

CERTIFICATION

This is to certify that this thesis has been read and approved as meeting the requirements of the Department of Political Science, University of Ilorin, Ilorin, Nigeria for the award of a Ph.D. degree in Political Science.

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DEDICATION

This thesis is dedicated to the Almighty God – the God of Chosen.

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LIST OF ACRONYMS

ADB	-	Asian Development Bank
AfDB	-	African Development Bank
A&WR	-	Agriculture and Water Resources
ABU	-	Ahmadu Bello University
ASCON	-	Administrative Staff Collage of Nigeria
ASPA	-	Armed Services Procurement Act
AIRBDA	-	Anambra Imo River Basin Development Authority
BCEA	-	Basic Conditions of Employment Act
BMPIU	-	Bureau of Price Monitoring and Intelligence Unit
BPP	-	Bureau of Public Procurement
CARICOM	-	Caribbean Community
CBN	-	Central Bank of Nigeria
CIPS	-	Chartered Institute of Purchasing and Supply
CEOs	-	Chief Executive Officers
CAAC	-	Civilian Agency Acquisition Council
CI	-	Civil Infrastructure
CSOs	-	Civil Society Organizations
COMESA	-	Common Market for Eastern and Southern Afric
CC&M	-	Compliance, Certification and Monitoring
CCSPS	-	Contractors, Consultants and Service Providers
CEC	-	Commission for European Communities
CGP	-	Commission on Government Procurement
CAC	-	Corporate Affairs Commission
CAS	-	Country Assistance Strategies
CPAR	-	Country Procurement Assessment Report
CPAR	-	Country Procurement Assessment Review
DAC	-	Development Assistance Committee
DAGA	-	Development Assistance Grant Agreement
DARC	-	Defense Acquisition Regulations Council
D&R	-	Database and Regulations

EEA	-	Employment Equity Act
EC	-	European Community
ECPR	-	European Commission Procurement Rules
EFCC	-	Economic and Financial Crimes Commission
EI	-	Energy Infrastructure
EP	-	Electronic Procurement
EU	-	European Union
EUAIUNTRPPR	-	European Union-Asia Inter-University Network for Teaching and Research in Public Procurement Regulation
FAI	-	Federal Acquisition Institute
FAR	-	Federal Acquisition Regulation
FEC	-	Federal Executive Council
FCT	-	Federal Capital Territory
FCSC	-	Federal Civil Service Commission
FHA	-	Federal Housing Authority
FIRS	-	Federal Inland Revenue Service
FMF	-	Federal Ministry of Finance
FPASA	-	Federal Property and Administrative Services Act
FRN	-	Federal Republic of Nigeria
FUTO	-	Federal University of Technology
FCMA	-	Finance Control and Management Act
FMA	-	Finance Management Act
F&MS	-	Finance and Management Services
FRs	-	Financial Regulations
FTAA	-	Free Trade Area of the Americas
GPPB	-	Ghanaian Public Procurement Board
GDP	-	Gross Domestic Product
GNP	-	Gross National Product
GoPRS	-	Government Procurement Review Software
GP	-	Government of the Philippines
GRA	-	Government Reform Act

HJRBDA	-	Hadejia Jama'are River Basin Development Authority
IBRD	-	International Bank for Reconstruction and Development
ICB	-	International Competitive Bidding
ICPC	-	Independent Corrupt Practices Commission
IDA	-	International Development Association
IDI	-	In-Depth Interviews
IMF	-	International Monetary Fund
IISD	-	International Institute for Sustainable Development
ISDMG	-	Independent Service Delivery Monitoring Group
ITC	-	Information Communication and Technology
LRA	-	Labour Relations Act
LUTH	-	Lagos University Teaching Hospital
MERCOSUR	-	Mercado Comun del Sur
MDAs	-	Ministries, Departments, and Agencies
MBNP	-	Ministry of Budget and National Planning
MPOG	-	Ministry of Planning, Budget and Management
MPWH	-	Ministry of Power, Works and Housing
NCPP	-	National Council on Public Procurement
NCB	-	National Competitive Bidding
NAHCON	-	National Hajj Commission of Nigeria
NIPSS	-	National Institute for Policy and Strategic Studies
PENCOM	-	National Pension Commission
NPPPU	-	National Public Procurement Policy Unit
NCAT	-	Nigerian College of Aviation Technology
NCC	-	Nigerian Communications Commission

