnival has grown slowly from a modest few thousands to tens of thousands of people from within and outside the state. Participants and dancers are organized into bands and groups that are required to display their skills, talents, costumes, masquerades and dances during the parade that has about 12km route through the city of Calabar. However, the growth of the carnival has been stunted due to problems of poor mobilization of funds, lack of pre-investment reports on the project, poor planning, poor monitoring and general lack of publicity, insurance, public education and marketing. This study therefore tries to investigate how the carnival can be improved upon through well planned and executed Public-Private Partnership initiative.

Objectives of the Study:

In order to address the problem stated in section 2.0, this paper intends to pursue the following objectives:

- a. To explain in details the concept Of Public-Private Partnership (PPP)
- b. To X-ray the “Calabar Carnival” as it is operated in Calabar Cross River State Nigeria today.
- c. To discuss possible ways Public-Private Partnership can help strengthen the carnival in Nigeria.

4. 0 Materials and Methods:

This paper adopted the Descriptive Research Method. Osuala (2007), opined that descriptive research is that research which specifies the nature of a given phenomenon. It gives a picture of a situation at hand and it begins with an understanding (description) of the problem at hand. Also Odoziobodo and Amam (2007) stated that descriptive research is interested in finding the meaning and getting an understanding of the present conditions, beliefs, attitudes, uses, etc about a particular phenomenon or its attributes. The major sources of data for this paper are documents of Cross River State Tourism Bureau, the Cross River State Carnival Commission (CRCC) and other secondary data such as published and unpublished materials.

The Concept of Public-Private Partnership (PPP)

Public-Private Partnership (PPP) is a philosophy and organizational strategy that promotes a partnership-based approach between private sector investors (companies, firms, business organizations, NGO's) and the public authorities for efficient delivery of good products and good services. PPP is not a process or panacea but an alternative delivery mechanism used especially when the public authorities lack technical capacity, financial resources, and managerial / business skills required to deliver products / services more efficiently (PEMSEA, 2009). Indeed, PPP is a method of introducing the private sector business acumen into public sector services by means of a long term contractual linkage aimed at developing a long term symbiotic relationship between the public and private sector (Adriana, 2008).

PPP originated in United Kingdom and it focuses on designing, planning, financing, constructing and/or operating projects which under normal circumstances would be traditionally regarded as the responsibility of the public sector. According to Olanipekun (2009), PPP ensures quick, efficient and cost effective projects. It gives value to the tax-payers money through optimal risk transfer management. It also creates added value through synergies between the public and private sector and cross fertilization of ideas, skills, knowledge and experience between the two sectors. Hence, the main objective of PPP's all over the world therefore is to ensure the delivery of well maintained, cost effective public projects, infrastructure or services by leveraging private sector expertise and transferring risk to the private sector. Ibuoye (2010) developed a classification of models for PPP as shown in table 1.

Table 1: Classification of PPP Models

Broad category	Main variants	Ownership of capital assets	Responsibility of investment	Assumption of risk	Duration of contract (years)
Supply and management contract	Outsourcing	Public	Public	Public	1 – 3
	Maintenance management	Public	Public/Private	Private/Public	3 – 5
	Operational management	Public	Public	Public	3 -5
Turnkey Public		Public	Public	Private/Public	1 – 3
Affermage/Lease	Affermage	Public	Public	Private/Public	5 – 20
	Lease*	Public	Public	Private/Public	5 – 20
Concessions	Franchise	Public/Private	Public/Private	Public/Private	3 – 10
	BOT**	Public/Private	Private/Public	Private/Public	15 – 30
Private ownership of assets and PFI type	BOO/DBFO	Private	Private	Private	Indefinite
	PFI***	Private/Public	Private	Private/Public	10 – 20
	Divestiture	Private	Private	Private	Indefinite

Source: Ibuoye, (2010)

The Partners in PPP:

In PPP, there are two parties namely, the public sector and the private sector. The public sector represents the government and acts as the engine for the nation’s core identity, national symbols, policy and legacy. Government, through the efforts of its officials, ensures national growth and development of the country. This will in turn help them to advance the society, the economy, and create the enabling environment for the wellbeing of the general populace (ie present and future generations including foreigners).

The government ranks the economy, sector by sector, and designates preferences to key sectors. According to Mendiratta (2010), the public sector in theory outlines their visions, develops their policies, creates a programme, defines their metrics, allocates budgets, and outlines anticipated results so that security of life and properties are ensured.

