



**A Ray of Sun Shine; A Report of the Fourth Assurance Process in Uganda**

**February 2021**

## Acknowledgements

CoST Uganda expresses its appreciation to the Government of Uganda through the Ministry of Works and Transport, the Champion of CoST in Uganda, for its stewardship of the programme.

We are also grateful to the Procuring and Disposing Entities (PDEs) that participated in the 4<sup>th</sup> Assurance process despite the COVID-19 pandemic including; UNRA (4 projects), KCCA (3 projects), National Water and Sewerage Corporation (2 projects), Wakiso Local Government (2 projects), Ministries of Education and Sports (1 project), Water and Environment (1 project), Health (3 projects) and the Ministry of Works and Transport (7 projects).

We further extend our gratitude to the Public Procurement and Disposal of Public Assets Authority (PPDA) which has embraced the work of CoST under the campaign to promote fair business practices between Government and the Private Sector (Contractor and Consulting Engineers). We commend this partnership with the expectation that stakeholders will continue to engage with integrity in the delivery of public infrastructure processes.

We are indebted to all the contractors, consultants, project managers, institutions and communities where the 4<sup>th</sup> Assurance process 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 of ongoing projects and designing of future projects.

CoST Uganda 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, CoST International Secretariat and the FCDO's Business Integrity Initiative (BII) through the IMC World Wide without whom this Assurance and disclosure processes would never have been achieved.

Thank you all for your contributions towards the realization of quality infrastructure, stronger economies and better lives.

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## ABBREVIATIONS AND ACRONYMS

<b>AF</b>	Additional Funding
<b>AfDB</b>	African Development Bank
<b>AFIC</b>	Africa Freedom of Information Centre
<b>AP</b>	Assurance Professional
<b>BC</b>	Binational Committee
<b>BGH</b>	Busolwe General Hospital
<b>CBOs</b>	Community Based Organizations
<b>CG</b>	Central Government
<b>CISCOT</b>	Civil Society Coalition on Transport Sector
<b>CoST</b>	Construction Sector Transparency Initiative
<b>DFID</b>	Department for International Development
<b>EIB</b>	European Investment Bank
<b>ESIA</b>	Environmental and Social Impact Assessment
<b>ESSA</b>	Environmental and Social Systems Assessment
<b>EU</b>	European Union
<b>FDI</b>	Foreign Direct Investments
<b>FY</b>	Financial Year
<b>GoU</b>	Government of Uganda
<b>GPP</b>	Government Procurement Portal
<b>HC III</b>	Health Center three
<b>HCII</b>	Health Center two
<b>HIDPCs</b>	Heavily Indebted Poor Countries
<b>ICT</b>	Information Communication Technology
<b>IDA</b>	International Development Association
<b>IDA</b>	International Development Association (World Bank)
<b>IDS</b>	Infrastructure Data Standard
<b>JTSR</b>	Uganda's Joint Transport Sector Review
<b>KCCA</b>	Kampala Capital City Authority
<b>KGH</b>	Kawolo General Hospital
<b>KIIDP</b>	Kampala Institutional and Infrastructure Development Project
<b>LG</b>	Local Government
<b>LTD</b>	Limited
<b>MAAIF</b>	Ministry of Agriculture, Animal Industry and Fisheries

<b>MoES</b>	Ministry of Education and Sports
<b>MoFPED</b>	Ministry of Finance, Planning, and Economic Development
<b>MoLG</b>	Ministry of Local Government
<b>MoU</b>	Memorandum of Understanding
<b>MoWT</b>	Ministry of Works and Transport
<b>MSG</b>	Multi-Stakeholder Group
<b>MWE</b>	Ministry of Water and Environment
<b>NBRB</b>	National Building Review Board
<b>NCIP</b>	National Construction Industry Policy
<b>NDP II</b>	National Development Plan II
<b>NGOs</b>	Non-Governmental Organizations
<b>NWSC</b>	National Water and Sewerage Corporation
<b>OAG</b>	Office of the Auditor General
<b>OFID</b>	OPEC Fund for International Development
<b>OPM</b>	Office of the Prime Minister
<b>OSBP</b>	One Stop Border Post
<b>PAPs</b>	Project Affected Peoples
<b>PDE</b>	Parallel Bid Evaluation
<b>PDU</b>	Procurement and Disposal Unit
<b>PE</b>	Procurement Entity
<b>PEs</b>	Public enterprises
<b>PPDA</b>	Public Procurement and Disposal of Assets Authority
<b>PWD</b>	Persons with Disability
<b>PWDs</b>	Persons with Disabilities
<b>RAP</b>	Resettlement Action Plan
<b>TOR</b>	Terms of Reference
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UgIFT</b>	Uganda Intergovernmental Fiscal Transfer Programme
<b>UgSh</b>	Uganda shillings
<b>UIPE</b>	Uganda Institution of Professional Engineers
<b>UK</b>	United Kingdom
<b>UNDP</b>	United Nations Development Program
<b>UNMA</b>	Uganda National Meteorology Authority
<b>UNRA</b>	Uganda National Roads Authority

**WB**

World Bank

**WDLG**

Wakiso District Local Government

### **Word from the Champion**

I am pleased to present the **“A Ray of Sun Shine, A Report on the Fourth Assurance Process in Uganda”** on 23 public infrastructure projects to the people of Uganda. The 4<sup>th</sup> Assurance Process was conducted in the key sectors of Government including; Health, Education, Water and Environment, Works and Transport. Infrastructure projects are critical to national development and this explains why a significant proportion of government expenditure is dedicated to infrastructure development. And yet, design and execution of these projects quite often is faced with serious challenges like mistrust, unfair business practices, secrecy, inefficiency and corruption all of which undermine performance, value for money and value for many.

The Ministry of Works and Transport has been a Champion of CoST Uganda since February 2017 and has since continued to promote the CoST approach of Disclosure, Assurance, Multi-Stakeholder Working and Social Accountability to address risks associated to lack of transparency in the delivery of public infrastructure projects across all sectors.

I also congratulate CoST Uganda and the eight (8) Procurement Entities, and especially the Project Managers for their tireless efforts to enable the successful completion of the 4<sup>th</sup> Assurance Process, amid the COVID-19 pandemic and the electioneering process. This commitment and expression of partnership is evidence of Government’s commitment to transparency and accountability in crisis situations. We receive the findings and recommendations from this Assurance and commit to taking action to address them.

With the intervention of CoST, transparency and disclosure of project information has improved, while public participation has enabled multi-stakeholder working across project stakeholders, and informed the service delivery accountability processes, we have also observed progress in improved trust, competition and fair business practices between Government, the Private Sector (Contractors/Consulting Engineers) and the citizens.

Government has taken strides in adopting the Infrastructure Data Standard, this is evidenced by the increase in levels of disclosure from 42 to 62% generally in the 3<sup>rd</sup> and 4<sup>th</sup> Assurance processes. Considering the levels of disclosure, we see that the culture of transparency is taking root in the country, with assurance working as a learning tool to consolidate disclosure practices. Although involving different entities in each process, the global average levels of disclosure have improved for instance, in the 3<sup>rd</sup> Assurance Process, proactive disclosure was at 43% and has



improved to 55% in the 4<sup>th</sup> Assurance process, whereas, reactive disclosure was at 42% in the 3<sup>rd</sup> Assurance process and has increased to 70% in the 4<sup>th</sup> Assurance process.

