



RESEARCH ARTICLE

EVALUATING THE PUBLIC PROCUREMENT ACT OF 2007: STRUCTURAL CHALLENGES AND INSTITUTIONAL BARRIERS TO EFFECTIVE PROCUREMENT IN NIGERIA

M.I. Abanobi¹, C.C. Molokwu², J.C. Obichere³, M.I. Nmecha⁴

Projects Dept, NNPC E&P Limited, Ogba Road, Benin city, Edo state and
Department of Procurement Management, Centre of Excellence in Sustainable Procurement
Environmental and Social Standards, Federal University of Technology, Owerri, Nigeria

ABSTRACT

Public procurement plays a pivotal role in shaping economic development and governance, particularly within emerging economies such as Nigeria. The Public Procurement Act (PPA) of 2007 was instituted to reform Nigeria's procurement system by enhancing transparency, competitiveness, and accountability. This study employs a mixed-methods approach to evaluate the Act's effectiveness, integrating survey data from 200 procurement stakeholders across federal Ministries, Departments, and Agencies (MDAs) in Abuja with in-depth interviews and focus group discussions. Quantitative analyses, including regression and chi-square tests, indicate moderate awareness of the Act but underscore significant implementation challenges, notably political interference, capacity gaps, weak legal enforcement, and limited adoption of digital tools. The Bureau of Public Procurement (BPP) is constrained by insufficient autonomy and resources, leading to inconsistent compliance. Although PPA provides a robust legal framework, its practical impact is impeded by systemic institutional weaknesses and informal practices. The study recommends enhancing enforcement capacity, increasing the adoption of e-procurement, and developing a specialized procurement cadre. The findings contribute to the literature on procurement governance and propose reform pathways to improve procurement efficiency and public trust in Nigeria.

Keywords: Public Procurement Act, procurement reform, BPP, governance, transparency, corruption

Corresponding Author

M. I. Abanobi: Email Address: martin.abnobi@gmail.com

Received: 26/5/2025; **Revised:** 30/6/2025; **Accepted:** 18/7/2025; **Published:** 30/7/2025



1.0. INTRODUCTION

Public procurement plays a crucial role in governance and economic development, particularly in Nigeria, where it significantly impacts public service delivery. The enactment of the Public Procurement Act (PPA) in 2007 was intended to address systemic issues such as corruption, inefficiencies, and lack of transparency (Ajayi, 2020). A central feature of the Act was the establishment of the Bureau of Public Procurement (BPP), which is responsible for overseeing procurement practices across government agencies and ensuring competitive, transparent, and accountable procedures (Ogunleye, 2017; BPP, 2020). Despite these reforms, the implementation of the Act has been impeded by weak enforcement, political interference, and limited institutional capacity (Igbokwe-Ibeto & Mbah, 2019; Nwogugu, 2018). These challenges result in persistent contract delays, inflated costs, and inconsistent adherence to procurement regulations. Political actors frequently manipulate processes for personal gain, thereby undermining the integrity of the system (Ajayi, 2020). This study evaluates the effectiveness of PPA, 2007, employing a mixed-methods approach to assess institutional challenges and propose actionable reforms. It aims to inform policymakers, procurement professionals, and stakeholders by identifying strategies to strengthen procurement governance and enhance accountability in Nigeria.

1.1. Problem Statement

Procurement management in Nigeria faces enduring challenges, including corruption, inadequate infrastructure, a shortage of skilled personnel, and weak regulatory enforcement. Despite reform initiatives, issues such as political interference and insufficient transparency continue to undermine value for money and public trust (Adeyemi & Adebisi, 2017; Ogunleye, 2019). The lack of trained professionals hampers effective procurement execution (Igbokwe-Ibeto & Osaseri, 2017), while weak institutional frameworks fail to ensure compliance with global standards (Akinbode, 2020). Contracts are frequently awarded based on favoritism, further eroding accountability and fairness (Olusola, 2018; Onyema & Nwachukwu, 2020).

The study of procurement management in Nigeria aims to examine the challenges encountered within the procurement process and evaluate their impact on the efficiency and effectiveness of procurement practices. Effective procurement management is essential for ensuring that organizations in both the public and private sectors achieve their objectives while maximizing value and minimizing risk. This paper outlines the aims and objectives of investigating the primary challenges to effective procurement management in Nigeria.

1.2. Aim and Objectives

This study aims to assess the primary challenges associated with effective procurement management in Nigeria and its implications for the implementation of the Public Procurement Act of 2007.