Mendiratta (2010) further explained that the private sector conversely represents the business community and is result/profit oriented. They share the desire for future growth and development of the nation but with different goals, metrics, expectations and end accountabilities. With the private sector, business-plans are prepared, clear objectives are outlined, targets for success are set and investment allocations are made. Success is usually the key and total quality management is assured in everything.

Working independently, each partner is able to mobilize his strengths and resources to attain enduring positive impact on a destination. In theory, they have shared vision and commitment to achieve a common goal. However, the partners are in opposition in terms of differing priorities, timelines and processes resulting in differences of opinion which cause them to take different paths. When the parties come together and work synergistically for the development of a project they bring to bear their respective experiences and expertise and the value achieved could be exponential. This can happen through the power of PPPs. The partners come together as experts to combine their visions, goals, access, structures, experience, expertise, intelligence, funds, human and material resources for the sole purpose of achieving a defined and mutually desired goal.

PPP’s are activated when specific challenges need to be addressed as opportunities need to be unlocked with the effort of both parties. Hence, governments on one hand may need specific skills or expertise for project implementation, capital investment, risk management, accelerated delivery, budget analysis or industrial

advancement. For these they turn to the private sector. Businesses on the other hand need planning permissions, incentives, funding, policy modifications, tax holidays, elimination of bureaucracy / bottlenecks and lobby-support. Both parties can deliver their expectations if there is mutual understanding, agreement and trust.

Basic Tests for PPP

Ozili (2015) pointed out three internationally applied standard test for determining whether PPP is the appropriate vehicle for procuring a public asset or service. They are risks, affordability and value for money. PPP must be able to match substantially the transfer of risk to the private sector, with affordability of the project to the procuring institution and procurement options showing satisfaction of the customer, hence more value for their money. Ozili (2015) highlighted the typology of risk in PPP as shown in table 2.

Table 2 Typology of Risks in PPP

Type of Risk	Explanation
Completion risk	The possibility that a project construction or installation will be delayed with additional cost or implications.
Cost overrun risk	The possibility that during the design and construction phase, the actual projects costs will exceed projected costs.
Exchange rate "forex" risk	The possibility that exchange rate fluctuations will impact on the costs of imported inputs or the project's debt or equity
Design risk	The possibility that the private party's design may not achieve the required specifications
Force majeure	The occurrence of certain unexpected events that are beyond the control of the parties, whether natural or man-made, that affects the projects.
Interest rate	Fluctuations in the rate at which the project borrows money.
Market/demand risk	The demand for the services generated may be less than projected
Operating risk	Factors other than force majeure such as projected operating expenditure, skills requirements, labour disputes, and employee fraud.
Political risk	Unforeseeable conduct by a government institution that materially and adversely affects the expected return on equity, debt service or costs of the project. This includes expropriation and nationalization.
Regulatory risk	Consents required from government authorities or an independent regulatory agency is not obtained or results in additional costs.
Utilities	The utilities (water, electricity, gas) for the project are not available.

Source: Ozili (2015).

Basic Characteristics of PPP

Ozili (2015) equally discussed a number of traits that can usually be used to identify PPPs as follows: (a) PPPs should be based on co-operation defined by contracts between public and private stakeholders with clear objectives (b) the contributions of the partners to the common goal should be complementary and symbiotic, thus they can achieve their goals more efficiently within the framework of PPP than through acting independently (c) PPP enables the private partners to achieve their economic goals (e.g profit or penetrating new markets) (d) PPP allows the public sector to achieve political developmental goals (e.g impressive GDP, poverty reduction or high standard of living), (e) the contractual relationship spans for a long time which may run from 5 – 30 years (f) payment arrangements in PPPs are based on output which is related to the provision of services and/or infrastructure (e.g gate fees/rates, road tolls, user charges, etc)

which also contribute to the revenue of the project (g) risks are allocated to the party most able to carry them (h) finally PPPs must not have distortive effects on general trade and business conditions.

Pitfalls of PPPs

Olanipekun (2009) stated that experience has shown that PPPs in Africa suffer many of the same ills that affect privatization and public procurement. Privatization is meant to sell off under-performing assets owned by government to private sector businessmen to generate revenue, improve service delivery and reduce managerial burden on the state. However, in some cases in Africa, the process has been so corrupt that promises remain unfulfilled and services have dramatically deteriorated. Contracts are badly conceived and economic assumptions poorly investigated sparking both public and workers protest and industrial actions. Corruption destroys partnerships and results in poor risk management.

