

**3rd**

# ASSURANCE REPORT



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January 2020

# ACKNOWLEDGEMENTS

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The CoST Uganda Multi-Stakeholder Working Group (MSG) expresses its appreciation to the Government of Uganda through the Ministry of Works and Transport, the Champion of CoST in Uganda, for the support to CoST Uganda. We are also grateful to the Procuring and Disposing Entities that participated in the 3rd Assurance process including; Ministry of Education and Sports (3 projects), Ministry of Health (4 projects), Ministry of Energy and Mineral Development (2 projects), Uganda National Roads Authority (2 projects) and Ministry of Water and Environment (2 projects).

We also extend our gratitude to the Public Procurement and Disposal of Public Assets Authority (PPDA) which has embraced the work of CoST by recommending the projects for the 3<sup>rd</sup> Assurance Process. The MSG commends this partnership with expectation that public authorities will receive and address the recommendations related to disclosure and procurement, resulting from this Assurance and develop lessons and processes aimed at improving the development and implementation of future projects.

The MSG is further indebted to all the contractors, consultants, project managers, institutions and communities where the Assurance was conducted. It is our sincere hope that the recommendations, key observations and comments from this CoST Assurance report will help stakeholders in better implementation, monitoring and design of future projects.

The MSG also appreciates the CoST Assurance Team, CoST International Secretariat peer review team and CoST Uganda Team, the development partners and funders of CoST Uganda Chapter, without whom this Assurance and disclosure processes would never have been achieved.

Thank you all for the contributions towards realising *Better Lives from Better Infrastructure in Uganda*.

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# ACRONYMS

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<b>A</b>	Average	<b>MUST</b>	Mbarara University of Science and technology
<b>AFIC</b>	Africa Freedom of Information Centre	<b>MWE</b>	Ministry of Water and Environment
<b>AfDB-V</b>	African Development Bank – V Project	<b>N/A</b>	Not Applicable
<b>AP</b>	Assurance Professional	<b>ND</b>	Not Disclosed
<b>AT</b>	Assurance Team	<b>OC4IDS</b>	Open Contracting for Infrastructure Data Standard
<b>BADEA</b>	Arab Bank for Economic Development in Africa	<b>OPM</b>	Office of the Prime Minister
<b>CG</b>	Central Government	<b>PDE</b>	Procuring and Disposing Entities
<b>CoST</b>	Infrastructure Transparency Initiative	<b>PPDA</b>	Public Procurement and Disposal of Public Assets Authority
<b>DFID</b>	Department for International Development	<b>PTCs</b>	Primary Teacher’s Colleges
<b>FIDIC</b>	International Federation of Consulting Engineers	<b>PWDs</b>	Persons with Disabilities
<b>FY</b>	Financial Year	<b>SFD</b>	Saudi Fund for Development
<b>GoU</b>	Government of Uganda	<b>TOR</b>	Terms of Reference
<b>GPP</b>	Government Procurement Portal	<b>TTE1</b>	Teacher Training Education Phase 1
<b>HEST</b>	Higher Education Science and Technology Project	<b>UBOS</b>	Uganda Bureau of Statistics
<b>IDS</b>	Infrastructure Data Standard	<b>UIPE</b>	Uganda Institution of Professional Engineers
<b>KCAA</b>	Kampala Capital City Authority	<b>UK</b>	United Kingdom
<b>LG</b>	Local Government	<b>UNRA</b>	Uganda National Roads Authority
<b>LTD</b>	Limited		
<b>MoES</b>	Ministry of Education and Sports		
<b>MoFPED</b>	Ministry of Finance, Planning, and Economic Development		
<b>MOH</b>	Ministry of Health		
<b>MoLG</b>	Ministry of Local Government		
<b>MoWT</b>	Ministry of Works and Transport		
<b>MSG</b>	Multi-Stakeholder Group		

## MESSAGE FROM THE MULTI-STAKEHOLDER GROUP CHAIRPERSON

Dear Stakeholders, (Government, Private Sector and Civil Society),

We are pleased to present the 3rd Assurance Report on 13 public infrastructure projects that have been subjected to a CoST Assurance methodology.

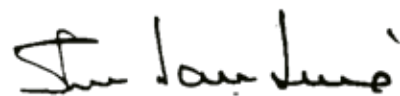
The 3rd Assurance process commenced in April 2019 with a training and commissioning workshop between the Assurance Team, the selected Procuring and Disposing Entities (PDEs), oversight bodies and the Multi-Stakeholder Group; the relevance of such workshops is to introduce CoST to the entities and reduce the delays in data retrieval especially reactive disclosure.

The 3rd Assurance report reveals the need for Procuring and Disposing Entities to use existing disclosure platforms to proactively disclose information the public needs to know. Disclosed information and field appreciation visits conducted by the Assurance Team have consistently revealed the need for full disclosure as per CoST Infrastructure Data Standard (IDS) and the Open Contracting for Infrastructure Data Standard (OC4IDS). Analysis may sometimes be complex without complete and accurate data being disclosed, timely disclosure also allows for timely publication of findings and recommendations for line authorities to take action on projects.

This exercise has been both a learning and partnership strengthening process between CoST and the various stakeholders and the citizens of Uganda. As we work towards realizing full disclosure of infrastructure projects using the CoST Infrastructure Data Standard, we appreciate entities (Ministry of Health and Ministry of Water and Environment) who disclosed 100% reactive disclosure. We encourage all entities to embrace full disclosure for proactive data.

We present our recommendations to the Government of Uganda to embrace the CoST core features (Disclosure, Assurance, Multi-Stakeholder working and Social Accountability) within the existing legal framework. All Procuring and Disposing Entities mandated to plan and deliver infrastructure projects should note the key observations and comments on projects presented in this report, cross cutting issues and recommendations for action.

For Better Lives from Better Infrastructure!



Hon. Nathan Byanyima

## MESSAGE FROM CoST UGANDA CHAMPION

I am pleased to launch the 3<sup>rd</sup> Assurance Report on 13 infrastructure projects being implemented across Uganda in key sectors of Government such as Health, Education, Water and Environment, Roads and Bridges and Energy. Infrastructure projects are critical to national development and this explains why a significant proportion of government expenditure is dedicated to key projects such as roads, bridges, hospitals, schools, hydro-electric power dams, and railway. Yet, design and execution of these projects quite often is faced with serious challenges like mistrust, secrecy, inefficiency and corruption all of which undermine performance and value for money.

On learning that CoST approach of Disclosure, Assurance, Multi-Stakeholder Working and Social Accountability is helpful in the delivery of infrastructure projects across all infrastructure projects, Government in 2014 invited CoST to assist in contributing to Uganda's development by preventing or helping to address the above-named challenges.

The Ministry of Works and Transport has been a Champion of CoST Uganda since February 2017 and has since continued to promote the CoST agenda to “*Better Lives from Better Infrastructure*”. With the intervention of CoST, transparency and disclosure of project information has improved, while public participation has brought forward useful information to Procuring and Disposing Entities and the Government. Perhaps one of the key benefits we have observed is improved trust between public sector, contractors and citizens.

The Ministry of Works and Transport will seek to build a strong foundation for sustainable benefits from CoST by promoting the new Open Contracting for Infrastructure Data Standard (OC4IDS).

A growing share of our experiences and interest in implementing CoST are now taking root through the Assurance Process. Through this process, technical data is validated, verified and expressed into plain language and issues of concern, areas of good practice are identified to help stakeholders understand the main issues that act as a basis for engagement and or

*The Ministry of Works and Transport will seek to build a strong foundation for sustainable benefits from CoST by promoting the newly Open Contracting for Infrastructure Data Standard (OC4IDS).*



# CHAPTER ONE

## INTRODUCTION

project improvement. With this, we are driving for improved public infrastructure that is appreciated, owned and monitored by everyone.

This year's CoST Assurance report provides examples that demonstrate CoST's potential in informing the change we want as a country. In spite of the big challenge of delays in data retrieval affecting timely completion of this important milestone in the sector, and the lack of commitment by some procuring entities. Government takes keen interest in this report and is committed to enhance full disclosure of public infrastructure projects, take action on reducing time and cost overruns, enhance project planning, monitoring and supervision, and improve citizen engagement at all project delivery stages.

Across the world, CoST is known to be a catalyst for positive change in public infrastructure and thus it is our interest that the MSG continues to publish several assurance reports every year. Most importantly, with the recent CoST approach endorsement by FIDIC, G20 and C20, we strive to achieve the maximum impact through implementing CoST and delivering better infrastructure.

For God and My Country!



**General Edward Katumba Wamala**  
**Minister of Works and Transport**

### 1.1 The 3rd Assurance Process

The 3rd Assurance Process focused on 13 projects from five (5) Procuring Entities recommended by the Public Procurement and Disposal of Public Assets Authority (PPDA), we commend PPDA for this partnership. The Assurance Process was spread through the sectors of Education, Water and Environment, Health, Energy, Roads, Buildings and Bridges. The Procuring and Disposing Entities that participated in the 3rd Assurance process included; Ministry of Education and Sports (3 projects), Ministry of Health (4 projects), Ministry of Energy and Mineral Development (2 projects), Uganda National Roads Authority (UNRA) (2 projects) and Ministry of Water and Environment (2 projects). The 13 projects subjected to the CoST Assurance Process are worth Uganda shillings 246,245,037,985 Billion or USD 74 Million.

The methodology applied was informed by the CoST International Assurance Manual including; Procurement Entity discloses clear and comprehensive infrastructure data, the data is disclosed on user friendly websites and other channels. Independent experts appointed by the Multi-Stakeholder Group form an Assurance Team. The Assurance Team checks accuracy and completeness of disclosed data. A sample of projects is identified for an in-depth review. The Assurance team requests for missing data and additional information about the projects under the in-depth review. The assurance team visits construction sites to observe progress and ask questions. The Assurance team turns data into compelling information highlighting concerns and good practices. The Assurance Team and CoST MSG engage the Procuring and Disposing Entity to validate and verify Assurance report. Stakeholders are able to access infrastructure data and key messages from an Assurance report published by CoST MSG. In this process, some projects are recommended for further reviews whereas others are recommended for improvements and documented as areas of good practice.

Key findings from the 3<sup>rd</sup> assurance report indicated that all the Assured projects experienced low levels of disclosure, cost and time overruns mainly attributed to scope changes, lack of documentation and data retrieval systems within entities which prevents PDEs officials from accessing project documents internally. There was limited compliance with procurement standards such as local content, poor and in some instances lack of evidence of procurement files, poor planning and construction site management challenges (such as poor drainage management, dust, littering, poor waste management, and lack of attention to environmental protection). Although there was progressive stakeholder and engagement in implementation of the Assured projects by Ministry of Water and Environment and Ministry of Health, findings revealed that for most of the projects, there was a low level of citizen and other stakeholder engagements. In cases where citizens engagement is needed, continuous and timely engagements and correct project and

contract information. There was a lack of ownership of projects by the public and projects still termed to belong to Government.

The report further indicated that pro-active disclosure was at 43% and reactive disclosure was at 42% making the overall disclosure at 43%. Low disclosure was attributed to delays in data retrieval and refusal to disclose data by some of the procuring entities. Ministry of Education and Sports initially for instance declined to disclose information reactively but later reconsidered and granted access to records. However, this happened after the data retrieval exercise had ended and the information was not included in this report. This engagement reveals the need for entities to appreciate the relevance of timely data disclosure to stakeholders. In the same regard, 42% of the reactive data was accessed from Ministries of Water and Environment and Ministry of Health. UNRA and Ministry of Energy declined to reactively disclose project information despite various engagements.

The 3<sup>rd</sup> Assurance Process recommends that PEs should designate officials to constantly update their online and offline platforms with correct information. PPDA is encouraged to include additional infrastructure data points in the GPP to inform full disclosure and issue guidelines for PDEs to disclose project and contract information. PPDA is advised to monitor compliance with procurement guidelines such as local content and gender inclusion. It is also recommended as a matter of good practice PDEs should always commence contracts upon acquiring all necessary equipment and land; ensure construction management quality; safety of works and site users. Private sector is encouraged to build capacity and interest themselves in projects in the Water and Environment sector; build their capacity and recruit skilled experienced engineers on construction works. Contractors are encouraged to ensure quality controls, regular maintenance of sites and environmental management. More so, consultants are encouraged to ensure timely and constant site supervision and contractors' adherence to standards.

## 1.2 What is CoST – the Infrastructure Transparency Initiative

CoST – the Infrastructure Transparency Initiative is the leading global initiative improving transparency and accountability in public infrastructure. CoST Uganda is a national chapter of CoST International, a charity based in the United Kingdom.

CoST works with government<sup>1</sup>, private sector and civil society<sup>2</sup> to promote the disclosure and validation of data from infrastructure projects. This helps to inform and empower citizens and enables them to hold decision-makers to account. Our experience indicates that Informed citizens and responsive public institutions help drive reforms that reduce mismanagement, inefficiency, corruption and the risks posed to the public from poor quality infrastructure.

At the national level, CoST establishes a Multi-Stakeholder Group that guides, leads and builds trust amongst the Government, Private Sector and Civil Society. The National Programme is overseen by a Champion who promotes its core features of Disclosure, Assurance, Multi-Stakeholder working and Social Accountability across Government and other stakeholders.

### Our approach, the Four Core Features of CoST

The CoST approach is focused on four core features: disclosure, assurance, multi-stakeholder working and social accountability. These features provide a global standard for CoST implementation in enhancing infrastructure transparency and accountability.

**Disclosure:** The disclosure process ensures that information about the purpose, scope, costs and execution of infrastructure projects is open and accessible to the public, and that it is disclosed in a timely manner. Key to the process is disclosure by projects Procuring and Disposing Entities in accordance with the CoST Infrastructure Data Standard (CoST IDS).<sup>3</sup> The CoST IDS requires 40 data points or 'items' to be disclosed at key stages of an infrastructure project cycle including: identification, preparation, completion, procurement and implementation. Click to read more <http://infrastructuretransparency.org/our-approach/disclosure/>.

**Assurance:** We promote accountability through the CoST assurance process – an independent review of the disclosed data by assurance teams based within CoST national programmes. The teams identify key issues of concern in relation to the items listed in the CoST IDS and put technical jargon into plain language. This allows social accountability stakeholders to easily understand the issues and hold decision-makers to account. Click to read more <http://infrastructuretransparency.org/our-approach/core-feature-assurance/>.

**Multi-stakeholder working:** Enhancing transparency and accountability in public infrastructure involves working with different stakeholder groups who have different perspectives and backgrounds, including government, private sector and civil society. CoST brings these stakeholders together through multi-stakeholder groups in each national programme. The groups guide the delivery of CoST and provide a neutral forum

<sup>1</sup> <http://infrastructuretransparency.org/our-approach/cost-feature-multi-stakeholder/government/>

<sup>2</sup> <http://infrastructuretransparency.org/our-approach/cost-feature-multi-stakeholder/civil-society/>

<sup>3</sup> <http://infrastructuretransparency.org/resource/977/>



for stakeholders to pursue infrastructure transparency and accountability together. Click to read more <http://infrastructuretransparency.org/our-approach/cost-feature-multi-stakeholder/>.

**Social accountability:** Social accountability stakeholders such as the media and civil society play an important role in holding decision makers to account. CoST works with these stakeholders to promote the findings from its assurance process so that they can then put key issues into the public domain. In this way, civil society, the media and citizens can all be aware of issues and hold decision-makers to account. Click to read more <http://infrastructuretransparency.org/our-approach/cost-core-feature-social-accountability>.

