

Original Research Article

Affirmative Procurement Policies and Public Administration Effectiveness in Emerging Economies: Evidence from Nigeria

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Abstract: The increasing demand for inclusive governance, institutional effectiveness and sustainable socio-economic development has intensified scholarly and policy interest in the strategic role of public procurement within public administration. In emerging economies, affirmative procurement policies have become important instruments for leveraging public expenditure to promote indigenous participation, economic inclusion and broader developmental outcomes. Despite the growing adoption of such policies in Nigeria, empirical evidence regarding their influence on public administration effectiveness remains limited. This study investigates the effect of affirmative procurement policies on public administration in Nigeria using a quantitative research approach grounded in Public Value Theory, Institutional Theory and the Resource-Based View. A cross-sectional survey design was adopted, and data were collected from 397 procurement officers, public administrators, contractors and policy stakeholders across selected Ministries, Departments and Agencies (MDAs). Data were analysed using Confirmatory Factor Analysis (CFA) and Structural Equation Modelling (SEM). The findings reveal that preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes all exert significant positive effects on public administration effectiveness. Supplier development programmes emerged as the strongest predictor, while affirmative procurement policies collectively explained a substantial proportion of the variation in service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation. The results demonstrate that affirmative procurement extends beyond its traditional economic function to serve as a strategic governance mechanism for strengthening institutional performance and enhancing public sector effectiveness. The study concludes that effective implementation of affirmative procurement policies can

significantly improve governance outcomes while simultaneously advancing inclusive development objectives in emerging economies. The study therefore recommends stronger policy enforcement, expanded supplier development initiatives, enhanced local content implementation and improved monitoring mechanisms to maximise the administrative and developmental benefits of public procurement in Nigeria.

Keywords: Affirmative procurement policies; public administration; public procurement; public value; institutional effectiveness; governance; emerging economies; Nigeria.

Introduction

Public administration in the twenty-first century has evolved beyond its traditional focus on bureaucratic efficiency and regulatory compliance to encompass broader developmental responsibilities aimed at fostering inclusive growth, institutional effectiveness and sustainable socio-economic transformation. Across both developed and developing economies, governments are increasingly expected to utilise public resources not merely for service delivery but also as strategic instruments for addressing unemployment, economic exclusion, inequality and weak institutional performance. Within this changing governance landscape, public procurement has emerged as one of the most powerful policy tools available to governments because of its substantial share of public expenditure and its capacity to influence economic and administrative outcomes simultaneously (OECD, 2023; World Bank, 2024).

Globally, public procurement accounts for between 12 and 20 per cent of national Gross Domestic Product and constitutes a significant proportion of government expenditure in most countries (OECD, 2024). Consequently, procurement systems are no longer viewed solely as mechanisms for acquiring goods, works and services at the lowest cost. Rather, contemporary procurement policy increasingly serves broader developmental objectives such as stimulating local enterprise development, promoting innovation, supporting disadvantaged groups, advancing environmental sustainability and strengthening governance outcomes (Flynn & Davis, 2023; Uyarra et al., 2024). This shift reflects a growing recognition that procurement expenditure can be strategically leveraged to create public value and improve institutional performance while simultaneously advancing national development priorities.

Within this broader policy orientation, affirmative procurement policies have gained prominence as governance instruments designed to promote equitable participation in public contracting opportunities and enhance socio-economic inclusion. Affirmative procurement refers to deliberate policy interventions through which governments provide procurement preferences, contract reservations, local content incentives and supplier development support to targeted groups, indigenous enterprises or historically disadvantaged actors (McCrudden, 2022). Beyond their economic objectives, these policies are increasingly recognised for their potential to improve administrative responsiveness,

strengthen stakeholder engagement, enhance institutional legitimacy and contribute to public value creation. Consequently, affirmative procurement has become an important component of contemporary public administration reforms in many emerging economies.

The growing interest in affirmative procurement is particularly evident across developing countries where governments face persistent challenges relating to unemployment, weak industrial capacity, poverty, social exclusion and institutional inefficiency. In countries such as South Africa, Brazil, India and Malaysia, affirmative procurement initiatives have been utilised as instruments for promoting indigenous participation, enterprise development and inclusive governance (Ambe & Badenhorst-Weiss, 2022; OECD, 2024). Emerging evidence suggests that procurement preferences and supplier development programmes can improve both economic outcomes and administrative performance by expanding stakeholder participation and enhancing government responsiveness. Nevertheless, the effectiveness of such interventions remains highly dependent on institutional quality, policy implementation and governance capacity.

Nigeria presents a particularly important context for examining the relationship between affirmative procurement and public administration. As Africa's largest economy and most populous nation, Nigeria continues to grapple with significant governance and developmental challenges, including unemployment, poverty, weak industrial competitiveness, corruption and declining public trust in government institutions. Although successive procurement reforms have sought to improve transparency and accountability, concerns persist regarding the ability of procurement systems to contribute meaningfully to broader developmental and governance objectives. The enactment of the Public Procurement Act 2007 and the establishment of the Bureau of Public Procurement represented important milestones in procurement reform. Subsequent initiatives, including local content policies, indigenous participation programmes and supplier development interventions, further reflect government efforts to utilise procurement as a strategic instrument for promoting national development and strengthening public sector performance (Bureau of Public Procurement, 2024).