I congratulate all stakeholders for this progressive improvement, especially, entities that have engaged in previous Assurance processes. Government re-assures CoST International of our commitment to enhance disclosure so as to improve transparency and citizen participation in public infrastructure delivery processes, especially by putting in place a standard disclosure template, issuing guidelines for disclosure and enabling the entities to update public platforms most often. Our target is to realize full disclosure across all Government systems in the next two financial years.

Government through the Public Procurement and Disposal of Public Assets Authority and the Ministry of Finance, Planning and Economic Development, has embraced the fair business practices agenda, an initiative that CoST Uganda has been promoting in the last one year, through adopting the Open Contracting for Infrastructure Data Standard (OC4IDS) in the ongoing development of the Electronic Government Platform (E-GP) and the progressive updates on the Government Procurement Portal (GPP). We will seek CoST International's support in enabling the complete alignment of this standard to the platforms to realize full disclosure and enhance transparency, competition, fairness and participation of the private sector in public infrastructure procurement processes.

This year's CoST Assurance report provides examples that demonstrate CoST's potential in informing the change we want as a country. 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 and management, inclusion and fair business practices, competition and participation of the private sector, monitoring construction quality, strengthening the procurement system to address inefficiencies such as delays and inadequate due diligence of providers, ensuring public officials adhere to procurement guidelines, standardization of disclosure frameworks, issuing guidelines for infrastructure data disclosure, enhancing local content and private sector participation and improving 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 CoST Uganda continues to publish several assurance reports every year. With the COVID-19 experiences and challenges to our infrastructure across the various sectors, we strive to achieve the maximum impact through implementing CoST features to deliver better infrastructure that builds our economy and improves people's lives.

**For God and My Country!**

A handwritten signature in black ink, appearing to be 'E. Katumba Wamala', written over a thin horizontal line.

General Edward Katumba Wamala

Minister of Works and Transport

## **Statement of Validation from Assured Entities**

On the 27<sup>th</sup> day of January 2021, representatives from eight Procurement Entities gathered at the Golf course hotel in Kampala for a joint validation workshop of the 4<sup>th</sup> Assurance Report produced by CoST Uganda. The stakeholders discussed, validated and confirmed the findings, recommendations and observations from the 4<sup>th</sup> Assurance Process on selected public infrastructure projects.

The representatives noted that, the Assurance process was conducted on twenty three (23) projects from Uganda National Roads Authority (UNRA), Kampala Capital City Authority (KCCA), National Water and Sewerage Corporation (NWSC), Wakiso Local Government, Ministries of Education and Sports, Water and Environment, Parliament of Uganda, Health and the Ministry of Works and Transport in the period February 2020 through January 2021.

Acknowledging the challenges brought about by the COVID-19 pandemic and the national electioneering period, the Procurement Entities appreciated the readiness, commitment and support of CoST Uganda in providing a second eye on the performance of the respective projects, and also appreciated the Project Managers and Teams who tirelessly provided data, access to project sites, and made comments on the Assurance findings. CoST Uganda held individual engagements with the Procurement Entities on respective project findings for initial verification of the information in the Assurance report prior to the joint validation workshop.

Acknowledging the value of verifying disclosed public infrastructure data, as a one critical process of ensuring credibility and validity of information to be consumed by stakeholders and the general public. The representatives of the Procurement Entities affirmed that, this report contains correct and valid information, findings and recommendations and expressed commitment to take action on the recommendations to enhance performance of public infrastructure projects. The representatives also implored the stakeholders and the general public to take note and make good use of the report for further action.

**For God and our Country**

## **Executive Summary**

### **Statement on the 4<sup>th</sup> Assurance Process**

The 4<sup>th</sup> Assurance Process focused on 23 public infrastructure projects being implemented across eight (8) Procurement Entities. The Assurance process was spread through the sectors of Health, Education, Water and Environment, Works and Transport, roads, buildings and Bridges. The Procuring and Disclosing Entities (PDEs) that participated in the 4<sup>th</sup> Assurance process included; Ministry of Works and Transport (7 projects), Kampala Capital City Authority (3 projects), Ministry of Education and Sports (1 project), Ministry of Health (3 projects), Uganda National Roads Authority (UNRA) (4 projects), Ministry of Water and Environment (1 project), National Water and Sewerage Corporation (2 projects), Wakiso District Local Government, (2 projects).

The methodology applied in the 4<sup>th</sup> Assurance was informed by the CoST International Assurance Manual which provides for disclosure using the CoST Infrastructure Data Standard (IDS), analysis of disclosed twenty seven (27) reactive and forty (40) proactive data points by the CoST Assurance Team, turning it into compelling information and identifying areas of concern and; good practices for stakeholders to engage with. The 4<sup>th</sup> Assurance process assessed a list of indicators including, reactive and proactive disclosure, Tender Management and transparency, Deviation from policy regulations, procurement guidelines, cost and time overruns, Projects financing and source of funds, Construction management and Quality, health and safety safeguards, Stakeholder engagement and Inclusiveness (Women, PWDs, and youth) and Feasibility studies, Environmental and social safeguards.

We see that the culture of transparency is taking root in the country, with the CoST Assurance process working as a learning tool to consolidate disclosure practices. Although involving different entities in each process, the global average levels of disclosure have improved. Disclosure across the 23 projects was at an average of 62% an increase of 20% in the 3<sup>rd</sup> Assurance process which was at 42%. Proactive disclosure increased from 43 to 55% whereas reactive disclosure tremendously increased from 42% to 70%. This reveals the growing public officials commitment and appreciation of the right of access to information upon request. Across the five phases of disclosure, it was noted that, in the 23 projects, disclosure staggered with limited data disclosed on project identification and preparation. There was more data disclosed reactively on project implementation and procurement.

We have also noted a growing interest of the Assurance Process by Procurement Entities. For instance entities including Uganda National Roads Authority, Ministry of Works and Transport, Ministry of Education and Sports, Ministry of Health, Kampala Capital City Authority, Ministry of Water and Environment and Wakiso District Local Government have continued to recommend and participate in the Assurance Process. There was only one new Procurement Entities in this Assurance Process including National Water and Sewerage Corporation.

Key findings from the 4<sup>th</sup> Assurance Report reveal progress in the levels of proactive and reactive disclosure, sustained advocacy by CoST Uganda through consistently engaging more PEs, more projects in Assurance. There were concerns of limited consultations between Local and Central Government on centrally procured hybrid projects, the need for continuous monitoring and supervision. Much as disclosure is improving, it was noted that, there was limited data on official entity platforms as much of this was disclosed across donor platforms which may not be known by the public, in many instances, disclosed data was inconsistent, inaccurate and outdated. Of the 23 projects, nine projects disclosed time overruns, only five disclosed cost overruns, whereas 2 projects disclosed cost savings. *Time overruns were mainly attributed to delays in procurement, COVID-19, contract cancellations especially for KCCA's Lot 2 and Lot 3.* Whereas, cost overruns were mainly attributed to scope changes and changes in designs.

Eight Procurement Entities disclosed project costs for 22 projects equivalent to Uganda shillings **4,663,370,406,270 (4.6 Trillion)** approximately USD 1,272 **Million**. One project cost Bubebere-Busi Island in Wakiso district was not disclosed. Most of the projects were still in procurement by the time of this Assurance and thus are likely to experience cost variations by the time of implementation. Of the 23 Assured projects only 14 projects disclosed their respective sources of funds, from the 14 projects, was deduced that 58% of the funding was obtained as loans while the Government of Uganda contributed 31% to the infrastructure development of the projects. While only 11% of the funding had been provided as grants. The findings reveal that Uganda's infrastructure development is highly dependent on foreign investments.