The “Calabar Carnival” Experience:

According to Amala and Ajake (2012), a carnival can be described as a festival, gala, jamboree, fair, holiday, jubilee celebration, merry-making and revelry. It is a street festival which brings communities together in celebration largely on the basis of voluntary participation. In the United Kingdom, it can encompass highly specialized British traditions such as Notting Hills flagship, African-Caribbean events or more recent hybrids such as Brazilian Samba music and a variety of performing artist. In Brazil, the Rio de Janeiro carnival attracts visitors from all over the world. It is usually held in the first quarter of every year and it includes such activities as the samba dance parade songs and Music.

However, the Calabar carnival started in 2004 when the then Governor, Mr. Donald Duke envisioned making the state the hub for tourism and hospitality in Nigeria and Africa. It takes place during the yuletide season and as with all carnivals it provides an opportunity to play, relax and behave in unusual ways. The carnival usually begins on 1st of December and lasts till 31st December with high point on 26th December. It commences with a tree lighting ceremony on 30th November at the Millennium Park Calabar and ends on the 1st of January the next year with a thanksgiving ceremony.

The carnival is a unique display of African heritage show-cased through music, dance, drama and visual creativity which is reflected in the design of floats, costumes and make-up. Since inception, the carnival has become one of the biggest tourist and leisure attractions in West Africa and has grown tremendously in popularity and scope. It presents a very good opportunity for learning other people’s history, culture and tradition. The carnival’s community spirit is a product of cumulative effort of many talented musicians, artists, costume designers, dancers, street theatres, performers and sound professionals such as facilities managers, engineers, transporters, architect, estate surveyors and valuers.

According to Ozili (2015) in all, the cultural content of the carnival has been heightened to play up traditional originality and above all African cultural content. Over the years the Cross River State Government has used the Carnival to drive its tourism sector and provide exposure for its citizens as well as develop its vast tourism sites and infrastructure such as Obudu Cattle Ranch / Resort, TINAPA Business Resort, Marina Resort e.t.c see figure 1. The Cross River State Carnival Commission (CRCC) is responsible for the planning, organizing and marketing of the carnival. However, the sister agency the Cross River State Tourism Board (CRSTB) is charged with the responsibility of registration and supervision of the Calabar Carnival.

Fig. 1: Tourist Attractions in Cross River State. Source: www.visitcrossriver.com

Attendance to the Carnival

Esu and Arrey (2009) pointed out that participation to the carnival has grown slowly with visitors coming from local, national and international destinations. Eja and Ojikpong (2012) presented domestic and international attendances to the carnival from 2006 to 2010 as shown in table 3 and 4.

Table 3: Domestic Tourist Arrivals during Calabar Carnival (2006 to 2010)

S/N	Tourists Origin	No. Tourists Arrival						Average Arrivals
		2006	2007	2008	2009	2010	Total	
1	Abia	260	377	335	265	220	1457	10.42
2	Akwa Ibom	1301	1801	1555	1588	1112	7357	52.65
3	Abuja	73	207	165	58	29	532	3.80
4	Lagos	64	121	96	106	51	432	3.14
5	Rivers	94	245	482	295	65	1181	8.45
6	Ebonyi	51	130	125	41	18	366	2.61
7	Benue	25	55	72	34	17	303	1.45
8	Jos	19	81	73	53	36	262	1.87
9	Kogi	12	76	75	31	23	217	1.55
10	Anambra	102	215	165	171	95	748	5.35
11	Imo	123	158	129	112	67	589	4.21
12	Delta	111	141	132	95	51	530	3.79
13	Sokoto	2	6	0	11	2	22	0.16
14	Kano	1	17	17	0	0	35	0.25
15	Kaduna	4	21	3	5	1	34	0.24
	Total	2243	3651	3424	2865	1788	13971	100

Source: Eja and Ojikpong (2012)

From the table, Akwa Ibom State (neighbouring state to Cross River State) recorded the highest attendance of about 52.65% while the least attendance came from Kaduna State which is a Northern State. Worthy of note is the forward and backwards movement of the figure as indicated in the figures for almost all the states in 2008; 2009 and 2010. The figures for the international attendances are also presented in table 4.

