



A Gender Responsive
Assessment, Review and Audit of
Procurement Laws, Policies,
Regulations, and Institutions in
Lagos State, Nigeria



CONTENTS

Preface	6
Acknowledgment	7
Acronyms	8
Executive summary	9
Chapter 1: Background and introduction	10
Background of study	11
Objectives of the survey	12
Profile of Lagos State	12
Chapter 2: Methodological approach	14
Sampling and selection of respondents	14
Sampling and selection of respondents	16
Scope of the survey	16
Survey coordination structure	16
Survey planning	16
Survey instrument and equipment	16
Main survey field work	17
Training of data collectors	17
Duration of the exercise	17
Data collection process	17
Monitoring and data quality control	17
Data processing, analysis and limitation	17
Chapter 3: Survey findings	18
Distribution of contractors by location	19
Gender distribution of contractors	20
Gender by age of contractors given contract by Lagos State Government	20
Public procurement agency registration by gender	20
Corporate Affairs Commission registration by gender	21
Worked/got a contract with the Lagos State Government	21
Duration of contracts awarded by Lagos State	21
Contracts awarded by gender	22
Goods awarded by gender	22
Construction by gender	23
Consulting services awarded by gender	24
Non-consulting services awarded by gender	25
Number of contracts bid by gender	25
Number of contracts won by gender	26
Number of contracts awarded by gender	26

Number of contracts (goods) bid by contractors	27
Number of contracts (goods) won by contractors	27
Number of contracts (goods) awarded to contractors	28
Proportion of contracts (goods) bid against those won	28
Total value of contracts (goods) awarded to women-owned and men owned businesses	28
Number of contracts bid for construction works	29
Number of contracts (construction works) won by contractors	29
Number of contracts (construction works) awarded to contractors	30
Proportion of contracts (construction works) bid against those won	30
Total value of contracts (construction works) awarded to women and men owned/led businesses..	30
Number of contract bid for non-consultancy services	31
Number of contracts (non-consultancy services) won by contractors	31
Number of contracts (non-consultancy services) awarded to contractors	32
Proportion of contracts (non-consultancy services) bid against those won	32
Total value of contracts (non-consultancy services) awarded to women and men owned/led businesses	32
Number of contracts bid for consultancy services	33
Number of contracts (consultancy services) won by contractors	33
Number of contracts (consultancy services) awarded to contractors	34
Proportion of contracts (consultancy services) bided against those won	34
Value of contract (consultancy services) awarded to contractors	35
Contract preferred by women owned/led organisations	35
Challenges experienced with PPA by the contractors	36
Suggestions by respondents on how PPA can improve their operations	36
Recommendations & Conclusion	37



PREFACE

Gender equality and women's empowerment are essential principles for building inclusive and just societies. Recognising the need to promote equal access to economic, social, and political rights, the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the International Labour Organization (ILO) have been at the forefront of advocating for Gender-Responsive Procurement (GRP) initiatives.

The Lagos State Public Procurement Agency in conjunction with UN Women and Fagna Training and Consultants Limited undertook a baseline survey and data-gathering exercise with the primary objective of developing a comprehensive baseline data that provides information on the extent to which women benefit from public contracts in Lagos State.

This baseline information aims to identify the existing gaps, gauge the level of gender equality in public procurement, and promote deliberate actions that would ensure improved women's participation in contractual engagement across the three major classifications: works, goods and consultancy services.

The survey also seeks to compile a list of frequently procured goods, works and services by the government in Lagos State. This information will be instrumental in understanding the procurement landscape and identifying specific areas where gender-responsive measures can be implemented to ensure equal opportunities for all stakeholders.

By undertaking this important initiative, the Lagos State Public Procurement Agency (LSP-PA), in collaboration with UN Women, aims to contribute to the advancement of gender equality and women's empowerment in public procurement processes. The findings from the baseline survey and data-gathering exercise will serve as a vital tool for policymakers, practitioners, and advocates working towards creating more inclusive and equitable procurement systems.

It is our hope that this preface sets the stage for an in-depth exploration of the baseline survey and data-gathering exercise, highlighting the importance of affirmative action, gender-responsive procurement, and the collective efforts required to promote equal access to government contracts and create an enabling environment for women's economic empowerment in Lagos State.

The methodology adopted in the selection of sample respondents and involvement of critical stakeholders in works, goods and consultancy service space confirm the representation of all procurement agents and their support for the study.

We extend our gratitude to all the stakeholders involved in this endeavour, including Fagna Training and Consultants Limited engaged for their valuable contributions in generating the necessary data and insights to inform evidence-based policies and strategies for a more equitable future.

Together, let us work towards a society where gender equality is not just a principle but a reality, ensuring that no one is left behind in the journey towards sustainable development and inclusive growth.

Fatai Idowu Onafowote
Director General, Lagos State Public Procurement Agency
(LSPPA) June 2023

ACKNOWLEDGEMENT

We would like to express our sincere gratitude to the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) and the International Labour Organization (ILO) for their invaluable guidance, support, and expertise in broadening the scope of GRP and advocating for affirmative action. Their commitment to promoting gender equality and ensuring equal access to services has been a driving force behind this initiative.

Special appreciation goes to Lagos State Governor Babajide Sanwo-Olu for his unwavering support and recognition for the need to generate baseline data that reflects the current landscape of public contracts in Lagos State in order to foster inclusive and equitable procurement practices.

Also, Fagna Training and Consultants Limited who provided technical assistance for the baseline survey and data-gathering exercise are highly appreciated. Their expertise, dedication, and efforts in collecting and analysing data will provide valuable insights and a solid foundation for evidence-based decision-making and policy formulation.

In conclusion, we would like to acknowledge the valuable contributions of all the individuals and organizations who were administered the baseline questionnaire for their prompt response, and other stakeholders who actively participated in shaping the discourse around gender-responsive procurement and affirmative action. This collective effort would not have been possible without the support and collaboration of each and every stakeholder. Your unwavering commitment to gender equality and women's empowerment in public procurement is commendable, and we are grateful for your contributions.

Together, we can create an inclusive and equitable society where all individuals, regardless of gender, have equal access to economic, social, and political opportunities. Your commitment and dedication are paving the way for a brighter and more equitable future for Lagos State and beyond.

Thank you once again for your invaluable support.

ACRONYMS

GRP	Gender Responsive Procurement
GDP	Gross Domestic Product
ICT	Information, Communication and Technology
ILO	International Labour Organization
LSPPA	Lagos State Public Procurement Agency
UN	United Nations
WLB	Women-Led Businesses
WLC	Women-Led Companies
WOB	Women-Owned Businesses
WOC	Women-Owned Companies
SDG	Sustainable Development Goal
LCDA	Local Council Development Area
LGA	Local Government Area
TWG	Technical Working Group
MDAs	Ministries, Departments and Agencies
CAPI	Computer-Assisted Personal Interview
STB	State Tender Board

EXECUTIVE SUMMARY

This report presents the result of a baseline study on affirmative procurement for women-owned businesses in Lagos State. The study aims to assess the current state of gender-based procurement practices and provide insights into the representation of women-owned businesses in government contracts.

The gender analysis of the study shows that 20 per cent of the contractors were female, while 80 per cent were male. In terms of contract types, the study shows that male contractors were more likely to be awarded contracts for non-consulting services, goods, construction works, and consultancy services. Efforts should be made to promote diversity and inclusivity by actively encouraging women-owned businesses to participate in all types of contracts.

On the type of construction works awarded by gender, female-owned businesses received 16 per cent of rehabilitation of building contracts, 17 per cent of building contracts, 21 per cent of roads and bridges contracts, 3 per cent of drainage contracts, and 9 per cent of power plants contracts. Female-owned businesses accounted for 19 per cent of the total number of contracts won. In contrast, male-owned businesses accounted for 85 per cent of the contracts bid and won 81 per cent of the contracts.

Despite a lower percentage of goods contract awards, female contractors had a higher success rate of 83 per cent in converting bid contracts into actual wins, compared to 57 per cent for male contractors. For contracts relating to construction work, female contractors had a success rate of 57 per cent in winning the contracts they bid for, while male-owned contractors had a success rate of 49 per cent. For consultancy services contract, female contractors had a success rate of 51 per cent as against 59 per cent of their male counterparts. For non-consultancy services contracts, the success rate for female contractors was 88 per cent, while male contractors had a success rate of 69 per cent at winning contracts bid.

The study brings into the limelight indicators that could be used as baselines across the contract types as well as the need to set the corresponding targets in line with the data outlook.

By implementing the recommended strategies, Lagos State can empower women entrepreneurs, promote gender equality, and drive sustainable economic growth.



CHAPTER 1: BACKGROUND AND INTRODUCTION

1.1 BACKGROUND OF THE STUDY

The suite of interventions implemented demonstrates just how necessary direct and indirect interventions are in attaining a broad and far-reaching results in reviewing and incorporating gender perspective into public procurement.

Historically, the idea of mainstreaming a gender perspective into different policies and programs, with a view to promoting gender equality, dates back to the late 1990s within the context of development policies. The endorsement of Agenda 2030 and the adoption of the Sustainable Development Goals (SDGs) 14 have further consolidated the recognition of public procurement as an essential instrument for sustainable development.

Public procurement represents a huge opportunity to build a more inclusive economy, ensure equitable socio-economic recovery and promote the vision of gender-responsive procurement that leaves no one behind, and create outcomes for gender equality and women's empowerment, not only opportunities. This vision would contribute to achieving the Sustainable Development Goals (SDGs), especially Goals 5 and 8, which focus on gender equality and decent work respectively.

The transition from the State Tender Board (STB) to Public Procurement Agency (PPA) brought into the limelight the significance and evidence-based approach to contractual engagement and management locally and internationally.

The classification of areas of engagement within the procurement space into works, goods and services provided much needed impetus for the would-be contractors to ascertain his capabilities and capacity to undertake any procurement types in accordance with the prevailing procurement guidelines, law and regulations.

However, the involvement of women in contractual engagement over the years have become a great concern which required urgent attention and intervention. The expertise required in some instances could be found among the womenfolk as well such that equal opportunities are made available to all and sundry irrespective of gender, and social status.

The Sustainable Development Goal (SDG) 5 which focuses on Gender Equality further emphasizes the need to ensure gender balance in procure-

ment process. Gender inequality remains high in all countries. Public opinion has shown there is gender bias against women in workplace appointment into high offices as well as in accessing political and public offices.

Since public procurement is a significant proportion of GDP computation, public procurement laws and policies that promote certain socio-economic objectives can have a significant effect. It is expected of state-owned enterprises to use procurement in a strategic way to support women's enterprises through a "buy from women-owned" approach, and focusing on enterprises certified owned or led by women.

Traditional definitions of Women-Owned Companies/Businesses (WOC/WOB) and Women-Led Companies/Businesses (WLC/WLB) focus on ownership and control of a company. They usually consider WOC/WOB companies owned by women by at least 51 per cent, and WLC/WLB companies controlled and managed by women by at least 51 per cent. By control, it is usually meant that women are CEO or members of the administrative board.

The Federal Government of Nigeria went into partnership with the United Nations to officially launch an affirmative procurement project in 2022 which gives women more visibility in the entrepreneurs' workspace. The project focuses on inculcating gender-responsive procurement processes which would serve as a solution for advancing economic empowerment to women entrepreneurs.