### 1.3 Impact of the 1<sup>st</sup> and 2<sup>nd</sup> Assurance Processes

The 1<sup>st</sup> Assurance Report was published in August 2017 on five (5) infrastructure projects with majorly roads from Kampala Capital City Authority (KCCA) (3 projects), Wakiso (one project) and the Source of the Nile Bridge in Jinja under Uganda National Roads Authority (UNRA). With the exception of UNRA which recorded a level of disclosure at 84%, disclosure levels were relatively low –53% for Wakiso, and 37%, 40% and 44% for KCCA's Lot 2, KIIDP2 and Lot 4 respectively.

On average 50% of the information in the CoST Infrastructure Data Standard was disclosed to the public on the procuring entity websites and then through a request for the additional information by the Assurance Team. The report identified cross cutting concerns across the 5 projects assured such as cost increases; time overruns and changes to the work scope. There was a general challenge in obtaining right of way from the land owners and inland acquisition. Through their site visits, the assurance team also identified a lack of good quality control processes that could ensure the quality of construction and adequate health and safety provisions to protect construction workers. These observations and comments were submitted to the respective authorities for action, following the public launch of the assurance report.

Our 2018 feedback survey revealed that KCCA had acted on 36 out of 39 CoST recommendations, which represents 92.3% of compliance. The KCCA team expressed an appreciation of the assurance process but emphasized the need to differentiate it from audit. UNRA had acted on 34/37, 92% of CoST recommendations, the survey also revealed that resulting from the assurance process, UNRA was reviewing its scope of disclosure of information on different infrastructure projects, they had also established structures that undertake tasks related to assurance but maintained that they had a lot to learn from CoST approaches as well as providing room for CoST to conduct assurance, a commitment the Multi-Stakeholder Group is yet to see this unfolding. On its part, Wakiso local government acted on 33/37, 94% of CoST recommendations. The year 2017 also saw CoST Uganda publish its first scoping study which presents a baseline measure of transparency in Uganda, it focused on 8 high spending procuring and disposing entities. In general, the 1<sup>st</sup> Assurance report informed community access to information, increased participation and increased pace of project implementation especially for Wakiso district.

The 2<sup>nd</sup> Assurance Process focused on 8 sampled projects from various sectors to further learning and experiences on methods and practices of Procuring and Disposing Entities in regards to transparency and accountability from a broader sector perspective. The Procuring Disposing Entities that participated in the 2<sup>nd</sup> Assurance Process were; Ministry of Works and Transport (2 projects), Ministry of Education and Sports (2 projects) and Wakiso District Local Government (4 projects). The total cost for the 8 projects was USD 122,509,208. On average, for the 67 data points in the CoST IDS, the level of disclosure was fair-to-good at an average rate of 67%. Only 3 projects had a fair disclosure rate (55-60%) for proactive data and the 6 other projects at a good rate (67-78%). Wakiso district presented a high level of proactive disclosure at 87% followed by Ministry of Works and Transport at 71% and Ministry of Education and Sports at 51%. Wakiso District's increase in disclosure was partly informed by their level of appreciation of CoST having engaged in the 1<sup>st</sup> Assurance Process.

The 2<sup>nd</sup> Assurance Report recorded an overall growth in the levels of disclosure of 29% with the greatest growth demonstrated by Ministry of Education and Sports at 49% increasing from 18% in the 2017 Scoping Study to 67% in the 2<sup>nd</sup> Assurance Process. MoWT disclosure rate increased by 21% to 53% from 32% in the Scoping Study in contrast to Wakiso district that increased by 16% to 69% from 53%. It should be noted that, the Scoping Study results were a baseline for engagements with Procuring and Disposing Entities to enhance transparency in the delivery of infrastructure projects. The overall percentage proactive disclosure was **74.4% and 54.4% for reactive disclosure**. Key findings in the 2<sup>nd</sup> Assurance Report included; limited use and appreciation of disclosure platforms such as PDE websites and social media platforms, as well as project sites, delayed remittance of funds from the central government to Ministries, Agencies and Departments, limited and in some cases no stakeholder participation in the entire value chain of the projects, lack of project technical evaluation and audits, limited capacity of project staff in project management and lack of adequate safety and health measures on project sites where they are available there is no stringent measures to enforce use of these provisions by workers.

2<sup>nd</sup> Assurance Process findings and recommendations were presented to line Procuring and Disposing Entities before the public launch who validated and verified them, upon the launch, letters with findings and recommendations were delivered to each procurement entity, to act on them. Follow up meetings and calls made to the entities revealed that Wakiso district had enhanced their citizen engagement approach which in turn earned back citizen trust. Wakiso had also started disclosing project costs on the bill boards and had improved signage on all major district roads. On their part, Ministry of Education and Sports under the TTE1 project, established a quality monitoring team to further understand the observations in the assurance report, and they referred to CoST report during the project audit. Ministry of Works and Transport welcomed the findings and had by May 2019, conducted an Environmental Impact Assessment on the Busoga College Mwiri Access road, as well as worked with CoST in July 2019 to rebuild stakeholder engagement on the project, but also, the assurance barazas helped abate citizen strikes on the project that had resulted from lack of involvement and lack of an environmental and social impact assessment. Whereas, Ministry of Works and Transport also engaged on a quick completion of the earlier stalled Lukaya Market project resulting from assurance recommendations, the experience also triggered the Ministry's action on timely delivery of other stalled projects. Makindye Sabagabo Municipal Council, addressed the issue of garbage management by putting in place an ordinance and partnered with private companies to ensure a clean environment and garbage malmanagement, they also established citizen awareness engagements to ensure a clean and garbage free Municipal.

However, other recommendations on disclosure had not been acted upon by the Government, by the commissioning of the 3<sup>rd</sup> Assurance Process. Uganda does not have a Formal Disclosure Requirement for infrastructure projects and this has consistently delayed completion of Assurance Reports. Learning from the impact Assurance processes have made on the previous 13 projects, the Government is advised to put in place legal provisions for disclosure of infrastructure data. CoST has since conducted a mapping which provides information on how project and contract data can be disclosed using the

Infrastructure Data Standard and or the Open Contracting for Infrastructure Data Standard. These would inform real time assurance analysis and presentation of assurance findings at project and sector levels. To address delays in retrieving commitments from the Procuring and Disposing Entities (PDEs), CoST through the Africa Freedom of Information's good partnership with the PPDA, in 2019 received thirteen (13) projects to go through the 3<sup>rd</sup> Assurance process, which has also undergone a series of delays in retrieving commitment and data from the line entities.

#### **1.4 Assurance Methodology**

The assurance process was informed by the CoST International Assurance Manual, and the Terms of Reference issued by the CoST Uganda Multi-Stakeholder Group. The Assurance process is informed by the following objectives;

- i. To highlight issues of potential concern and good practices revealed by the disclosed, validated and verified information. This relates to individual projects as well as common performance concerns across the participating procuring entities.
- ii. To assist the Multi-Stakeholder Group to liaise with the Procuring and Disposing Entities (PDEs) managing the selected projects to ensure the publication of relevant data as outlined in the Infrastructure Data Standard (IDS).
- iii. To carry out a more detailed review of the disclosed projects or refer projects of concern to an independent authority.

The Assurance Process was guided by a standard methodology developed and tested by CoST International using the CoST Infrastructure Data Standard and most recently by the Open Contracting for Infrastructure Data Standard. The Procurement Entity discloses clear and comprehensive infrastructure data, the data is disclosed on user friendly websites and other channels. Independent experts appointed by the Multi-Stakeholder Group form an Assurance Team. The Assurance Team checks accuracy and completeness of disclosed data. A sample of projects is identified for an in-depth review.

The Assurance team requests for missing data and additional information about the projects under the in-depth review. The assurance team visits construction sites to observe progress and ask questions. The Assurance team turns data into compelling information highlighting concerns and good practices. The Assurance Team and CoST MSG engage the Procurement Entity to validate and verify Assurance report. Stakeholders are able to access infrastructure data and key messages from an Assurance report published by CoST MSG, in this process, some projects are recommended for further reviews whereas others are recommended for improvements and are documented as areas of good practice.

## 1.5 CoST International, Assurance Methodology

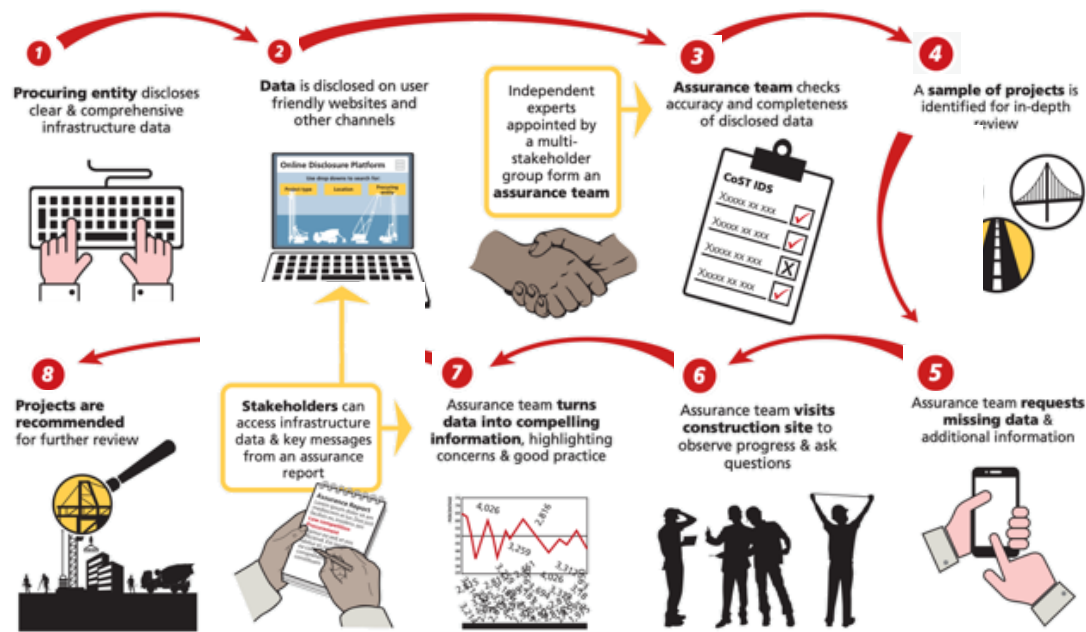


Figure 1: Summary of methodology

## 1.6 Infrastructure Transparency in Uganda

Despite Government's large allocations of public investment towards infrastructure development over the past decade, the quantity and quality of Uganda's transport, water and sanitation, energy, education, health and agriculture infrastructure remain inadequate to meet its economic transformation and development objectives. The 2018 International Monetary Fund (IMF) Article IV report notes that the Government's investment in infrastructure was 8.9% of GDP in FY17/18 and was envisaged to increase further in 2019 and 2020. The African Development Bank in its latest country strategy paper estimated country financial losses due to poor infrastructure at US\$177 million per annum (i.e. US\$5.5 per capita per year or 1.1% of GDP per year).

The Government Procurement Portal (GPP) data revealed that of the UGX4.8 Trillion allocated to Works and Transport in 2018/19, only UGX26 billion was allocated to Construction and Quality Assurance, less than 1% of that year's total allocation. Of the UGX 4.8Trillion, only UGX 4.6Trillion could be accounted for<sup>4</sup>.

Interest payments (26.54%) and Works & Transport (14.66%) took the lion's share of the national budget in 2018-2019. GPP data revealed that Works and Transport projects increased by 25% from 1,091 contracts in 2017-2018 to 1,361 contracts.

From GPP analyzed data, the really big projects are still being awarded to foreign contractors. 5 (five) contractors control 60% of the total amount disclosed and only one contract above UGX 20 billion was awarded to a local provider. Since financial year 2015/-2016, the use of direct procurement method has been prevalent, this impacts on competitiveness and

ultimately value for money. In 2018-2019, 24% of disclosed contracts were awarded using direct procurement method. With respect of contracts completed within the original contractual period, in financial year 2015 – 2016, less than 50 (fifty) projects were completed on time, this has reduced progressively in 2016/17 and only one project was completed within the original contractual period. Performance under this indicator was even worse in financial year 2016/17 and in the financial year 2018/19 only one project was completed within the original contractual period. Delays in project delivery affects the quality of work and have an impact on the cost of the projects. There has also been the lack of disclosure of correct data on the GPP and this affects public access to correct and timely project and contract status information.

The Works and Transport sector budget has increased by 34.9% over the years; 19% in 2018/19 and 19.7% in 2019/20. Uganda's total resource envelope for FY19/20 totals UGX 40.5 trillion, representing a 24% increase on the current year. The projected budget deficit increased significantly to UGX 10.6 trillion (8.7% of GDP), with the cause of this being attributed to infrastructure projects such as roads, oil development, the national airline and power transmission. Meanwhile UGX 2.8 trillion of the deficit is financed from domestic borrowing. Total government spending inclusive of interest for 2019/20 is budgeted at UGX 32.7 trillion, being a 30.4% increase over the current year (National Budget 2019/20). AFIC GPP data analysis report 2019)

Despite these investments in infrastructure Uganda still suffers from inadequate resources: poor transport infrastructure has increased the cost of doing business. The roads in under-served regions are also insufficient and are of poor quality resulting in weak connectivity with markets and basic social services. In the water and sanitation sector only 19% of households are able to access piped water, about 35% of the population are unable to access safe drinking water and only 2% of water supply is used for industrial production. In the power sector, although power supply capacity has recently been increased, access to electricity remains low at about 14% and 7%, for urban and rural areas respectively. The projected industrial and domestic energy demand growth is expected to outstrip the current supply capacity of power generation, transmission, and distribution capacity deficits are not addressed.

CoST Uganda studies reveal that the public continues to decry the lack of involvement in public infrastructure planning and implementation (2019 Citizens Survey). Lack of involvement in monitoring public projects often leads to mismanagement, site abandonment, poorly constructed infrastructure, time and cost overruns, theft of materials which put the citizens at risk due to poorly constructed infrastructure. According to the 2018 Global Competitiveness Report, Uganda is ranked 125<sup>th</sup> out of 141 countries, and within Africa the 2018 Africa Infrastructure Development Index puts Uganda 27<sup>th</sup> out of 53 countries in terms of infrastructure development. With regards to transparency and accountability, Uganda scores 27<sup>th</sup> out of 54 countries in the 2017 Mo Ibrahim Governance Index on general transparency and accountability. Uganda's performance in these indices presents the need for concerted efforts to improve infrastructure development, access to better infrastructure, access to project and contract data. In addition there is the need for improvements in disclosure, transparency and accountability, value for money and full citizen engagement at all levels of infrastructure delivery, and thus the need to embrace the core features of CoST.

<sup>4</sup> AFIC GPP Data Analysis Report 2019



## 1.7 Selected projects for the Assurance Process

The table presented below provides a summary of the projects subjected to the 3<sup>rd</sup> Assurance exercise under the CoST Uganda initiative.