Regarding health, safety, environmental, safeguards, despite the low levels of disclosure on this indicator, findings revealed an improvement in adherence to health safeguards, adherence to COVID19 provisions for some projects under Ministry of Health. However, most projects did not have measures to observe these provisions. For instance, the KCCA KIIDP 2 Batch 2A Lot 1 Project, some of the toilets were not operational and had caused potential health hazards to the

project staff. The same project had supervisors from the contractor who were seen smoking near their subordinates and in a non-regulated area.

There was a good level of involvement for Women and Youth during the project implementation process for most of the projects with UNRA emerging the most transparent with the highest levels of local content and women involvement in the road projects taking up key personnel roles such as Sociologists, CAD Technicians, Lab Technicians, among others. Compliance with local content and inclusion was progressive, entities had taken steps to incorporate these provisions in the procurement processes. However, local content provisions were found more implementable in Government of Uganda funded projects since donors did not consider these as part of their regulations. Findings also revealed that, more projects were still being implemented by the Chinese firms and adherence to the Public Procurement and Disposal of Public Assets Authority Reservation Schemes of 2018 were not adhered to.

Across all projects there was presence of an Environmental and social Management plan that was in place to guide in the execution of the projects except for the few projects that had not yet started/procured a civil works contractor. Uganda National Roads Authority projects also disclosed the presence of several social awareness campaigns that were carried out along the road projects. Some projects benefited from the stakeholder engagement approach such as the Sembabule Water Supply and Sanitation project under National Water and Sewerage Corporation which did not compensate any land owners, since they had willingly have their land for infrastructure development.

Resulting from the findings, the 4<sup>th</sup> Assurance process recommends that; Government through the Public Procurement and Disposal of Public Assets Authority (PPDA) should issue a standard disclosure template and guidelines for infrastructure projects, this will enable data standardization across platforms. Government is also encouraged to fast track the alignment of existing Government disclosure portals to the Open Contracting for Infrastructure Data Standard (OC4IDS) and the Infrastructure Data Standard (IDS) especially the Electronic Government Portal (E-GP) and the Government Procurement Portal (GPP). Procurement Entities (PEs) are also encouraged to improve their internal Information Management Systems by putting in place central data management and retrieval systems with the support of NITA-U, PPDA is encouraged to review reporting guidelines and monitor compliance, Procurement Entities should enhance monitoring and evaluation, develop and implement risk management plans, enforce compliance with procurement guidelines such as acting with integrity in procurement, disclosure of available

business opportunities, addressing delays in procurement, sufficient planning, land acquisition and compensation, due diligence and contract management.

Contractors and consulting engineers are encouraged to adhere to the plans submitted to clients and avoid deviations to planned activities. Awareness raising with project beneficiaries should be enhanced, Grievance Redress Committees should be established across all projects, adherence to health, safety and environmental safeguards, enforcement of COVID-19 guidelines in project delivery. PEs should involve Utility and other Regulatory Agencies such National Environmental Management Authority, Uganda National Meteorological Authority among others to ensure all necessary approvals are acquired before works can commence to reduce any delays caused by these approvals.

## **Infrastructure Transparency and Fair Business practices in Uganda in the year 2020**

Infrastructure relates to basic physical and organizational structures and facilities (such as buildings, roads, power supplies). From procurement and supply context, infrastructure thus refers to works as defined in the Public Procurement and Disposal of Public Assets Authority (PPDA) Act, 2003 (as amended). Based on the PPDA Act, infrastructure comprises works that entail any work associated with the construction, reconstruction, demolition, repair, or renovation of a building or structure, on the surface or underground, on and underwater.

Uganda has put in place policies and established the Public Procurement and Disposal of Public Assets Authority (PPDA) as a dedicated entity for ensuring compliance and improved performance in public contracts. Using public procurement as a strategic infrastructure governance tool helps to shape effective delivery of public services. While major principles that govern public procurement, including transparency, fairness, and competition (OECD 2017), apply consistently, inefficiencies in public infrastructure procurement enclosed by unnecessary bribes resulting from a lack of information have increased in Uganda. Corruption in procurement in Uganda manifests itself in unnecessary projects, substandard work or unnecessarily expensive work; the diversion of resources; and unjustified or unexpected price increases. Government spending on procurement in Uganda is estimated to be 55% of the national budget. In 2019 this was equivalent to UGX 22.2 trillion or USD 6 billion.

CoST Uganda studies over time have revealed that the public continues to decry the lack of involvement in public infrastructure planning and implementation (2019 Citizens Survey). Lack of effective stakeholder involvement in monitoring planning and implementation of public infrastructure projects often leads to mismanagement, site abandonment, poorly constructed infrastructure, time and cost overruns and theft of materials which put the citizens at risk due to poorly constructed infrastructure.

The CoST Uganda 2017 Scoping Study – which was a baseline measure for infrastructure transparency and accountability in Uganda revealed that, Uganda promotes information disclosure construction related information as reflected in the legal and policy environment; there was political willingness to promote data disclosure; however, the willingness was yet to be translated into total commitment and action, only 12 data points in the CoST IDS were disclosed, but of the 12 data points, only 20% was disclosed. The Scoping Study also revealed that there was willingness of the public and private sector actors to demand for information and ultimately



accountability; interest in demand for fairness, competition and increased participation in public infrastructure procurement for the private sector and the general public were mild.

With the implementation of the Fair Business Practices action disclosed data for the period 2019/20 on the Government Procurement Portal (GPP) revealed an increase in number of data points disclosed in the CoST Infrastructure Data Standard from 12 to 20. In addition, to enhance fair business practices and private sector participation more bidders have engaged in public infrastructure procurement processes from 1.6 bidders per tender in 2019 to 7.3 bidders per tender in July and 12.5 bidders per tender by November 2020. With 49% of the required data in the IDS not disclosed and 32% of the projects going through Open domestic bidding, whereas a majority of the projects going through open international bidding, it is imperative that Government steps up its efforts towards enhancing fairness and integrity in public infrastructure procurement processes. Genuine competition leads to low prices and better products which results in resources either being saved or freed up for use on other goods and services.

Progressively, Government is taking strides to enhance transparency and public participation, with the COVID-19 pandemic striking, the sector has been challenged. Government through PPDA has committed to aligning the E-GP and the GPP to the Open Contracting for Infrastructure Data Standard (OC4IDS), and opening up more information especially procurement data to enable businesses access information on available opportunities to inform their fair participation in public procurement. Government in partnership with CoST Uganda, Directorate for Ethics and Integrity and PPDA has established a forum/platform for the private sector to interface with Government on ethics and integrity in public infrastructure delivery processes. PPDA in partnership with CoST Uganda has also established a rewarding process for best performing procurement entities in public infrastructure disclosure. A business interaction with Government is also underway with CoST Uganda and PPDA commissioning a study to identify factors affecting private sector participation in public infrastructure delivery processes, this study is expected to provide issues and recommendations on how Government can improve fair business practices for the private sector to engage in public infrastructure procurement.

Averagely, with disclosure being at 51%, there is need to realize full disclosure of public infrastructure data in Uganda. There are challenges to realization of full disclosure associated to failure to harmonize on a clear disclosure framework, lack of guidelines on infrastructure data disclosure, lack of equipment within the Procurement Entities, internet connectivity across the country, lack of capacity, secrecy within the public sector system, gaps in data archiving and documentation amongst disclosing entities, the disclosure platforms not aligned to international standards, delays in public infrastructure procurement and implementation processes and the lack of knowledge on data use.