Table 4: International Tourist Arrivals to the Carnival (2006 – 2010)

S/N	Origin of Tourists	2006	2007	2008	2009	2010	Total	Average Arrivals
1	Cuba	48	59	55	19	10	133	17.40
2	South African	27	31	21	7	2	59	8.01
3	Brazil	21	38	35	0	1	73	8.64
4	Cameroon	43	50	46	7	9	103	14.10
5	Ghana	24	40	31	8	5	79	11.37
6	India	50	55	34	17	10	106	15.10
7	China	30	35	25	23	19	83	12.0
8	U.S.A	15	27	19	9	3	55	6.64
9	Kenya	7	12	7	0	1	19	2.45
10	Canada	6	12	9	0	2	21	2.63
11	Irish	2	8	0	0	1	8	1.00
12	Germany	1	0	0	5	1	5	0.63
	Total	274	367	282	95	64	1099	100

Source: Eja and Ojikpong (2012)

When the progress made from 2007 to 2010 is assessed it will be seen that the carnival has actually progresses rather very slowly.

Finally, Eja and Ojikpong (2012) traced the distribution of tourist arrivals based on hotel accommodation as presented in table 5.

Table 5:
Distribution of Tourist Arrival According to Hotel Accommodations

S/N	Categorization of Hotels	Tourists Arrival					Total
		2006	2007	2008	2009	2010	
1	No Star	665	920	895	311	2,401	174,425
2	One Star	3,201	4,671	2,965	3,011	3,577	21,748
3	Two Star	5,321	5,621	4,713	2,290	3,803	21,588
4	Three Star	2,956	6,951	4,841	2,895	3,945	14,360
5	Four Star	2,841	3,091	3,712	1,805	2,851	6,725
6	Five Star	1,000	969	2,131	995	1,630	5,192
	Total	15,984	22,223	19,257	11,307	18,227	87,038

Source: Eja and Ojikpong (2012).

Pitfalls of the Carnival

Esekong and Ibok (2012) tried to trace the problems Calabar Carnival in particular and tourism in general are facing in Nigeria. The problems are summerised as follows:

- a. General lack of tourism infrastructure e.g Hotels, Car rentals, etc.
- b. Poor transport infrastructure – Air, road, water and rail.
- c. Poor human resource management: lack of skilled labour, poor training of tourism workers and poor orientation of host communities
- d. Poor or nonexistent government policies and regulation: nonexistent long term tourism development plan
- e. Insecurity and safety: high crime rate, kidnapping, social vices, poor policing
- f. Poor maintenance culture: maintenance of natural sites, cultural sites, religious sites, etc
- g. Poor information / marketing system: internet hosting, print and electronic media
- h. Dearth of tourism support facilities: insurance policies, paramedical, professionals such as Engineers, Architects, Artists, Estate Surveyors, etc
- i. Poor funding: for capital and re-curent projects
- j. Poor data base: records of past event, projection tools and prediction materials.
- k. Poor public – private partnership: lack of co-operation, bureaucracy, clash of interests, etc
- l. General instability in government: lack of continuity, clashes between opposition parties, etc
- m. Poor reward system: no prizes, awards, bonuses, motivation, rewards for hard work and exceptional contributions
- n. Inflation: interest rates, exchange rates, physical policies i.e tax matters, etc
- o. Epileptic power supply: internet access, use of electronic gadgets, etc.

7.0 Promoting PPP in Calabar Carnival

Figure 1, shows in details the vast tourism potential of Cross River State. The state is indeed endowed with a good no of tourist sites and destinations. The first point PPP will promote is the development of these sites to international standard. Israel, Bature and Udoh (2015) outlined some PPPs models which could be used to

develop these sites in Cross River State. By so doing the Carnival can be combined with visits to these sites. Table 6 shows the contract strategies for PPP.

Table 6:
Contract Strategies for PPP

BLT	Build Lease, Transfer
BOD	Build, Operate, Deliver
BOL	Build, Operate, Lease
BOO	Build, Own, Operate
BOOST	Build, Own, Operate, SubsidiseTransfer
BOOT	Build, Own, Operate, Transfer
BOR	Build, Operate, Renewal of Concession
BOT	Build, Operate, Transfer
BRT	Build, Rent, Transfer
BT	Build, Transfer immediately
BTO	Build, Transfer, Operate
DBFO	Design, Build, Finance Operate
DBOM	Design, Build, Operate, Maintain
DBOT	Design, Build, Operate, Transfer
DCMF	Design, Construct, Manage, Finance
FBOOT	Finance, Build, Own, Operate, Transfer
MOT	Modernise, Own, Transfer
ROO	Rehabilitate, Own, Operate
ROT	Rehabilitate, Own, Transfer

Source: Adapted from Israel, Bature and Udoh (2015)

Secondly, closely related to the models mentioned in table 6 is funding. Sectorial (development) banks were established in Nigeria to serve as catalyst for the development of important sectors of the economy. One of such banks is “the infrastructure bank”. The infrastructure bank is the bank that overseas funding in the tourism sectors since they are licensed to deliver loans for infrastructural development. The organizers of the carnival must find a way of going into partnership with the bank.