**Table 1: Summary of Project and Contract Information**

Project ref no.	Project name	Description	Location	Cost	Funding agency	Start date	Finish date	Physical Progress	Procurement method
<b>Ministry of Health</b>									
MOH/WRKS/17-18/00008/1	Construction of Satellite Laboratories At Mbarara Regional Referral Hospital Lot 1	The laboratory shall conform to level 2 safety designs and practices, shall handle clinical specimens mainly from the wards and clinics in the hospital, and some specimens referred from other health facilities. A limited number of specimens shall be collected within the laboratories. A broad range of testing including clinical chemistry, haematology, immunology and microbiology shall be offered. The laboratory shall also act as a site for internship for students from various institutions in the country.	Mbarara District	UGX 1,925,992,914	World Bank	18th July, 2018	Ongoing	65%	National Domestic Bidding
MOH/WRKS/17-18/00008/2	Construction Of Satellite Laboratories At Mbale Regional Referral Hospital Lot 2.	The laboratory shall conform to level 2 safety designs and practices, shall handle clinical specimens mainly from the wards and clinics in the hospital, and some specimens referred from other health facilities. A limited number of specimens shall be collected within the laboratories. A broad range of testing including clinical chemistry, haematology, immunology and microbiology shall be offered. The laboratory shall also act as a site for internship for students from various institutions in the country.	Mbale District	Ugx 1,935,225,818	World Bank	19th Sept,2018	Ongoing	53%	National Domestic Bidding
Loan No: BADEA No.0761, OFID No.1628P & SFD No.6/620	Rehabilitation and Expansion of Kayunga hospital.	Civil Works, supply of hospital equipment and furniture	Kayunga Hospital – Kayunga District	Ugx 70,000,000,000	Arab Bank for Economic Development in Africa, Saudi Fund for Development, OPEC Fund for international Development	ND	Ongoing. Estimated completion by December, 2020	83%	ND

Project ref no.	Project name	Description	Location	Cost	Funding agency	Start date	Finish date	Physical Progress	Procurement method
Loan No: BADEA No.0761, OFID No.1628P & SFD No.6/620	Rehabilitation and Expansion of Yumbe hospital.	Civil Works, supply of hospital equipment and furniture	Yumbe Hospital – Yumbe District in West Nile sub-region, Uganda	Ugx 74,000,000,000	Arab Bank for Economic Development in Africa, Saudi Fund for Development, OPEC Fund for international Development	ND	Ongoing. Estimated completion by December, 2020	70%	ND
<b>Ministry of Education and Sports</b>									
ND	Support to Higher Education, Science and Technology (Hest) Project	Lot 6 – Proposed Construction of One (1) Faculty of Agriculture and Environment, One (1) Multi-functional Research Laboratory Block and One (1) Library Block for Gulu University at the Main Campus, and Construction of a Health Science Centre at Lira University Constituent college campus at Lira.	Gulu University Main campus, Gulu District. Lira University Main Campus, Lira District	USD 6,853,315.42 (Tax Inclusive)	African Development Bank and Government of Uganda	ND	Ongoing	ND	International Competitive Bidding
MoES/WRKS/17-18/00028	Development of Primary Teacher's Colleges (PTCs) Phase II project.  Lot 7: Construction of Additional Facilities at Jinja PTC	Construction of an administration block, a dormitory and sanitation facilities	Jinja district, Uganda	Ugx 800,000,000	Government of Uganda	ND	Ongoing	ND	Open International bidding
Project ID: P-UG-1AD-001	Support to Higher Education Science and Technology (HEST)	The HEST Project is an initiative by the Government of Uganda through the Ministry of Education and supported by the Africa Development Fund (ADF) that aims to contribute to building Uganda's human capital skills development capacity. It involves the active participation of public universities and degree awarding tertiary institutions in skills training, at the various levels of higher learning.	Kihumuro-Mbarara-Kyambogo	UGX 8,456,363,538 (VAT exempted)	African Development Bank and Government of Uganda	ND	Ongoing	33% for Kihumuro Hostel	ND

Project ref no.	Project name	Description	Location	Cost	Funding agency	Start date	Finish date	Physical Progress	Procurement method
<b>Ministry of Works and Transport</b>									
UNRA/ Works/17-18/00070/3	Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build; Awoo bridge	ND	Gulu district, Uganda	Ugx 9,202,319,004	GoU	02nd January, 2019	Ongoing. Estimated completion by 02nd April, 2020	ND	Technical Compliance Selection (TCS) evaluation method
UNRA/ SRVCS/15-16/00077/02	Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway	ND	Mpigi District, Uganda	Ugx 60,300,000,000 VAT inclusive	African Development Bank	ND	Ongoing	ND	Technical Compliance Selection (TCS) evaluation method
<b>Ministry of Water and Environment</b>									
ND	Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District	Construction of a small-scale irrigation scheme to supply about 1 acre of land with crops and livestock	Rukiga District	Ugx: 280,000,000	Government of Uganda	18th December 2017	26th March 2018	100%	ND
	Reconstruction of Mabira dam	Reconstruction of the dam embankment, provision of watering amenities, as well as establishment of a 4-acre model irrigation system	Mabira parish in Mabira village, Mbarara District	Ugx 8,788,418,711	Government of Uganda	16/11/2017	31st November, 2019	95%	Open competitive bidding
<b>Ministry of Energy and Mineral development</b>									
	Completion of works under Rap implementation for Refinery Development Construction of police post, churches construction of ACCESS roads, drilling bore holes	Lot 1 – Construction of a Police Station Lot 2 – Construction of a Roman Catholic Church Lot 3 – Construction of an Anglican Church	Hoima District Lot 1: Kyakabooga village Lot 2: Nyakasinini Village Lot 3: Wambabtya Village	Lot 1: 1,065,454,000 Lot 2: 1,475,550,000 Lot 3: 1,015,714,000	Government of Uganda	30th August 2017	ND	ND	Open International Bidding
ND	Maintenance of the Jinja Storage Tanks Facility (Renovation)	ND	Jinja District	Ugx 7,000,000,000	ND	ND	ND	ND	Open International Bidding

**Note:** ND – Not disclosed

N/A – Not Applicable

Physical progress is as of the date of the assurance exercise per project.



# CHAPTER TWO

## DISCLOSURE OF INFORMATION

### 2.1 Introduction

Information disclosure assessment was based on two levels of the CoST IDS namely, proactive and reactive disclosure. Proactive disclosure assessment looked at public platforms such as physical project signboards, websites of the PDE, beneficiary institutions, funder the Government Procurement Portal and disclosure publications by the (PDE). The assessment followed the data points provided by the Infrastructure Data Standard for proactive disclosure shown in Table 2 below.

**Table 2: Data Standard items for Proactive Disclosure of Information**

Project Information	
Project Identification:	Project Completion
1. Project reference Number	1. Project Status (Current)
2. Project Owner	2. Completion Cost (Projected)
3. Sector, Sub-sector	3. Completion Date (Projected)
4. Project name	4. Scope at Completion (projected)
5. Project Location	5. Reasons for Changes
6. Purpose	6. Reference to Audit and Evaluation reports
7. Project Description	
Contract Information	
Project preparation	Calendar Implementation
1. Project Scope (Main output)	1. Variation to Contract price
2. Environmental Impact	2. Escalation of contract price
3. Land and Settlement Impact	3. Variation to contract duration
4. Contact Details	4. Variation to contract scope
5. Funding Sources	5. Reason for price changes
6. Project Budget	6. Reason for scope and duration changes
7. Project Approval Date	

### Procurement

- |                                     |                            |
|-------------------------------------|----------------------------|
| 1. Procuring Entity                 | 8. Contract administration |
| 2. Procuring Entity Contact Details | 9. Contract title          |
| 3. Procurement Process              | 10. Contract Firms         |
| 4. Contract type                    | 11. Contract Price         |
| 5. Contract status                  | 12. Contract scope of work |
| 6. Number of firms tendering        | 13. Contract start date    |
| 7. Cost estimates                   | 14. Contract Duration      |

In order to validate the data proactively disclosed by the PE, CoST Uganda Multi-Stakeholder Group requested for reactive data in accordance with the specifications provided in the commitment letters between the PE and the MSG. The data requested is presented in the table 3 below.

**Table 3: Data Standard items for reactive disclosure of information**

Project Information	
Project Identification and preparation:	Project Completion
1. Multi-year programme & Budget	1. Implementation Progress reports
2. Environmental and social impact assessment	2. Budget amendment decision
3. Resettlement and Compensation plan	3. Project Completion report
4. Project officials and roles	4. Project Evaluation report
5. Financial Agreement	5. Technical Audit reports
6. Procurement plan	6. Financial Audit reports
7. Project Approval decision	7. Contract Officials and Roles
Contract Information	
Procurement	Contract
1. Procurement method	1. Contract Agreement and Conditions
2. Tender Documents	2. Registration and Ownership of firms
3. Tender Evaluation results	3. Specifications and drawings
4. Project design report	



## Implementation

- |   |   |
|---|---|
| 1. List of variations, changes and amendments | 4. Disbursement records or payment certificates |
| 2. List of escalation approvals               | 5. Contract Amendments                          |
| 3. Quality assurance reports                  |   |

### 2.2 Summary of disclosed data on each of the 13 assured projects

Table 4 below shows the summary of disclosed data points for the 13 selected projects against the 67 proactive and reactive data in the CoST Infrastructure Data Standard. The number of data points that have been disclosed for each project are represented as a percentage of the overall number of Data points for both proactive and reactive Data.

**Overall:** Disclosure across the thirteen projects was at an average of 43% with the highest disclosure of 77% reported from Ministry of Education and Sports' Mbarara and Kyambogo University – HEST Project sites an increase from 49% in the 2<sup>nd</sup> Assurance Report. Ministry of Education and Sports disclosed 17 out of 67 data points for the Jinja Tanks Facility – Renovation project.

With regards to data obtained from the public domain proactively, disclosure for the PDEs ranged from 7.5% for the Ministry of Water and Environment to 65% and 77.5% for Health's Mbarara project site and Ministry of Education and Sports' Mbarara and Kyambogo's HEST project sites. The project – *Construction of laboratories at Mbarara regional referral hospital Lot 1*; had the highest level of proactive disclosure at 92.5% with 37 out of 40 data points disclosed respectively.

Upon request, 42% of the data points for only six (6) projects were obtained. The Ministry of Education and Sports (MoES), Ministry of Energy and Mineral Development (MEMD) and the Uganda National Roads Authority (UNRA) recorded 0% for reactive disclosure. Ministry of Water and Environment (MWE) disclosed all 27 data points and additional proactive data points for the two (02) projects titled; *Plan, design and construction of Solar Powered Micro Irrigation schemes in Lot 1: Western Uganda Districts* and Construction completion of Mabira Dam and watering. Additionally, Ministry of Health recorded 64.8% reactive disclosure on average for her four (04) projects with all disclosing 24 out of 27 data points.



Project Information Board-Nyamihanga Irrigation Scheme



Front View of Kayunga Project



Debris piled on site and access road not maintained-Yumbe Project



Yumbe Project Meeting



**Table 4: Summary of disclosed data for each project**

Number of Disclosed Data Points															
Proactive Disclosure															
IDS Disclosure Items	IDS Points	MoES			MoEMD		MoH				MoWE		UNRA		AVG
		MBR	GUL	JJA	PRJ	JJA	YMB	KYG	MBR	MBL	IRRG	MRA	BSG	AWOO	
Project Identification	7	7	6	7	7	5	7	7	7	7	3	3	6	6	86%
Project Preparation	7	6	1	2	4	2	5	5	6	6	0	0	4	4	50%
Project Completion	6	4	0	1	0	0	1	2	3	2	0	0	1	2	21%
Procurement	14	12	7	7	5	4	7	7	10	10	0	0	6	9	46%
Calendar Implementation	6	2	0	0	0	0	0	0	0	0	0	0	0	0	3%
Total	40	31	14	17	16	11	20	21	26	25	3	3	17	21	
<b>% Proactive disclosure</b>		<b>77.5%</b>	<b>35.0%</b>	<b>42.5%</b>	<b>40.0%</b>	<b>27.5%</b>	<b>50.0%</b>	<b>52.5%</b>	<b>65%</b>	<b>63%</b>	<b>7.5%</b>	<b>7.5%</b>	<b>42.5%</b>	<b>52.5%</b>	<b>43%</b>
Reactive Disclosure															
Project Identification	8	0	0	0	0	0	8	8	8	8	8	8	0	0	46%
Completion	6	0	0	0	0	0	4	4	3	3	6	6	0	0	33%
Procurement	5	0	0	0	0	0	4	4	5	5	5	5	0	0	43%
Contract	3	0	0	0	0	0	3	3	3	3	3	3	0	0	46%
Implementation	5	0	0	0	0	0	5	5	5	5	5	5	0	0	43%
Total	27	0	0	0	0	0	24	24	24	24	27	27	0	0	
<b>% Reactive disclosure</b>		<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>89%</b>	<b>89%</b>	<b>89%</b>	<b>89%</b>	<b>100%</b>	<b>100%</b>	<b>0%</b>	<b>0%</b>	<b>42%</b>
Overall Total	67	31	14	17	16	11	44	45	52	40	30	30	15	21	
<b>Overall %</b>		<b>46.3%</b>	<b>20.9%</b>	<b>25.4%</b>	<b>23.9%</b>	<b>16.4%</b>	<b>65.7%</b>	<b>67.2%</b>	<b>77.6%</b>	<b>59.7%</b>	<b>44.8%</b>	<b>44.8%</b>	<b>22.4%</b>	<b>31.3%</b>	<b>43%</b>

**Note:** The data assessment for proactive disclosure was based on data disclosed by the PDEs & donors on public platforms. Some of the data for pro-active disclosure was disclosed upon request by the AP and therefore couldn't be considered as pro-active disclosure.

**Note:** The data assessment for proactive disclosure was based on data disclosed by the PDEs & donors on public platforms. Some of the data for pro-active disclosure was disclosed upon request by the AP and therefore couldn't be considered as pro-active disclosure as CoST guidance notes require.

Summary of Proactively and Reactively disclosed data points across the 13 selected projects as indicated in Table 4 above.