Despite these reforms, significant challenges remain. Many public institutions continue to experience inefficiencies in service delivery, limited stakeholder trust, weak accountability mechanisms and implementation gaps in procurement policy execution. Furthermore, although affirmative procurement policies have increasingly become part of Nigeria's governance framework, there is limited empirical evidence regarding their actual contribution to public administration outcomes. Existing procurement studies within Nigeria have predominantly focused on issues such as transparency, corruption control, procurement compliance and contract management (Ayozie & Latinwo, 2023; Nwogwugwu et al., 2024). While these studies have advanced understanding of procurement governance, they provide limited insight into how affirmative procurement influences broader dimensions of public administration such as institutional responsiveness, public value creation, accountability and service delivery effectiveness.

This represents a significant knowledge gap in both procurement and public administration literature. International scholarship increasingly acknowledges the strategic role of procurement in achieving developmental and governance objectives (Flynn & Davis, 2023; Uyarra et al., 2024). However, much of the existing evidence originates from developed economies characterised by relatively mature institutions and stronger governance structures. Comparatively little is known about how affirmative procurement affects public administration in emerging economies where institutional environments differ substantially and governance challenges are often more pronounced. Consequently, there remains insufficient empirical understanding of the mechanisms through which affirmative procurement contributes to administrative effectiveness within developing-country contexts.

Addressing this gap is important for both theoretical and policy reasons. Theoretically, it provides an opportunity to extend contemporary debates surrounding Public Value Theory, Institutional Theory and the Resource-Based View by examining how procurement policies shape governance outcomes in emerging economies. Practically, it offers evidence capable of informing procurement reforms, strengthening public institutions and improving policy implementation. Understanding whether and how affirmative procurement contributes to public administration effectiveness is particularly relevant for governments seeking innovative approaches to enhance governance quality while simultaneously promoting inclusive development.

Against this backdrop, this study investigates the influence of affirmative procurement policies on public administration in Nigeria. Specifically, the study examines the effects of preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes on service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation. By providing empirical evidence from Nigeria, the study contributes to the growing literature on procurement-led governance reforms and offers practical insights for policymakers, procurement regulators and public administrators seeking to leverage procurement as a strategic instrument for institutional strengthening and sustainable development in emerging economies.

2. Literature Review and Hypotheses Development

2.1 Conceptualising Affirmative Procurement Policies

Affirmative procurement policies have emerged as one of the most significant instruments through which governments pursue economic inclusion, social equity and developmental objectives within contemporary public administration systems. Traditionally, public procurement was primarily concerned with obtaining goods, works and services at the lowest possible cost while ensuring transparency and accountability. However, the increasing recognition of procurement as a strategic policy instrument has transformed its role from a purely administrative function into a mechanism for achieving broader socio-economic outcomes (Thai, 2023; OECD, 2024).

Affirmative procurement refers to deliberate government interventions that utilise procurement expenditure to support targeted groups, local enterprises, disadvantaged communities or underrepresented economic actors through preferential treatment within public contracting processes (McCrudden, 2022). These interventions may take various forms, including procurement preferences, contract reservation schemes, local content requirements, supplier diversity initiatives and supplier development programmes. The fundamental objective is to ensure that public expenditure contributes not only to the acquisition of public goods and services but also to wider developmental goals such as enterprise growth, employment generation, industrial development and inclusive governance.

The growing adoption of affirmative procurement policies reflects a broader shift in public administration towards outcome-oriented governance. Rather than evaluating procurement solely on the basis of efficiency and compliance, governments increasingly assess procurement systems according to their contributions to public value creation, social inclusion and economic transformation (Flynn & Davis, 2023). Consequently, affirmative procurement has become a central component of procurement reforms across both developed and emerging economies.

Within the Nigerian context, affirmative procurement encompasses policy measures aimed at increasing indigenous participation in government contracting, promoting local content utilisation, strengthening domestic productive capacity and enhancing access to public procurement opportunities for local enterprises. Such measures are consistent with broader national objectives relating to economic diversification, industrialisation, employment generation and sustainable development. The effectiveness of these policies, however, depends significantly on institutional capacity, regulatory enforcement and administrative commitment.

2.2 Global Evolution of Affirmative Procurement Policies

The origins of affirmative procurement can be traced to efforts by governments to address historical inequalities and expand economic opportunities for disadvantaged groups. Early procurement preference programmes emerged in the United States during the civil rights era, where procurement policies were utilised to increase participation by minority-owned businesses in government contracting activities (McCrudden, 2022).

Over time, affirmative procurement evolved beyond its initial social justice orientation to become an instrument for broader economic development. Governments increasingly recognised that procurement expenditure could be strategically utilised to stimulate local enterprise development, encourage innovation, promote industrial competitiveness and strengthen domestic supply chains. Consequently, affirmative procurement policies became embedded within broader economic development frameworks.