The project was launched to promote women's inclusion, gender equality and empowerment, inclusive economic growth, and national development through enhanced access to public procurement opportunities for women entrepreneurs. The project sought to first address existing structural barriers that women entrepreneurs face and then accelerate action to promote gender-responsiveness across procurement processes, practices, and institutions, so that change can happen within a reasonable time frame and the Sustainable Development Goals (SDGs) can be achieved.

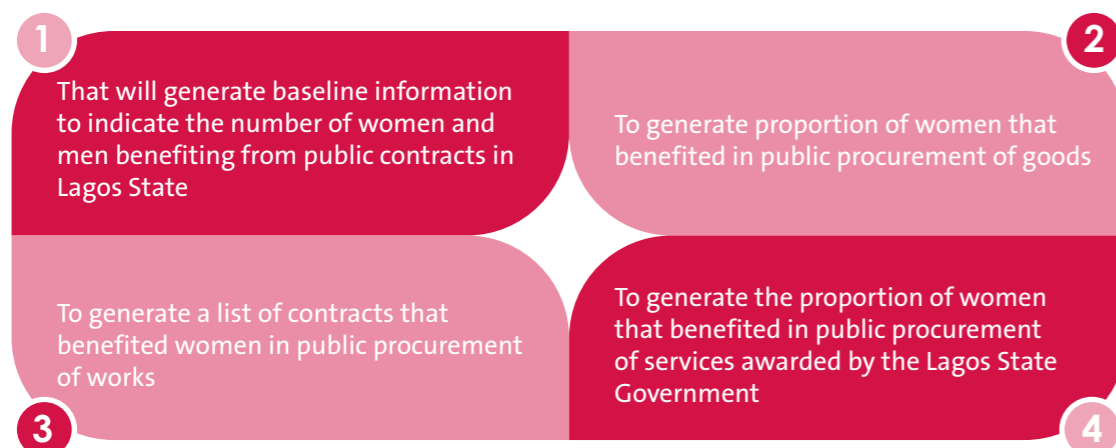
The Lagos State Public Procurement Agency (LPPA) was established on the 2 April 2012 via the Lagos State Public Procurement Agency Law 2011 as re-enacted in Volume 6, Chapter 56, Laws of Lagos State of Nigeria 2015. The agency was primarily set up to ensure probity, accountability, and transparency in public procurement by the state government. The extant law is the Lagos State Public

Procurement Law 2021, which was signed into law on 15 March 2021 by the Governor of Lagos State.

To address these concerns, the Lagos State Public Procurement Agency in partnership with the UN Women seeks to embark on a baseline survey/data gathering on affirmative procurement for women-owned businesses in Lagos State.

1.2 OBJECTIVES OF THE SURVEY

The primary objectives of the assignment are to develop baseline data:



ministratively divided into three senatorial districts, 20 local government areas (LGAs), 37 local council development areas (LCDAs) and 374 political wards.

Although, Lagos State is the smallest state in Nigeria, with an area of 356,861 hectares of which 75,755 hectares are wetlands, yet it has the highest population estimated at 27, 281, 339, which is over 12.5 per cent of the national estimate of 206, 139, 589 (according to World meters.info).

As at 2006, the population of Lagos State was 17.5 million (based on the parallel count conducted by the state during the national census). With a growth rate of 3.2 per cent, the state, today, has an estimated population of 27.281 million (Digest of Statistics: 2022).

Lagos State makes a 30 per cent significant contribution to Nigeria’s GDP which is quite remarkable considering that the state is just home to only 10 per cent of the total population of Nigeria. The majority of Nigeria’s manufacturing is based in Lagos. The state derives at least 29.6 per cent of its GDP from manufacturing, and solidifies its position as the most industrialised economy in Africa. Lagos State is presently, the economic, financial, and commercial nerve centre of the West African sub-region and the fifth-largest economy in Africa. The city of Lagos is projected to be the largest urban agglomeration in sub-Saharan African and the 11th largest in the world by 2030, up from the 18th in 2018.

The rapid increase in population is influenced in largely by the continuous inflow of migrants seeking economic opportunities from other Nigerian states and the rest of West Africa. The economy benefits substantially from high revenues accruing from the entertainment industry, the booming Information, Communication and Technology (ICT) sector, and its extensive seaport which is the largest in continental Africa.



1.3 PROFILE OF LAGOS STATE

Lagos State was created on 27 May 1967 through the State Creation and Transitional Provisions Decree No. 14 of 1967, which restructured Nigeria into a federation of 12 states. The state is located in the South-West region of the country. Prior to the promulgation of the decree, Lagos City was the country’s capital and had been administered directly by the Federal Government through the Federal Ministry of Lagos Affairs. Lagos State has both political and financial autonomy as one of the federating units in the Federal Republic of Nigeria. The state is ad-





CHAPTER 2: METHODOLOGICAL APPROACH

This chapter explains how the entire survey was planned and implemented as well as the systematic way of selecting the respondents (contractors).

Also, contained in this chapter are some important surveys related tool and techniques such as sampling design, questionnaire design, training of enumerator and supervisors, fieldwork, and data processing.

2.1 SAMPLING AND SELECTION OF RESPONDENTS

A preliminary meeting was held between Fagna Training and Consultants Limited and the officials of the public procurement agency (PPA) to deliberate on the best way to actualise the survey. The issues of sampling frame was discussed as well as the need to generate a robust questionnaire, the use of tablet for data generation, recruitment of ad hoc staff as well as sample selection along the major three divides of contracts, namely works, goods and services (consultancy and non-consultancy).

The PPA database of **2599** registered entities (comprising of **966** contractors for works, **670** contractors for goods and **963** contractors for services) was accessed by the technical team from Fagna Training and Consultants Limited where a total of 520 contractors were selected as follows:

Classification	Total size	Sampled selected (20%)	Total Number of Response Received	Response rate (%)
Works	966	193	138	72
Goods	670	134	109	81
Services	963	193	93	48
Total	2599	520	340	65

2.2 SAMPLING AND SELECTION OF RESPONDENTS

The simple random sampling without replacement method was used for the study. The contractors' selection was done across selected local government areas (LGA) of the state and some other states such as Ogun, Oyo and Abuja, the Federal Capital Territory. Below is the list of the LGAs.

2.3 SCOPE OF THE SURVEY

All the contractors registered with and engaged by Lagos State Government were studied across the geographical locations in and outside the states.

2.4 SURVEY COORDINATION STRUCTURE

The survey team comprised of the team lead, two coordinators, a data manager, five supervisors, and 21 enumerators. The supervisors oversaw the work of the enumerators and supported the overall study team lead throughout the project duration.

A multi-stakeholder approach was adopted for the survey with each identified stakeholder contributing key roles and actions to the successful implementation of the survey.

The stakeholders are:



2.5 SURVEY PLANNING

At the planning stage, several meetings were held. The most notable of these meetings was held with the **Technical Working Group (TWG)**, comprising key stakeholders from relevant ministries, departments and agencies (MDAs) and the representatives of Lagos State UN Women.

The meetings served as the preparatory stage for the survey where issues relating to field exercises, logistics, manpower and contingency were adequately planned.

2.6 SURVEY INSTRUMENT AND EQUIPMENT

A detailed and structured questionnaire was developed by the Fagna Training and Consultants Limited team based on the measurable indicators provided by the PPA for easy data capturing and generation of comprehensive baseline indicators that (a) show the extent to which women and men benefit from public contracts in Lagos State, (b) identify the existing disparities and (c) increase women's participation in procurement workspace.

The questionnaire was subsequently pretested and administered through a computer-assisted personal interviews (CAPI) software using mobile tablets and data submitted in real time to the web data collection system of Fagna Training and Consultants Limited.

The geo-position of the enumeration area was taken for reproducibility and ease of data validation. Power banks were provided to assist enumerators in case of power outage.

Distinct structured, close-ended and pre-coded questionnaires were developed for the quantitative part of the survey. These tools were extensively reviewed and pretested.

2.7 MAIN SURVEY FIELD WORK



2.7.1 Training of Data Collectors

After the development and perfection of the statistical tool and testing of the CAPI, a one-day training workshop was organized for all field workers (enumerators and supervisors) on the baseline survey and data gathering on affirmative procurement for women-owned businesses in Lagos State. The training was attended by the Director General of LSPPA, Mr Onafowote and representatives of Fagna Training and Consultants Limited as well as the field workers.

At this training, all field workers were sensitised on the essence of the survey and the timeline for the exercise. They were also introduced to the questionnaire, and trained on how to go about the interviews and the sample frame. Dress code was emphasized, and survey ethics taught, too. Sample sizes for each sector were displayed and the facilitators emphasized on quality data collection.



2.7.2 Duration of the Exercise

The baseline survey and data gathering on affirmative procurement for women-owned businesses in Lagos State initially planned for five working days was extended by additional five days to accommodate more robust responses from the contractors.



2.7.3 Data Collection Process

The sample list (drawn from the list of registered contractors with the Public Procurement Agency) was shared among the enumerators, each having an average of 20 contractors. The soft copy of the questionnaire was sent into the email address of each contractor. This was followed up with several calls and text messages to respective contractors informing them about the essence of the survey exercise and soliciting their support accordingly.

Both quantitative and qualitative data collection methods were employed with the purpose of exploring a range of information and generating data are complementary.



2.7.4 Monitoring and Data Quality Control

The information filled into the CAPI device automatically goes to cloud server and are eventually downloaded into the CSV or Microsoft Excel format in an analysis-ready form that allows data manager to query and confirm the correctness of the responses and accuracy of the GPS coordinates, as well as screen the audio recorded and responses captured.



2.7.5 Data Processing and Analysis and Limitation

Raw data from the survey tools was processed and then edited to ascertain accuracy and completeness. Data was then analysed using STATA statistical software with in-built data quality control measures.

At the backend, all the necessary editing, data cleaning and other pre-analysis options were carefully carried out by the data manager. The data sets were later uploaded into statistical software (STATA) for the appropriate descriptive analysis and generation of tables and charts.

The data points were captured using GPS to ensure locational accuracy and ease of mapping of respondents across the state.