Objective

1. To examine the legal and regulatory framework governing procurement management in Nigeria: Understanding how the legal environment, such as the Public Procurement Act and other regulations, impacts procurement management in Nigeria is an essential objective.

1.3. Research Questions

The following research questions were formulated to guide the study.

1. In what ways has the Act enhanced public procurement processes? This question seeks to determine whether the Act has fulfilled its intended objectives and improved public procurement processes.
2. What measurable impacts have been observed in terms of transparency, efficiency, and accountability since the Act's enactment? This question aims to quantify the Act's impact on transparency, efficiency, and accountability.
3. What are the primary barriers to the effective implementation and compliance with the Public Procurement Act, 2007? This question seeks to identify the main obstacles to the effective implementation and compliance with the Act.
4. How can the government and relevant stakeholders enhance the implementation of the Act? This question examines how government agencies and stakeholders can contribute to enhancing the implementation of effective procurement management.
5. What specific amendments or recommendations would you propose to improve the practice of public procurement in Nigeria? This question aims to assess potential amendments or areas for improvement to enhance the Act and the practice of public procurement in Nigeria.

1.4. Hypothesis

The following null hypotheses are as develop for this study.

Ho₁: The Public Procurement Act of 2007 has not enhanced transparency, efficiency, and accountability in the public procurement processes in Nigeria.

Ho₂: The Public Procurement Act of 2007 has not influenced trust in government procurement processes in Nigeria.

Ho₃: There is no significant relationship between effective procurement management and awareness of the provisions of the Public Procurement Act of 2007.



1.5. Justification of the Study

The following delineates the primary stakeholders and the potential benefits they may derive, thereby justifying this study.

Government Agencies and Public Institutions

Enhanced Procurement Practices: By comprehending the principal challenges in procurement management, government agencies can refine their internal processes, thereby enhancing transparency, efficiency, and accountability.

Improved Policy Formulation: An evaluation can illuminate deficiencies in the current procurement framework, offering insights that can aid in the development of superior policies, regulations, and reforms.

Increased Accountability and Transparency: Identifying challenges such as corruption or insufficient capacity can facilitate the creation of more robust mechanisms for transparency and oversight, thereby diminishing the likelihood of waste or fraud in government expenditures.

Capacity Building: Government agencies would benefit from identifying areas necessitating capacity building, whether in terms of skilled personnel, training, or technology.

Procurement Professionals and Practitioners

Capacity Development: The evaluation would provide practitioners with insights into best practices, tools, and techniques for enhancing procurement processes.

Awareness of Regulatory Updates: By identifying challenges, procurement professionals can remain informed about the regulatory environment and compliance requirements, thereby improving their adherence to laws and standards.

Enhanced Procurement Skills: An evaluation could highlight areas where skills require enhancement, whether in contract management, bid evaluation, or procurement planning.

Civil Society and the General Public

Improved Governance: Civil society organizations (CSOs) and citizens would benefit from a more transparent and accountable public procurement system that mitigates waste and corruption, ensuring that government spending is more efficient and impactful.

Public Trust:

An improved procurement system would bolster public trust in government operations, as there would be fewer concerns regarding mismanagement or favoritism in awarding contracts.



Social Impact: More effective procurement can result in higher quality public services and infrastructure, which benefits society at large.

1.6. Scope of Study

The scope of this study, which evaluates the Public Procurement Act of 2007 (PPA 2007) in Abuja, is primarily concerned with identifying the principal challenges to effective procurement management. This scope is broadly categorized into several thematic areas, facilitating a comprehensive examination of the Act's provisions, its implementation, and the obstacles impeding its full effectiveness. The study encompasses the period from the enactment of the Public Procurement Act in 2007 to the present, allowing for an analysis of temporal changes and the identification of emerging trends. While the focus is predominantly national, case studies and interviews were conducted mainly in Abuja and at the Bureau of Public Procurement (BPP) office to provide localized insights into procurement challenges.