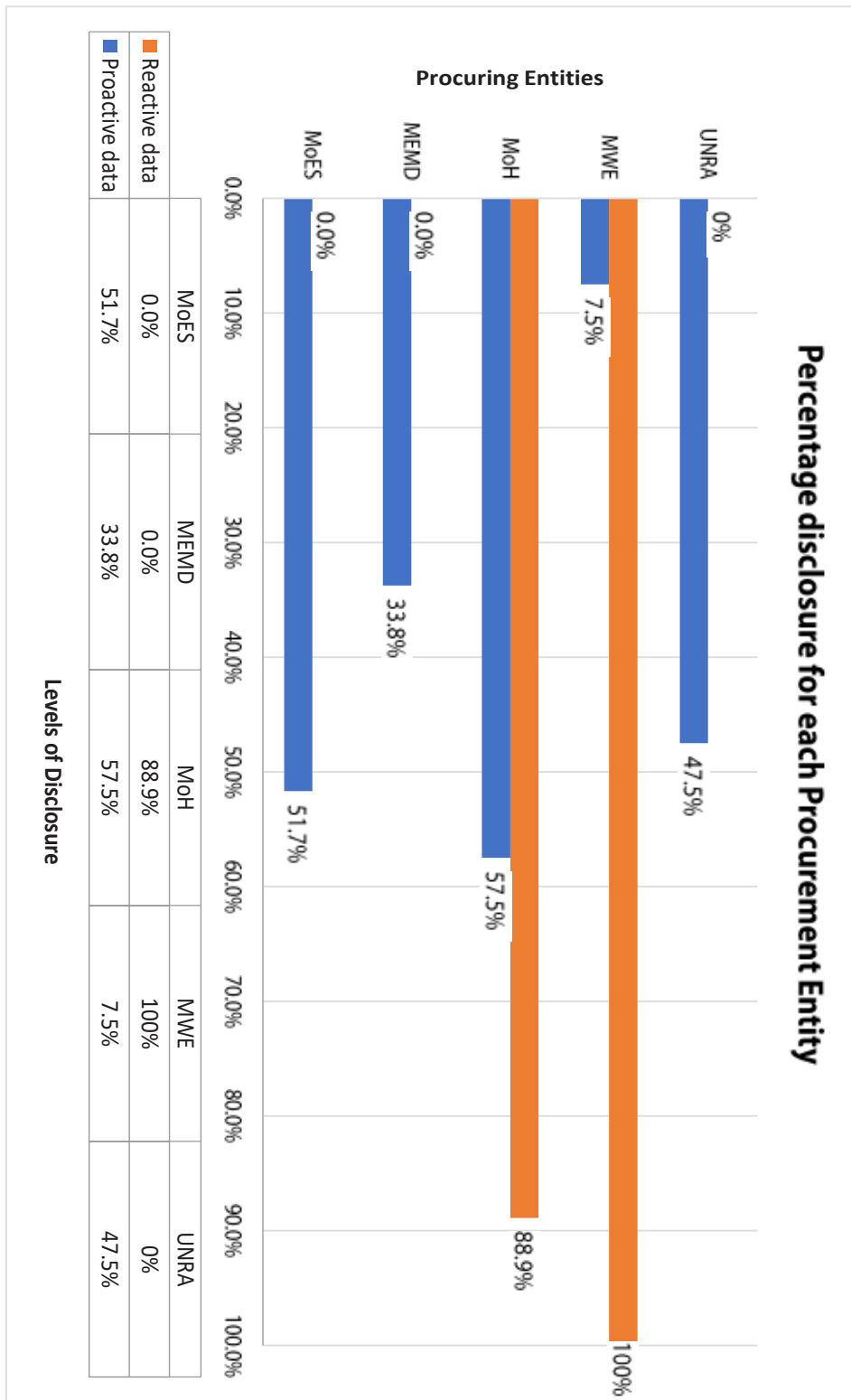


Figure 2: Disclosure rate per Procurement entity

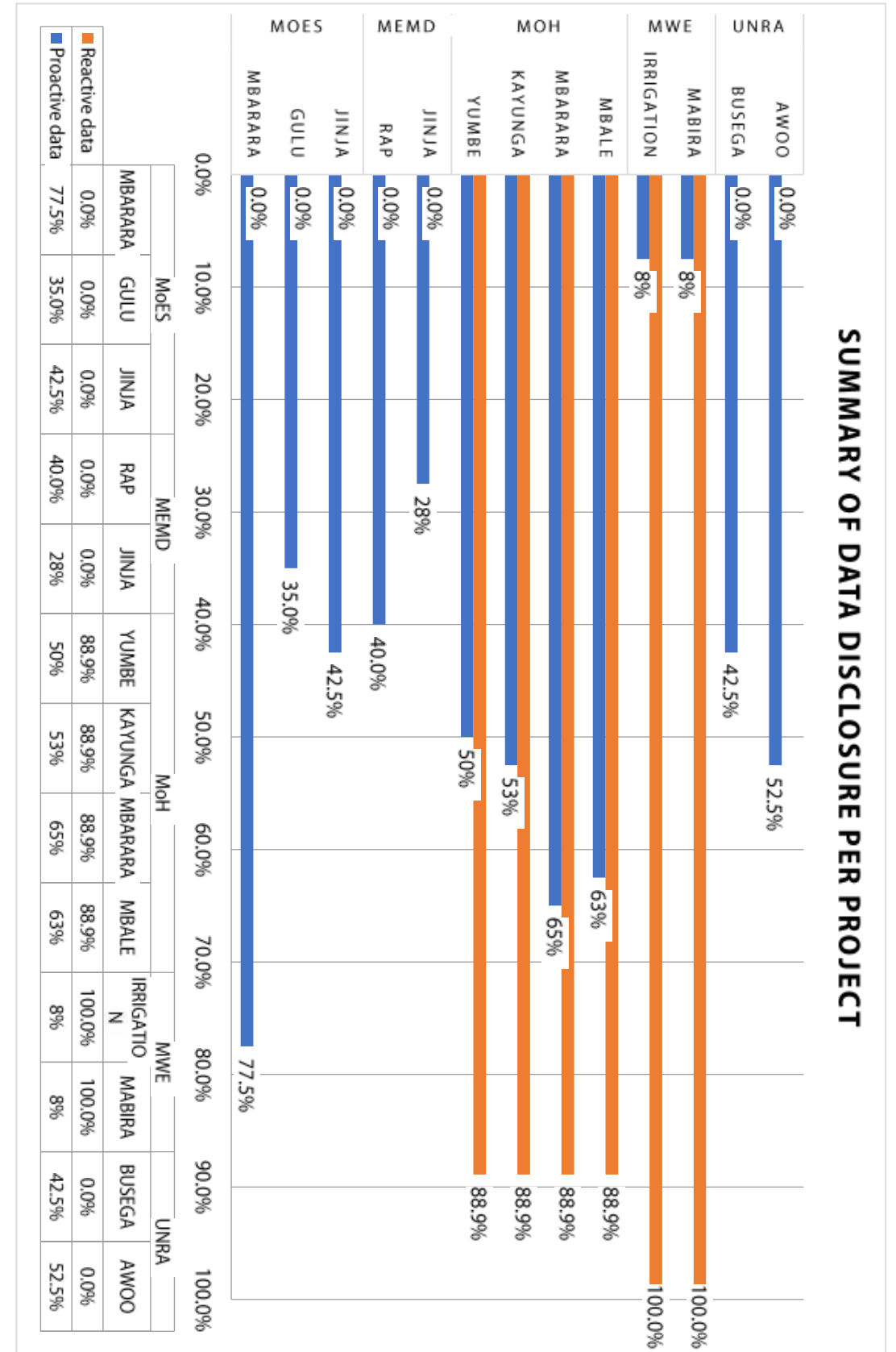


Figure 3: Summary of Data disclosure per project

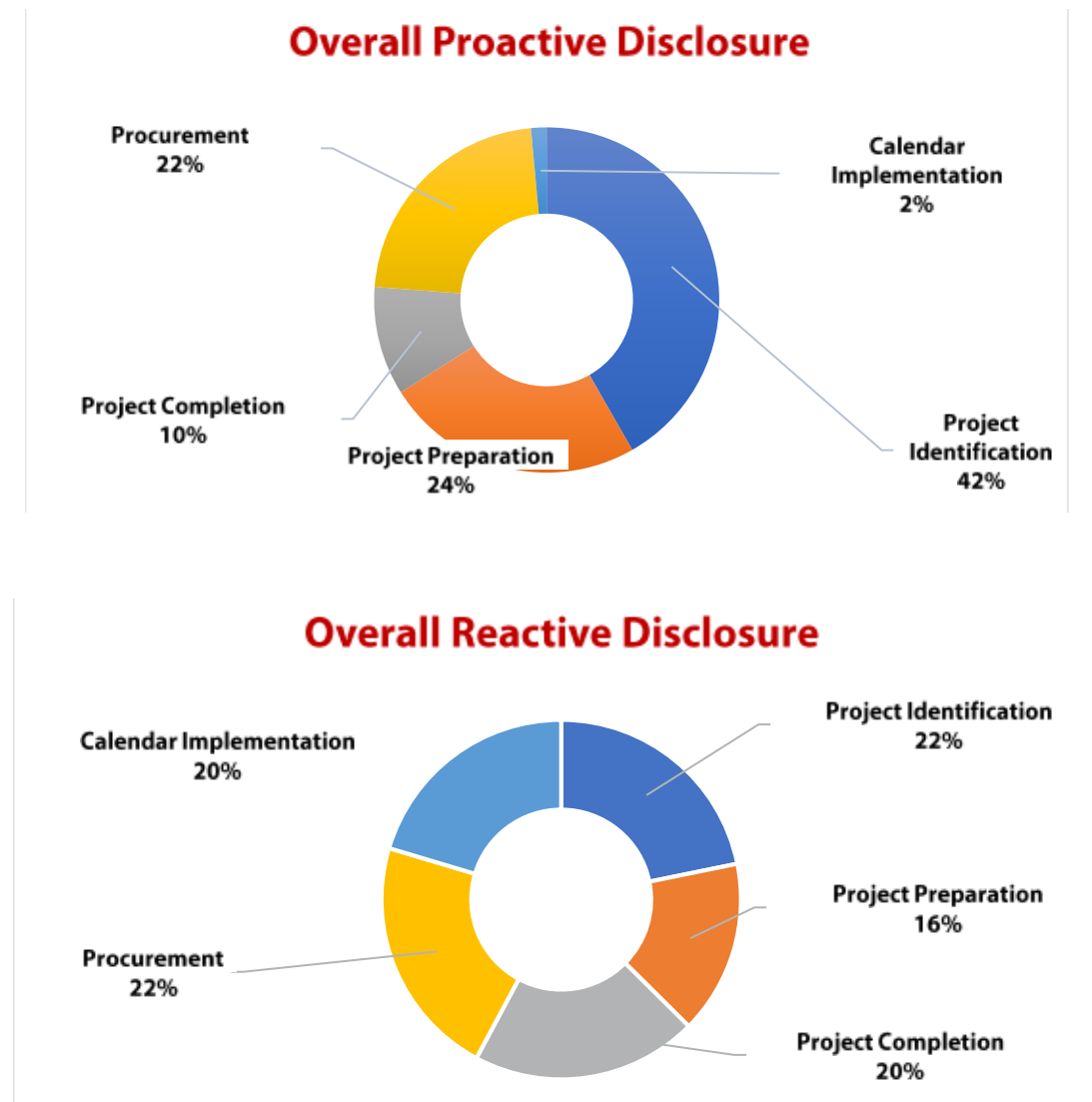


Figure 4: Summary of Data disclosure per project

60% of the PDEs did not disclose reactive data in the 3<sup>rd</sup> assurance process in contrast to 100% during the 2<sup>nd</sup> Assurance process.

A total of 13 projects from 5 PDEs were subject to the 3<sup>rd</sup> assurance process. The overall disclosure scored below average at **43% for all projects**.

It is important to note that whereas Ministry of Water and Environment scored only 7.5% for disclosure of proactive data, they were able to avail all 100% necessary data upon request. They are encouraged to use the available public platforms to disclose proactive data.

The analysis demonstrated that 62% of the project description was disclosed proactively. The project description provides stakeholders with a good understanding of the project deliverables.

It was also noted that only 23% of the *environmental impact, land and settlement impacts were disclosed proactively. This would later be validated by lack of risk management plans on sites during the Assurance Team site appreciation visits.*

### 2.3 Analysis of findings

Table 5: Analysis of Findings

### 2.4 Ministry of Education And Sports

1. Development of Primary Teacher's Colleges (PTCs) Phase II project.
2. Lot 7: Construction of Additional Facilities at Jinja PTC
3. Support to Higher Education Science and Technology (HEST)

Type of issue	Observation	Comment
Proactive disclosure	1. 51.7% of the required 40 data points for proactive data were accessed on public domain.	<ul style="list-style-type: none"> <li>MoES advised to use available public platform to disclosure project data</li> </ul>
Reactive disclosure	1. The PE disclosed 0% of the reactive data points. The assurance team was unable to acquire authorization to further assure and visit the project sites. Access to data was granted after the data collection period for the Assurance Process had ended and the Assurance Report completed. Data was received and used to inform report to the PE.	<ul style="list-style-type: none"> <li>The Ministry is advised to strengthen partnerships with stakeholders to enhance transparency.</li> </ul>
Cost overrun	1. The assurance team was not able to access such information due to the lack of documentation.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Tender management	<ol style="list-style-type: none"> <li>1. The procurement method for the Gulu and Lira University project was International Competitive Bidding (ICB).</li> <li>2. The procurement method for the Jinja PTC was Open International Bidding.</li> <li>3. Documentation related to procurement was not accessed by the AP for complete verification in all projects.</li> </ol>	<ul style="list-style-type: none"> <li>No documentation availed</li> </ul>
Implementation and Quality	1. The project completion status was not disclosed for either of projects.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Inclusiveness (women, youth, PWDs)	1. Data on inclusiveness was not disclosed	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Transparency of Procurement	1. Documentation related to procurement was not accessed by the AP for complete verification.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Relationship among stakeholders	1. No documentation provided or access to project data in order to evaluate any irregular conduct among stakeholders.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>

## 2.5 Ministry of Energy and Mineral Development

1. Completion of works under Rap implementation for Refinery Development  
Construction of police post, churches construction of ACCESS roads, drilling bore holes
2. Maintenance of the Jinja Storage Tanks Facility (Renovation)

Type of issue	Observation	Comment
Proactive disclosure	1. 33.8% of the required 40 data points for proactive data were accessed on public domain.	<ul style="list-style-type: none"> <li>The Ministry is advised to use the public domain to disclose data to the public so as to enhance transparency and rebuild trust.</li> </ul>
Reactive disclosure	1. The PE disclosed 0% of the reactive data points. The assurance team was unable to acquire authorization to further assure the projects.	<ul style="list-style-type: none"> <li>The Ministry is advised to strengthen partnerships with stakeholders to enhance transparency</li> </ul>
Cost overrun	1. Information not disclosed.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Tender management	<ol style="list-style-type: none"> <li>1. The procurement method for the RAP project was Open International Bidding.</li> <li>2. The procurement method for the Jinja project was Open International Bidding.</li> <li>3. Documentation related to procurement was not accessed by the AP for complete verification in all projects.</li> </ol>	<ul style="list-style-type: none"> <li>No documentation available.</li> </ul>
Implementation and Quality	1. The project completion status was not disclosed for either project. Access to project sites was not granted.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Inclusiveness (women, youth, PWDs)	1. Data on inclusiveness was not disclosed	<ul style="list-style-type: none"> <li>No documentation or site visit to establish the level of inclusiveness</li> </ul>
Transparency in procurement	1. No documentation was provided.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>
Relationship among stakeholders	1. No documentation provided.	<ul style="list-style-type: none"> <li>Unable to establish this indicator</li> </ul>

## 2.6 Ministry of Health

1. Construction of Satellite Laboratories at Mbarara Regional Referral Hospital Lot 1
2. Construction of Satellite Laboratories at Mbale Regional Referral Hospital Lot 2.
3. Rehabilitation and Expansion of Kayunga hospital.
4. Rehabilitation and Expansion of Yumbe hospital.