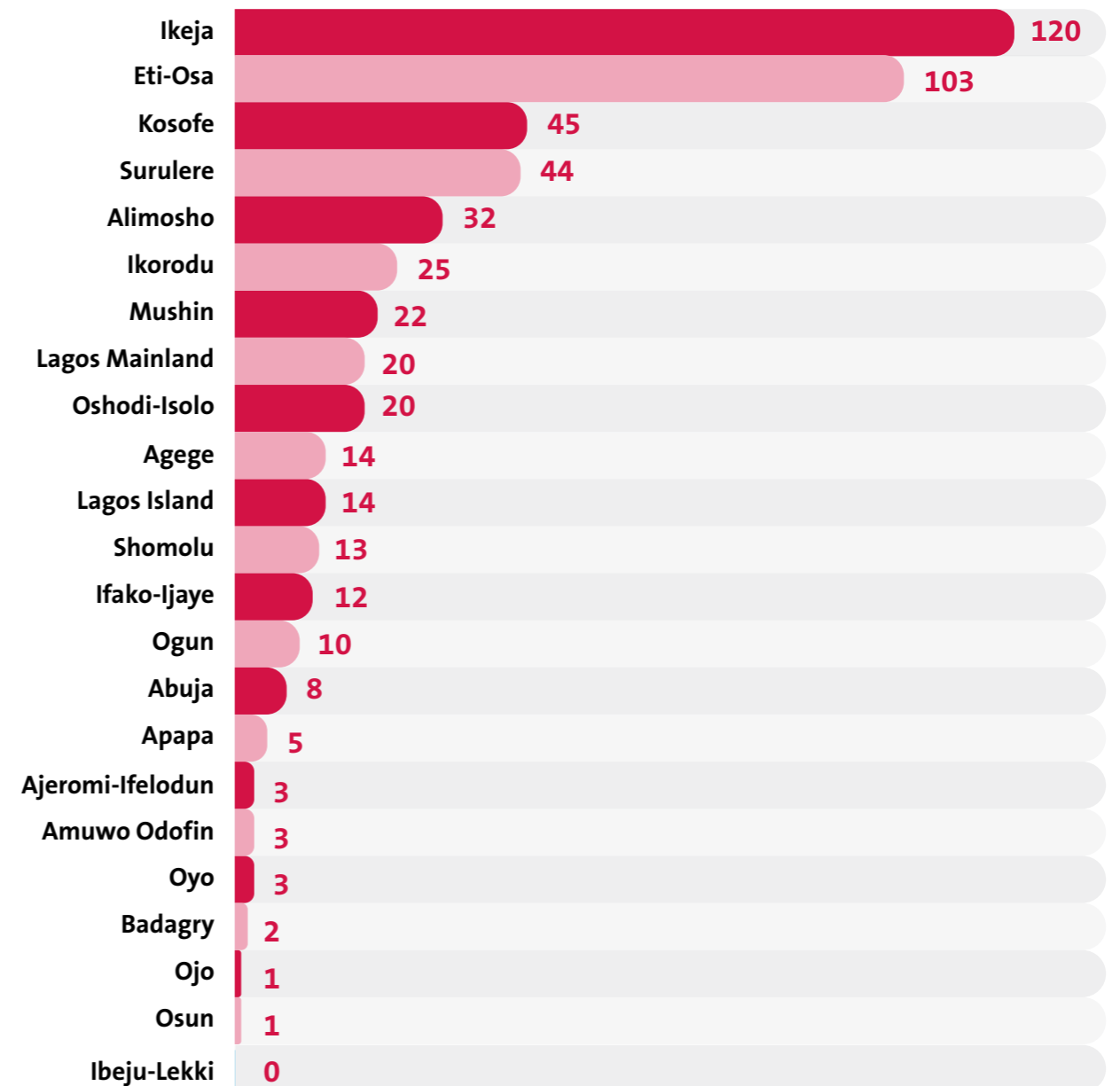
CHAPTER 3: SURVEY FINDINGS

3.1 DISTRIBUTION OF CONTRACTORS BY LOCATION

The relationship between the contractor and the client is governed by the contract itself, so it seems logical to start with the basic question, “What is a contract?”

A contract can simply be defined as an agreement between two or more parties that is intended to be legally binding. It apportions responsibility and risk between parties, with one obliged to supply certain materials or do certain work, especially in any of the building trades, for a stipulated sum.

The baseline survey sought to know the distribution of the various contractors engaged with the Lagos State Government. The three topmost locations of the contractors, Ikeja (25 per cent), Eti-Osa (18 per cent), and Kosofe (12 per cent), are Local Government Areas (LGA) of Lagos State. While Oyo, Abuja, and Apapa have the least (1 per cent each) in the distribution of the location of the contractors working with the Lagos State Government.

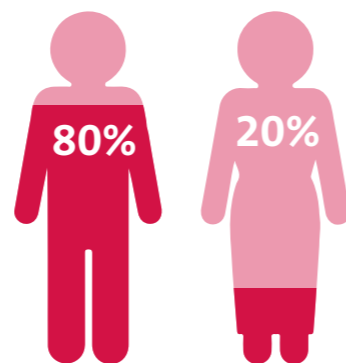


Number of Contractors Selected

3.2 GENDER DISTRIBUTION OF CONTRACTORS

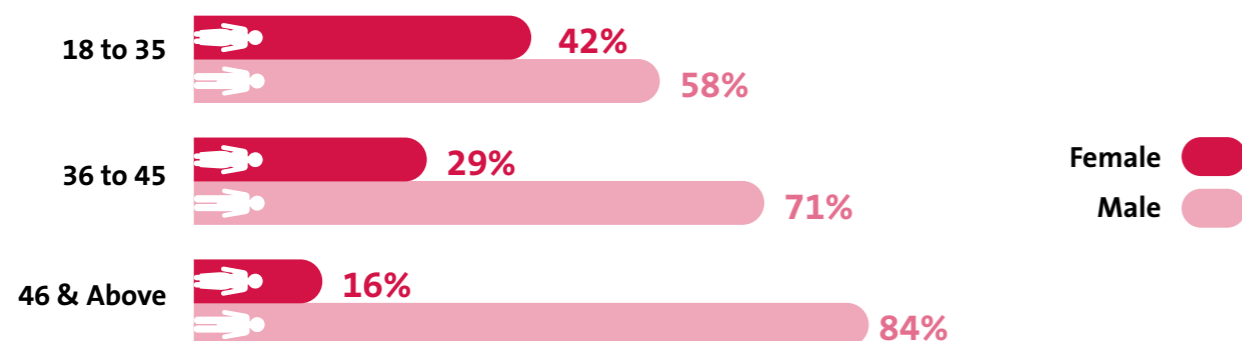
Selecting a contractor is such an important part of the contract process that it is well worth investing plenty of time and resources in the task. One of the constant challenges of the procurement industry is closing the gender distribution gap. While some companies have acknowledged the need for change and are actively working to promote diversity and equality in the workplace, there is still a long way to go to level a male-dominated contractor distribution.

The analysis from the study shows that 80 per cent of the selected samples are male contractors while 20 per cent were female.



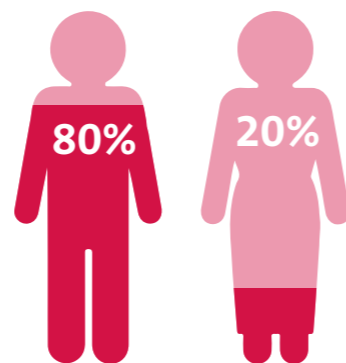
3.3 GENDER BY AGE OF CONTRACTORS GIVEN CONTRACT BY LAGOS STATE GOVERNMENT

The findings from the survey revealed that 42 per cent of female and 58 per cent of male contractors were in the age group 18-35 years; 29 per cent of female and 71 per cent of male contractors were within the age group 36-45 years. On the other hand, those age 46 and above are 16 per cent and 84 per cent for female and male respectively. This shows that 1 out of 2 contractor is a woman between 18 and 35 years old; 1 out of 3 contractors is a woman between 36 and 45 years old; and 1 out of 5 contractors is a woman of 46 years and above. Even though the age varies for the different age groups, women's representation is still low among the contractors. Hence, there is still a need for engaging more females.



3.4 PUBLIC PROCUREMENT AGENCY REGISTRATION BY GENDER

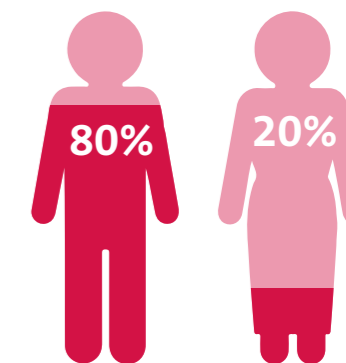
On the percentage of women registered as contractors working with the Lagos State Government, it was found that 20 per cent are female while 80 per cent are male which means 1 out of 5 registered contractors is a woman.



3.5 CORPORATE AFFAIRS COMMISSION REGISTRATION BY GENDER

The Corporate Affairs Commission (CAC) of Nigeria is an autonomous body charged with the responsibility to regulate the formation and management of companies in Nigeria. The survey investigated the gender distribution of contractors working with Lagos State Government that are registered with CAC and it was found that 20 per cent of them are female while the remaining 80 per cent are male.

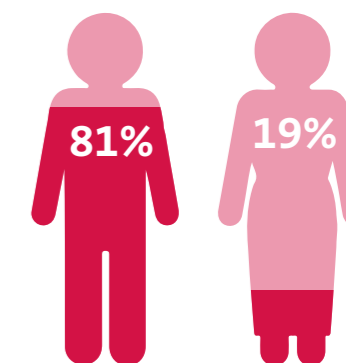
This shows that all the contractors that registered with the Lagos State PPA also registered with CAC along the gender divide.



3.6 WORKED/GOT A CONTRACT WITH THE LAGOS STATE GOVERNMENT

Getting contracts in Nigeria from governments and big companies is not easy. It requires following the standard procedures of registration with the appropriate government agencies such as CAC and PPA for federal and state procurement respectively.

The survey result showed that 19 per cent out of the 20 per cent registered female contractors have worked or got a contract with the Lagos State Government while their male counterparts accounted for 81 per cent. This shows a good representation of those that have registered at PPA and CAC levels and have had an engagement with the state government.



3.7 DURATION OF CONTRACT AWARDED BY LAGOS STATE

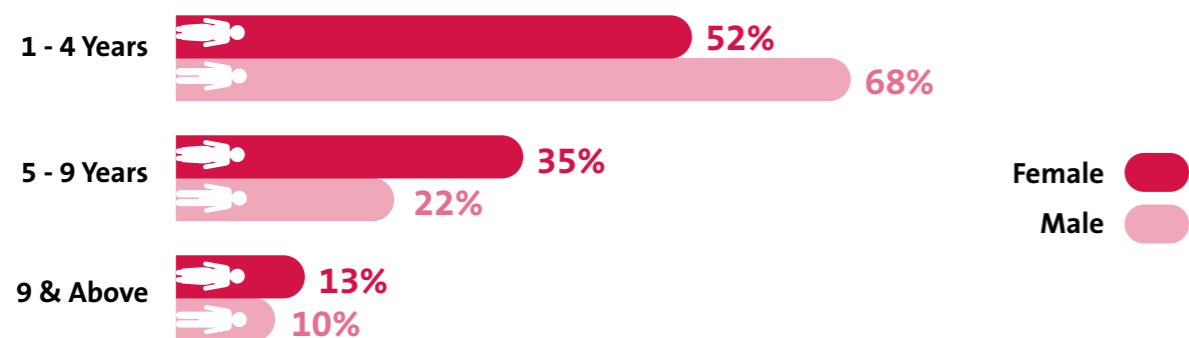
The Public Procurement Agency needs to enhance its ability to conduct procurement from a gender perspective and should increasingly expect to be held accountable for steps taken toward the effective implementation of gender-responsive procurement.

Contractors were asked about the number of years they have been working with the Lagos State Government based on contracts awarded. It was observed that 52 per cent of males and 68 per cent of females said they have been getting awards between 1 and 4 years; 35 per cent males and 22 per cent females said they have been getting awards between 5 and 9 years while 13 per cent males and 10 per cent females said they have been getting awards for at least 9 years.