2.0. CONCEPTUAL FRAMEWORK AND LITERATURE REVIEW

2.1.0. Conceptual Review

The Public Procurement Act, 2007 (PPA) was enacted in Nigeria as a reform initiative designed to enhance the efficiency, transparency, and accountability of governmental procurement practices. Its implementation is anticipated to improve public sector procurement systems by ensuring the judicious use of public funds and promoting fair and competitive procurement processes. Nevertheless, challenges in its execution have impeded the realization of its full potential. Public procurement refers to the process by which public authorities, governments, and state-owned entities acquire goods, services, and works from private contractors or suppliers to fulfill the needs of the public sector (Thai, 2009). This process encompasses a range of activities, from identifying the need for goods or services to selecting suppliers, negotiating contracts, and ensuring compliance with agreed-upon terms. Public procurement is a critical function in modern governance, as it determines the allocation of public funds and plays a pivotal role in the delivery of public infrastructure and services (Vaidya, Sajeev, & Calendar, 2006).

Public financial management is a critical component of government operations, accounting for a substantial portion of governmental expenditures. The Public Procurement Act of 2007 was enacted to regulate public procurement practices in Nigeria, ensuring transparency, accountability, and value for money. This literature review offers a comprehensive analysis of theoretical, conceptual, and empirical studies that have examined the challenges associated with implementing the Public Procurement Act in Nigeria. The Act provides a detailed framework for procurement in Nigeria, mandating that all public procurement processes adhere to defined procedures to ensure fairness, accountability, and value for money.

The dominant features of the Act are highlighted in what follow.



1. Establishment of the Bureau of Public Procurement (BPP): The BPP is tasked with regulating public procurement and ensuring compliance with the Act's provisions.
2. Procurement Procedures: The Act delineates various procurement methods, such as open competitive bidding, restricted bidding, and direct procurement, tailored to the size and nature of the contract. These procedures are designed to ensure transparency and prevent favoritism.
3. Public Procurement Oversight: The Act requires that all procurement decisions and contracts be made public to ensure transparency. This includes making contract details available on the BPP's website and ensuring the publication of procurement opportunities.
4. Committees and Review Mechanisms: The Act establishes procurement committees at various government levels to oversee and approve procurement activities. It also provides mechanisms for reviewing complaints and disputes related to procurement processes.
5. Procurement Planning and Budgeting: The Act mandates that procurement be linked to budget planning, ensuring appropriate allocation and use of funds for procurement activities.
6. Sanctions and Penalties: The Act prescribes penalties for non-compliance with procurement guidelines, including contract cancellation and barring non-compliant contractors or officials from future government procurement participation.

Thus, Public Procurement plays a significant role in the Nigerian economy, accounting for a substantial portion of government expenditure. It is essential for financing infrastructure projects, providing public services, and supporting national development goals. However, ineffective procurement management has been a major barrier to achieving optimal outcomes. The corruption and inefficiency that have historically plagued procurement processes in Nigeria have undermined the country's efforts to address critical issues such as poverty, unemployment, and infrastructure deficits.

Several conceptual frameworks are applicable to the study of procurement management, offering a foundation for comprehending the functioning of procurement systems and evaluating public procurement laws. The Procurement Cycle Model delineates the stages involved in procurement, including planning, bidding, contract award, contract execution, and monitoring. The effectiveness of procurement management is frequently assessed by evaluating the execution of these stages and their alignment with legal standards, such as those established in PPA (Thai, 2009). The Public Sector Governance Framework underscores the significance of governance in ensuring effective and transparent procurement systems. Principles of good governance—such as accountability, transparency, participation,



and the rule of law—are essential to effective procurement management. The Public Procurement Act serves as a tool to enhance governance by establishing clear rules for procurement processes (Arrowsmith, 2010). Furthermore, the conceptual framework for this study elucidates the relationships among the various components influencing public procurement management in Nigeria, which comprises the following components:

The component under consideration encompasses the Public Procurement Act of 2007, procurement management practices, and institutional factors such as laws, regulations, and policies. The process involves stages of procurement planning, execution, and monitoring and evaluation. The output includes effective procurement management practices, transparency and accountability in procurement processes, and the achievement of value for money in public procurement. The outcome is characterized by improved public service delivery, enhanced economic development, and increased citizen trust in government. The conceptual framework posits that the Public Procurement Act of 2007 and procurement management practices serve as critical inputs influencing the procurement process. This process, in turn, impacts the output, ultimately leading to the desired outcomes.

2.1.1. Legal and Regulatory Background

Overview of the Public Procurement Act (PPA), 2007: Provisions, Intent, and Institutional Framework the Public Procurement Act (PPA), 2007 was enacted as a legislative measure to address the entrenched inefficiencies, corruption, and lack of accountability that afflicted Nigeria's public procurement system. Its primary objective was to establish a cohesive legal and institutional framework that fosters good governance through transparent, competitive, and accountable procurement practices across all levels of government and agencies.