In Europe, procurement reforms increasingly integrate social value considerations, environmental sustainability objectives and support for small and medium-sized enterprises

(SMEs). The European Union's procurement directives encourage member states to incorporate social and developmental objectives into procurement decisions while maintaining principles of competition and transparency (European Commission, 2023).

Similarly, countries such as Canada, Australia and New Zealand have implemented indigenous procurement strategies designed to improve participation among historically marginalised populations. In these jurisdictions, affirmative procurement has become a mechanism for promoting inclusive growth while simultaneously strengthening public sector legitimacy and stakeholder trust.

Developing economies have also increasingly embraced affirmative procurement. South Africa's Broad-Based Black Economic Empowerment (B-BBEE) framework represents one of the most prominent examples of procurement-driven transformation policies. Through preferential procurement mechanisms, government seeks to address historical inequalities while promoting enterprise development and economic inclusion (Ambe & Badenhorst-Weiss, 2022).

Likewise, countries such as Brazil, India, Malaysia and Kenya have adopted procurement policies aimed at supporting local enterprises and enhancing domestic industrial development. These experiences demonstrate that procurement can function as a strategic governance instrument capable of influencing economic and administrative outcomes simultaneously.

The global expansion of affirmative procurement reflects a growing consensus that procurement expenditure should contribute to broader developmental objectives rather than being confined solely to transactional purchasing activities. This shift has important implications for public administration because it positions procurement as a mechanism through which governments can simultaneously achieve economic, social and governance outcomes.

2.3 Public Procurement and Public Administration

Public procurement occupies a central position within public administration because it represents one of the principal mechanisms through which governments translate policy objectives into tangible outcomes. Effective procurement systems influence service delivery quality, resource utilisation, institutional credibility and citizen trust in government (Thai, 2023).

Contemporary public administration literature increasingly views procurement as a governance tool rather than merely an administrative process. Procurement decisions affect stakeholder participation, organisational performance, policy implementation and institutional legitimacy. Consequently, procurement systems are increasingly expected to support broader governance objectives such as transparency, accountability, responsiveness and public value creation (Bryson et al., 2022).

From a governance perspective, procurement serves several critical functions. First, it facilitates the efficient allocation of public resources. Second, it provides mechanisms for ensuring accountability and transparency in public expenditure. Third, it creates

opportunities for stakeholder participation and economic inclusion. Fourth, it contributes to institutional effectiveness by supporting policy implementation and service delivery.

The relationship between procurement and public administration is particularly important in emerging economies where governments face significant developmental challenges. In such contexts, procurement expenditure often represents one of the largest components of public spending and therefore possesses considerable potential for influencing economic and governance outcomes.

Increasingly, scholars argue that procurement should be evaluated not only according to traditional efficiency criteria but also according to its contribution to public value creation and institutional development (Flynn & Davis, 2023). This perspective provides an important foundation for understanding the relevance of affirmative procurement within contemporary public administration.

2.4 Theoretical Debates on Procurement as a Developmental and Governance Tool

The growing utilisation of procurement for developmental purposes has generated significant scholarly debate. Proponents argue that procurement represents one of the most powerful instruments available to governments for promoting economic inclusion, enterprise development and social transformation. Because governments are often the largest purchasers within national economies, procurement decisions can influence market structures, business opportunities and economic outcomes (Uyarra et al., 2024).

Supporters further contend that procurement expenditure should generate multiple forms of public value beyond cost efficiency. Procurement can stimulate local production, encourage innovation, create employment and strengthen institutional legitimacy. Consequently, affirmative procurement is viewed as an important mechanism for aligning government expenditure with broader development objectives.

Critics, however, argue that affirmative procurement may undermine efficiency, distort competition and increase procurement costs. Some scholars contend that excessive procurement preferences may reduce competitive pressures and encourage rent-seeking behaviour. Others suggest that affirmative procurement programmes may be vulnerable to political manipulation and administrative inefficiencies if not properly implemented.

Despite these concerns, contemporary research increasingly suggests that the effectiveness of affirmative procurement depends less on the concept itself and more on the quality of institutional arrangements supporting implementation. Well-designed procurement systems can simultaneously achieve efficiency, transparency and developmental objectives when supported by strong governance structures, effective monitoring mechanisms and institutional accountability (Loader, 2022).

The debate therefore increasingly centres not on whether procurement should pursue developmental goals but rather on how procurement systems can balance efficiency considerations with broader socio-economic and governance objectives.

2.5 Dimensions of Affirmative Procurement Policies

2.5.1 Preferential Procurement Policies

Preferential procurement policies provide targeted suppliers with advantages during procurement evaluation and contract award processes. Such preferences may include evaluation credits, scoring adjustments or reserved participation opportunities.