The analysis shows that in the last four year, the regime of the current administration of Mr Babajide Olusola Sanwo-Olu has awarded the highest number of contracts to women (i.e. 5-9 years and 9 years and more) compared with other past government administrations.

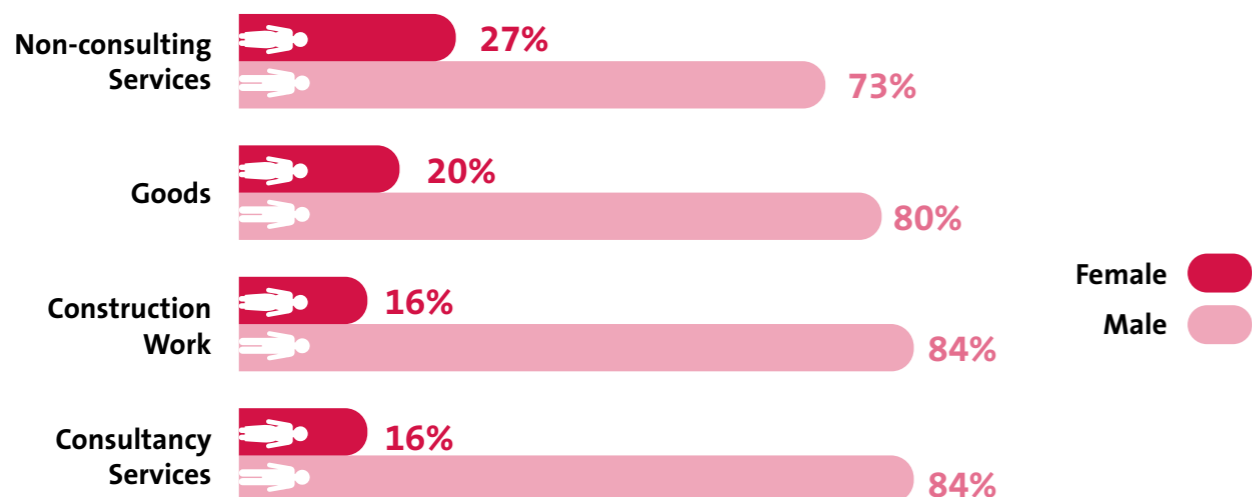
This implied that more female contractors benefited more in the current administration than the last two predecessors.

Also, the progressive increase in women's participation shows that the SDG target of women's inclusion is becoming more realistic. Nonetheless, there is still a need to close the gender distribution gap.



3.8 CONTRACTS AWARDED BY GENDER

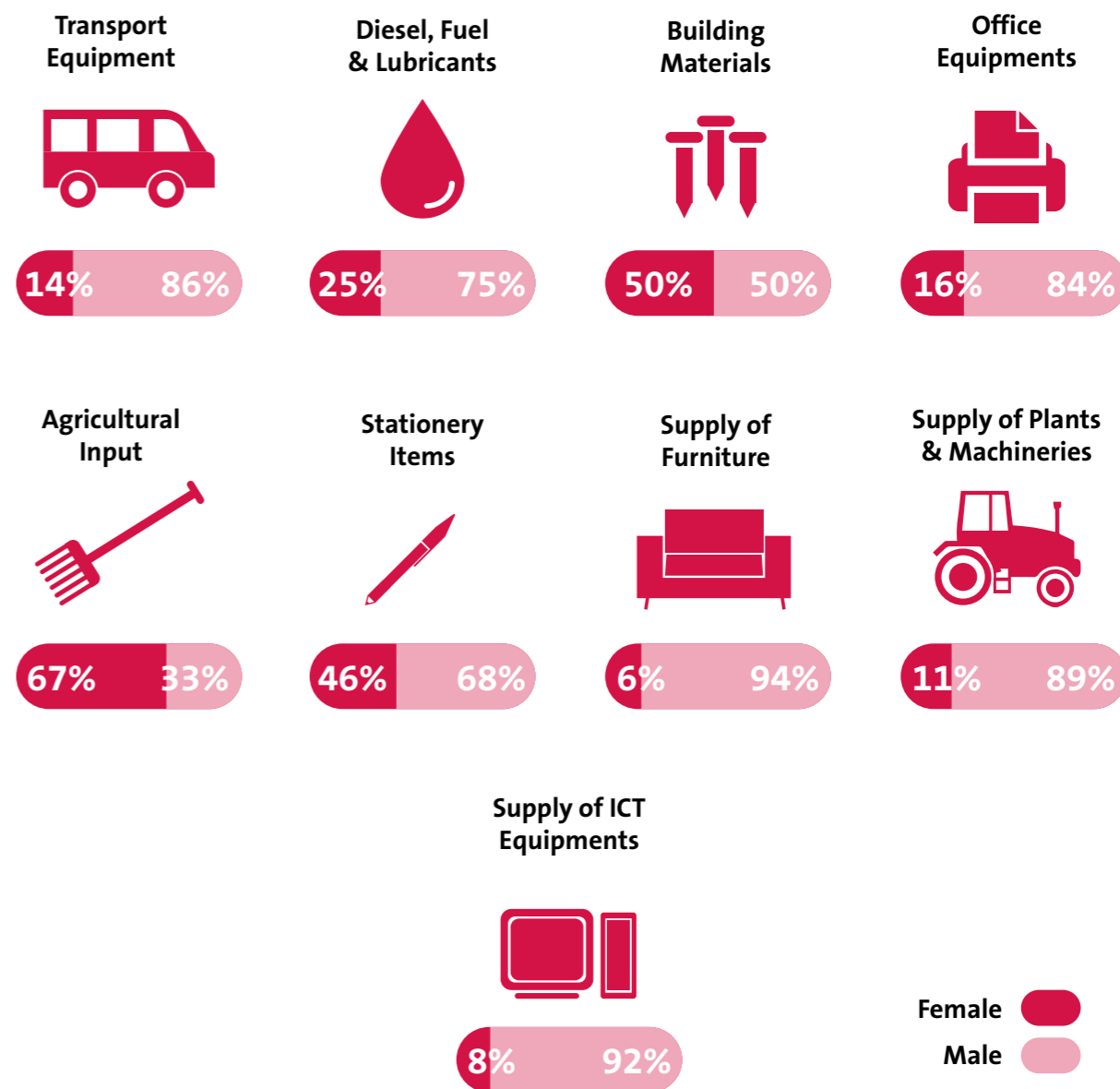
Disaggregating types of contracts awarded by gender revealed that, the entire contractual space was heavily dominated by male contractors consisting of 73 per cent to 84 per cent of the contracts awarded irrespective of their types. Female contractors were mostly awarded non-consulting services (27 per cent), followed by goods (20 per cent), construction works and consulting services (16 per cent).



3.9 GOODS AWARDED BY GENDER

Further analysis of goods awarded by gender revealed that supply of furniture (94 per cent), supply of ICT equipment (92 per cent), transport equipment (86 per cent) were three topmost contracts awarded and executed by male contractors.

On the other hand, for the female contractors, agriculture inputs supply (67 per cent), building materials (50 per cent) and supply of stationery (46 per cent) were also observed as the three topmost contracts awarded to the women-owned or led business.

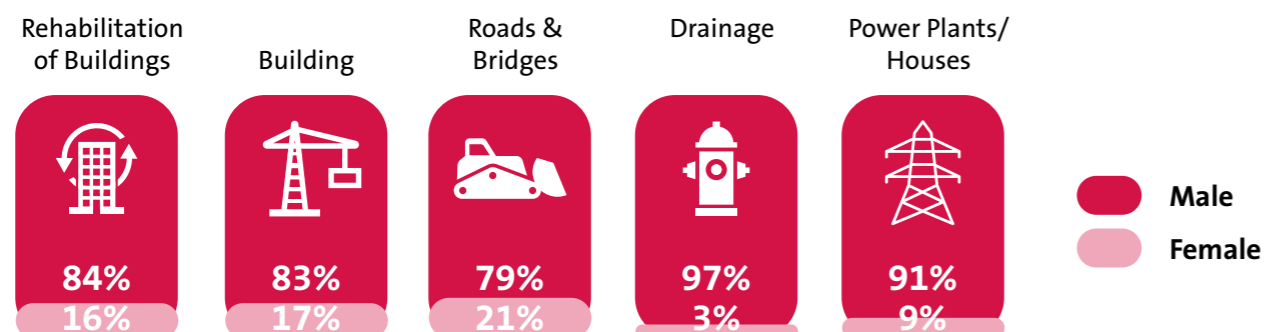


3.10 CONSTRUCTION BY GENDER

Historically, the construction/works category of contracts have been largely dominated by men. This had consistently manifested in several procurement opportunities locally and internationally. However, the last decade witnessed women’s involvement in this space with equal capabilities and capacities to deliver quality and high valuable job. Thus, there is a need to investigate the the opportunity and actual outlook of women contractors in construction space of the Lagos State Government as captured under the procurement agency.

The survey analysis shows that 16 per cent of female contractors and 84 per cent of their male counterpart received rehabilitation of building contracts from the state government. Also, 17 per cent females and 83 per cent males received buildings contracts; 21 per cent of females and 79 per cent of males have engaged in road/bridge construction; 3 per cent of females and 97 per cent of males were awarded drainage construction, while 9 per cent of females and 91 per cent of males were awarded contracts relating to power plants/house construction.

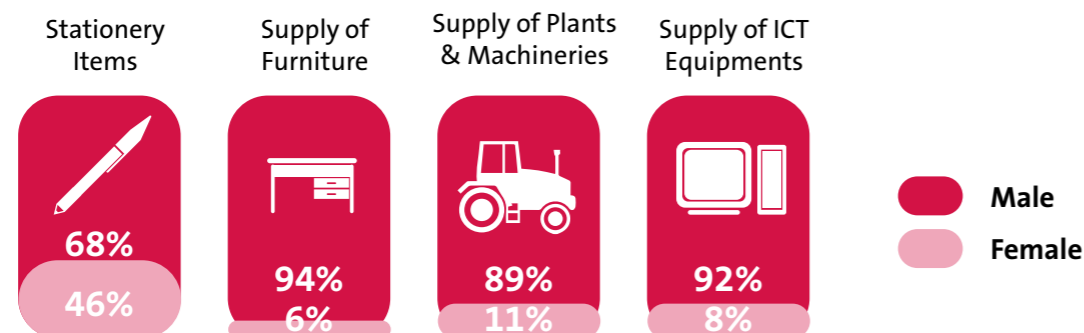
Although, the construction/works space is generally male-dominated, female contractors also showed increased participation in building construction (17 per cent) and rehabilitation (16 per cent). Interestingly, the topmost contract awarded to female contractors across the construction space was construction of Roads/Bridges as attested to by 21 per cent of women respondents.



3.11 CONSULTING SERVICES AWARDED BY GENDER

Consulting services are usually intellectual in nature and are considered technical services the output of which is not equipment intensive. Advisory and project-related services are typical consulting services. These include: feasibility studies, project management, engineering services, finance and accounting services, training and development, to mention a few.