Indicator	Observation	Comments
Proactive Disclosure	<ol style="list-style-type: none"> <li>1. The PE proactively disclosed 53% of Kayunga, 50% of Yumbe, 63% of Mbale and 65% of Mbarara project data relating to the CoST IDS.</li> <li>2. Data is disclosed on the Government Procurement Portal (GPP) and the Ministry of Health website.</li> <li>3. Data disclosure is incomplete.</li> </ol>	<ul style="list-style-type: none"> <li>The rate of proactive disclosure by the PE is low.</li> <li>Despite availability of platforms such as the ministry website, local newspapers, information found on these platforms is limited and, in some cases, incomplete.</li> <li>There is no well-documented Standard for disclosure. Adoption of a standard disclosure standard would improve the practice of information sharing and transparency. The CoST IDS would be a good starting point.</li> <li>A provision for proactive disclosure should be made in the project budgets or financial year budgets to enhance and support proactive disclosure.</li> <li>With ample resources the PE should regularly update platforms such as websites, GPP, newspapers and broadcasting services for better transparency.</li> <li>PE should publish blogs and updates on the good work it is doing as this will increase public trust. A lot is being done but limited information is provided in the public domain.</li> </ul>



### Ministry of Health

Reactive Disclosure	<ol style="list-style-type: none"> <li>1. Upon request, the PE disclosure rate increased to 89% for both the Kayunga and Yumbe projects, 85% for Mbale and Mbarara projects.</li> <li>2. Data such as completion reports, and technical audit reports was not available as the projects were ongoing.</li> <li>3. There is no central information sharing platform within the entity.</li> <li>4. Limited inter-departmental access to information. For example, the MoH focal person(s) in some cases were not able to readily access information from departments such as procurement and finance to aid the reactive disclosure process.</li> </ol>	<ul style="list-style-type: none"> <li>• There is willingness of the PDE to disclose information. Therefore, with the comments above taken into consideration, the rate of disclosure is expected to significantly increase.</li> <li>• The PDE should establish an information management system to ease access and retrieval of data internally so as to strengthen the PDE's reactive disclosure process and to facilitate decision making.</li> <li>• Establishment of an online information management system would strengthen the PDE's reactive disclosure process internally.</li> <li>• Strengthening the archiving and documentation system of the project would add great value to the PDE's data retrieval process.</li> <li>• The PDE can also adopt finance teams to monitor finance performance of the project.</li> </ul>
Cost overrun	<ol style="list-style-type: none"> <li>1. As per the Quarterly report for the quarter ending 30th June, 2019, there were no cost overruns on the project as the project was still within budget.</li> <li>2. 45% of the civil works funds while 46% of the consultancy fees had been released by the funders as per the Quarterly report for the quarter ending 30th June, 2019</li> </ol>	<ul style="list-style-type: none"> <li>• Overall project monitoring of the project management teams is of a good Practice.</li> <li>• Good practices such as monthly project meetings, direct payment of funders to the contractors by the funders, quality monitoring should be upheld.</li> </ul>

### Ministry of Health

Time overrun	<ol style="list-style-type: none"> <li>1. Kayunga and Yumbe: Revision of contract from the earlier 28th February 2020, to a new date of 30th June 2021 due to delays in the procurement of consultants.</li> <li>2. The Contractors had attained 73.5% and 57% physical progress of works against the 72% and 63% planned progress for the Kayunga and Yumbe projects respectively. (Quarterly report for the quarter ending 30th June, 2019)</li> <li>3. The Yumbe project has recorded increased delays of 13% from 6%. (Quarterly report of the quarter ending 30th June, 2019)</li> <li>4. A time overrun of 6 months was approved from the original completion date (18th September, 2019) to the new date of 18th February, 2020) for the Mbale project.</li> <li>5. Additionally, the cumulative time elapsed by 70.6% with a cumulative physical progress of 47% for the Mbale project.</li> </ol>	<ul style="list-style-type: none"> <li>• Continuous delays on projects could easily cause mistrust between project stakeholders. This was observed in the stakeholder meeting for the Yumbe project.</li> <li>• A contractor's good management structure, adequate mobilization of labor, materials, machines among others close supervision by the project management team can minimize time overruns as was observed with the Kayunga project.</li> <li>• Time overruns of 13% (Yumbe project)</li> </ul>
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## Ministry of Health

Tender Management	<ol style="list-style-type: none"> <li>1. The procurement method used for procurement of civil works contractors was by International Competitive Bidding (IBC) with prequalification and preference of East African community member countries.</li> <li>2. Prequalification Procurement Notices were published in local Newspapers.</li> <li>3. The Evaluation reports were not availed to the AP's.</li> <li>4. The lowest evaluated responsive bidders were awarded the contracts.</li> <li>5. The contract worth USD 1,433,803 (excluding taxes) for design and construction supervision of the rehabilitation works at Kayunga Hospital was awarded to M/S Dar Engineering of Saudi Arabia in association with Joadah Consult Ltd of Uganda.</li> <li>6. The contract for rehabilitation works and expansion of Kayunga hospital LOT-1 (USD 16,670,711.22) was awarded to M/S Arab Contractors (Ahmed Osman Ahmed &amp; Co.) of Egypt.</li> <li>7. The contract worth USD 1,433,803 (excluding taxes) for design and Construction supervision of the rehabilitation works at Yumbe Hospital was awarded to M/S Dar Engineering of Saudi Arabia in association with Joadah Consult Ltd of Uganda.</li> <li>8. The contract for rehabilitation works and expansion of Yumbe Hospital Lot 2 (USD 18,601,958.21) to M/S Sadeem Al-Kuwait General Trading &amp; Contracting Company of Kuwait.</li> </ol>	<ul style="list-style-type: none"> <li>• The bidding process was generally carried out in accordance with rules and guideline of the PPDA act.</li> <li>• For projects with donor funding, the Standard bidding document for procurement of major works by the donor was used in line with the PPDA regulations.</li> </ul>
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## Ministry of Health

Implementation and Quality	<ol style="list-style-type: none"> <li>1. A good attempt to manage health and safety was noticed on most sites.</li> <li>2. The access road to the Kayunga hospital site was not adequately maintained and the construction trucks generate a lot of dust while ferrying materials.</li> <li>3. Disclosed data revealed that monthly progress reports are prepared and presented to the monthly stakeholders meeting on all projects. However, these meetings however do not include the beneficiary communities.</li> <li>4. For the Kayunga and Yumbe hospital projects, the completed works have good workmanship and appear to be in a good structural condition as they show no signs of distress in form of excessive cracking, deflection, vibration and spalling of concrete surfaces.</li> <li>5. Storm water drainage is a challenge on all projects.</li> <li>6. For the Kayunga and Yumbe projects delay in disbursement of GoU counterpart funds was reported. This has affected timely settlement of Contractor's certificates.</li> </ol>	<ul style="list-style-type: none"> <li>• Health and safety strategies employed by the Contractors are a good practice and should be maintained.</li> <li>• The Contractors ought to plan for mitigation measures in regards to dust pollution.</li> <li>• Appropriate signage should be provided across the site and within the new buildings to clearly show areas such as, fire exits, fire escape routes, assembly points, theaters, waiting areas, wards, toilets, departments, doctor's offices, parking areas, etc.</li> <li>• Kayunga project: The Contractor has planned to make provision for end users to enable them acclimatize themselves with the new facility. In addition, end user trainings will be carried out by the contractor. This is good practice as will create a sustainable and easy use of the new facility.</li> <li>• GoU should make efforts to release counterpart funds in time and in adequate amounts to facilitate timely payment of the GoU share due on the payment certificates issued to the Contractor.</li> <li>• Delays in payment of Contractor's certificates may attract interest charges. Therefore, the GoU should look into this and address the delay causes to enable timely fulfillment of its contractual obligations.</li> </ul>
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## Ministry of Health

Inclusiveness (Women, youth, PWDs)	<ol style="list-style-type: none"> <li>For the Kayunga and Yumbe projects, PWDs were accommodated in the design of the facilities by providing ramps to ease access and special toilet facilities for the PWDs.</li> <li>For the Kayunga and Yumbe projects, the labor force was predominantly Ugandan youth and majorly comprised of people from the neighboring communities. Some skilled labor was imported from Kampala.</li> <li>For Kayunga and Yumbe projects, separate toilet facilities were provided for both male and female</li> <li>For Kayunga and Yumbe projects an average of 10-15% of the labour force employed for the projects are women mainly carrying out the manual work.</li> <li>Monthly stakeholder meetings are held on site in all projects to inform stakeholders on progress and also enable stakeholders view their concerns.</li> <li>There is general excitement about the new facilities and the prospective benefits to the neighboring communities as noted at the stakeholder meetings.</li> </ol>	<ul style="list-style-type: none"> <li>A good level of inclusiveness of various stakeholders was observed on the projects. The Contractors should uphold the good practice and continue to strength in areas where gaps are still apparent.</li> <li>Very few women were observed among the skilled labor. This calls for the need to provide training and encourage women to take up some of the skilled trades on a construction site.</li> </ul>
Transparency in Procurement	<ol style="list-style-type: none"> <li>For Kayunga and Yumbe projects, as of 24th September, 2019, no evidence of irregular procurement practices has been observed during the delivery of the projects.</li> <li>Audit reports from the Auditor General were not availed for review.</li> </ol>	<ul style="list-style-type: none"> <li>This is a good sign as it facilitates timely delivery of projects within scope and quality. This has already been observed on the Kayunga hospital project.</li> </ul>
Relationship among stakeholders	<ol style="list-style-type: none"> <li>As of 24th September, 2019, no evidence of irregular conduct was noted between the client, contractor, consultant and other stakeholders for Kayunga and Yumbe projects.</li> </ol>	<ul style="list-style-type: none"> <li>This is a good sign and the project stakeholders continue to adhere to their respective contractual and non-contractual obligations for the benefit of the project.</li> </ul>

## 2.7 Ministry of Water and Environment

- Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District
- Reconstruction of Mabira dam

Type of issue	Observation	Comment
Proactive disclosure	<ol style="list-style-type: none"> <li>Only 7.5% of the required 40 data points for proactive data were accessed without request. 92.5% of the proactive data was disclosed on request from the Entity for both projects</li> </ol>	<ul style="list-style-type: none"> <li>The disclosure of proactive data for easy access without request is still low. The Entity is encouraged to use public forums, platforms to display proactive data</li> </ul>
Reactive disclosure	<ol style="list-style-type: none"> <li>The PE disclosed up to 100% of the data points. The 67 data points were all disclosed by the PE for both projects.</li> </ol>	<ul style="list-style-type: none"> <li>Entity is commended for the willingness to disclose 100% of the information upon request in a bid to be transparent.</li> </ul>
Cost overrun	<ol style="list-style-type: none"> <li>Nyamihanga solar powered small-scale irrigation scheme project had cost overruns of 43% due to change of scope from 1-acre coverage to 2-acre coverage.</li> <li>Mabira dam project cost increased by 15%.</li> </ol>	<ul style="list-style-type: none"> <li>Entity is encouraged to consider obtaining all the required projects details(scoping) for all facilities accurately and avoid cost overruns</li> </ul>
Time overrun	<ol style="list-style-type: none"> <li>Mabira dam project experienced time overruns of 33% due to scope changes.</li> </ol>	<ul style="list-style-type: none"> <li>Entity is encouraged to commence contracts after acquiring the required land.</li> </ul>
Tender management	<ol style="list-style-type: none"> <li>The Nyamihanga solar project was directly planned and implemented by the procuring entity on force account mechanism.</li> <li>Whereas Mabira dam had 2 firms on both the works and supervision contract shortlisted after public adverts had been run.</li> </ol>	

Ministry of Water and Environment		
Implementation and Quality	<ol style="list-style-type: none"> <li>100% of the Nyamihanga solar project activities are completed.</li> <li>95% of Mabira dam works were completed by November 2019, a quality management plan was disclosed and quality quarterly reports disclosed.</li> <li>For Mabira dam, the entity failed to acquire the desired land for construction of the storage reservoir from the community. The size of the reservoir therefore was reduced from 2000 cubic meters underground to 1200 cubic meter concrete reservoir. The design was also changed which led to project implementation delays.</li> <li>For Mabira dam, there was provision for a qualified Safety Officer who dealt with Occupational Health and Safety, HIV/AIDs and gender management. All necessary protective gear/wear that includes reflectors, safety shoes and gloves. Health and safety precautions were highly adhered to which was highly commendable</li> </ol>	<ul style="list-style-type: none"> <li>No quality control aspects were disclosed in relation to project execution.</li> </ul>

Ministry of Water and Environment		
Inclusiveness (women, youth, PWDs)	<ol style="list-style-type: none"> <li>Mabira dam project had women, youth and other community dwellers involved in the construction process as recorded and evidenced on site. The project had a project manager, and environmentalist/ sociologist who were women. Two of the unskilled laborers onsite who were also classified as 'youth' were recruited from the community.</li> <li>Such information was not disclosed and could not be verified during site visits for the Nyamihanga solar power project since the project had no workers on site. Documents accessed did not have such data.</li> </ol>	<ul style="list-style-type: none"> <li>Inclusiveness of all gender and gender sensitivity in construction should be encouraged.</li> </ul>
Transparency in Procurement	<ol style="list-style-type: none"> <li>No documentation related to the procurement materials was disclosed to the AP for complete verification.</li> </ol>	
Relationship among stakeholders	<ol style="list-style-type: none"> <li>No evidence of irregular conduct was observed within the entity and project beneficiaries from the disclosed information and engagements with project beneficiaries.</li> </ol>	<ul style="list-style-type: none"> <li>The entity is commended for taking the initiative to involve all relevant stakeholders' right from the start of the project and through the implementation period. This practice should be carried on to other projects within the Entity.</li> </ul>



## 2.8 Uganda National Roads Authority – UNRA

1. Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build
2. Awoo bridge Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway

Type of issue	Observation	Comment
Proactive disclosure	1. 45% of the required 40 data points for proactive data were accessed on public domain. Most of the data was obtained from Government Procurement Portal, Local newspapers and the UNRA website and social media pages for both projects	<ul style="list-style-type: none"> <li>• UNRA has various information disclosure platforms however not all project data is disclosed and some of the data that is disclosed incomplete .</li> </ul>
Reactive disclosure	1. The PE disclosed 0% of the data points. The assurance team was unable to acquire authorization to further assess the projects.	<ul style="list-style-type: none"> <li>• Disclosure of information encourages transparency and stakeholder engagement.</li> </ul>
Cost overrun	Documentation related to cost overruns was not disclosed.	<ul style="list-style-type: none"> <li>• Disclosure of the information encourages transparency and stakeholder engagement..</li> </ul>
Tender management	<ol style="list-style-type: none"> <li>1. The procurement method for the Awoo bridge was Open Domestic bidding.</li> <li>2. 13 companies bided for Awoo bridge and 3 companies bided for the Busega express high way.</li> <li>3. The procurement method for the Busega-Mpigi road was Open Domestic bidding.</li> <li>4. Documentation related to procurement was not accessed by the AP for complete verification in both projects.</li> </ol>	<ul style="list-style-type: none"> <li>• No documentation to assess compliance was availed to the team.</li> </ul>
Implementation and Quality	1. The project completion status was not disclosed for either project.	<ul style="list-style-type: none"> <li>• No documentation to confirm the physical progress of the project.</li> </ul>
Inclusiveness (women, youth, PWDs)	1. Data on inclusiveness was not disclosed	<ul style="list-style-type: none"> <li>• No documentation or site visit to establish the level of inclusiveness</li> </ul>

Type of issue	Observation	Comment
Transparency in procurement	<ul style="list-style-type: none"> <li>• No documentation for procurement was disclosed to the AP for complete verification.</li> </ul>	<ul style="list-style-type: none"> <li>• Unable to establish this indicator</li> </ul>
Relationship among stakeholders	<ul style="list-style-type: none"> <li>• No documentation provided or access to project data in order to evaluate this indicator</li> </ul>	<ul style="list-style-type: none"> <li>• Unable to establish this indicator</li> </ul>

## 2.9 Summary of non-disclosed data

The assessment established that both proactive and reactive disclosure experienced low levels of disclosure. Disclosure of proactive data remains low with Calendar Implementation data disclosing the least (1%) and Project Identification data disclosed the most at an average of 86%. All projects did not disclose *Variation of contract duration, Variation of contract scope, Reasons for price changes and Reasons for scope and duration changes* on any of their public platforms. Only the Ministry of Education and Sports, on the Mbarara University project site under HEST disclosed the escalation and variation of contract prices.

It was observed that some of the PEs agreed to reactively disclose data, none disclosed the *Technical audit reports and only Yumbe Hospital project – Ministry of Health disclosed the financial audit report and Project Evaluation report*. This non-disclosure affects stakeholder participation and transparency. It further affects full analysis of disclosed information to inform recommendations on project performance.

This implies that PDE's at Calendar Implementation had limited information given to the public affecting its use for engagement by Stakeholders. As demonstrated in the figures 4&5 below, a total of 64 (37 proactive and 27 reactive) data points were not fully disclosed by all PDEs with only some PDEs disclosing such data.