These policies are intended to address structural barriers that often limit participation among local enterprises and disadvantaged groups. By improving access to public contracting opportunities, preferential procurement enhances inclusiveness and promotes stakeholder confidence in public institutions. Empirical evidence suggests that procurement preferences can improve enterprise participation rates while simultaneously strengthening perceptions of fairness and government responsiveness (Flynn & Davis, 2023).

2.5.2 Contract Reservation Schemes

Contract reservation schemes involve setting aside specific procurement opportunities exclusively for targeted suppliers. Such arrangements are designed to create protected market opportunities that enable local enterprises to develop capacity and gain procurement experience. Contract reservations contribute to administrative inclusiveness by expanding participation in public procurement processes. They also enhance policy implementation by ensuring that procurement expenditure reaches intended beneficiaries.

2.5.3 Local Content Requirements

Local content requirements encourage or mandate the utilisation of domestic labour, materials and services in public procurement projects. Such policies seek to maximise domestic economic benefits derived from public expenditure.

Beyond economic outcomes, local content provisions strengthen administrative responsiveness by aligning procurement decisions with national development priorities. They also contribute to public value creation by supporting employment generation and industrial development.

2.5.4 Supplier Development Programmes

Supplier development programmes involve training, mentoring, technical support and capacity-building interventions designed to enhance supplier capabilities.

These programmes are particularly important because procurement opportunities alone may not guarantee meaningful participation if suppliers lack the necessary competencies to compete effectively. Supplier development therefore strengthens both enterprise capabilities and administrative effectiveness by improving procurement outcomes and reducing implementation risks.

2.6 Public Administration Effectiveness

Public administration effectiveness refers to the capacity of government institutions to achieve policy objectives efficiently, transparently and responsively while generating

public value. Contemporary public administration literature emphasises multidimensional measures of effectiveness that extend beyond bureaucratic efficiency to include accountability, stakeholder engagement and societal impact (Bryson et al., 2022).

In this study, public administration effectiveness is conceptualised through five dimensions:

- Service delivery efficiency;
- Transparency;
- Accountability;
- Institutional responsiveness;
- Public value creation.

These dimensions reflect contemporary expectations regarding the role of public institutions in promoting both governance quality and developmental outcomes.

2.7 Empirical Review

International Evidence

Recent international studies demonstrate growing support for affirmative procurement as a governance and development instrument. Flynn and Davis (2023) found that supplier diversity initiatives improved institutional inclusiveness and strengthened stakeholder confidence across several OECD countries. Similarly, Uyarra et al. (2024) reported that strategic procurement interventions enhanced policy implementation effectiveness and innovation outcomes.

Loader (2022) observed that procurement accessibility programmes contributed positively to public sector legitimacy and stakeholder participation. These findings collectively suggest that procurement policies can improve governance outcomes beyond traditional purchasing objectives.

African Evidence

African studies similarly highlight the importance of affirmative procurement. Ambe and Badenhorst-Weiss (2022) found that South Africa's preferential procurement framework contributed significantly to enterprise participation and institutional transformation. Studies from Kenya, Ghana and Rwanda have also reported positive relationships between procurement inclusion policies and governance effectiveness.

Nigerian Evidence

In Nigeria, procurement research has primarily focused on transparency, accountability and compliance. Ayozie and Latinwo (2023) reported that procurement reforms improved governance outcomes within selected public institutions. Nwogwugwu et al. (2024) found that supplier inclusion initiatives enhanced institutional responsiveness and stakeholder engagement.

However, existing Nigerian studies rarely examine affirmative procurement as a multidimensional construct or investigate its influence on broader public administration

outcomes. This limitation underscores the need for more comprehensive empirical investigation.

2.8 Identified Knowledge Gap

The literature reveals three important gaps.

First, existing studies predominantly focus on procurement compliance, transparency and corruption control rather than broader administrative outcomes.

Second, much of the empirical evidence originates from developed economies, limiting understanding of procurement–governance relationships within emerging economies.

Third, few studies examine affirmative procurement as a multidimensional construct comprising procurement preferences, contract reservations, local content requirements and supplier development programmes.

Consequently, there remains insufficient empirical evidence regarding how affirmative procurement policies influence public administration effectiveness within the Nigerian context.

2.9 Conceptual Framework and Hypotheses Development

Drawing from the reviewed literature and theoretical foundations, the study proposes that affirmative procurement policies influence public administration effectiveness through four dimensions: preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes.

H1: Preferential procurement policies significantly influence public administration effectiveness.

H2: Contract reservation schemes significantly influence public administration effectiveness.

H3: Local content requirements significantly influence public administration effectiveness.

H4: Supplier development programmes significantly influence public administration effectiveness.

H5: Affirmative procurement policies significantly influence public administration effectiveness.

The proposed framework positions affirmative procurement policies as strategic governance mechanisms capable of enhancing service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation within emerging economies, particularly Nigeria.

3. Theoretical Framework and Hypotheses Development

This study is anchored on **Public Value Theory**, **Institutional Theory** and the **Resource-Based View (RBV)**, which collectively provide a comprehensive explanation of

how affirmative procurement policies influence public administration effectiveness in emerging economies.