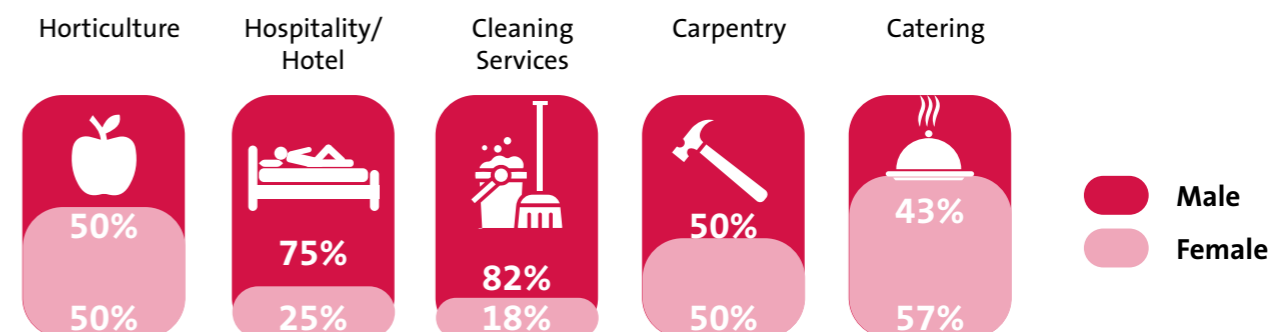
The study sought to know the type of consulting services awarded to contractors working with the Lagos State Government by gender. The findings showed that 14 per cent of females and 86 per cent of males were awarded other consulting services; 33 per cent of females and 67 per cent of males got training consulting services; 50 per cent of females and 50 per cent of males got financial services; and 33 per cent of females and 67 per cent of males were awarded legal/advisory services.



3.12 NON-CONSULTING SERVICES AWARDED BY GENDER

The baseline study shows that horticulture services were shared equally (50 per cent) by females contractors and their male counterparts; 25 per cent of hospitality/hotels services went to female contractors while their male counterparts were awarded 75 per cent; 18 per cent of cleaning services was awarded to females contractor while the males took the remaining 82 per cent.

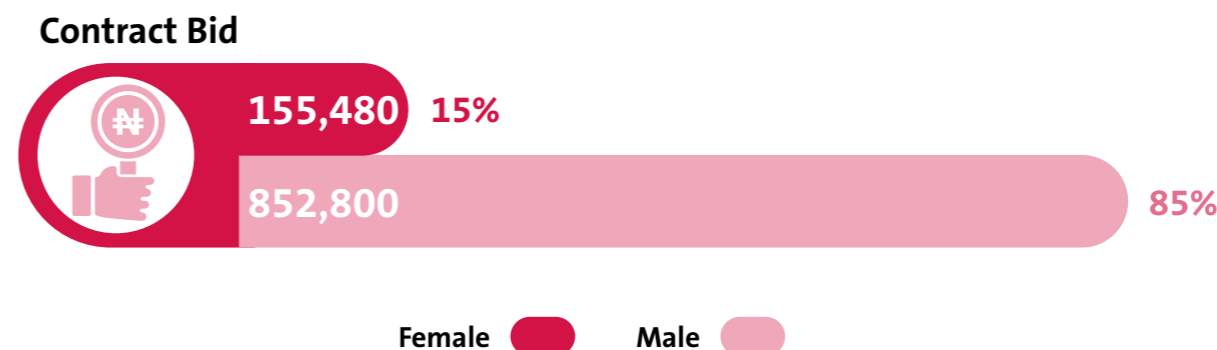
Carpentry services were shared equally (50 per cent) between both females and males contractors; 57 per cent of catering services went to female contractors and 43 per cent awarded to males.



3.13 NUMBER OF CONTRACTS BID BY GENDER

Women-owned businesses and women-led businesses may face several challenges that contribute to their reluctance or limited participation in bidding for government contracts. The reasons for their hesitation to bid for government contracts could likely be due to a lack of one or more of the following: access to information, access to capital and finance, networking and support, capacity and experience.

Out of the total **1,008,280 contract bids** submitted to the Lagos State Government through the Lagos State Public Procurement Agency (LSPPA), women-owned and women-led businesses accounted for **155,480 (15 per cent) bids** while businesses owned or led by men accounted for the majority **852,800 (85 per cent) bids**.

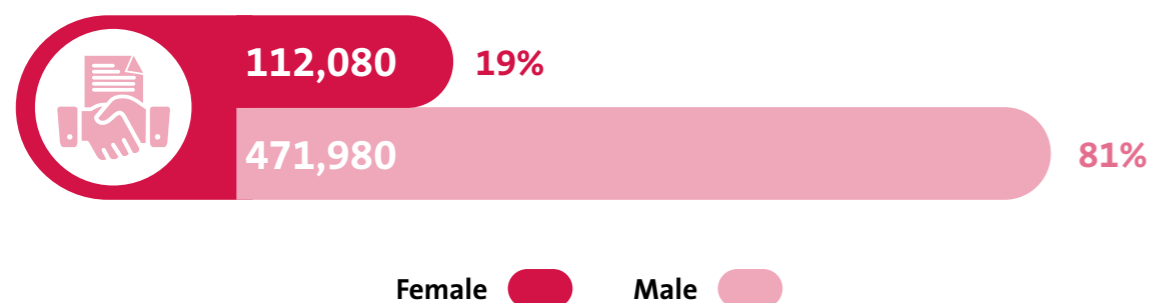


3.14 NUMBER OF CONTRACTS WON BY GENDER

The baseline study further analysed the total number of contracts won by gender and it was observed that WOC/WOB/WLC/WLB received around **19 per cent (112,080 contracts)** of the total contracts won, while men earned the majority **81 per cent (471,980 contracts)**.

Value for money, economy, and efficiency are the driving factors behind governmental procurement decisions. Due to structural impediments, women-owned businesses typically have smaller customer bases and slower growth rates. They might not be able to fulfil those conditions and have the capacity to meet those requirements needed to execute the contracts or projects, making them ineligible or unable to win the tender competitions.

Contracts Won

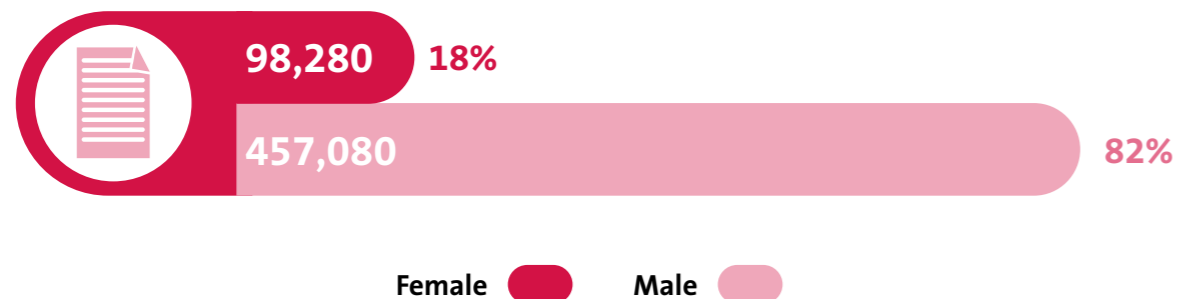


3.15 NUMBER OF CONTRACTS AWARDED BY GENDER

A contract award is a notification to the chosen supplier stating acceptance of contractor’s bid, the specified date and provisional price with conditions. The formal notification is given by the owner, authorising the contractor to commence and perform a limited task or work prior to a formal contract being agreed upon and signed.

The data reveals the number of contracts awarded by gender in Lagos State. Among the total contracts awarded, women accounted for 18 per cent (98,280 contracts) which is almost at par with the 20 per cent benchmark earmarked by the UN Women, while men accounted for 82 per cent (457,080 contracts).

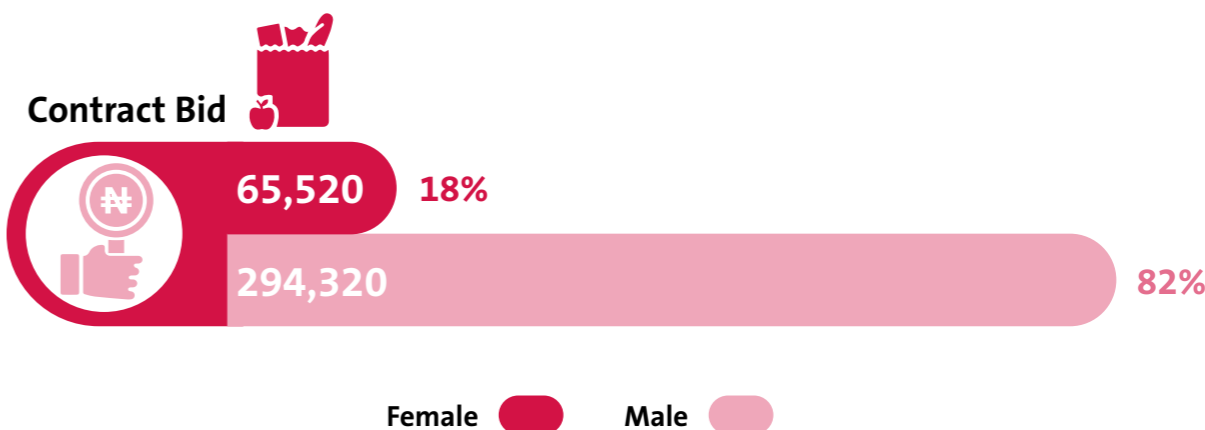
Contract Awarded



3.16 NUMBER OF CONTRACTS (GOODS) BID BY CONTRACTORS

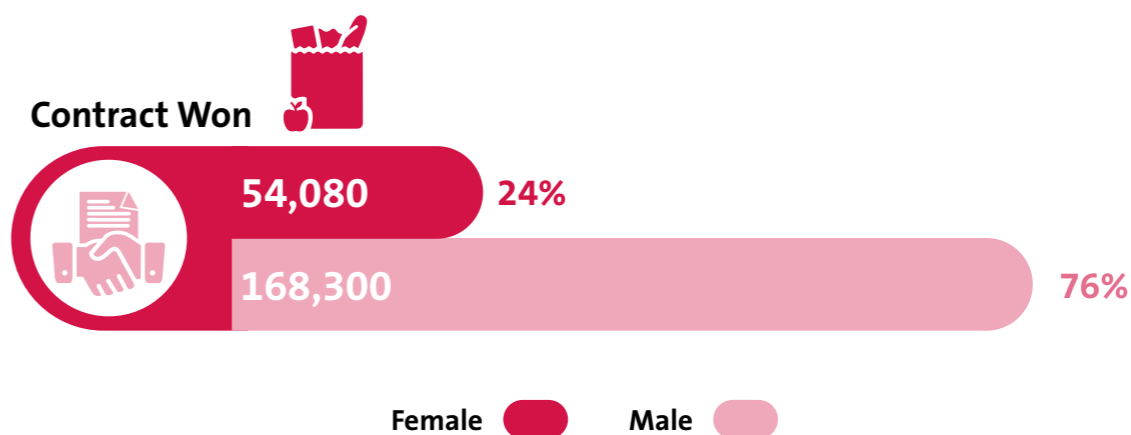
Under public procurement, goods refer to tangible products or commodities that are procured by government entities for various purposes. Goods are typically categorized as a specific type of procurement item and can include, but are not limited to, the following: raw materials, equipment and machinery, office supplies, technology and electronics, pharmaceuticals and medical supplies, construction materials, furniture and fixtures, vehicles and transportation equipment.