Intent and Provisions of PPA, 2007 The Act aims to: Ensure transparency and accountability in public procurement. Standardize procurement procedures to eliminate arbitrariness. Promote competition to achieve value for money. Prevent corruption and abuse of process in contract awards. Align procurement practices with international best practices.

Key statutory provisions of the Act encompass the following:

Open Competitive Bidding (Section 24) mandates transparency as the standard procurement method to ensure fairness and openness.

Procurement Planning (Section 18) requires public institutions to align procurement activities with approved budgets and actual needs.

Prequalification of Contractors (Section 23) establishes standards for technical and financial eligibility.

Evaluation Criteria (Sections 31–34) enforce objective, pre-disclosed evaluation benchmarks to prevent favoritism.



Due Process Certification (Section 20) necessitates Bureau of Public Procurement (BPP) certification prior to contract awards.

Complaints and Redress Mechanism (Section 54) provides structured avenues for addressing procurement disputes.

Sanctions and Penalties (Sections 58–61) impose strict consequences for breaches, including blacklisting and legal prosecution.

The Bureau of Public Procurement (BPP) was established under Section 3 of the Public Procurement Act (PPA) of 2007 as the principal regulatory authority for public procurement in Nigeria. The BPP is responsible for the oversight and regulation of procurement activities within Ministries, Departments, and Agencies (MDAs). Its functions include the development of procurement policies and guidelines, the certification of contract awards to ensure legal compliance, and the provision of training and capacity building for procurement officers. Additionally, the BPP maintains a national database of suppliers, contractors, and procurement records, monitors procurement performance, and imposes sanctions when necessary. The BPP plays a pivotal role in institutionalizing reforms and serves as a watchdog to prevent abuses within the procurement system.

The core components of PPA (2007) are presented and discussed in what follow.

1. *Transparency*: PPA mandates full disclosure of procurement plans, bid opportunities, and contract awards. It requires the publication of relevant procurement information to the public and independent verification by the Bureau of Public Procurement (BPP) and third-party oversight.
2. *Competitive Bidding*: PPA prioritizes open competitive bidding to attract multiple bidders and reduce costs. It allows for restricted, direct, or emergency procurement only under clearly defined and justifiable conditions, ensuring fair access to opportunities for qualified contractors and service providers.
3. *Accountability*: PPA establishes Tenders Boards to coordinate procurement at the agency level (Section 17). Procurement is tied to institutional budgets and strategic objectives, with clear lines of responsibility, complaint mechanisms, and legal penalties for violations.

Importance and Implementation Challenges

Despite the ambitious design and structural reforms, the implementation of PPA (2007) has encountered significant challenges, including:

Corruption and Political Interference: Continued influence from political actors disrupts procurement integrity.



Capacity Gaps: There is a lack of trained procurement professionals, particularly at local levels.

Weak Enforcement: Limited resources and autonomy of BPP reduce its effectiveness.

Transparency Deficits: Many procurement details remain unpublished or incomplete.

Administrative Bottlenecks: Lengthy and inconsistent procedures cause delays.

PPA (2007) remains a cornerstone of Nigeria's public financial management reforms. Its intent to ensure transparency, enforce competitive bidding, and promote accountability is foundational to achieving effective governance and sustainable development. The successful realization of its objectives, however, hinges on the empowerment of BPP, sustained political will, and systemic capacity building across government procurement agencies.

2.2. Empirical Review

Institutional Theory elucidates the influence of both formal institutions, such as laws and regulations, and informal institutions, including political norms and corruption, on organizational behavior. When applied to Nigeria's procurement system, this theory sheds light on the limited success of the Public Procurement Act (PPA) of 2007, despite its robust legal framework.

Key Findings Corruption & Informal Norms Political interference and patronage frequently supersede procurement regulations, resulting in bribery, inflated contracts, and substandard service delivery (Akinboade & Adebayo, 2013; Uzochukwu, 2018).

Weak Institutional Enforcement The enforcement of PPA is inconsistent, primarily due to a lack of political will and the limited autonomy of the Bureau of Public Procurement (BPP) (Alade & Adegbe, 2017).

Capacity Gaps A significant number of procurement officers lack the necessary technical skills and professional training. The absence of a dedicated procurement cadre exacerbates this issue (Olubunmi & Adebayo, 2017).