NCS	-	Nigeria Customs Service
NDIC	-	Nigerian Deposit Insurance Corporation
NIHSA	-	Nigeria Hydrological Service Agency
NIMG	-	Nigerian Institute of Mining and Geosciences
NIMASA	-	Nigerian Maritime Administration and Safety Agency
NNPC	-	Nigeria National Petroleum Corporation
NPA	-	Nigerian Ports Authority
NSITF	-	Nigeria Social Insurance Trust Fund
NTA	-	Nigerian Television Authority
NAFTA	-	North America Free Trade Agreement
NGOs	-	Non-Governmental Organizations
OAUTH	-	Obafemi Awolowo University Teaching Hospital
OHSA	-	Occupational Health and Safety Act
OFPP	-	Office of Federal Procurement Policy
OMB	-	Office of Management and Budget
OCB	-	Open Competitive Bidding
OCDS	-	Open Contracting Data Standards
OGP	-	Open Government Partnership
OECD	-	Organisation for Economic Co-operation and Development
OECDPP	-	Organization for Economic Co-operation and Development Procurement Principles
PTF	-	Partnership for Transparency Fund
PDP	-	Peoples Democratic Party
PTDF	-	Petroleum Technology Development Fund
PGPPB	-	Philippines Government Procurement Policy Board
PDE	-	Public Disposal Entity

PFR	-	Public Finance Regulations
PPA	-	Public Procurement Act
PPBFYRM	-	Public Procurement Bureau of Former Yugoslav Republic of Macedonia
PPC	-	Public Procurement Commission
PPE	-	Public Procurement Entity
PPJ	-	Public Procurement Journal
PPS	-	Public Procurement System
PPDC	-	Public and Private Development Centre
PSIN	-	Public Service Institute of Nigeria
PEs	-	Procurement Entities
PMS	-	Procurement Management System
PRIU	-	Procurement Reform Implementation Unit
PPA	-	Project Preparation Advance
RT&SP	-	Research, Training and Strategic Planning
RAL	-	Reverse Auction Law
RoR	-	Right of Reply
SB	-	Sealed Bidding
SERVICOM	-	Service Compact
SGF	-	Secretary to the Government of the Federation
SLTI	-	Secretariat for Logistics and Information Technology
SMEs	-	Small and Medium Enterprises
SP	-	Special Procurement
SA	-	South Africa
SBDs	-	Standard Bidding Documents
SRfPs	-	Standard Request for Proposals

SPP	-	Sustainable Public Procurement
TI	-	Transparency International
UK	-	United Kingdom
UN	-	United Nations
UNCITRAL	-	United Nations Commission on International Trade Law
UNCAC	-	United Nations Convention against Corruption
UNDP	-	United Nations Development Programme
UNODC	-	United Nations Office on Drugs and Crime
USA	-	United States of America
USAID	-	United States Agency for International Development
UBTH	-	University of Benin Teaching Hospital
UCH	-	University College Hospital
UNILAG	-	University of Lagos
UNN	-	University of Nigeria, Nsukka
WAEC	-	West African Examination Council
WB	-	World Bank
WBPG	-	World Bank Procurement Guidelines
WHO	-	World Health Organization
WTO	-	World Trade Organisation Agreement
WTOGPA	-	World Trade Organization's Government Procurement Agreement
ZNTB	-	Zambia National Tender Board
ZPPA	-	Zambia Public Procurement Authority

ABSTRACT

There were challenges that characterized public procurement in Nigeria prior to 2007 such as the absence of a dedicated procurement law. The Nigerian government took some steps including institutionalization of reform in the procurement system and enactment of the Public Procurement Act, 2007 that culminated in the establishment of the Bureau of Public Procurement (BPP) in 2007. This study examined the impact that the BPP made on Nigeria's procurement system between 2007 and 2015. The objectives of the study were to: (i) examine what brought about the reform of Nigeria's procurement system; (ii) investigate the level of success made by the BPP in ensuring transparency in the procurement process; and (iii) examine the level of compliance with procurement regulations.

The study adopted the institutional theory as its theoretical framework, which places emphasis on institutions that shape actions in the investigation of political phenomena. The study relied extensively on secondary sources of data while information derived from primary sources were used to complement it. It adopted the In-depth Interview (IDI) approach. The purposive sampling technique was used to select participants for the study. The sample comprised of twenty respondents which included officers of the BPP, relevant Federal Ministries, Civil Society Organizations (CSOs) and reputable contracting firms. The data for the study were analysed using the qualitative-descriptive method with particular reliance on content analysis.

The findings of the study were that:

- (i) Public procurement process in Nigeria prior to 2007 was characterized by lack of openness, inadequate legal instruments, and abuses of procurement process thereby raising the costs of government contracts;
- (ii) the BPP saved Nigeria a total of N558 billion within the period under review as against N102 billion saved by the Budget Monitoring and Price Intelligence Unit that preceded it; and
- (iii) there was a 75% level of compliance with the stipulations of the PPA in the procurement process during the period under study. However, there are still some deficiencies arising from the non-compliance attitude of some MDAs, and lapses in the enforcement of statutorily stipulated sanctions on erring government entities by BPP.

The study concluded that the advent of BPP has brought about noticeable improvements in Nigeria's procurement system, especially in the areas of transparency and compliance with procurement regulations. The study recommended, among others, stricter application of the transparency measures, strengthening of the procurement surveillance mechanisms, and strict imposition of sanctions by BPP in accordance with the Public Procurement Act, 2007.

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