The survey data shows that female contractors accounted for approximately 18 per cent (65,520) of the total bids, while male contractors represented 82 per cent (294,320).



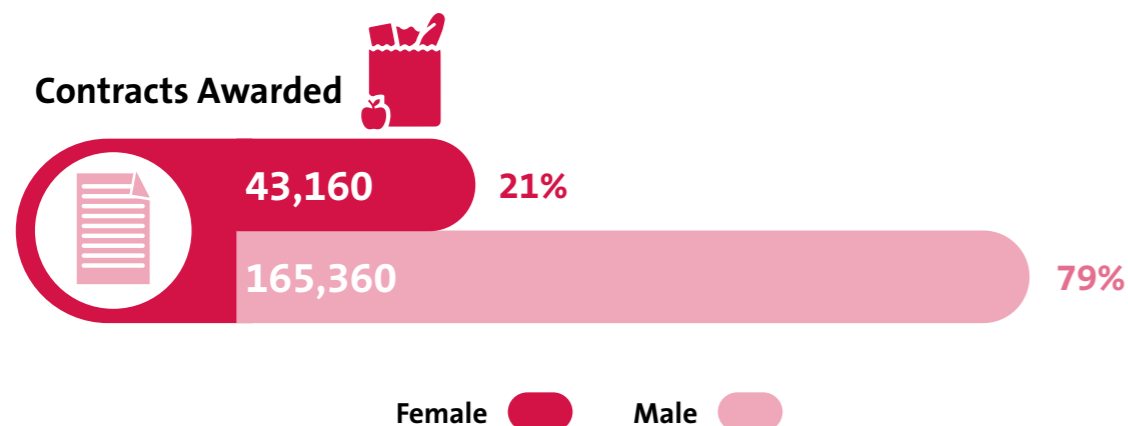
3.17 NUMBER OF CONTRACTS (GOODS) WON BY CONTRACTORS

According to the analysis of the total number of contracts (goods) won by gender, WOC/WOB/WLC/WLB obtained 24 per cent (54,080 contracts), with the remaining 76 per cent (168,300 contracts) won by male-owned businesses.



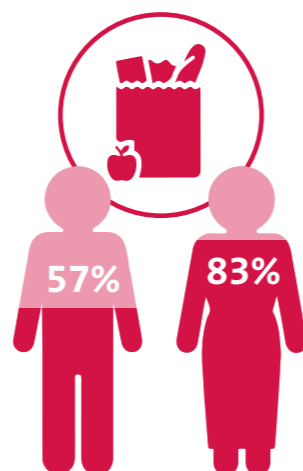
3.18 NUMBER OF CONTRACTS (GOODS) AWARDED TO CONTRACTORS

According to the sampled survey data, a total of 208,520 contracts were awarded in the goods category. Out of these, 21 per cent (43,160 contracts) were awarded to female-owned businesses or organizations, while 79 per cent (165,360 contracts) were awarded to male-owned businesses. This shows that the Lagos State Government is intentional about empowering WOC/WOB/WLC/WLB and ensuring gender inclusiveness in the state's public procurement process.



3.19 PROPORTION OF CONTRACTS (GOODS) BID AGAINST THOSE WON

The survey further revealed that of the 65,520 contracts (goods) bid by female-owned businesses or organizations, 54,080 of the contracts were won, accounting for a success rate of 83 per cent. Meanwhile, male-owned businesses or organizations won 168,300 out of the 294,320 contracts bid, accounting for a 57 per cent success rate. This shows that the Lagos State Government is intentional about empowering WOC/WOB/WLC/WLB and ensuring gender inclusiveness in the state's public procurement process.



3.20 TOTAL VALUE OF CONTRACTS (GOODS) AWARDED TO WOMEN-OWNED AND MEN-OWNED BUSINESSES

Contract value means the portion of the contract price adjusted to give effect to such additions or deductions as provided for in the contract which is properly apportionable to the goods or services in question. A contract value is essentially the price tag that a government contract is worth. Government contracts can have values ranging anywhere from several hundred to millions.

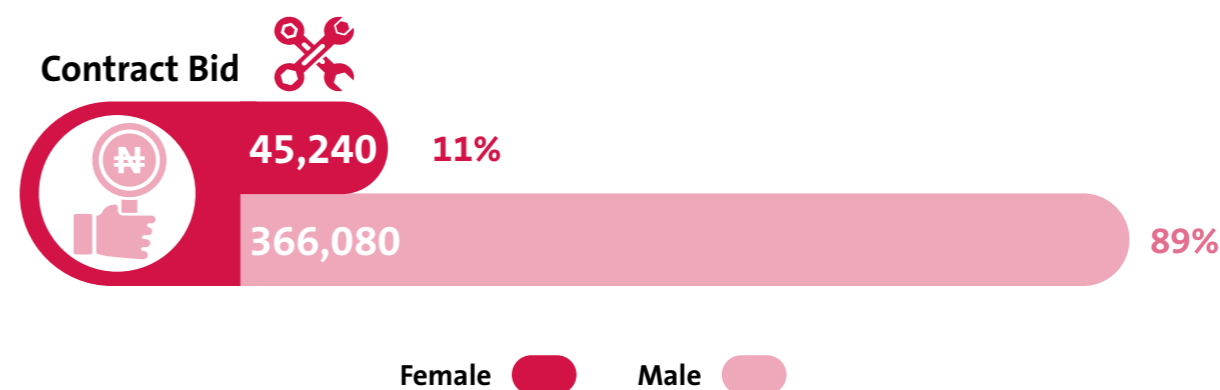
The study reveals that, based on the selected sample size, the total monetary value of the contracts (goods) awarded to the sampled female-owned businesses/organizations, was ₦402.940 billion which is 19 per cent of the total value of contracts awarded while the total monetary value of the contracts awarded to the sampled male-owned businesses/organizations was ₦1.684 trillion accounting for 81 per cent of the total contract value.



3.21 NUMBER OF CONTRACTS BID FOR CONSTRUCTION WORKS

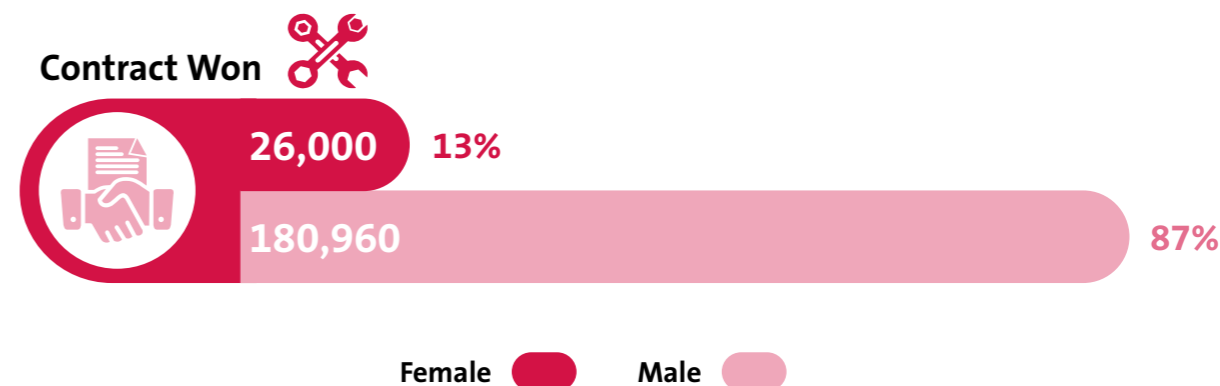
Under public procurement, construction works or projects refers to building rehabilitation and restructuring of public facilities such as roads, bridges, schools, hospitals, railways etc.

The survey data indicate that women contractors bid 45,240 (representing 11 per cent) for construction works, while male contractors submitted 366,080 bids, representing 89 per cent of the total bids in that category.



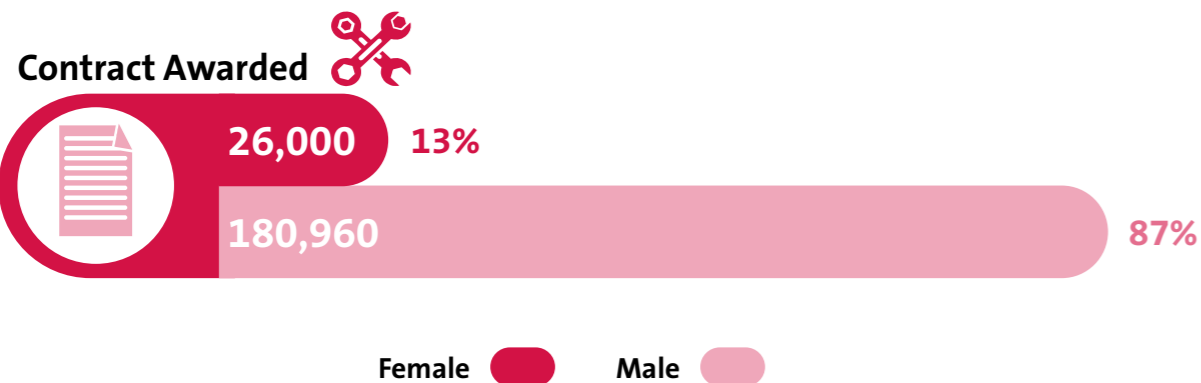
3.22 NUMBER OF CONTRACTS (CONSTRUCTION WORKS) WON BY CONTRACTORS

The baseline study analysis of the total number of construction contracts won by gender, shows that women-owned or women-led organisations obtained 26,000 contracts (13 per cent) while their male counterparts won 180,960 contracts (87 per cent).



3.23 NUMBER OF CONTRACTS (CONSTRUCTION WORKS) AWARDED TO CONTRACTORS

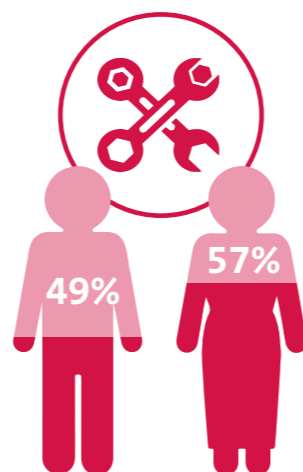
According to the survey data, 199,160 construction contracts were awarded. Out of these, 12 per cent (23,920 contracts) were awarded to female-owned businesses or organisations, while 88 per cent (175,240 contracts), were awarded to male-owned businesses or organisations. This shows that the Lagos State Government is intentional about empowering WOC/WOB/WLC/WLB and ensuring gender inclusiveness in the state’s public procurement process.



3.24 PROPORTION OF CONTRACTS (CONSTRUCTION WORKS) BID AGAINST THOSE WON

According to the survey, female-owned businesses won 26,000 out of their 45,240 bids for construction contracts, with a success rate of 57 per cent; male-owned businesses won 180,960 of their 366,080 bids at 49 per cent success rate.

This further shows that the Lagos State Government is intentional about empowering WOC/WOB/WLC/WLB and ensuring gender inclusiveness in the state’s public procurement process.