Bureaucratic Inefficiency The complexity and sluggishness of procurement processes lead to delays, cost overruns, and inefficiency (Jibril & Ajayi, 2020). **Transparency Deficits** Limited public access to procurement data and inadequate dispute resolution mechanisms diminish accountability (Adepoju & Olowookere, 2019).

Mixed Evidence on Effectiveness While studies indicate that PPA has improved procedural aspects, it has not significantly reduced corruption or political interference (Okafor, 2018; Egwurube, 2020; Olajide & Akintoye, 2020).



E-Procurement and Reforms Digital tools, such as e-procurement, have the potential to enhance transparency but encounter obstacles due to inadequate infrastructure and insufficient training.

PPA of 2007 represents a significant reform; however, it is impeded by informal political norms, weak enforcement, and capacity constraints. Addressing these challenges through the strengthening of institutions, the implementation of digital tools, and the provision of professional training is crucial for enhancing procurement effectiveness in Nigeria.

2.3. Theoretical Framework

Empirical research consistently identifies corruption, political interference, capacity deficiencies, and weak institutional enforcement as primary impediments to effective public procurement in Nigeria. Although the Public Procurement Act (PPA) of 2007 was intended to be transformative, its practical outcomes have been mixed.

Institutional Theory: Formal vs. Informal Constraints Institutional Theory offers insights into the implementation gap in procurement reforms. While the formal institutional framework—comprising PPA and the Bureau of Public Procurement (BPP)—establishes explicit regulations, informal institutions, such as political patronage, clientelism, and entrenched corruption, persistently undermine these structures.

Ogbu & Chukwu (2018) and Isah & Hassan (2019) highlight that despite formal regulations, informal practices like inadequate planning, political favoritism, and corruption continue to shape procurement outcomes.

Nwachukwu & Olawale (2021) employ empirical methods to demonstrate how corruption distorts transparency, inflates costs, and diminishes the quality of delivered projects.

Governance and Public Choice Theory: Analyzing Political Interference Governance Theory underscores the significance of institutional design and regulatory oversight, whereas Public Choice Theory elucidates how political actors may pursue self-interest, thereby capturing procurement processes. Ayotunde and Fakile (2020) and Eze and Akpan (2021) identify political interference as a primary impediment. Analyses using NVivo and content methodologies reveal that procurement decisions are frequently swayed more by political allegiance than by merit, resulting in inefficiency. Okeke and Nwogwugwu (2017) contend that inadequate enforcement powers enable political figures to circumvent procurement procedures with minimal repercussions.

Empirical Evidence on PPA Effectiveness: Mixed Outcomes

Studies indicate that while PPA has enhanced awareness and organizational structure, its overall impact is constrained by systemic implementation failures:



Positive Outcomes:

Ajakaiye & Ilori (2017) report reductions in fraud at the federal level. Olajide & Akintoye (2020) identify a positive correlation between effective procurement practices and organizational performance.

Negative/Neutral Outcomes:

Okafor (2018) and Akinyemi & Odebode (2018) observe widespread non-compliance, particularly at state and local levels. Numerous MDAs continue to disregard procurement thresholds, evaluation standards, and due process certification.

Reform Solutions Identified in Literature

Several studies offer actionable insights for reform:

E-Procurement Integration: Olugbenga and Akinwumi (2022) and Adepoju and Olowookere (2019) demonstrate that e-procurement enhances transparency, reduces human discretion, and mitigates delays, although challenges such as infrastructure deficits and resistance to change persist. **Capacity Building:** Olubunmi and Adebayo (2017) underscore the significance of training programs in bid evaluation, contract management, and legal compliance. The absence of a professional procurement cadre is identified as a significant structural limitation. **Improved Enforcement and Monitoring:** Studies (e.g., Okeke and Nwogwugwu, 2017) advocate for empowering the BPP, strengthening penalties for violations, and introducing independent audits to ensure compliance.

The empirical literature presents a complex analysis: While the Public Procurement Act (PPA) of 2007 has introduced structure and heightened awareness within Nigeria's procurement processes, its efficacy is compromised by informal political norms, limited institutional capacity, and inadequate enforcement. To address these challenges, reform efforts must extend beyond legislative measures to address the underlying political economy of procurement. This includes bridging the gap between formal regulations and informal practices, as suggested by Institutional Theory; reducing political interference through improved governance mechanisms, as informed by Public Choice Theory; and strengthening enforcement, enhancing transparency, and building technical capacity within the public procurement workforce.