To further enable transparency in public infrastructure delivery processes, CoST International launched the Infrastructure Transparency Index (ITI) in 2020. Uganda is privileged to commission its ITI in the year 2021, it is anticipated that, with this new index, more transparency and stakeholder access to public infrastructure information will be realized. This process will be supported by the ongoing efforts by Government to enhance transparency in the sector, and ultimately improve fair business practices, stakeholder engagement and better service delivery.

## About CoST Uganda – the Infrastructure Transparency Initiative

### 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.

**Vision:** Quality infrastructure, stronger economies and better lives

**Mission:** Enable a multi-stakeholder approach in the disclosure, validation and use of infrastructure data. This improves transparency, participation and accountability and contributes to quality infrastructure that meets people's needs.

### 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

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<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/>

requires 40 data points or 'items' to be disclosed at key stages of an infrastructure project cycle including: identification, preparation, completion, procurement and implementation.

**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.

**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 for stakeholders to pursue infrastructure transparency and accountability together.

**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.

## **The Assurance Process and its Methodology**

CoST assurance is the process whereby disclosed<sup>4</sup> data is turned into compelling information, allowing the facts to speak for themselves. By shining a light on what happens at each stage of public infrastructure delivery processes such as planning, procurement and implementation, it aims to strengthen existing accountability mechanisms, without duplicating or undermining the work of others. It achieves this by generating objective information that helps all stakeholders identify and address any areas of concern.

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.

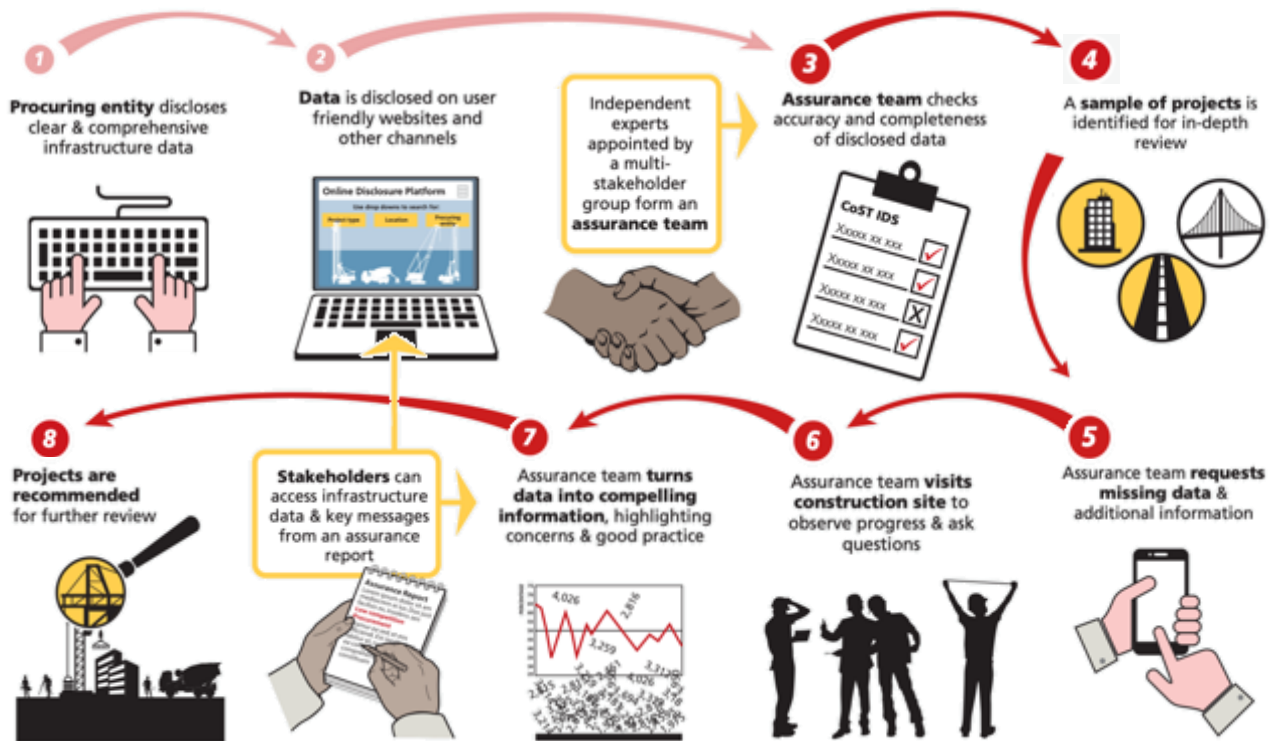
The Assurance team requests for missing data and additional information about the projects under the in-depth review. The assurance team visits construction sites to observe progress and ask questions. The Assurance team turns data into compelling information highlighting concerns and good practices. 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

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<sup>4</sup> See Guidance Note 6 for a description of CoST Disclosure via [www.infrastructuretransparency.org](http://www.infrastructuretransparency.org)

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.

## CoST International, Assurance Methodology



### Statement on the 3<sup>rd</sup> Assurance Process

The 3<sup>rd</sup> Assurance Process was conducted in 2019. It focused on 13 projects from four (4) Procuring and Disposing Entities. The Assurance Process was spread through the sectors of Education, Water and Environment, Health, Energy, Roads, Buildings and Bridges. The PDEs that participated in the 3<sup>rd</sup> Assurance process included; (i) Ministry of Education and Sports (3 projects), (ii) Ministry of Health (4 projects), (iii) Ministry of Energy and Mineral Development (2 projects), (iv) Uganda National Roads Authority (UNRA) (2 projects). The total cost for the 13 projects is Uganda *shillings 246,245,037,985 Billion or USD 74 Million*.

Disclosure across the thirteen projects was at an average of 42%. Proactive disclosure was at 43% whereas reactive disclosure was at 42%. Low disclosure in the 3<sup>rd</sup> Assurance Report was attributed to delays in data retrieval and refusal to disclose data by some of the procuring entities.

Key findings from the 3<sup>rd</sup> assurance report include low levels of disclosure, cost and time overruns mainly attributed to scope changes, lack of documentation and data retrieval systems within entities which prevented PE officials from accessing project documents internally, 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). Findings revealed a low level of citizen and other stakeholder engagements. In cases where there was citizen engagement there was need for continuous and timely engagements. There was a lack of ownership of projects by the public, projects were termed to belong to Government.

The 3<sup>rd</sup> Assurance Process recommended that; PDEs should designate officials to constantly update their online and offline platforms with correct information. PPDA was 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 was advised to monitor entity's compliance with procurement guidelines such as local content and gender inclusion. PDEs were also encouraged to always commence contracts upon acquiring all necessary equipment and land, ensure construction management quality, safety of works and site users. Private sector was encouraged to build capacity and interest themselves in projects in the Water and Environment sector; build their capacity and recruit skilled and experienced engineers on

construction works. Contractors and Consultants were encouraged to ensure quality controls, regular maintenance of sites, environmental management and ensure timely and constant site supervision and adherence to standards.

There has been progress in addressing recommendations from the 3<sup>rd</sup> Assurance report, PDEs have taken strides in enhancing disclosure, this has been observed with the increase in disclosure in the 4<sup>th</sup> Assurance report, the number of projects disclosed during the year 2020, and PDE's responsiveness to CoST Uganda requests for information in the 4<sup>th</sup> Assurance process. Government has made commitments towards putting in place a formal disclosure requirement by adopting the OC4IDS in the development of the E-GP, the private sector lead associations have initiated capacity building sessions for their respective members. The results of the previous Assurance Processes gave us a back ground for winning a grant with the FCDO to promote fair business practices between Government and the Private sector, this grant has enabled CoST Uganda increase awareness, establish a platform for the private sector to engage with Government on transparency in public infrastructure procurement. We have also recorded a progressive improvement in the construction management processes, inclusion, quality control and disclosure of any variations such as time and cost overruns and the associated reasons for the changes.