Figure 5 presents percentages of information that is not frequently availed by PDEs proactive and reactively. From the analysis, data points under calendar implementation are the least disclosed on the public domain while Project completion are least disclosed reactively.

## 2.10 Completeness of the disclosed information

Completeness of the disclosed information looked at number of data points disclosed against number of data points not disclosed as per the CoST Infrastructure Data Standard. The Assurance Process on the thirteen (13) public infrastructure projects indicated that the data disclosed was not complete as there was quite a big variance between the data points disclosed and not disclosed per project proactively and reactively. Jinja store tanks project under MEMD had the least data points disclosed at 11 against the 67 in the CoST IDS, this was followed by Gulu and Lira University projects at 14, then the RAP project under MEMD at 16 and the Busega-Mpigi project at only 17 data points disclosed. The low levels of data points disclosed by PDEs indicate that information was mostly incomplete. Incomplete data affects access to information, stakeholder use of complete information and ultimately affects transparency.

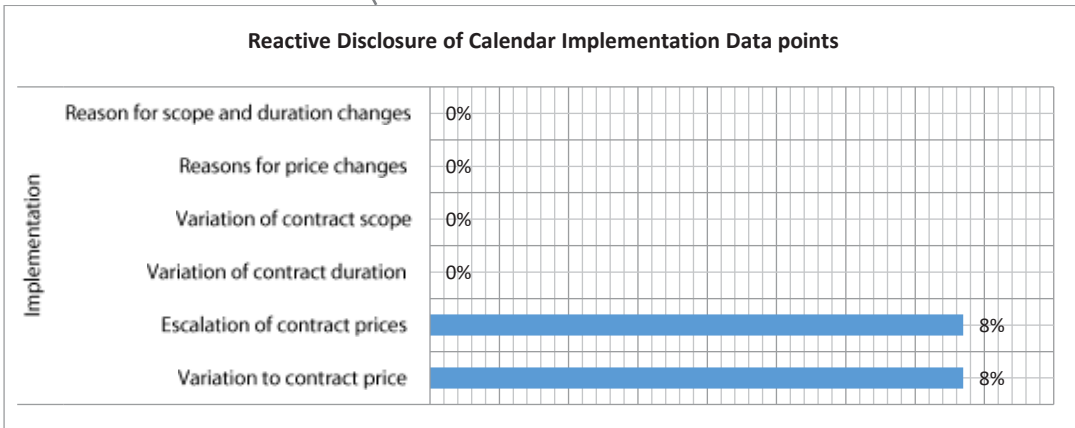
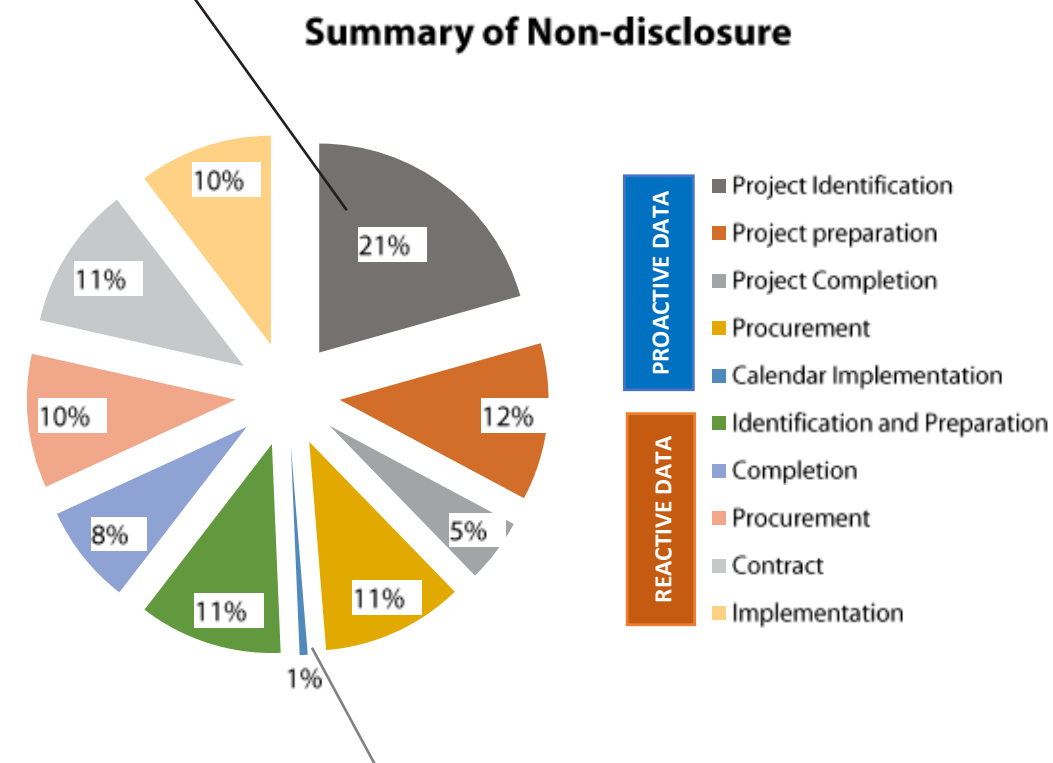
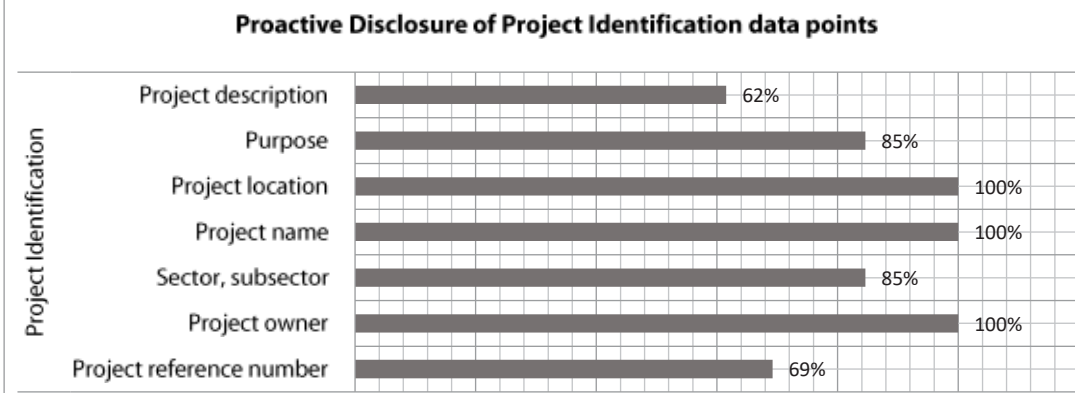
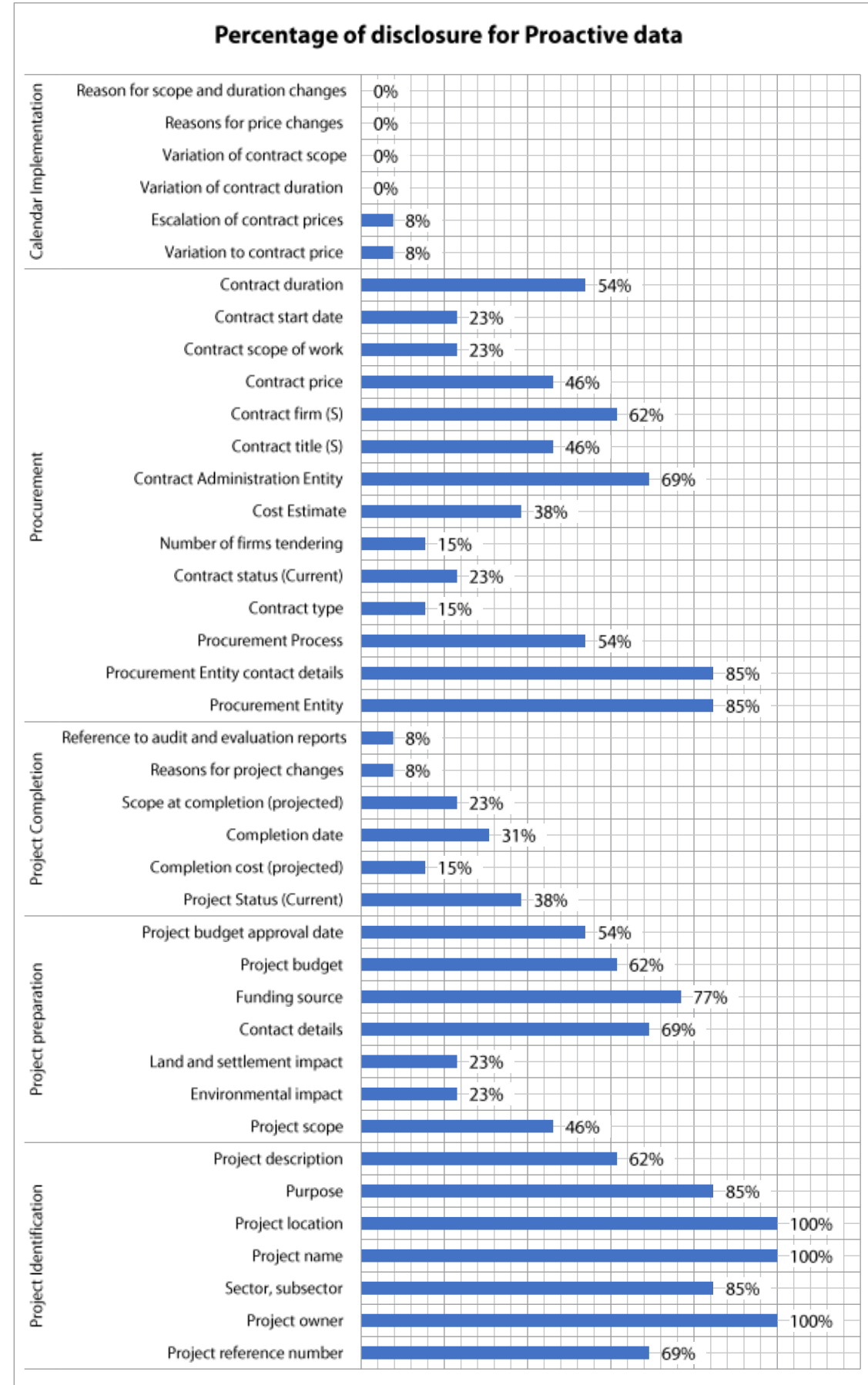


Figure 5: Summary of non-disclosure





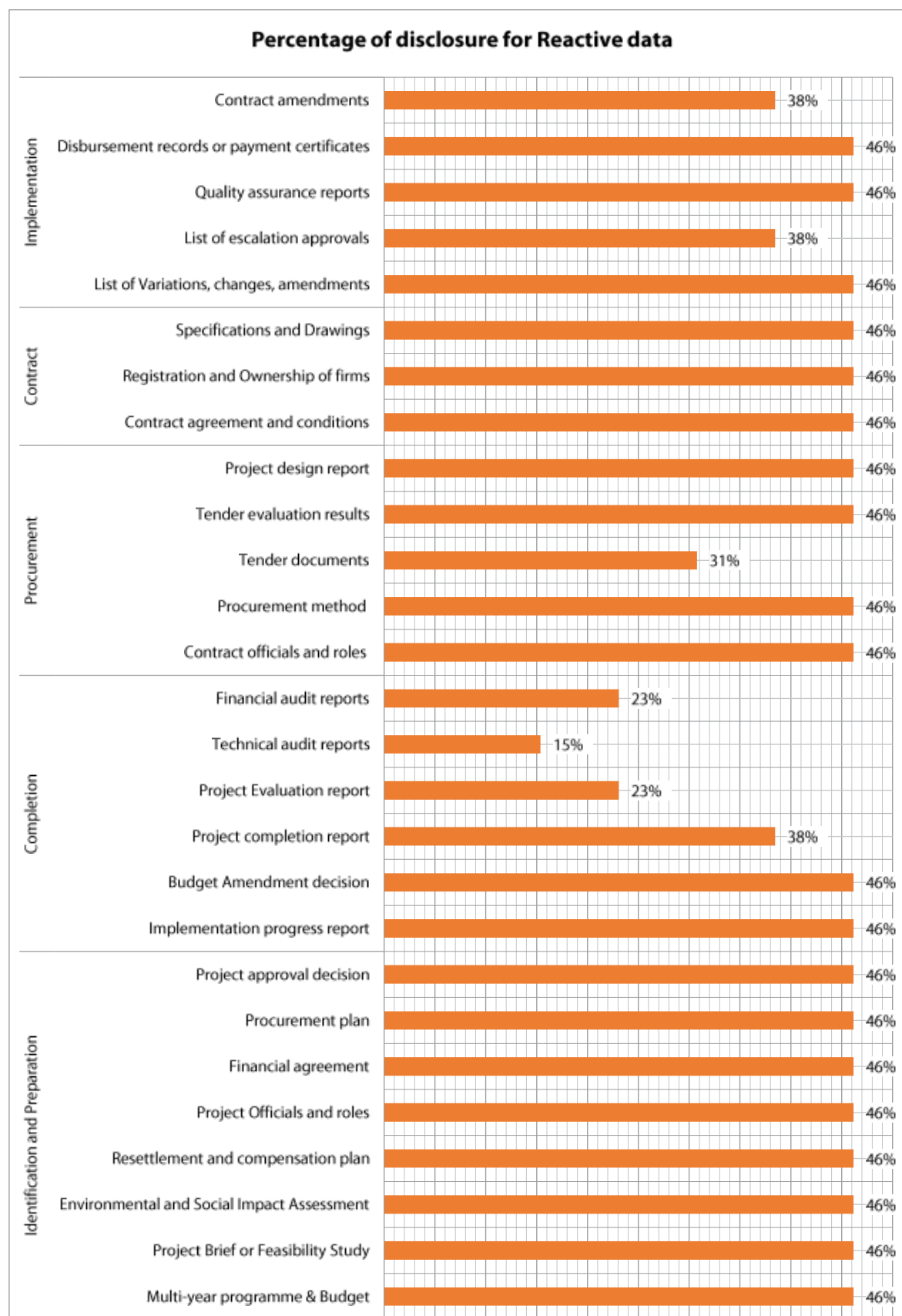


Figure 6: Non-disclosure for proactive and reactive data

Table 6: Use of disclosure platforms by PDEs

Disclosure platform	Observations	Comments
Project sign board.	<ol style="list-style-type: none"> <li>1. Site visits for the MoES, MEMD and UNRA were not conducted so this indicator was not established on projects under these PDEs.</li> <li>2. All MoH projects had project signboards erected at site access points. The signboards disclose basic information on the projects. Such information includes; project title, funders, contractor, consultant, project duration, completion.</li> <li>3. In some instances, information disclosed on physical platforms was in foreign languages, Ministry of Water and Environment disclosed some information on its Mabira Dam project in Kiswahili.</li> </ol>	<ul style="list-style-type: none"> <li>• A project signboard is a good platform to proactively disclose project information to the neighbouring communities who are in most cases the beneficiary communities. However, the signboards should also include project costs.</li> <li>• Information that is provided on this platform should be standardised and updated regularly to promote transparency.</li> <li>• Physical disclosure should be made in language that is user-friendly and understood by intended beneficiaries.</li> </ul>
Procuring and Disposal Entity website	<ol style="list-style-type: none"> <li>1. The PDE websites had limited information about ongoing projects. Data disclosed was not complete and lacked in aspects such as status of the project, contract information, procurement, project implementation status. In some instances, project names online differed from the one offline.</li> </ol>	<ul style="list-style-type: none"> <li>• PDEs websites are a good platform for easy and quick access to information.</li> <li>• PDEs should make efforts to provide regular updates on their portal to promote access to information related to infrastructure projects by the PDEs.</li> <li>• Constant checks on the content uploaded on information platforms.</li> </ul>

Disclosure platform	Observations	Comments
Newspaper pull-outs	1. No records of newspaper pull-outs (if available) were availed to the APs for all the projects, APS used online and other public library archives to retrieve such details. Entities would be expected to archive all publications where such project data has/is published.	<ul style="list-style-type: none"> <li>PDEs should consider preparing regular newspaper pull-outs as an update on the status of the project. This may be used to communicate, delays, overruns, savings, changes to designs, status of payments to the contractor etc.</li> <li>This is a good avenue to give access to information thereby promoting transparency and accountability.</li> </ul>
Radio/TV talk shows	1. No records were availed to the APs for all the projects.	<ul style="list-style-type: none"> <li>This is a good platform for proactive information dissemination at all levels. People still listen to the radio.</li> <li>Radios and Televisions give opportunity for mass dissemination as they have a wide coverage in terms of listenership viewership respectively.</li> </ul>
Stakeholder engagements	<p>1. 4 of the projects disclosed having engaged citizens on the respective projects.</p> <p>1. MoH (Yumbe and Kayunga) and Ministry of Water and Environment (Mabira Dam and Nyamihanga solar projects indicated involvement of stakeholders such as hospital leadership, doctors, local government leadership, village leaders and other community representative monthly project progress meetings.</p>	<ul style="list-style-type: none"> <li>This is a good practice as it offers a good platform to disclose project information to the different stakeholders as the project progresses.</li> <li>It promotes transparency and accountability as the stakeholders are able to make inquiries, raise and address concerns on the projects.</li> <li>All entities should be encouraged to disclose their community engagements, lessons and key messages the public should take on the different projects.</li> </ul>

## 2.11 Accuracy and flow of the disclosed information

The data provided was, in general found to be accurate for all projects assessed given that PDEs officials availed project files but also completed and or verified data in the CoST IDS in some instances. The Assurance Team verified data provided by the PDEs through site visits and interaction with donor officials, contractors, consultants and the infrastructure beneficiaries whose audience was acquired through formal means. The Assurance Team also used the Government documents like the PPDA Act, 2003, Access to Information Act, 2005 and its regulating guidelines and National Budget Report 2017 to verify the data provided.