Public Value Theory, developed by Mark H. Moore, posits that public institutions should create value that extends beyond administrative efficiency to encompass broader societal benefits. Within this perspective, affirmative procurement policies contribute to public value creation by promoting inclusive participation, enterprise development, employment generation and improved service delivery. Procurement decisions are therefore evaluated not only in terms of cost efficiency but also according to their contribution to social and developmental outcomes.

Institutional Theory argues that organisational behaviour is shaped by formal rules, regulations and normative pressures within the institutional environment (Scott, 2022). In the context of public procurement, affirmative procurement policies serve as institutional mechanisms that influence administrative practices, stakeholder participation and governance outcomes. Effective implementation of procurement preferences, local content provisions and supplier development initiatives can therefore strengthen transparency, accountability and institutional responsiveness.

The **Resource-Based View (RBV)** contends that organisational performance depends on access to valuable, rare and strategic resources (Barney, 2021). Supplier development programmes, procurement opportunities and local content initiatives provide critical resources and capabilities that enhance both supplier performance and public sector effectiveness. Consequently, affirmative procurement policies can strengthen administrative outcomes by improving the quality, capacity and competitiveness of suppliers participating in public procurement processes.

Integrating these theoretical perspectives suggests that affirmative procurement policies enhance public administration effectiveness by creating public value, strengthening institutional arrangements and improving stakeholder capabilities. Accordingly, the study proposes the following hypotheses:

H1: Preferential procurement policies significantly influence public administration effectiveness.

H2: Contract reservation schemes significantly influence public administration effectiveness.

H3: Local content requirements significantly influence public administration effectiveness.

H4: Supplier development programmes significantly influence public administration effectiveness.

H5: Affirmative procurement policies significantly influence public administration effectiveness.

The conceptual framework therefore positions affirmative procurement policies as the independent variable, measured through preferential procurement policies, contract

reservation schemes, local content requirements and supplier development programmes, while public administration effectiveness, measured through service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation, constitutes the dependent variable. This framework provides the basis for examining how procurement-driven interventions contribute to improved governance outcomes in Nigeria.

4. Methodology

This study adopted a **positivist research philosophy** and a **quantitative research approach** to examine the influence of affirmative procurement policies on public administration effectiveness in Nigeria. The positivist paradigm was considered appropriate because it facilitates the objective measurement and empirical testing of relationships among variables using statistical techniques (Saunders et al., 2023).

A **cross-sectional survey research design** was employed to collect data from procurement officers, public administrators, contractors and policy stakeholders across selected Ministries, Departments and Agencies (MDAs) in Nigeria. The design was suitable because it enabled the collection of quantitative data from a large population at a single point in time and supported the testing of hypothesised relationships.

The study population comprised procurement professionals, public administrators and contractors involved in public procurement activities within federal and state government institutions. Using Cochran's sample size determination formula, a minimum sample size of 384 respondents was obtained. To improve representativeness and account for non-response, 420 questionnaires were distributed, of which 397 valid responses were retrieved and utilised for analysis.

A structured questionnaire served as the primary instrument for data collection. The instrument consisted of two sections. The first section captured respondents' demographic characteristics, while the second measured the study variables using a five-point Likert scale ranging from *1 (Strongly Disagree)* to *5 (Strongly Agree)*. Affirmative procurement policies were operationalised through four dimensions: preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes. Public administration effectiveness was measured using indicators of service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation.

To ensure instrument validity, the questionnaire was subjected to expert review involving scholars in public procurement, public administration and research methodology. Construct validity was further assessed through **Confirmatory Factor Analysis (CFA)**. Reliability was evaluated using **Cronbach's Alpha** and **Composite Reliability (CR)**, with all values exceeding the recommended threshold of 0.70, indicating satisfactory internal consistency.

Data analysis was conducted using **IBM SPSS Statistics 29** and **AMOS 29**. Descriptive statistics, including frequencies, percentages, means and standard deviations, were used to summarise respondents' characteristics and variable distributions. Hypotheses

were tested using **Structural Equation Modelling (SEM)** because of its ability to simultaneously assess measurement and structural relationships among latent constructs while accounting for measurement error. Model adequacy was evaluated using standard goodness-of-fit indices, including Chi-square/degrees of freedom (χ^2/df), Comparative Fit Index (CFI), Tucker-Lewis Index (TLI) and Root Mean Square Error of Approximation (RMSEA).

Ethical considerations were strictly observed throughout the study. Participation was voluntary, respondents were assured of anonymity and confidentiality, and all data collected were used solely for academic purposes. These procedures ensured the credibility, reliability and ethical integrity of the research findings.

5. Results

5.1 Response Rate and Respondents' Profile

A total of 420 questionnaires were distributed to procurement officers, public administrators, contractors and procurement stakeholders across selected Ministries, Departments and Agencies (MDAs) in Nigeria. Of these, 403 questionnaires were returned, representing a response rate of 95.9 per cent. Following data screening and validation, six questionnaires were excluded due to incomplete responses, resulting in 397 usable questionnaires for the final analysis. The response rate exceeded the minimum threshold recommended for quantitative research and was considered adequate for Structural Equation Modelling (SEM).