Thirdly, Rotimi and Oyewale (2015) developed a framework for a robust tourism sector in Nigeria. This framework is presented in figure 2

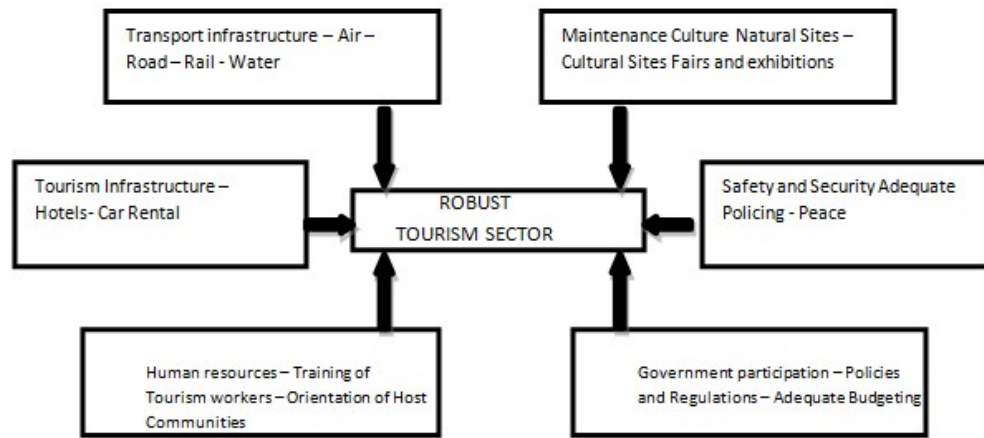


Fig. 2: Framework for Robust Tourism Sector in Nigeria

Source: Rotimi and Oyewe (2015).

This framework could be used extensively to promote PPP in Calabar Carnival. The framework will ensure enough transport infrastructure. The tourist sites are located in some remote areas in Calabar and the road networks are inadequate and poorly maintained. Hence tourists encountered serious challenges during their visits to sites. Again flight schedules in Nigeria are epileptic and are bewitched with delays and cancellations without cogent reasons. Railways are completely dead thus putting enormous pressure on the roads resulting in accidents and traffic jams. Air tickets and transport fares are therefore very exorbitant thus discouraging travelers. The organization of the carnival should partner with organized private sector in the provision of this all important facility.

Again tourism infrastructure is another area where PPP can thrive very well. Tourists would need comfortable hotel rooms that would make them feel at home, taxis to convey them around their destinations access to internet facilities, ATM' access that can accept international cards and make payments in local currencies, etc. The carnival will be at its peak if foreign private investors are invited to handle all these all-important facilities.

Also important is human resource development which cannot be overemphasized in any economy. Nigeria is blessed with vast human capital and the tourism industry provides jobs for a wide range of skilled and unskilled labour such as caterers, cleaners, translators, hotel managers, drivers, restaurant operators, gardeners, tour guides, security personnel, artists, local craftsmen, sculptors, textile designers, fashion home, etc. These workers usually make direct contacts with visitors (local, national and international), hence these workers should be trained in hospitality tips so that the tourists can have value for their money. Thus, tourism education should be provided for in our academic curriculum at both secondary and tertiary institutions. NGOs should also be able to train local communities on simple communication skills in local, national and international languages for adequate communication with tourists.

Moreover, safety and security are the first factors tourists consider when planning their visit to any destination. The level of insecurity in Nigeria is alarming with the current level of insurgency; incidence kidnapping is on the high side, violence, community clashes, terrorism attack abound. Policing of the country is left for the Nigerian Police Force (NPF) which is under staffed and ill- equipped to tackle crime rate in the country. For the Calabar carnival to improve beyond the current state, arrangement must be made for adequate security of the tourist. Private (local, national and international) security investors should be engaged in all ways that can help promote peace and safety. Security gadgets, cameras, trained dogs; trained personnel at both private and public levels should be fully engaged so that the confidence of tourists will be assured.