## CHAPTER 1: SELECTED PROJECTS FOR THE 4<sup>TH</sup> ASSURANCE PROCESS

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
KCCA	Second Kampala Institutional & infrastructure development Project (KIIDP 2)  <b>KCCA/KIIDP2/ISCS – 20</b>	Upgrade of 5.52km, reconstruction and dualling of 4.25km Roads including signalization of 10 junctions in Nakawa and Central Divisions Batch 2A	ICB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 87,912,203,803 VAT exclusive	<b>Works contract:</b> China State Construction Engineering Corporation Ltd.  <b>Supervision contract:</b> C. Lotti & Associati
	City Design update and construction of selected drainage systems Lot 2.  <b>KCCA/WRKS/2015-16/00075</b>	Drainage works at Makindye and Lubaga divisions.	OIB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 4,254,750,420	<b>Works contract:</b> <del>Bisons Consult International Limited (terminated)</del> Lina Construction Limited  <b>Supervision contract:</b> UB Consulting Engineers Ltd
	Design update and construction of selected drainage systems in Kampala city (2.61km) Lot 3.  <b>KCCA/WRKS/2015-16/00072</b>	Drainage works on Gabunga-Kazo Angola (440m), Nsamba-Kazo Angola (181m), Yelemia- Kazo Angola (234m), Lutunda (560m), Ssekenge (525m), Metehl (200m) and Bajabaseka drain and crossing (470m)	OIB  <b>Works contract:</b> Admeasurement Contract  <b>Supervision contract:</b> Framework Contract	<b>Works contract:</b> Ugx 4,475,076,869 VAT inclusive  <b>Supervision contract:</b> Ugx 100,300,000	<b>Works contract:</b> Abubaker Technical Services and General Supplies Limited  <b>Supervision contract:</b> PROME Consulting Engineers Ltd

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
MoES	Uganda Skills Development Project in Bushenyi UTC Lot 1. <b>UG-MOESTS-119351-CW-RFB</b>	Construction of; 1) Metal fabrication workshop; 2) plant maintenance Workshop; 3) Manufacturing workshop; 4) Toilet and Changing Room (2 Units); 5) External Storage; and 6) External works.	ODB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 9,819,668,736	<b>Works contract:</b> Prism Construction Company Ltd
MoH	Refurbishing and Equipping of Kawolo Hospital	Complete renovation and remodeling	OIB  <b>Supervision contract:</b> Time-based Contract	<b>Works contract:</b> Ugx 39,200,000,000 (US\$ 10,865,849.14)  <b>Supervision contract:</b> Euros 11,884,379.70	<b>Works contract:</b> Excel Construction Limited  <b>Supervision contract:</b> Ingenieria de Espana S.A, SME M.P
	Refurbishing and Equipping of Busolwe Hospital	Schematic designs still being discussed	Yet to be procured	<b>Works contract:</b> Ugx 21,600,000,000 (US\$ 6,000,000) <i>estimates</i>	<i>Yet to be procured</i>
	Uganda Intergovernmental Fiscal Transfers Program	Rehabilitation, expansion and equipping of the existing health facilities. Scope of Work includes: Construction of a General Ward, Improvement of an Out-patient Department, Building of two twin staff houses, Construction of lined VIP Latrine, Placenta Pit and medical waste pit, and General external works in all 62 health centres.	Yet to be procured	<b>Total budget:</b> US\$ 787.59 million.  <b>Commitment Amount:</b> US\$ 200 Million  An additional funding US\$ 250 million is now being proposed	<i>Yet to be procured</i>

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
MoWT	Inland ICD –Mukono	Construction of a Railway Inland Container Depot at Mukono Railway Station to reduce logistics costs and promote trade	OIB  <b>Works contract:</b> Fixed Contract	<b>Works contract:</b> US\$ 8,600,000  <b>Services:</b> Ugx 695,120,000	<b>Works contract:</b> Ambitious Construction Company Limited
	Construction of Parliament Uganda	Construction of Parliament building	ODB	<b>Works contract:</b> Ugx 206,000,000,000	<i>Not disclosed</i>
	Construction of a one stop border post at Busia	Improved physical infrastructure such as; an administration building and verification sheds, truck parking yard, gate houses, scanner yard	ICB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 15,900,000,000	<b>Works contract:</b> Cementers Ug. Ltd JV Cementers Kenya Ltd
	Construction of a one-stop border post at Elegu Uganda-Sudan border	Improved physical infrastructure such as; an administration building and verification sheds, truck parking yard, gate houses, scanner yard	OIB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> US\$ 7,813,228.92 (VAT inclusive)	<b>Works contract:</b> Seyani brothers & Co. (U) Ltd
	Construction of a one-stop border post facilities at Katuna, Uganda	Under Phase 2-Construction of the Road Network	OIB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 11,180,000,000	<b>Works contract:</b> Amugoli General Enterprises Ltd
	Construction of one stop Border Post at Malaba	Under Phase 2	ICB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 15,700,000,000	<b>Works contract:</b> Cementers Ug. Ltd JV Cementers Kenya Ltd

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
	Construction of a one-stop border post Facilities at Mirama Hills.  <b>MOWT/Wrks/2012-2013/00049</b>	Customs and immigration blocks, warehouse building, clearing agents block, goods inspection and verification block and a police station.	ICB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> US\$ 7,817,703.42 (Tax Inclusive)	<b>Works contract:</b> Dott Services Limited
<b>MWE</b>	Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda	To restore and sustainably manage wetlands and support target communities in wetland areas of Uganda to reduce the risks of climate change posed to agricultural-based livelihoods in 11 districts.	ODB  <b>Fuel suppliers:</b> Framework contracts.  <b>Material Suppliers:</b> Lump sum contracts.	<b>Project cost:</b> US \$ 44.3 million	<i>Under Procurement</i>
<b>NWSC</b>	Consultancy Services for Design Review of the Mbale Water Supply and Sanitation System Project.  <b>NWSC/HQ/SRVCS/2017-2018/164552</b>	To improve the integrated water resources planning, management and development, and access to water and sanitation services in priority urban areas.	<b>Design review contract:</b> Lump sum contract	<b>Design review contract:</b> US\$ 432,578	<b>Design review contract:</b> Saman Corporation in Joint Venture with Cheil Engineering CO. LTD (JV) in Association with Air Water Earth LTD (Sub consultant).
	Sembabule Water Treatment Plant and intake Project  <b>NWSC-HQ/WRKS/19-20/170758</b>	Construction of new intake and water treatment line including; Flocculator, coagulator, clarifier, filter and ancillary works.  Upgrading entire distribution network, and extension to surrounding towns (100km length, 90-200mm).	OIB  <b>Works contract:</b> Admeasurement Contract	<b>Works contract:</b> Ugx 14.3 billion	<b>Works contract:</b> Zhonghao Overseas Construction Engineering Company Limited.  <b>Supervision contract:</b> In-house by NWSC

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
UNRA	Capacity Improvement of the Kampala Northern Bypass project (21km)	Construction of an additional carriageway, approximately 17.5km long, to complete the dualisation of the Kampala Northern Bypass to a 4-lane dual carriageway road, providing 05 Grade-separated intersections and pedestrian footbridges. The additional 3.5km is already dual carriageway as was provided in Phase I of the project.	OIB  <i>Not disclosed</i>	<b>Works contract:</b> Euros 106.48 million <b>Supervision contract:</b> Euros 6.829 million	<b>Works contract:</b> Mota Engil Engenharia E Contrucao SA <b>Supervision Contract:</b> COWI A/S
	Soroti-Katakwi-Akisim road (100km)  <b>UNRA/Works/2015-16/00002/001</b>	<i>Not disclosed</i>	RIB  <i>Not disclosed</i>	<b>Works Contract:</b> Ugx 398.884 billion <b>Supervision Contract:</b> Ugx 14.418 billion	<b>Works Contract:</b> CCCC <b>Supervision Contract:</b> GIBB Africa in Association with MBW Consulting Ltd.