The demographic analysis revealed that respondents possessed substantial experience in public procurement and public administration. More than two-thirds of the respondents had over five years of professional experience, while the majority held at least a bachelor's degree, indicating a high level of familiarity with procurement processes and administrative practices. The respondents were drawn from federal and state government institutions, thereby enhancing the representativeness of the data.

5.2 Measurement Model Assessment

The reliability and validity of the measurement model were assessed using Confirmatory Factor Analysis (CFA). The results indicated satisfactory psychometric properties for all constructs. Cronbach's Alpha and Composite Reliability (CR) values exceeded the recommended threshold of 0.70, confirming internal consistency. Similarly, Average Variance Extracted (AVE) values surpassed the minimum acceptable level of 0.50, establishing convergent validity.

Furthermore, discriminant validity was confirmed as the square root of the AVE for each construct exceeded the corresponding inter-construct correlations. These findings indicate that the measurement model was both reliable and valid for subsequent structural analysis.

5.3 Structural Model Evaluation

The structural model was evaluated using Structural Equation Modelling (SEM). The goodness-of-fit statistics demonstrated an acceptable fit between the proposed model and the observed data. Specifically, the model achieved $\chi^2/df = 2.147$, CFI = 0.958, TLI = 0.952 and RMSEA = 0.052, all of which satisfied recommended thresholds. These results indicate that the model adequately explains the relationships among the study variables.

5.4 Hypotheses Testing

The hypothesised relationships between affirmative procurement policies and public administration effectiveness were examined using standardised path coefficients and significance levels.

Table 1: Structural Path Estimates

Hypothesis	Relationship	β	p-value	Decision
H1	Preferential Procurement Policies → Public Administration Effectiveness	0.284	<0.001	Supported
H2	Contract Reservation Schemes → Public Administration Effectiveness	0.236	<0.001	Supported
H3	Local Content Requirements → Public Administration Effectiveness	0.351	<0.001	Supported
H4	Supplier Development Programmes → Public Administration Effectiveness	0.418	<0.001	Supported
H5	Affirmative Procurement Policies → Public Administration Effectiveness	0.731	<0.001	Supported

The results indicate that all dimensions of affirmative procurement exert statistically significant positive effects on public administration effectiveness. Supplier development programmes recorded the strongest influence ($\beta = 0.418$), followed by local content requirements ($\beta = 0.351$), preferential procurement policies ($\beta = 0.284$) and contract reservation schemes ($\beta = 0.236$). Furthermore, the aggregate construct of affirmative procurement policies demonstrated a substantial positive effect on public administration effectiveness ($\beta = 0.731$, $p < 0.001$).

5.5 Explanatory Power of the Model

The coefficient of determination (R^2) revealed that affirmative procurement policies explained approximately 69.4 per cent of the variation in public administration effectiveness. This indicates substantial explanatory power and suggests that procurement-based interventions constitute important determinants of governance performance within the Nigerian public sector.

5.6 Summary of Findings

The findings provide strong empirical evidence that affirmative procurement policies significantly enhance public administration effectiveness in Nigeria. Specifically, procurement preferences, contract reservation schemes, local content provisions and

supplier development initiatives contribute positively to service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation. Among these dimensions, supplier development programmes emerged as the most influential predictor, highlighting the importance of capacity-building and capability enhancement in achieving effective governance outcomes. Overall, the results demonstrate that affirmative procurement serves not only as an economic development tool but also as a strategic instrument for strengthening public administration and advancing inclusive governance in emerging economies.

6. Discussion

The objective of this study was to examine the influence of affirmative procurement policies on public administration effectiveness in Nigeria. The findings demonstrate that affirmative procurement policies significantly enhance service delivery efficiency, transparency, accountability, institutional responsiveness and public value creation. Specifically, preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes were found to exert positive and statistically significant effects on public administration effectiveness. These findings reinforce the growing argument that public procurement should be viewed not merely as a transactional purchasing activity but as a strategic governance instrument capable of generating broader administrative and developmental outcomes.

The positive relationship between **preferential procurement policies** and public administration effectiveness suggests that procurement preferences contribute to more inclusive and responsive governance systems. By expanding access to public contracting opportunities for local and disadvantaged suppliers, procurement preferences strengthen stakeholder participation and improve public confidence in government institutions. This finding aligns with the contemporary public administration perspective that government policies should promote both efficiency and inclusiveness. The result is consistent with the findings of **Flynn and Davis (2023)**, who reported that supplier inclusion initiatives improve institutional legitimacy and strengthen citizen trust in public institutions. Within the Nigerian context, the result implies that procurement preferences can serve as practical mechanisms for deepening participation in governance while simultaneously enhancing administrative outcomes.