3.25 TOTAL VALUE OF CONTRACTS (CONSTRUCTION WORKS) AWARDED TO WOMEN AND MEN-OWNED/LED BUSINESSES

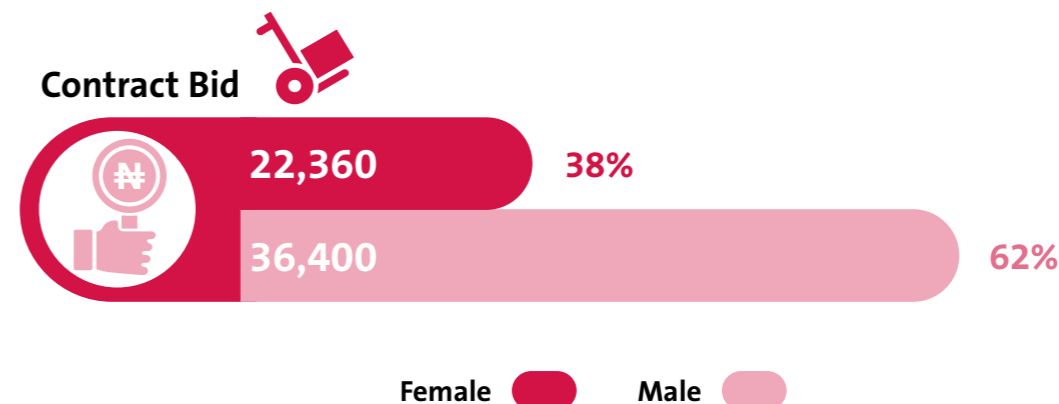
Based on the selected sample size, the total monetary value of construction works awarded to the sampled female-owned businesses, was ₦1.338 trillion, which is 1 per cent of the total value of contracts awarded; conversely, the total monetary value of construction works awarded to male-owned businesses was ₦159.745 trillion, accounting for 99 per cent of the total contract value.



3.26 NUMBER OF CONTRACTS BID FOR NON-CONSULTANCY SERVICES

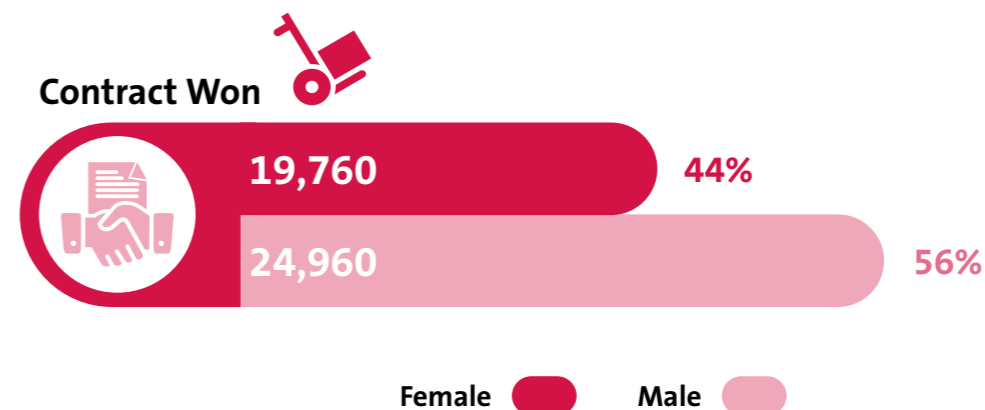
A non-consulting service provider is an individual or a company who contracts to provide services, other than consulting services, to another individual. Some typical examples of non-consulting services are equipment maintenance and repair, utility management, logistics etc.

The survey data reveals that the 67 women-owned/led businesses/organizations sampled bid for 22,360 non-consultancy services, which was 38 per cent of the total bids, while the 273 men-owned businesses/organizations sampled bid for 36,400 non-consultancy services, accounted for 62 per cent of the total bids.



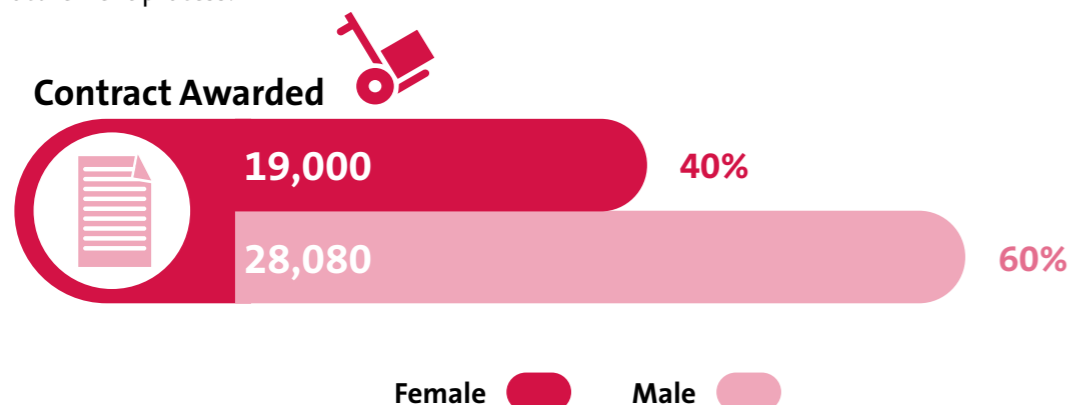
3.27 NUMBER OF CONTRACTS (NON-CONSULTANCY SERVICES) WON BY CONTRACTORS

WOC/WOB/WLC/WLB obtained 44 per cent (19,760) of the total contracts for non-consultancy services, while 56 per cent (24,960) of the contracts were won by male-owned businesses.



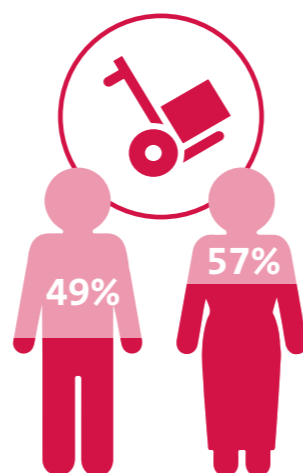
3.28 NUMBER OF CONTRACTS (NON-CONSULTANCY SERVICES) AWARDED TO CONTRACTORS

According to the sampled survey data, a total of 47,080 non-consultancy services contracts were awarded. Out of these, 19,000 contracts (40 per cent) were awarded to female-owned businesses, while 28,080 contracts (60 per cent) were awarded to male-owned businesses. This further shows that the Lagos State Government is intentional about empowering WOC/WOB/WLC/WLB and ensuring gender inclusiveness in the state's public procurement process.



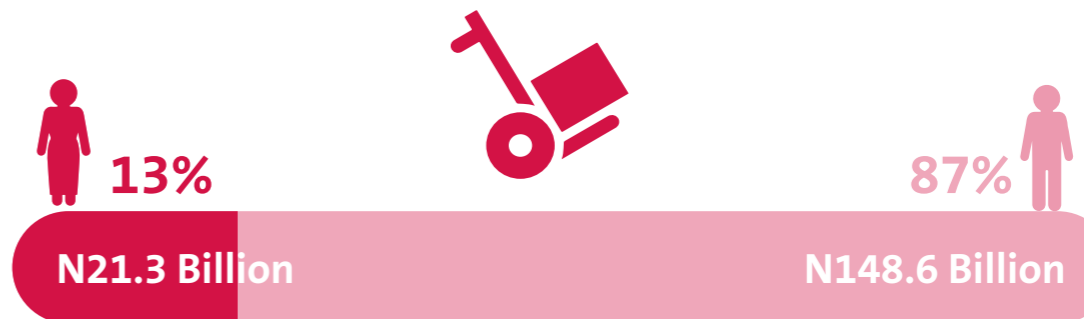
3.29 PROPORTION OF CONTRACTS (NON-CONSULTANCY SERVICES) BID AGAINST THOSE WON

The survey further revealed that female-owned businesses bid for 22,360 non-consultancy services contracts and won 19,760, with a success rate of 88 per cent; meanwhile male-owned businesses won 24,960 of the 36,400 bids for non-consultancy services at 69 per cent success rate.



3.30 TOTAL VALUE OF CONTRACTS (NON-CONSULTANCY SERVICES) AWARDED TO WOMEN AND MEN OWNED/LED BUSINESSES

The sample reveals the total monetary value of non-consultancy service contracts awarded to female-owned businesses was ₦21.276 billion, which is 13 per cent of the total value of the contracts awarded. Male-owned businesses, on the other hand, were awarded ₦148.605 billion non-consultancy service contracts, accounting for 87 per cent of the total contract value.

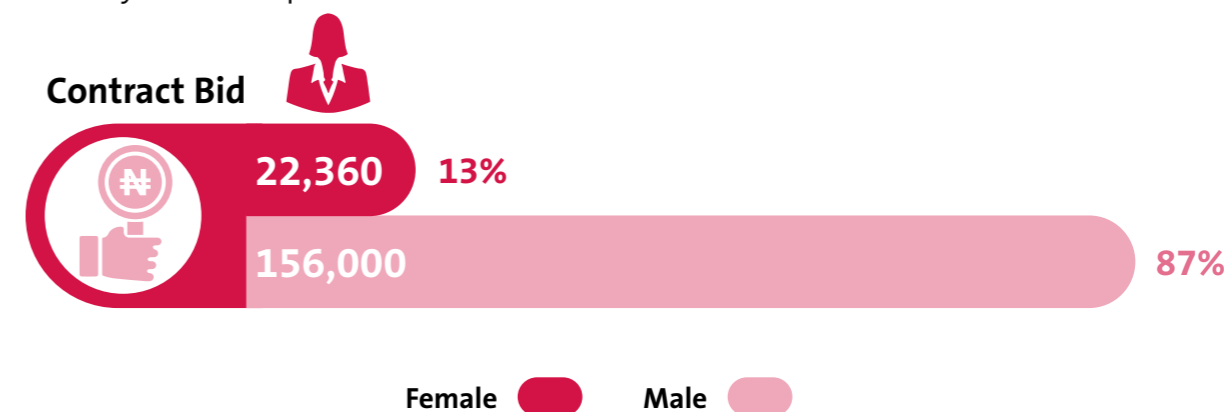


3.31 NUMBER OF CONTRACTS BID FOR CONSULTANCY SERVICES

Consulting services focus on critical issues and opportunities such as strategy, marketing, organization, operations, technology, transformation, digital, advanced analytics, corporate finance, mergers and acquisitions, and sustainability across all industries and geographies.

While a bid is a tender, proposal or quotation submitted in response to a solicitation from a contracting authority, government agencies, by law, are required to issue bids publicly whenever they are in need of a specific product or service.