2.4. Research Gaps

In examining the research gaps related to the evaluation of the Public Procurement Act (PPA) of 2007 and its associated challenges in Nigeria, several areas necessitate further investigation to enhance the understanding of procurement management effectiveness within the nation. The existing literature identifies several research gaps: notably, there is a paucity of research concerning the implementation of the Public Procurement Act, 2007, particularly



in terms of stakeholder knowledge and awareness of its provisions. This research aims to address this gap. Additional empirical studies are required to evaluate the effectiveness, challenges, and potential benefits of implementing public procurement in Nigeria's public sector. Such studies could include case analyses of e-procurement platforms and their impact on reducing corruption, delays, and inefficiencies.

Further research is warranted on the role of external auditing in ensuring compliance with PPA, with an emphasis on how auditing bodies and civil society organizations can enhance procurement transparency and accountability in Nigeria. There is a need for more focused studies on the ethical challenges in public procurement in Nigeria, particularly concerning the role of conflicts of interest in decision-making and the impact of ethical breaches on procurement outcomes. This research also explores the influence of political will on the successful implementation of procurement reforms in Nigeria, concentrating on how the commitment or lack thereof by political leaders affects the outcomes of procurement projects, a topic not extensively covered in other research.

The evaluation of the effectiveness of capacity-building programs for procurement officers in Nigeria, specifically examining how these programs enhance procurement knowledge and skills and contribute to improved procurement outcomes, is emphasized, as this aspect was scarcely addressed in the literature review. This literature review has also identified additional empirical studies assessing the effectiveness of government agencies in overseeing contract implementation and ensuring that contractors fulfil the terms outlined in their agreements, which were previously unmentioned.

3.0. METHODOLOGY

3.1. Research Design

This study employs a mixed-methods research design, integrating both quantitative and qualitative approaches to evaluate the implementation and impact of the Public Procurement Act (PPA), 2007 in Nigeria. This design facilitates a comprehensive assessment by combining measurable data with rich, contextual insights. Quantitative component: A structured Likert-scale questionnaire was distributed to 200 respondents using stratified random sampling across Ministries, Departments, and Agencies (MDAs) located in Abuja. Qualitative component: Semi-structured interviews and focus group discussions (FGDs) were conducted with procurement officers, BPP officials, contractors, and policy analysts to explore perceptions and experiences. This combination enhances the depth and breadth of the findings by enabling triangulation of data from diverse sources.



3.2. Population and Data Collection

Target Population: The study population comprises procurement officers, managers, and staff from federal and state Ministries, Departments, and Agencies (MDAs), as well as representatives from the Bureau of Public Procurement (BPP).

Sample and Sampling Technique: A total of 200 respondents were selected through stratified random sampling, ensuring proportional representation from various MDAs and pertinent public agencies in Abuja, Nigeria.

Data Collection Methods: A. **Quantitative Data Collection:** A structured survey was administered via Google Forms, divided into three sections: 1. Section 1 – Demographic data (e.g., age, gender, role) 2. Section 2 – Perceptions of the Public Procurement Act (PPA), including compliance, challenges, and institutional capacity 3. Section 3 – Recommendations for enhancing procurement practice and policy Respondents rated their opinions using a 5-point Likert scale: Strongly Agree (5), Agree (4), Neutral (3), Disagree (2), Strongly Disagree (1).

B. **Qualitative Data Collection:** In-depth interviews were conducted with selected procurement stakeholders to explore challenges, impact, and effectiveness of procurement reforms. Focus group discussions (FGDs) were held with groups of procurement officials and contractors to uncover deeper institutional and practical issues. Interview transcripts were coded and analyzed thematically.

3.3. Method of Data Analysis

A. **Quantitative Data Analysis:** Descriptive statistics, including mean, mode, frequency, and percentages, were utilized to analyze demographic data and summarize general trends. Inferential statistics were conducted using SPSS (version X), employing the following methods: • Chi-square tests to investigate associations between categorical variables. • ANOVA (Analysis of Variance) to evaluate differences in perceptions across groups. • Multiple regression models were utilized to assess the influence of independent variables on procurement effectiveness. The general multiple regression model is expressed as: $Y = \beta_1 + \beta_2X_1 + \beta_3X_2 + \dots + \beta_nX_n + \epsilon$. B. **Qualitative Data Analysis:** Interview transcripts and focus group discussions (FGDs) were analyzed through thematic analysis. Emerging themes were coded, categorized, and aligned with research objectives. The themes concentrated on institutional capacity, policy implementation gaps, political interference, and perceptions of reform effectiveness.