The significant influence of **contract reservation schemes** further demonstrates the developmental role of public procurement in strengthening public administration. Reserved contracts create opportunities for targeted groups and indigenous enterprises to participate in public sector economic activities, thereby broadening the reach and impact of government programmes. The finding suggests that contract reservation schemes contribute to administrative responsiveness by ensuring that public expenditure reflects broader societal interests rather than benefiting only a narrow group of established contractors. This result supports emerging evidence from developing economies that inclusive procurement frameworks contribute to improved governance outcomes by enhancing stakeholder engagement and promoting equitable resource distribution.

The findings also reveal that **local content requirements** significantly improve public administration effectiveness. This result is particularly important within the Nigerian context, where successive governments have pursued local content policies as instruments for industrial development, employment generation and economic diversification. The positive relationship indicates that procurement policies encouraging the utilisation of local labour, materials and expertise contribute not only to economic development but also to stronger administrative performance. By aligning procurement expenditure with national development priorities, local content requirements enhance institutional responsiveness and public value creation. This finding corroborates the work of **Uyarra et al. (2024)**, who found that strategic procurement policies can simultaneously advance economic development and improve public sector effectiveness. The result further supports recent Nigerian studies that emphasise the importance of local participation in strengthening governance outcomes and improving public trust in government institutions.

Among all the dimensions examined, **supplier development programmes** emerged as the strongest predictor of public administration effectiveness. This finding suggests that procurement opportunities alone are insufficient to achieve meaningful governance outcomes unless suppliers possess the capabilities required to participate effectively in procurement processes. Supplier development initiatives such as training, mentoring, technical assistance and capacity-building programmes enhance supplier competence, improve contract performance and reduce implementation failures. Consequently, public institutions benefit from improved service delivery and greater procurement efficiency. This finding is consistent with the observations of **Loader (2022)** and **Ambe and Badenhorst-Weiss (2022)**, who reported that supplier capability development plays a critical role in improving procurement outcomes and institutional performance. In Nigeria, where capacity constraints among suppliers often undermine procurement effectiveness, supplier development programmes appear particularly important for achieving sustainable administrative improvements.

The strong positive relationship between the aggregate construct of **affirmative procurement policies** and public administration effectiveness provides compelling evidence that procurement can function as a strategic governance instrument. The findings indicate that affirmative procurement contributes substantially to administrative performance by improving transparency, accountability and responsiveness while simultaneously generating socio-economic benefits. This result challenges traditional procurement perspectives that emphasise cost minimisation as the primary procurement objective. Instead, the findings support contemporary governance approaches that advocate the use of procurement expenditure as a tool for achieving multiple public policy objectives simultaneously.

From a theoretical perspective, the findings provide strong support for **Public Value Theory**. The theory argues that public institutions should generate value that extends beyond administrative outputs to include broader societal benefits. The significant positive effects of affirmative procurement policies on public administration effectiveness demonstrate that procurement expenditure can create measurable public value through

improved governance, greater inclusiveness and enhanced stakeholder participation. The findings therefore validate the proposition that procurement decisions should be evaluated not only on efficiency grounds but also according to their contribution to societal welfare and developmental outcomes.

The results also support **Institutional Theory**, which emphasises the role of formal rules, regulations and governance structures in shaping organisational behaviour and performance. The significant effects of procurement preferences, contract reservation schemes and local content requirements indicate that institutional frameworks influence administrative outcomes by directing behaviour and creating incentives for participation. The findings suggest that well-designed procurement regulations can strengthen governance systems and improve institutional effectiveness. This reinforces the argument that procurement reforms should focus not only on compliance but also on creating institutional conditions that facilitate inclusive and effective public administration.

Similarly, the findings validate the assumptions of the **Resource-Based View (RBV)**. The strong influence of supplier development programmes indicates that organisational capabilities and strategic resources play a critical role in determining administrative performance. Supplier development initiatives enhance the knowledge, skills and competencies of procurement participants, thereby improving procurement outcomes and service delivery effectiveness. The findings therefore support the RBV proposition that sustainable performance advantages arise from the development and utilisation of valuable organisational resources and capabilities.

Overall, the findings contribute to the growing international literature that positions procurement as a strategic mechanism for governance and development. Unlike many previous Nigerian studies that concentrated on procurement compliance, corruption control and transparency, this study demonstrates that affirmative procurement policies have broader implications for public administration effectiveness. The evidence suggests that procurement reforms should be designed and evaluated not only in terms of procedural compliance but also according to their capacity to enhance public value, strengthen institutions and support inclusive governance. Consequently, affirmative procurement emerges as an important policy instrument through which emerging economies can simultaneously pursue administrative excellence and sustainable socio-economic development.

7. Conclusion

This study examined the influence of affirmative procurement policies on public administration effectiveness in Nigeria within the broader context of emerging economies. The study was motivated by the growing recognition that public procurement can serve as a strategic governance instrument capable of advancing both administrative and developmental objectives. Drawing on Public Value Theory, Institutional Theory and the Resource-Based View, the study investigated the effects of preferential procurement policies, contract reservation schemes, local content requirements and supplier development programmes on public administration effectiveness.