Moreso, other support facilities such as medical and paramedical officers should be deployed to the tourist sites in case of accidents and emergency, provision of safety gadgets for tourist, especially at sites that prove challenging, provision of various insurance policies for tourist who may fall into one accident or the other, providing insecticide treated nets for tourists since our region is infested with mosquitoes and malaria is not good at all for international tourist. Adequate partnership could be developed with international operators to provide world standard hospitals that can take care of the health situation of tourists.

Besides, lack of maintenance culture is one of the biggest challenges facing Nigeria. All the natural and cultural sites in Cross River State need to be properly maintained so that international tourists will be attracted to such sites. If these sites are not attractive and marketable, Nigeria (Calabar inclusive) will not be on list to be considered by any prospective tourist. Organizers of the carnival should therefore partner with professionals in the built environment such as Architects, Engineers, Builders, Quantity Surveyors, Estate Surveyors and Valuers, Environmental Managers, Planners, Facility managers, etc to ensure that these natural, cultural and historical endowments are properly maintained.

Further, the government of Cross Rivers State can create the enabling environment for private investors to engage in all forms of investment in the tourism sector of the state. This they can achieve by making policies that can support tourism development, producing a tourism development master plan for the state (with tactical, strategic and corporate objectives), giving tax holidays to investors in the tourism sector and reducing interest rates for investor who intend to borrow for onwards investment in the tourism sector. All these when put together will provide the all important enabling environment for PPPs to thrive.

Furthermore, arrangements must be made for adequate data collecting, collating, analysis and storage process. ICT professional, statisticians and other data processing professional should be engaged by the organizers of the carnival to provide the necessary information required for making projections and predictions. Information they say is power. Hence, a well articulated data bank should be conceived, planned and executed by the organisers of the carnival in collaboration with the organized private sector. Researchers, students, tourists, government and the organized private sector should also have access to the data bank so that knowledge of the achievements of the carnival could be accessed at all times.

Finally, the organizers of the carnival should develop a spirit of competition amongst participants in the carnival. Healthy competitions should be encouraged through adequate reward system. Prizes should be provided for participants who have excelled in the carnival in the area of masquerades, dancing, talents, skills, music, art, promotion of culture, drama, creative design, costumes/make-up and unique display of African cultural heritage. This will go a long way in encouraging the youths to participate in the carnival especially in this period of unemployment. This would also help engage the time of the youths since they say that the idle mind is the devils workshop. The time spent by these youth in practice help to keep them busy and at the same time stay away from crime.

8.0 Recommendations:

The Calabar Carnival has come to stay. Not minding the pitfalls discussed in section 6.2, the carnival is still referred to as the “biggest street party in Africa”. The carnival so far has been able to attract tourists from over 12 (twelve) countries of the world. This work believes that the performance of the carnival will be grossly improved if the following recommendations aimed at promoting public- private partnership in the carnival are carried out. First, the government at all levels in the Cross River State should develop a Tourism Master Plan for the state without delay. This will ensure that all tourist destinations in the state are fully identified and developed within the next 10 (ten) years. Second, the state should partner with the private sector / investors in providing transport infrastructure at road, air, water and rail levels to ensure easy transport of tourists to their destinations. Third, other tourism infrastructure such as hotels, car rental services, access to internet / ICT, and ATM should be hosted by professional to ensure steady and

uninterrupted supplies. Fourth, tourism education should be encouraged in the state at all levels to ensure effective communication between tourists and the local / host communities. Fifth, adequate arrangements should be made for the security and peaceful stay of the tourists. This will go a long way in giving the tourist a good sense of peace and safety. Sixth, tourist destinations should be well developed through models discussed in table 6 and adequate programmes put in place for their maintenance. Seventh, professionals from the private sector should be engaged to provide professional services in areas where they are required. This will ensure provision of quality services and value for the tourists' money.

Finally, the government of Cross River State should also partner with the organized private sector to develop a trustworthy and accessible data bank for proper information retrieval and dissemination.

9.0 Conclusion

Public – Private Partnership has been shown to be a very viable tool for tourism development. It ensures that tourism development projects are properly financed, managed and maintained. When the Calabar carnival imbibes the PPP strategy, tourism would be the lifeblood and main source of income to Cross River State and its residents. Adoption of PPP would provide alternative project delivery mechanism that would usher in a radical change in the performance of the carnival.

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