## 2.12 Disclosure frameworks within the Procuring and Disposing Entities

The PDEs generally disclosed data through their respective official websites, office notice boards and signboards at the project sites. The assurance process revealed that all the 5 PDEs had active websites including; Ministry of Education and Sports [www.education.go.ug](http://www.education.go.ug), Ministry of Energy and Mineral Development [www.energyandminerals.go.ug](http://www.energyandminerals.go.ug), Ministry of Health [www.health.go.ug](http://www.health.go.ug), Ministry of Water and Environment [www.mwe.go.ug](http://www.mwe.go.ug) and Uganda National Roads Authority [www.unra.go.ug](http://www.unra.go.ug). The PDEs also have active social media platforms including Twitter and Facebook accounts.

During the disclosure process, some information identified on Procurement Entity websites was not sufficient, yet the websites provide a good opportunity for proactive disclosure on projects handled by the Ministry. It is therefore recommended that a Project Disclosure platform should be created to improve proactive disclosure levels of information frequently needed by the general public.

Physical disclosure frameworks were being emphasized by all the PDEs including information walls. Information frequently disclosed by PDEs includes contractor, consultant, client, funding agency, scope of works, length of the project among others. The commonly undisclosed information includes the start and end dates and the total cost of the project among others. PDEs use internal memos and emails for disclosing information about the projects. Some of the information includes; procurement adverts, safety information, livelihoods, and best evaluated bidder notices.

# CHAPTER THREE

## TRANSPARENCY AND PROJECT MANAGEMENT

This section focuses on areas such as stakeholder engagement, tender Management, cost overruns, time overruns, management of construction quality among others.

### 3.1 Stakeholder participation

It is important to note that Stakeholder participation is a key objective of the CoST initiative because it promotes the participation of the parties concerned. It builds ownership and trust of the communities affected by the projects thus improving transparency and accountability on public projects. The AP's established the level of stakeholder participation through interviews with key stakeholders for 9 projects with an exception of UNRA and MEMD projects. The Assurance team consulted on the level of involvement of the donors, Contractors, Consultant, Procuring Entities, Public service users and nearby community members. The Assurance team engaged with project managers, some project beneficiary communities, donors, the MSG and other recommended stakeholders.

However, the Assurance Team could establish the level of stakeholder engagement on projects under UNRA, MoES and Ministry of Energy and Mineral Development (MEMD); these entities did not grant the Assurance Team of CoST Uganda access to the project files and sites to inform assessment of this indicator. The table below indicates the observations and comments regarding the Ministries of Health and Water and Environment projects.

**Table 7: Stakeholder participation for all projects**

Observation	Comments
<b>Ministry of Health</b>	
1. Rehabilitation and Expansion of Kayunga-Yumbe hospitals in two lots by Lot 1 – M/s Arab Contractors, Osman Ahmed Osman & Co	<ul style="list-style-type: none"> <li>There was a general concern of the neighboring community members about the potential effects of construction of the waste water treatment lagoon in a residential area.</li> </ul>
2. Rehabilitation and Expansion of Kayunga-Yumbe hospitals in two lots by Lot 2 – M/s Sadeem AL Kuwait general trading and contracting Co.	<ul style="list-style-type: none"> <li>Generation of dust and littering with mud by Contractor's material trucks on the paved hospital access road which is also used by the neighbouring community to access their homes and businesses.</li> </ul>

Observation	Comments
	<ul style="list-style-type: none"> <li>Condition of the Hospital Access road off the main road. Road had pot holes, mud and stagnation of storm water. This was also raised by the local leaders at the stakeholder engagement meetings.</li> <li>Monthly stakeholder meetings are held on site to inform stakeholders on progress and also enable stakeholders raise their concerns regarding the Yumbe and Kayunga projects.</li> </ul>
1. Construction of Satellite Laboratories at Mbarara Regional Referral Hospital Lot 1.	<ul style="list-style-type: none"> <li>Contractor advised to make provision for end user visits to enable the user acclimatize with the new facilities.</li> </ul>
2. Construction of Satellite Laboratories at Mbale Regional Referral Hospital Lot 2.	<ul style="list-style-type: none"> <li>AP also observed that the Mbale Municipal Council and District Integrity Promotional Forum were not active in the project delivery process.</li> <li>For the Mbarara project site, the AP observed that there was full involvement of the project key stakeholders including the Mbarara municipal council who responded positively towards any project issue that arose</li> </ul>
<b>Ministry of Water and Environment</b>	
1. Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District	<ul style="list-style-type: none"> <li>The community did not offer much resistance to the establishment of the Nyamihanga solar project. The community was also effectively sensitized prior to implementation of the project.</li> </ul>
2. Reconstruction of Mabira dam	<ul style="list-style-type: none"> <li>Most of the members in the community were grateful for the government's initiative to increase their Nyamihanga solar project for water for production especially during the dry spells;</li> <li>A few community dwellers indicated that the workmen for the project sites were very respectful.</li> <li>For both projects, there was a high rate of stake holder involvement right from the project start to completion. The needs of the community are addressed to a great extent</li> </ul>

Observation	Comments
<b>Ministry of Education and Sports</b>	
1. Lot 6 – Proposed Construction of One (1) Faculty of Agriculture and Environment, One (1) Multi-functional Research Laboratory Block and One (1) Library Block for Gulu University at the Main Campus, and Construction of a Health Science Centreat Lira University Constituent college campus at Lira.	<ul style="list-style-type: none"> <li>Disclosed data did not reveal any level of stakeholder engagement on all the projects.</li> </ul>
2. Construction of Additional Facilities at Jinja PTC.	
3. Construction of hostel at Mbarara University of Science and technology (MUST) at Kihumuro campus and construction of an engineering workshop at Kyambogo University	
<b>Ministry of Energy and Mineral Development</b>	
1. Completion of Works Under Rap Implementation for Refinery Development Construction of Police Post, Churches Construction of Access Roads, Drilling Bore Holes.	<ul style="list-style-type: none"> <li>Disclosed data did not reveal any level of stakeholder engagement on all the projects.</li> </ul>
2. Lot 1 – Construction of Kyakabooga Police Post at Kyakabooga	
3. Lot 2 – St Francis Roman Catholic Church at Nyakasinini initially at Nyakahaira	
4. Lot 3 – Construction of Wambabya Parish Anglican Church of Uganda at Wambabya Initially at Kyapaloni, Kigaaga 1.	
5. Maintenance of Storage Tanks Facility (Renovation)	

Observation	Comments
<b>Uganda National Roads Authority</b>	
1. Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build; Awoo bridge	<ul style="list-style-type: none"> <li>Disclosed data did not reveal any level of stakeholder engagement on all the projects.</li> </ul>
2. Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway	

### 3.2 Tender Management

A total of 82 companies participated in the tender process for 9 projects. Data on 4 projects was not disclosed. The assessment on disclosed projects reveals that most of the projects were carried out under the Public Procurement and Disposal of Public Assets Act 2003 and regulations under the Ministry of Health for Rehabilitation and Expansion of Kayunga-Yumbe hospitals for both Lot 1 & Lot 2, the Procurement Documents used were *Standard Bidding Document for Procurement of Major works by Islamic Development Bank, June 2013*.

It was also noted that Force on Account Method of Construction was used for one project the Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District, by Ministry of Water and Environment.

The assessment also revealed that there was a limited amount of tender information disclosed across all the project assessed and detailed information regarding number of firms shortlisted, number of responsive and non-responsive bids for the selected projects was generally low. Tender information collected regarding contract signing date and date of site hand over was generally low which made it difficult to ascertain the Tender duration for the projects. In Addition, PDEs did not disclose names of companies participating in the bidding processes, but disclosed best evaluated bidders. . However projects generally displayed consistency with the PPDA Act and Regulations.



**Table 8: Summary of Tender Management**

Projects	Number of firms that bid	Best evaluated companies	Date of signing contract	Date of site hand-over	Procurement method
1. Lot 6 – Proposed Construction of One (1) Faculty of Agriculture and Environment, One (1) Multi-functional Research Laboratory Block and One (1) Library Block for Gulu University at the Main Campus, and Construction of a Health Science Centre at Lira University Constituent college campus at Lira	15	Samhee Construction Co Ltd	ND	ND	International Competitive Bidding (ICB)
1. Development of Primary Teacher's Colleges (PTCs) Phase II project 2. Lot 7: Construction of additional facilities at Jinja PTC	ND	M/s Newton Technical Services	ND	ND	Open International Bidding (OIB)
1. Construction of hostel at Mbarara University of Science and technology (MUST) at Kihumuro campus and construction of an engineering workshop at Kyambogo University	6	M/S China Nanjing International Limited	15th Dec, 2017	2 weeks after signing of Contract	Not disclosed
1. Completion of Works Under Rap Implementation for Refinery Development Construction of Police Post, Churches Construction of Access Roads, Drilling Bore Holes. 2. Lot 1 – Construction of Kyakabooga Police Post at Kyakabooga 3. Lot 2 – St Francis Roman Catholic Church at Nyakasinini initially at Nyakahaira 4. Lot 3 – Construction of Wambabya Parish Anglican Church of Uganda at Wambabya Initially at Kyapaloni, Kigaaga 1.	ND	ND	ND	ND	Open International Bidding (OIB)
1. Maintenance of Storage Tanks Facility (Renovation)	ND	ND	ND	ND	Open International Bidding (OIB)
1. Rehabilitation and Expansion of Kayunga-Yumbe hospitals in two lots by Lot 1 – M/s Arab Contractors, Osman Ahmed Osman & Co.	8	M/s Arab Contractors (Oman Ahmed Osman & Co.)	5th Jan	ND	International Competitive Bidding (ICB)
1. Rehabilitation and Expansion of Kayunga-Yumbe hospitals in two lots by Lot 2 – M/s Sadeem AL Kuwait general trading and contracting Co	8	M/s Sadeem Kuwait general trading and Contracting Co.	5th Jan 2018	ND	International Competitive Bidding (ICB)
1. Construction of Satellite Laboratories at Mbarara Regional Referral Hospital Lot 1	21	Muga Services Limited	ND	18th July 2018	International Competitive Bidding (ICB)
1. Construction of Satellite Laboratories at Mbale Regional Referral Hospital Lot 2	22	Egiss Engineering Contractors Limited	ND	19th Sept 2018	International Competitive Bidding (ICB)
1. Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District	NA	NA	NA	18th Dec 2017	Force Account
1. Construction Completion of Mabira dam and Watering	2	Global International Services Limited	ND	16th Nov 2017	Open Competitive
1. Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build; Awoo bridge	ND	ND	ND	2nd Jan 2019	Open Domestic Bidding
1. Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway	ND	Civil Engineering Construction Corporation	19th Dec 2018	ND	ND

Source: Individual project assurance reports ND – Not Disclosed NA – Not Applicable

### 3.3 CoST Overruns

For projects where data was provided, the analysis on the contract price vis-a-vis completion cost indicated cost overruns for only two projects whose reasons were additional works and scope was at 29%. The summary of the data is presented in the table below.

**Table 9: Summary of CoST overruns of the projects assessed**

Entity	S/N	Project	Initial project cost	Cost overruns	% Cost overrun
MOES	01	Construction of hostel at Mbarara university of science and technology (must) at kihumuro campus and Construction of an engineering workshop at Kyambogo university	Not disclosed	Not disclosed	Not disclosed
	02	Proposed Construction of One (1) Faculty of Agriculture and Environment, One (1) Multi-functional Research Laboratory Block and One (1) Library Block for Gulu University at the Main Campus, and Construction of a Health Science Centre at Lira University Constituent college campus at Lira	Not disclosed	Not disclosed	Not disclosed
	03	Development of Primary Teacher's Colleges (PTCs) Phase II project Lot 7: Construction of additional facilities at Jinja PTC	Not disclosed	Not disclosed	Not disclosed
MOE	04	Completion of Works Under Rap Implementation for Refinery Development Construction of Police Post, Churches Construction of Access Roads, Drilling Bore Holes.	Lot 1 – UGX1,065,454,000 Lot 2 – UGX1,475,550,000 Lot 3 –UGX 1,015,714,000	Not disclosed	Not disclosed
	05	Maintenance of Storage Tanks Facility (Renovation)	UGX 7,000,000,000	Not disclosed	Not disclosed
MOH	06	Rehabilitation and expansion of Yumbe and Kayunga General Hospitals- Lot 1	USD 22,500,0000	Not disclosed	Not disclosed
	07	Rehabilitation and expansion of Yumbe and Kayunga General Hospitals- Lot 2	USD 18,500,0000	Not disclosed	Not disclosed
	08	Construction of laboratories at Mbale regional referral hospital lot 2	UGX 1,935,225,818	0	0%
	09	Construction of laboratories at Mbarara regional referral hospital lot 1	UGX 1,925,992,914	0	0%
MWE	10	Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District	UGX 280,000,000	UGX 120,000,000	43% due to increase in scope of works.
	11	Reconstruction of Mabira dam	UGX 8,788,418,711	UGX 1,319,865,054	15% due to increase in scope of works
UNRA	12	Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build; Awoo bridge	UGX 9,320,000,000	Not disclosed	Not disclosed
	13	Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway	UGX 60,300,000,000	Not disclosed	Not disclosed



### 3.4 Time Overruns

An analysis on the time overruns for the projects assessed was made as elaborated below;