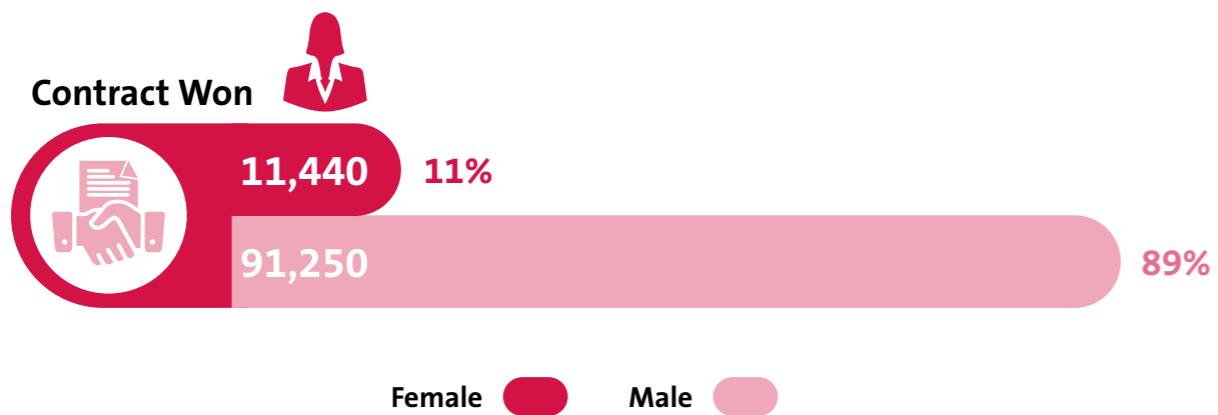
After issuing these bids publicly, female contractors bid for 22,360 contracts (13 per cent) while their male counterparts bid for 156,000 contracts (87 per cent). This simply means that 1 contract bid by a woman for consultancy services competed with 8 from men.



3.32 NUMBER OF CONTRACTS (CONSULTANCY SERVICES) WON BY CONTRACTORS

The key to running a successful construction business is securing contracts, but there's a lot of hard work that goes on behind the scenes to make that happen.

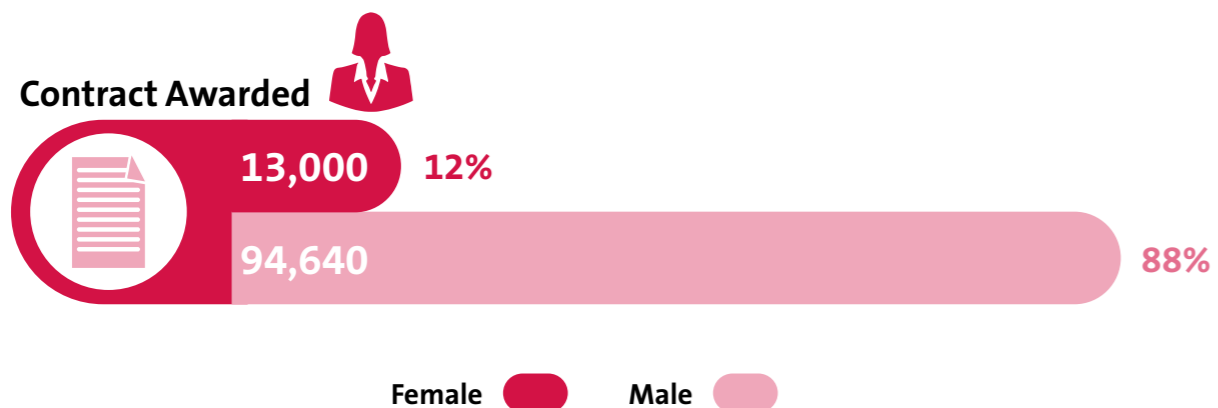
The survey shows that 11,440 contracts (11 per cent) went to females' contractors while 91,250 contracts (89 per cent) were awarded to their male counterparts. This implies that, for every single contract won by a woman for consultancy services, 8 were won by men.



3.33 NUMBER OF CONTRACTS (CONSULTANCY SERVICES) AWARDED TO CONTRACTORS

The baseline study shows that 13,000 (12 per cent) of consultancy service contracts were awarded by the Lagos State Government to female-owned or led organisations while 94,640 (88 per cent) went to their male counterparts.

The analysis shows that not all women that bid were awarded consultancy contracts. This result should be looked into, in other to encourage more women contractors.



3.34 PROPORTION OF CONTRACTS (CONSULTANCY SERVICES) BID AGAINST THOSE WON

The study shows that female contractors won 11,440 contracts out of their 22,360 bids. Their male counterparts won 91,520 of the 156,000 consultancy services contract they bid for with the Lagos State Government.

The analysis shows a close percentage: 51 per cent to females and 59 per cent to males. More of this process should be encouraged by the Public Procurement Agency and related stakeholders.



3.35 VALUE OF CONTRACT (CONSULTANCY SERVICES) AWARDED TO CONTRACTORS

The value of contracts awarded to contractors based on gender was analysed in this baseline survey and it was found that the female gender has a total sum of ₦1.606 trillion while the male gender has been awarded contracts to the sum of ₦12.91 trillion.

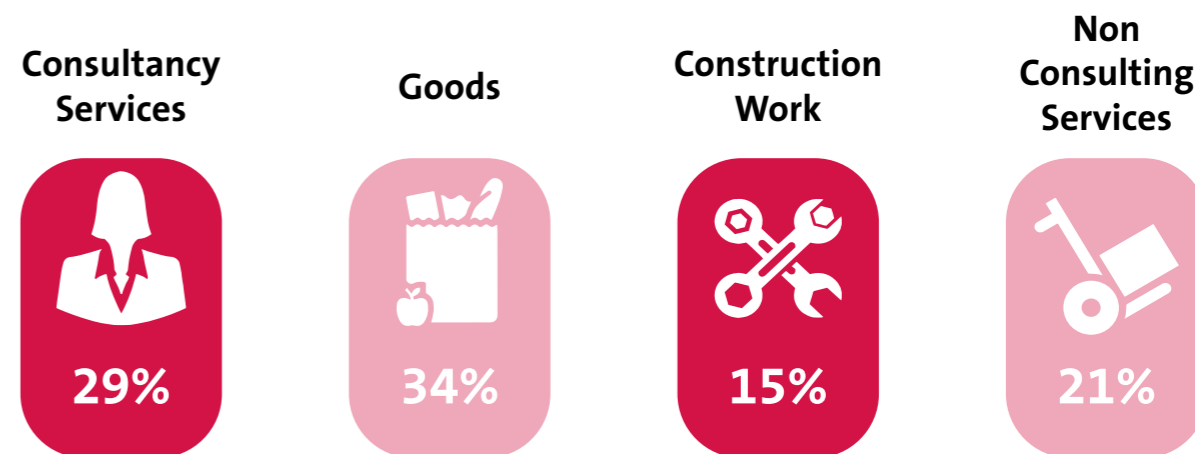
The analysis shows that women are privileged to 11 per cent of the total sum allocated for procurement of consultancy services while men had 89 per cent share. This calls for a deliberate intervention for women entrepreneurs.



3.36 CONTRACTS PREFERRED BY WOMEN-OWNED/LED ORGANISATION

Patterns of women’s business ownership and self-employment reflect gender labour market segmentation: Women are more likely to engage in less labour-intensive activities in informal sector enterprises.

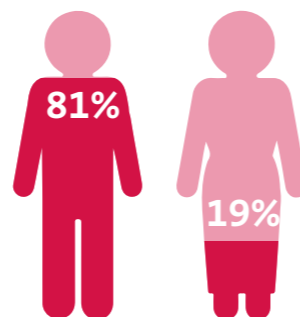
The analysis shows the types of contracts women prefer: 29 per cent wanted consultancy services; 34 per cent preferred goods; 15 per cent mentioned construction works; the remaining 21 per cent mentioned non-consulting services as their choice of procurement.



3.37 CHALLENGES EXPERIENCED WITH PPA BY THE CONTRACTORS

Risk is always a key concern for procurement, with the primary focus on suppliers' financial status, followed by health, safety and industry practices.

The survey went on to ask the contractors if they experience any challenges with the Public Procurement Agency of Lagos State. The analysis shows that 19 per cent of the female contractors said they have challenges with Lagos State PPA, while 81 per cent of male contractors also said they have experienced challenges with Lagos State PPA as well.



3.38 SUGGESTIONS BY RESPONDENTS ON HOW PPA CAN IMPROVE THEIR OPERATIONS

■ **Digitalisation and Technology:**

- Advancement in ICT/digitalisation should be a priority.
- Enhance the mobile web experience and user-friendliness of the website.
- Increase ICT involvement in PPA operations.

■ **Process and Registration Improvement:**

- Registration processes should be expedited.
- Simplify the registration process or extend the validity period.

■ **Transparency and Equal Opportunities:**

- Promote transparency and equal opportunities for contractors.
- Ensure a level playing ground for all.
- Maintain fairness and transparency in dealing with companies.
- Ensure equal opportunities and award contracts based on merit.

■ **Communication and Customer Service:**

- Regular surveys are essential for improvement.
- Improve communication by contacting individuals after registration for easy application.
- Increase channels of interaction and maintain good work.
- Continuously improve customer care services.
- Engage more with contractors and consultants.

■ **Payment and Contract Processes:**

- Streamline payment processes and make payments faster.
- Review registration standards and validity.
- Ensure dated, signed, and original vendor certificates.
- Accommodate more consultancy works and prioritize indigenous companies.
- Ensure readily available funds for contract execution.
- Improve service delivery.



CHAPTER 4: RECOMMENDATION & CONCLUSION

RECOMMENDATIONS

- **Economic Empowerment:** The under-representation of women in contract bidding restricts their economic empowerment and hampers their ability to participate fully in the business sector. Equal access to government contracts can create a level playing field, enabling women-owned enterprises to thrive and contribute to the economic growth of Lagos State.
- **Gender-Responsive Procurement:** The gender disparities revealed by the data emphasise the importance of broadening the scope of gender-responsive procurement. The number of women who got contract with the state government stands at a significant proportion, but more involvement of the female gender should be considered. It is essential to adopt measures that not only promote women's enterprises but also foster an inclusive business environment where gender-responsive enterprises can thrive.
- **Policy Interventions:** The findings call for targeted policy interventions to address the barriers faced by women in accessing government contracts. These may include capacity-building programmes, mentorship initiatives, and awareness campaigns to empower women entrepreneurs and enhance their participation in the procurement process.
- **Supplier Diversity:** Promoting supplier diversity and actively seeking women-owned businesses can help create a more inclusive procurement ecosystem. Encouraging government agencies to consider gender balance in their contract awards can contribute to levelling the playing field and promoting gender-responsive practices.

CONCLUSION

The baseline data analysis highlights the gender disparities in contract awards in Lagos State, with a significant difference between the number of contracts awarded to women and men.

The current administration of Mr Babajide Olusola Sanwo-Olu has made improvement by increasing sporadically the involvement of women contractors especially in non-consulting services contract. By implementing the recommended measures, Lagos State can create an inclusive and equitable procurement environment that fosters the economic empowerment of women and contributes to overall gender equality. Continued monitoring and evaluation will be crucial to assess progress, identify gaps, and refine strategies to achieve sustainable change. Programmes and policy should be put in place for supplier development, tailored specifically towards women's enterprises, especially those owned and run by women who face multiple and intersecting forms of discrimination.

At the broader level, governments and policymakers should support women entrepreneurs by facilitating their access to capital and financial services, information and networks, and markets to encourage more women-owned businesses.

It is our collective responsibility to promote gender-responsive procurement and ensure that all individuals, regardless of gender, have equal opportunities to participate and succeed in the public procurement sector.