3.4. Ethical Considerations

To uphold the integrity of the research process, the following ethical protocols were observed: **Informed Consent:** Participants were comprehensively informed about the study's



purpose and nature, and consent was obtained prior to their involvement. Confidentiality: The data collected were anonymized and securely stored, with personal identifiers removed from all transcripts and datasets. Voluntary Participation: Participation was entirely voluntary, and participants retained the right to withdraw at any time without penalty.

4.0 PRESENTATION OF RESULTS AND DISCUSSIONS

4.1. Presentation of Results

4.2. Assessment of Demographic Characteristics of Respondents

The study comprised 200 participants, primarily mid-career professionals aged 35 to 54, who possessed significant experience in procurement processes. The majority held advanced educational qualifications, with 46.2 percent having attained a Master's degree, and over 70% had accumulated more than a decade of professional experience. Most participants were employed in public sector organizations, particularly those with a workforce exceeding 200 employees, and held positions as procurement officers or managers. Furthermore, 46.2 percent of the respondents demonstrated expert-level knowledge of the Public Procurement Act (PPA, (2007).

Key Findings

Over 60 percent of respondents perceive that the Public Procurement Act (PPA) has not fully realized its intended objectives. Commonly identified issues include ineffective enforcement, flawed vendor evaluation processes, and insufficient oversight mechanisms. Regression analysis has confirmed a statistically significant relationship between awareness of the Act and effective procurement ($p < 0.05$). Political interference and undefined responsibilities were identified as the primary challenges affecting compliance and implementation.

Key Challenges Identified

- Undefined structures of Tenders Boards and ambiguous roles in governance.
- Low remuneration, which discourages professionalism and increases ethical risks.
- Inadequate adoption of e-procurement tools, limiting transparency and efficiency.
- Weak monitoring systems and inconsistent penalties, which reduce compliance.



Table 4.1: Analysis of Extent the Public Procurement Act (2007) fulfilled its intended Objectives.

Likert Scale (Level)	Number of Respondents
Strongly agree (5)	38
Agree (4)	85
Undecided (3)	62
disagree (2)	15
Strongly disagree (1)	0
TOTAL	200

Source: Authors' Analysis (2025).

Table 4.2 presents the respondents' answers to the inquiry: Are there any gaps or overlaps in the regulatory and compliance frameworks of the Act?

Variable	No. of Respondents	Percent (%)
Yes	120	60
No	80	40
TOTAL	200	100

Source: Authors' Analysis (2025).

4.3. Discussions

The findings indicate that although the legal and regulatory framework of PPA is robust, its implementation is impeded by political and institutional constraints. Institutional Theory corroborates this observation, suggesting that informal power networks, corruption, and weak enforcement often supersede formal laws in procurement practices. While initial improvements in transparency and structure were noted, the lack of legal trials and inadequate monitoring have obstructed sustained change. These findings are consistent with previous literature (e.g., Akinboade & Adebayo, 2013); however, this study introduces a novel insight: the judiciary's underutilization in enforcing PPA provisions constitutes a significant bottleneck. The data strongly suggest that reform efforts should focus on enhancing institutional enforcement, procurement capacity, and clarifying operational roles.

5.0. CONCLUSION AND RECOMMENDATIONS

5.1. Conclusion

The Public Procurement Act of 2007 serves as a robust legal framework designed to institutionalize transparency, accountability, and value for money within Nigeria's public procurement system. Nevertheless, its potential is significantly undermined by systemic dysfunctions within the broader governance and institutional landscape. This study reveals that the implementation of the Act is constrained by a confluence of challenges, including limited institutional capacity, entrenched corruption, political interference, and a weak



enforcement environment. While the Act establishes a comprehensive procedural and legal framework, its effectiveness is compromised by both formal gaps—such as ambiguous institutional mandates and limited technical capacity—and informal dynamics, including patronage networks and a culture of non-compliance. One of the most critical findings is the underperformance of the judiciary and other oversight bodies in prosecuting procurement breaches, indicating a pressing need for more assertive legal intervention and institutional strengthening. The findings underscore the urgency for reforms that transcend legislation and address the deeper structural weaknesses that hinder the full realization of procurement reforms in Nigeria.