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
	Upgrading of Kyenjojo-Kabwoya Road (100km) from Gravel to Paved (Bituminous) Standard.  <b>UNRA/WORKS/2013-14/00002/01/01</b>	Upgrading the existing gravel road to Class II paved road with a Double Bitumen Surface Treated (DBST) surfacing, carriageway with 2 lanes of 3.5m wide for each direction and 1.5m paved shoulders either side in rural areas (2.0min trading centers).	ICB  <i>Not disclosed</i>	<b>Works contract:</b> UGX 214.564 Billion <b>Supervision contract:</b> US\$ 3,079,482 <b>RAP Contract:</b> UGX 1.08 Billion	<b>Works contract:</b> Shengli Engineering Construction Company of Shengli the Oli Field. <b>Supervision contract:</b> Comptran Engineering and Planning Associates (Ghana). <b>RAP Consultant:</b> Survey Consult Ltd
	Rukungiri-Kihihi-Ishasha/Kanungu (78.5 km)	Phase one of the road project entails asphaltting of the 52km stretch between Rukungiri to Ishasha while the second phase involves the 27km stretch linking Kihhihi to Kanungu, both linking to the paved section of Ntungamo-Rukungiri road, a regional and international link to DRC.	OIB  <i>Not disclosed</i>	<b>Works Contract:</b> UGX 207,834,646,967 <b>Supervision contract:</b> USD 4,712,121.76	<b>Works Contractor:</b> China Henan International Construction Company. <b>Supervision Consultant:</b> SMEC International Pty
<b>Wakiso LG</b>	Proposed road embracement protection for Bubebere-Busi Island in Wakiso district	Construction of a road embankment of approximately 2.5km to connect the mainland to the island.	<i>Yet to be procured</i>	<i>Yet to be procured</i>	<i>Yet to be procured</i>

Procuring Entity	Project Name	Project Description	Procurement Method/ Contract Type	Project Completion Cost	Contract Awardee
	Construction of Sumbwe Seed School in Wakiso District.  <b>MoES/UglIFT/WRKS/2018-19/00119</b>	Construction of 2 classroom blocks; laboratory block; administration block; Teachers houses, Teachers' Kitchen; VIP latrine blocks; sports field; multipurpose hall; Library block; water tank, & other external works.	OIB  <b>Works contract:</b> Fixed Lump sum Contract	<b>Works contract:</b> Ugx 2.139 billion	<b>Works contract:</b> Kaleeta Construction.  <b>Supervision contract:</b> Directly supervised by Wakiso District Local Government.

**Note:**

OIB	Open International Bidding	<i>Procurement process set by PPDA-Uganda</i>
ICB	International Competitive Bidding	<i>Procurement process set by World Bank (IDA)</i>
RIB	Restricted International Bidding	<i>Procurement process set by PPDA-Uganda</i>
ODB	Open Domestic Bidding	<i>Procurement process set by PPDA-Uganda</i>

## CHAPTER 2: 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 PE, beneficiary institutions, funder and PPDA (the Government Procurement Portal), as well as disclosure publications by the Procurement Entity (PE). The assessment followed the data points provided by the Infrastructure Data Standard for proactive disclosure shown in **Table 1**.

The analysis as per CoST Assurance Manual is informed by standard indicators/issues, against key observations and comments realized through the assurance process; these indicators are assessed right from the start of the assurance process; they include; level of proactive and reactive disclosure, cost and time overruns, tender management, implementation and quality, inclusiveness, quality and Environmental management.

*Table 1: Infrastructure Data Standards for proactive disclosure*

Project Information	
Project Identification:	Project Completion
<ol style="list-style-type: none"> <li>1. Project reference Number</li> <li>2. Project Owner</li> <li>3. Sector, Sub-sector</li> <li>4. Project name</li> <li>5. Project Location</li> <li>6. Purpose</li> <li>7. Project Description</li> </ol>	<ol style="list-style-type: none"> <li>1. Project Status (Current)</li> <li>2. Completion Cost (Projected)</li> <li>3. Completion Date (Projected)</li> <li>4. Scope at Completion (projected)</li> <li>5. Reasons for Changes</li> <li>6. Reference to Audit and Evaluation reports</li> </ol>
Contract Information	
Project preparation	Calendar Implementation
<ol style="list-style-type: none"> <li>1. Project Scope (Main output)</li> <li>2. Environmental Impact</li> <li>3. Land and Settlement Impact</li> <li>4. Contact Details</li> <li>5. Funding Sources</li> <li>6. Project Budget</li> <li>7. Project Approval Date</li> </ol>	<ol style="list-style-type: none"> <li>1. Variation to Contract price</li> <li>2. Escalation of contract price</li> <li>3. Variation to contract duration</li> <li>4. Variation to contract scope</li> <li>5. Reason for price changes</li> <li>6. Reason for scope and duration changes</li> </ol>
Procurement	



<ol style="list-style-type: none"> <li>1. Procuring Entity</li> <li>2. Procuring Entity Contact Details</li> <li>3. Procurement Process</li> <li>4. Contract type</li> <li>5. Contract status</li> <li>6. Number of firms tendering</li> <li>7. Cost estimates</li> <li>8. Contract administration</li> <li>9. Contract title</li> <li>10. Contract Firms</li> <li>11. Contract Price</li> <li>12. Contract scope of work</li> <li>13. Contract start date</li> <li>14. Contract Duration</li> </ol>
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In order to validate the data proactively disclosed by the PE, CoST Uganda requested for reactive data in accordance with legal framework in Uganda. The CoST Uganda Champion further provided introduction letters of CoST Uganda to the respective entities. The data requested is presented in **Table 2** and was used in the analysis of disclosure and transparency of the different PE's.

**Table 2: Infrastructure data standards for reactive disclosure**

Project Information	
Project Identification and preparation:	Project Completion
<ol style="list-style-type: none"> <li>1. Multi-year programme &amp; Budget</li> <li>2. Environmental and social impact assessment</li> <li>3. Resettlement and Compensation plan</li> <li>4. Project officials and roles</li> <li>5. Financial Agreement</li> <li>6. Procurement plan</li> <li>7. Project Approval decision</li> </ol>	<ol style="list-style-type: none"> <li>1. Implementation Progress reports</li> <li>2. Budget amendment decision</li> <li>3. Project Completion report</li> <li>4. Project Evaluation report</li> <li>5. Technical Audit reports</li> <li>6. Financial Audit reports</li> <li>7. Contract Officials and Roles</li> </ol>
Contract Information	
Procurement	Contract
<ol style="list-style-type: none"> <li>1. Procurement method</li> <li>2. Tender Documents</li> <li>3. Tender Evaluation results</li> <li>4. Project design report</li> </ol>	<ol style="list-style-type: none"> <li>1. Contract Agreement and Conditions</li> <li>2. Registration and Ownership of firms</li> <li>3. Specifications and drawings</li> </ol>
Implementation	

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

## 2.2 Overall disclosure per project

The **Table 3** below indicates the summary of disclosed data points for the 23 selected projects against the 67 proactive and reactive data points required 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.