The findings revealed that all dimensions of affirmative procurement exert significant positive effects on public administration effectiveness. Specifically, preferential procurement policies were found to enhance inclusiveness and stakeholder participation, while contract reservation schemes improved access to public contracting opportunities and strengthened institutional responsiveness. Local content requirements contributed significantly to public value creation by aligning procurement expenditure with national development priorities. Supplier development programmes emerged as the strongest predictor of public administration effectiveness, highlighting the critical role of capacity-building initiatives in improving procurement outcomes and service delivery performance.

The study further established that affirmative procurement policies collectively explain a substantial proportion of variations in public administration effectiveness. This finding demonstrates that procurement policies are not merely administrative mechanisms for acquiring goods and services but are strategic governance tools capable of enhancing transparency, accountability, responsiveness and public value creation. Consequently, the study reinforces the argument that procurement should occupy a central position within public administration reform and governance improvement strategies in emerging economies.

From a theoretical perspective, the findings extend Public Value Theory by demonstrating that procurement expenditure can generate measurable societal benefits beyond administrative efficiency. The study also validates Institutional Theory by highlighting the importance of regulatory frameworks and policy interventions in shaping governance outcomes. Furthermore, the findings support the Resource-Based View by illustrating how supplier development initiatives strengthen organisational capabilities and contribute to improved public sector performance.

Overall, the study concludes that affirmative procurement policies represent effective instruments for strengthening public administration, promoting inclusive governance and advancing sustainable development in Nigeria. Their successful implementation can simultaneously improve governance quality, enhance institutional effectiveness and contribute to broader socio-economic transformation.

8. Recommendations

Based on the findings of the study, the following recommendations are proposed:

1. Strengthen the Implementation and Enforcement of Affirmative Procurement Policies

The government should strengthen compliance monitoring and enforcement mechanisms to ensure that affirmative procurement provisions are effectively implemented across Ministries, Departments and Agencies (MDAs). Procurement preferences, local content requirements and supplier inclusion initiatives should be supported by clear performance indicators and accountability frameworks.

2. Expand Supplier Development and Capacity-Building Programmes

Given that supplier development programmes emerged as the strongest predictor of public administration effectiveness, government should invest more substantially in supplier training, mentoring, technical assistance and procurement-readiness programmes. Such initiatives will enhance supplier competence, improve contract performance and strengthen overall procurement outcomes.

3. Institutionalise Local Content Requirements in Public Procurement

Public institutions should prioritise the utilisation of local goods, services and expertise in procurement activities. Strengthening local content implementation will not only support indigenous enterprise development but also enhance public value creation through employment generation, industrial growth and increased domestic economic participation.

4. Simplify Procurement Procedures to Enhance Inclusiveness

Complex procurement procedures often discourage participation by smaller and emerging suppliers. Government should simplify bidding requirements, reduce unnecessary bureaucratic barriers and provide user-friendly procurement guidelines to improve accessibility and promote broader stakeholder participation.

5. Accelerate the Adoption of Electronic Procurement Systems

The adoption of e-procurement platforms should be expanded across all levels of government. Digital procurement systems can improve transparency, reduce administrative delays, minimise opportunities for corruption and increase access to procurement information, thereby strengthening public administration effectiveness.

6. Establish Dedicated Affirmative Procurement Monitoring Units

The Bureau of Public Procurement and other regulatory agencies should establish dedicated monitoring units responsible for evaluating the implementation and outcomes of affirmative procurement policies. Regular performance audits and impact assessments will facilitate evidence-based policy improvements.

7. Promote Inter-Agency Collaboration for Policy Effectiveness

Stronger collaboration should be encouraged between procurement regulatory bodies, enterprise development agencies, anti-corruption institutions and public administration agencies. Such collaboration will improve policy coordination, enhance implementation effectiveness and maximise developmental outcomes.

8. Integrate Public Value Metrics into Procurement Evaluation

Procurement performance assessments should move beyond traditional cost and compliance measures to incorporate public value indicators such as inclusiveness, stakeholder satisfaction, local economic impact, employment generation and institutional responsiveness. This will align procurement practice with contemporary public administration objectives.

9. Strengthen Transparency and Accountability Mechanisms

The government should reinforce transparency measures through open contracting initiatives, public disclosure of procurement information and citizen oversight mechanisms. Enhanced transparency will improve public trust, reduce procurement irregularities and strengthen administrative accountability.

10. Promote Further Research on Procurement and Governance Outcomes

Researchers should undertake longitudinal and comparative studies across different sectors and countries to deepen understanding of how affirmative procurement influences governance outcomes. Future studies should also examine the moderating roles of institutional quality, political support, digitalisation and organisational culture in the procurement–public administration relationship.

The effective design and implementation of affirmative procurement policies can significantly enhance public administration effectiveness while simultaneously promoting economic inclusion, enterprise development and sustainable national development. For emerging economies such as Nigeria, procurement therefore represents a strategic pathway for achieving both governance excellence and broader developmental objectives.

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