5.2. Recommendations

1. Enhance the autonomy and enforcement capabilities of the Bureau of Public Procurement (BPP) through legal reforms and increased financial support.
2. Establish and professionalize a dedicated procurement cadre within Ministries, Departments, and Agencies (MDAs).
3. Expand and mandate the utilization of electronic procurement platforms to improve efficiency and minimize human discretion.
4. Provide continuous training and certification programs for procurement officers in bid evaluation, contract management, and compliance.
5. Introduce clearer definitions for the roles and responsibilities of various procurement institutions, particularly Tenders Boards.
6. Implement independent procurement audits and strengthen judicial involvement in enforcing procurement violations.

5.3. Contribution to Knowledge

This study makes a significant contribution to the literature on public procurement by offering a contemporary, evidence-based assessment of the Public Procurement Act (PPA) of 2007 within the Nigerian context. It integrates Institutional Theory and Public Choice Theory to elucidate the persistent implementation gaps and identifies previously underexplored issues, such as the judiciary's limited role in procurement enforcement. By employing a mixed-methods approach, the study effectively bridges theoretical insights with practical realities, providing nuanced policy recommendations that can be adopted in similar developing economies experiencing procurement inefficiencies.

Competing Interest

The author declares that no conflicting interest exist in this paper.



REFERENCES

- Ajayi, A. (2020). Public sector procurement and governance in Nigeria. *African Journal of Public Administration*, 18(2), 22–35.
- Akinyemi, B. & Odebode, S. (2018). Corruption and compliance in Nigeria's procurement process. *Journal of African Studies*, 12(3), 112–130.
- Okafor, G. (2018). The implementation gap of procurement Law in sub-Saharan Africa. *International Public Management Review*, 19(1), 42–57.
- Ajakaiye, D., & Ilori, M. O. (2017). Public procurement reform in Nigeria: A federal ministry perspective. *Journal of Public Administration*, 15(4), 45–59.
- Ayotunde, A., & Fakile, A. O. (2020). Evaluation of procurement challenges in the Nigerian public sector. *Journal of African Governance*, 22(1), 33–51.
- Isah, I., & Hassan, M. A. (2019). Barriers to effective public procurement in Nigeria: A case study. *Nigerian Journal of Policy Studies*, 10(2), 78–95.
- Nwachukwu, M. N., & Olawale, S. I. (2021). The impact of corruption on procurement systems in Nigeria. *International Journal of Anti-Corruption Studies*, 6(3), 88–104.
- Olugbenga, O., & Akinwumi, A. D. (2022). Procurement challenges and policy reform in Nigeria: The role of e-procurement. *African Policy Review*, 8(2), 55–73.
- Olajide, M., & Akintoye, A. (2020). Effective procurement management and organizational performance in Nigeria's public sector. *Journal of Management Studies*, 14(1), 102–119.
- Eze, S., & Akpan, U. E. (2021). The influence of political factors on procurement management in Nigeria. *Journal of Political Economy in Africa*, 19(4), 47–65.
- Ogbu, A. O., & Chukwu, A. (2018). Challenges of public procurement management in Nigeria. *Nigerian Journal of Governance*, 11(3), 64–82.
- Okeke, M., and Nwogwugwu, C. (2017). Monitoring and penalties in Nigerian public procurement. *Public Sector Reform Journal*, 7(2), 29–44.
- Adepoju, K., and Olowookere, A. (2019). The impact of e-procurement adoption in Nigeria. *Journal of Procurement and Supply Chain*, 10(1), 90–105.
- Olubunmi, A., and Adebayo, T. (2017). Capacity Building and Professionalization in Nigerian Public Procurement. *Journal of Public Sector Management*, 9(2), 115–129.
- Alade, F., and Adegbe, F. F. (2017). Institutional weaknesses and procurement efficiency. *Nigerian Journal of Administrative Studies*, 13(1), 77–89.
- Uzochukwu, C. (2018). Informal norms and corruption in public procurement. *West African Public Administration Review*, 5(4), 59–74.



- Egwurube, J. (2020). Compliance Challenges in Nigeria's Public Procurement Process. *Journal of Regulatory Affairs in Africa*, 14(3), 110–127.
- Vaidya, K., Sajeew, A. S. M., and Callender, G. (2006). Critical Factors That Influence E-Procurement Implementation Success in the Public Sector. *Journal of Public Procurement*, 6(1), 70–99.
- Thai, K. V. (2009). *International handbook of public procurement*. CRC Press.
- Arrow-smith, S. (2010). Public Procurement Regulation: An Introduction. *EU Law and Policy Review*, 8(1), 15–38.