**Proactive Disclosure:** Proactive disclosure for all 08 PE's was at an average of 55% ranging from 20% with Wakiso District Local Government (WDLG) to 85% with Uganda National Roads Authority. Much as this is the 03<sup>rd</sup> Assurance exercise with WDLG, there has not been an improvement in proactive disclosure.

The projects under Uganda National Roads Authority (UNRA) had a very good disclosure of an average of 86% of the required data points for proactive disclosure for the 4<sup>th</sup> Assurance exercise. However, a number of data points disclosed proactively were sourced from websites of the donors, contractors, consultants and other sources other than the Procurement Entities website.

On average, proactive disclosure for Ministry of Works and Transport (MoWT) projects was below average at 44%, however the Construction of Parliament project disclosed at least 78% of the required data points. Low disclosure under MoWT was seen with the Border posts of Busia, Elegu, Mirama hills, Katuna and Malaba.

Disclosure for the other PE's were fair with MWE at 51%, KCCA, NWSC & MoH at 55% and MoES at 59%. However, it was noted that the proactive disclosure for MoH declined from the previous assurance exercise where the Ministry of Health scored the highest at 89%.

*It shall be noted that, the Assurance Process was conducted during the spark of the COVID-19 pandemic where all Procurement Entities were affected. Despite the challenges, we note that public officials labored to publish information to keep the public informed. This progress should be commended and upheld.*

**Reactive Disclosure:** The level of reactive disclosure for all projects was 70% with National Water and Sewerage Corporation disclosing 100% of the required 27 data points and Ministry of Health disclosing the lowest at 44%. Disclosure for the Ministry of Health was low because two of the projects assured were in initial stages and thus no data was available. The Assurance was conducted on projects at various stages to inform analysis on performance of projects at the various delivery phases.

It is important to note that 5 of the 23 Assured projects were still at the Design or Procurement stage and therefore could not be assessed for majority of the Reactive data points. These projects were; Busolwe Hospital project, UglFT under MoH; Building Resilient Communities under MWE, Mbale and Small towns' water project under NWSC and Buberere - Busi project under WDLG which were only assessed for Project Identification at the Reactive data disclosure stage.

Low disclosure was also attributed to late disclosure/submission of data by the Procurement entities. MoWT, MoH submitted additional data following the validation workshop on 27<sup>th</sup> January 2021. It is important that to inform timely completion of the Assurance process, all participating PEs disclose all the required data in time.

Table 3: Summary of disclosed data per project

IDS Disclosure Items		Number of Disclosed Data Points																						
PROACTIVE DISCLOSURE	IDS Points	UNRA				MoES	WDLG			MoWT					KCCA			MoH			MWE	NWSC		
		Kampala Northern	Soroti-Akisiim	Rukungiri-Kanungu	Kyenjojo-Kabwoya	Bushenyi	Sumbwe school	Bubere-Busi	Mukono ICD	Parliament of Uganda	Busia border	Elegu border	Katuna border	Malaba border	Mirama border	KIIDP Batch 2 -	Drainage upgrade	Drainage upgrade	Kawolo hospital	Busolwe hospital	UglIFT	Building resilient	Mbale and small	Sembabule Water
Project Identification	7	6	7	6	7	6	3	5	2	4	5	5	2	0	6	7	6	6	6	5	7	6	7	6
Project Preparation	7	7	4	6	7	5	0	0	1	4	1	3	2	3	3	7	3	3	5	4	7	7	7	4
Project Completion	6	6	6	6	6	4	0	0	2	4	1	4	0	3	3	4	1	1	6	3	4	5	3	3
Procurement	15	10	9	12	11	6	4	4	1	14	4	8	10	8	7	10	10	10	8	5	5	8	5	10
Calendar Implementation	6	6	6	6	6	3	0	0	0	6	0	6	0	0	5	0	0	0	3	0	0	6	0	0
<b>Total</b>	<b>41</b>	<b>35</b>	<b>32</b>	<b>36</b>	<b>37</b>	<b>24</b>	<b>7</b>	<b>9</b>	<b>6</b>	<b>32</b>	<b>11</b>	<b>26</b>	<b>14</b>	<b>14</b>	<b>24</b>	<b>28</b>	<b>20</b>	<b>20</b>	<b>28</b>	<b>17</b>	<b>23</b>	<b>32</b>	<b>22</b>	<b>23</b>
Percentage Proactive disclosure		85%	78%	88%	90%	59%	17%	22%	15%	78%	27%	70%	34%	34%	59%	68%	49%	49%	68%	41%	56%	78%	54%	56%
<b>REACTIVE DISCLOSURE</b>																								
Project Identification	8	7	7	7	8	8	7	8*	6	2	3	7	4	4	5	6	8	8	5	4*	1	7*	8*	7
Completion	6	5	5	6	5	7	7	0*	6	1	2	4	3	0	5	2	2	3	2	0*	0*	0*	0*	7
Procurement	5	3	4	3	4	3	5	0*	5	1	1	4	3	2	4	5	5	3	3	0*	0*	0*	0*	5
Contract	3	0	1	0	1	3	3	0*	3	0	0	1	1	0	0	2	3	3	2	0*	0*	0*	0*	3
Implementation	5	2	5	4	5	5	4	0*	2	2	2	5	5	4	1	3	3	4	4	0*	0*	0*	0*	5
<b>Total</b>	<b>27</b>	<b>17</b>	<b>22</b>	<b>20</b>	<b>23</b>	<b>26</b>	<b>26</b>	<b>8*</b>	<b>22</b>	<b>6</b>	<b>8</b>	<b>21</b>	<b>16</b>	<b>10</b>	<b>15</b>	<b>18</b>	<b>21</b>	<b>21</b>	<b>16</b>	<b>4*</b>	<b>1*</b>	<b>7*</b>	<b>8*</b>	<b>27</b>
Percentage Reactive disclosure		63%	81%	74%	85%	96%	96%	100%*	81%	22%	30%	78%	59%	37%	56%	67%	78%	78%	59%	50%	13%*	88%*	100%*	100%
Overall Total	68	52	54	56	60	50	33	17*	28	38	19	47	30	24	39	46	41	41	44	21*	24*	39*	30*	50

**NOTE:** The analysis for the proactively disclosed data was based on the data disclosed on the PEs websites, donor websites and public platforms at the various stages of project delivery in the CoST IDS. Analysis of the reactively disclosed data was based on the data disclosed to the AP during the assurance process. 5 projects were only assessed at initial stages since they were still in procurement.