**Table 10: Summary of Time overruns per project assessed**

Entity	S/N	Project	Project Duration (months)	Time Overrun	% Time overrun
MOES	01	Construction of hostel at Mbarara university of science and technology (must) at kihumuro campus and Construction of an engineering workshop at Kyambogo university	21	Not disclosed	Not disclosed
	02	Proposed Construction of One (1) Faculty of Agriculture and Environment, One (1) Multi-functional Research Laboratory Block and One (1) Library Block for Gulu University at the Main Campus, and Construction of a Health Science Centreat Lira University Constituent college campus at Lira	18	Not disclosed	Not disclosed
	03	Development of Primary Teacher's Colleges (PTCs) Phase II project Lot 7: Construction of additional facilities at Jinja PTC	18	Not disclosed	Not disclosed
MOE	04	Completion of Works Under Rap Implementation for Refinery Development Construction of Police Post, Churches Construction of Access Roads, Drilling Bore Holes.	Not disclosed	Not disclosed	Not disclosed
	05	Maintenance of Storage Tanks Facility (Renovation)	Not disclosed	Not disclosed	Not disclosed
MOH	06	Rehabilitation and expansion of Yumbe and Kayunga General Hospitals-Lot 1	24	13% (Yumbe)	13% (Yumbe) due to additional scope of work.
	07	Rehabilitation and expansion of Yumbe and Kayunga General Hospitals-Lot 2	24	Not disclosed	Not disclosed
	08	Construction of laboratories at Mbale regional referral hospital lot 2	12	6 months	50%
	09	Construction of laboratories at Mbarara regional referral hospital lot 1	12	Not disclosed	Not disclosed
MWE	10	Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District	3.5	0	0%
	11	Reconstruction of Mabira dam	18	6	33% – due to scope changes resulting from delays in land acquisition
UNRA	12	Reconstruction of Washed out and failed bridges in Northern Uganda under Design and Build; Awoo bridge	Not disclosed	Not disclosed	Not disclosed
	13	Consultancy Services for Design Review and Construction Supervision of Busega-Mpigi Expressway	Not disclosed	Not disclosed	Not disclosed

The average time overruns on three projects that disclosed such information was 32%. The projects are Rehabilitation and expansion of Yumbe hospital lot 1 experienced a 13% time overrun whereas Construction of laboratories at Mbale regional referral hospital lot 2 had an approved time overrun of 6 months (corresponding to 50%). Additionally, the cumulative time for Mbale site elapsed by 70.6% with a cumulative physical progress of 47%, corresponding to a delay of 23.6%. It was quite important for the contractor to fast track works on this project. The project progress was delayed by the contractor though a time extension was given. The contractor increased the skilled labour (masons, steel benders) in order to improve the progress of the works. Overtime sheets were presented to the AP indicating the extra hours the contractor worked. The project physical progress is 53% and 70.6% contract time progress. This was not disclosed proactively to the public.

The reconstruction of Mabira dam had a time overrun of 33% which was due to scope changes resulting from delays in land acquisition.

### 3.5 Management of Construction Quality

There was no disclosure made on evidence of a quality management plan for all the projects under MoES, MEMD and UNRA. The entities are advised to ensure disclosure of Quality control systems on projects, to guarantee the quality of works done and for the benefit of all project beneficiaries.

**MWE:** On Mabira Dam, a quality Management system was disclosed and in existence on site. However; there was no disclosure on quality control for Nyamihanga Irrigation scheme which was already complete.

**MOH:** The Entity disclosed information on construction quality. However there challenges on site regarding safety.

# CHAPTER FOUR

## SUMMARY OF OBSERVATIONS AND RECOMMENDATIONS

**Table 11: Summary Of Observations and Recommendations**

Indicators	Observation across the assured projects	Recommendations to stakeholders	By who
Proactive Disclosure	<ol style="list-style-type: none"> <li>1. Ministry of Health disclosed 53% on Kayunga hospital and 50% on Yumbe hospital rehabilitation projects.</li> <li>2. Ministry of Health disclosed 63% proactively on the construction of satellite laboratories at Mbale Referral hospital Lot 2 and 65% on the construction of laboratories at Mbarara Referral hospital Lot 1.</li> <li>3. Ministry Water and Environment disclosed 7.5% for Mabira dam and Nyamihanga irrigation scheme projects.</li> <li>4. Ministry of Energy and Mineral Development disclosed 40% proactively on the Completion Works under RAP Implementation for Refinery Development. And 28% on the Maintenance of Jinja Storage Tank Facility (Renovation)</li> <li>5. Ministry of Education and Sports disclosed 35% if the proactive data points on HEST – Lira and Gulu sites, 77.5% on Mbarara and Kyambogo sites and 42.5% on the construction of additional facilities at Jinja PTC.</li> <li>6. UNRA disclosed 52.3% proactively on the Awoo Bridge and 42% on the Busega – Mpigi express.</li> </ol>	<ul style="list-style-type: none"> <li>• The PDEs should on a regular basis update information on the entity website.</li> <li>• PDES should consider adopting the CoST IDS as a disclosure standard for project and contract information.</li> <li>• PDEs should assign specific officers to ensure timely and regular update of disclosure platforms, review of disclosed information and reporting on disclosure levels.</li> </ul>	All PDEs PPDA
Reactive Disclosure	<ol style="list-style-type: none"> <li>1. Ministry of Health disclosed 89% on the Kayunga Hospital project; and 89% on Yumbe project.</li> <li>2. Ministry of Health disclosed 89% on the Construction of the Satellite Laboratory at Mbale Regional Referral Hospital Lot 2</li> <li>3. Ministry Water and Environment disclosed 100% for Mabira dam and Nyamihanga irrigation scheme projects.</li> <li>4. Ministry of Energy and Mineral Development did not disclose any reactive data to the Assurance Team upon request.</li> <li>5. Ministry of Education and Sports HEST – AfDB – V project did not disclose any data upon request.</li> <li>6. UNRA did not disclose any reactive data upon request.</li> <li>7. Data accessed was only disclosed on Entity websites, social media and the Government Procurement portal. There is no dedicated Infrastructure Disclosure Portal to enhance transparency.</li> <li>8. There is no legal framework requiring entities to disclose infrastructure project and contract data to the public. Data requesters are at the mercy of the data holders to accept partnership and or respond to data requests.</li> </ol>	<ul style="list-style-type: none"> <li>• Most disclosure platforms provide contract information however there is very little information regarding project information, PPDA should provide guidelines on disclosure of infrastructure project and contract data most preferably using the CoST IDS.</li> <li>• PPDA should monitor and enforce compliance of existing disclosure standards and requirements.</li> <li>• PPDA should work with CoST to develop a dedicated Infrastructure Disclosure Portal that would enable full analysis of disclosed data to inform project performance.</li> </ul>	All PDEs PPDA

Indicators	Observation across the assured projects	Recommendations to stakeholders	By who
Cost overruns	<ol style="list-style-type: none"> <li>Two projects disclosed the cost overruns the Construction of Nyamihanga solar powered small-scale irrigation scheme in Rukiga District and Mabira Dam in Mbarara district under Ministry of Water and Environment; reasons were because of additional works and scope changes.</li> </ol>	<ul style="list-style-type: none"> <li>Contract managers should ensure that contractors and consultants have risk matrices in order to ensure that provision is made for risk management.</li> </ul>	<p>Procuring Entities Contract Managers</p>
Time overruns	<ol style="list-style-type: none"> <li>Rehabilitation and expansion of Yumbe hospital lot 1 experienced a 13% time overrun whereas Construction of laboratories at Mbale regional referral hospital lot 2 had an approved time overrun of 6 months. Additionally, the cumulative time for Mbale site elapsed by 70.6% with a cumulative physical progress of 47%. It was quite important for the contractor to fast track works on this project. The project progress is delayed by the contractor though a time extension was given. The contractor was observed to have increased the skilled labour (masons, steel benders) in order to improve the progress of the works. Overtime sheets were presented to the AP indicating the extra hours the contractor worked. The project physical progress is 53% and 70.6% contract time progress. This was not disclosed proactively to the public.</li> <li>Continuous delays on projects could easily cause mistrust between project stakeholders. This was observed in the stakeholder meeting for the Yumbe project.</li> <li>Reconstruction of Mabira dam had a time overrun of 33% which was due to scope changes resulting from delays in land acquisition.</li> </ol>	<ul style="list-style-type: none"> <li>PDEs should ensure continuous supervision of works to avoid delays in contract completion.</li> <li>Contractors and consultants should enhance their capacity to deliver works timely by developing and implementing time management schedules.</li> <li>Contracts should note commence prior to securing all the necessary factors for implementation of the project such as land.</li> </ul>	<p>Procuring Entities Contract Managers</p>
Tender Management	<ol style="list-style-type: none"> <li>For most projects, tender documents were/are not disclosed, even upon request. It is complex to assess the levels of transparency and private sector participation in the bidding process without such information.</li> <li>Lack of evidence of the procurement processes. Some of the Procuring entities do not practice strong documentation of the procurement process.</li> <li>The 30% local content requirement was not emphasized and, in some cases, not satisfied for the Kayunga and Yumbe hospital projects. The procurement plans for Kayunga and Yumbe hospitals indicate procurement of furniture from outside Uganda which is not in line with the “Buy Uganda, Build Uganda” ideology since items like office furniture are locally available.</li> <li>PDEs select to use force account mechanism, on ground that there are private sector providers willing to do the work but lack documentary evidence on justification for use of Force Account .</li> <li>Poor planning, for Yumbe hospital project by MoH, the entity had delays in contracting the contractor and consultant which affected the completion date to February 2020.</li> </ol>	<ul style="list-style-type: none"> <li>PDEs should strengthen their documentation and data retrieval systems for all project documents.</li> <li>PDEs should disclose more information to the public on the tender management process to increase transparency. The GPP is a better stop centre for such information.</li> <li>PPDA should include additional data points on the GPP for Infrastructure projects to enhance full disclosure and analysis in the assurance process.</li> <li>PPDA and PDEs should build capacity of Procurement Officials and Information Officers, on populating the websites and the GPP and on data retrieval</li> <li>The Uganda National Association of Building and Civil Engineers (UNABCEC) and the Uganda Association of Consulting Engineers (UACE) should provide training to their members to enable them participate in procurements for irrigation schemes.</li> <li>PDEs should be encouraged to plan effectively to enhance timely delivery of projects.</li> <li>The private sector is encouraged to participate and interest themselves in future irrigation schemes.</li> </ul>	<p>Contractors, Consultants Procuring and Disposing Entities PPDA</p>

Indicators	Observation across the assured projects	Recommendations to stakeholders	By who
Implementation and Quality	<ol style="list-style-type: none"> <li>1. Lack of readily available construction materials from the suppliers which caused delays for the Mbale project site.</li> <li>2. Poor planning observed on all the projects visited by the Assurance Team, projects are implemented during poor weather conditions especially heavy rains that disrupt the progress of works on site.</li> </ol>	<ul style="list-style-type: none"> <li>• Contractors and consultants should be required to make use of environmental management and decommissioning plans and have these documented in their progress reports.</li> </ul>	<p>Procuring and Disposing Entities , Contractors and Consultants.</p> <p>PPDA,</p> <p>All oversight bodies</p>
Implementation and Quality	<ol style="list-style-type: none"> <li>1. Generation of dust and littering with mud by Contractor's material trucks on the paved access roads in some of the projects which is also used by the neighboring community to access their homes and businesses observed on the Yumbe project site.</li> <li>2. Defective performance of drainage structures on Yumbe project site as storm water would not seem to effectively flow into the channels. This may create potential for erosion, water stagnation and deterioration of pavements.</li> <li>3. Poor waste management on Yumbe project site evidenced by piling of construction waste across the site.</li> <li>4. Poor site temporary drainage &amp; maintenance of circulation roads, evidenced by stagnation and ponding of water, erosion and mud on circulation along some roads on Yumbe project site.</li> <li>5. Halt of service delivery on Yumbe project site due to construction works, this deprives people of right on access to service delivery.</li> <li>6. Lack of evidence of environmental protection measures on all the sites visited by the Assurance Team</li> </ol>	<ul style="list-style-type: none"> <li>• The Contractors should regularly clean the roads when littering has occurred. Material trucks may also be regularly cleaned</li> <li>• Contractors should carryout regular maintenance of access and circulation roads affected by the project.</li> <li>• Consultants should review drainage design and performance of design as constructed/implemented on site.</li> <li>• Contractors should establish and adhere to waste management plans, as well as conduct regular collection and safe disposal of construction waste generated on site.</li> <li>• Provision of temporary facilities to ensure no service delivery is affected due to construction works.</li> <li>• Entities should ensure environmental protection, to enhance this, contractors and consultants should be required to report on status of environmental management and decommissioning plans implementation in their quarterly progress reports.</li> <li>• Oversight bodies such as Auditor General, PPDA, the Inter-Agency Forum, Parliament among others should monitor delivery of infrastructure projects at all levels to ensure quality and timely implementation.</li> </ul>	<p>PPDA, OAG, Parliamnet, Consultamts, Contractors, Inter-Agency Forum</p>
Inclusiveness (Women, youth, PWDs)	<ol style="list-style-type: none"> <li>1. Some projects did not have evidence on women, youth participation. And gender sensitive infrastructure services on structures under construction.</li> </ol>	<ul style="list-style-type: none"> <li>• PDEs should as part of the evaluation criteria include information on proposed involvement of women an youth in the project required to report on gender considerations during their quarterly reports.</li> <li>• Contractors and consultants should ensure that project sites are safe and can be accessed by all users. Signage on directions should be clear and placed at reasonable sites in user-friendly languages.</li> </ul>	<p>PDEs</p> <p>PPDA</p> <p>Contractors, Consultants</p>
Transparency in Procurement	<ol style="list-style-type: none"> <li>1. No information could be established on this indicator.</li> </ol>	<ul style="list-style-type: none"> <li>• PPDA should monitor and ensure PDE compliance in disclosure of relevant project files such as evaluation reports, progress reports, audit reports to strengthen transparency in public procurement.</li> </ul>	<p>PPDA and PDEs</p>

Indicators	Observation across the assured projects	Recommendations to stakeholders	By who
Relationship among stakeholders	<ol style="list-style-type: none"> <li>1. No information could be established to inform this indicator for projects from UNRA, MEMD and MoES.</li> <li>2. Information accessed and visits from projects under MWE and MoH revealed that there were stakeholder engagements however, the relationship was irregular among stakeholders., ,</li> <li>3. Ministry of Water and Environment engages the citizens and had evidence of meetings held with the citizens. Citizens do not own the projects and have a tendency of referring to public projects as“for government or the entity and not for them”</li> <li>4. General concern of the neighboring communities in Yumbe on MoH project about the potential effects of construction of the waste water treatment lagoons in a residential area.</li> </ol>	<ul style="list-style-type: none"> <li>• Procuring Entities should be required to disclose data related to managing relationships with stakeholders in the project’s delivery processes.</li> <li>• PDEs should encourage citizens benefitting from projects to contribute towards the periodic maintenance of the completed projects. For example, cleaning of solar panels for the Nyamihanga Solar Irrigation scheme without waiting for the Ministry of Water and Environment so as to have them completely function throughout the year.</li> <li>• PDEs should be required to disclose and communicate the benefits (social and economic) of projects to the citizens at all levels of project delivery.</li> <li>• PPDA should make citizen engagement meetings on infrastructure projects mandatory in the contracts and as a responsibility of the entities. Entities should also be required to report on this indicator in their quarterly reports. This will rebuild trust and citizen ownership of the projects.</li> </ul>	PPDA, Auditor General, Parliament, PDEs, OPM



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