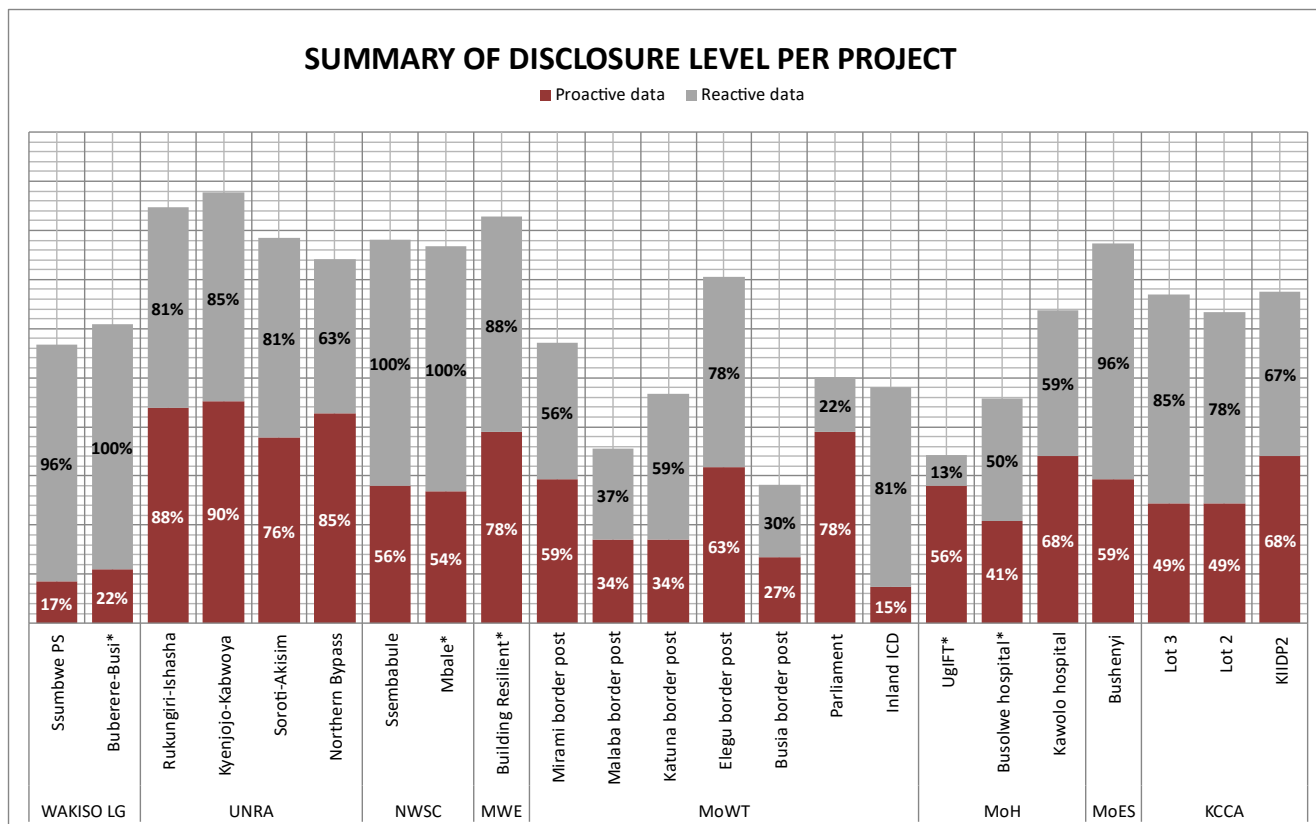


Figure 1: Summary of disclosure level per project

**NOTE:**

- \* denoted projects that are either at the design or procurement stage and hence reactive disclosure was only assessed for 8 data points in Project Identification

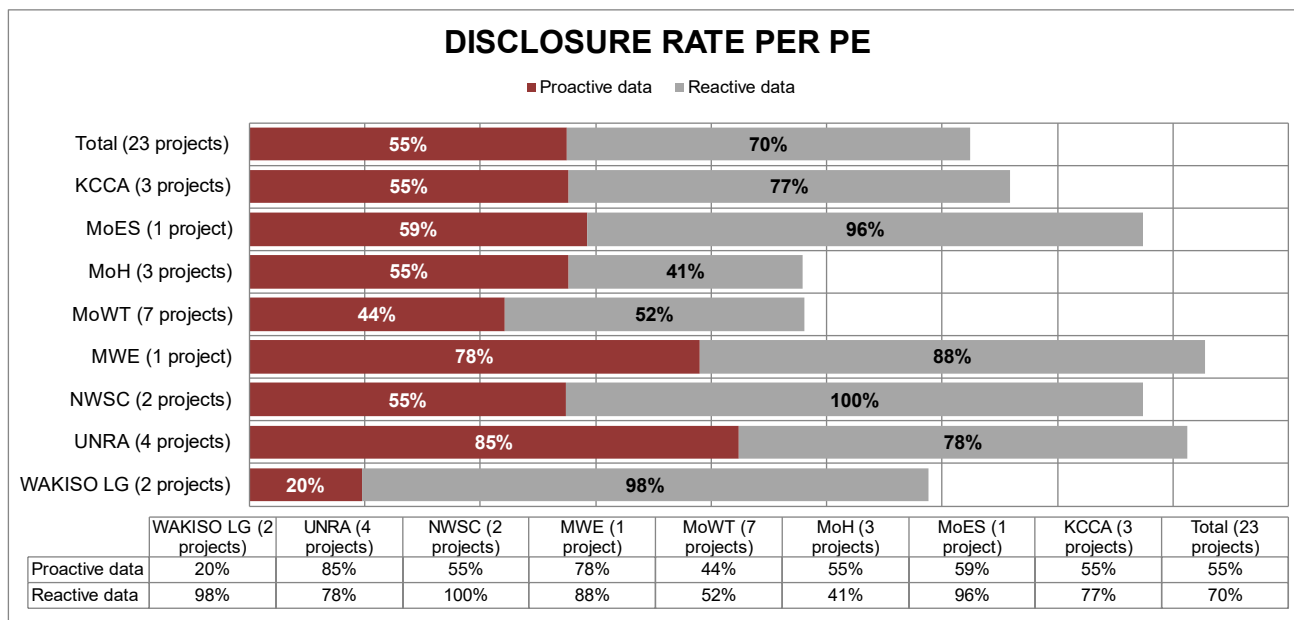


Figure 2: Rate of disclosure per Procurement Entity

## 2.3 Summary of disclosure performance per Procurement Entity

### 2.3.1 Overall performance of projects under Kampala Capital City Authority

Indicators	Observations	Comments
<p><i>Proactive Disclosure</i></p>	<p><b>Overall observation:</b></p> <ul style="list-style-type: none"> <li>– Data disclosed on the Government Procurement Portal (GPP) and the KCCA website was incomplete.</li> <li>– Data was inconsistent, outdated and scattered across various platform.</li> <li>– Very little or no project information was disclosed on the official entity platforms.</li> <li>– KIIDP 2 Batch 2A – Lot 1 project disclosed 28 out of the 41 CoST IDS data points on a few formal platforms.</li> <li>– City Design Update and Construction of selected Drainage Systems project – Lot 2 disclosed 49% of the 41 data points. However, only 10% of the data points were obtained on the KCCA website while the rest were obtained from the USER portal.</li> <li>– City Design Update and construction of selected Drainage Systems project – Lot 3 disclosed 49% of the 41 data points. However, only 10% of the data points were obtained on the KCCA website while the rest were obtained from the USER portal.</li> </ul>	<ul style="list-style-type: none"> <li>– There is no standard disclosure template. The CoST IDS could be used to develop a template.</li> <li>– There is an information management system under development, hoped to enable data retrieval.</li> <li>– Official disclosure platforms are not updated from time to time and consist inaccurate data.</li> </ul>

Indicators	Observations	Comments
<p><i>Reactive disclosure</i></p>	<p><b>KIIDP 2 Batch 2A – Lot 1 project:</b></p> <ul style="list-style-type: none"> <li>– The PE reactively disclosed 67% for this project.</li> <li>– The disclosed information was found consistent and complete.</li> <li>– Internal data management and retrieval systems were sufficient across the departments, and data was easy to access upon request.</li> <li>– Disclosed 100% on project procurement and only 33.3% on project completion, the project is still ongoing, no disclosure at implementation. The project officials were fully available for face-to-face interviews to give clarification of the disclosed information.</li> </ul> <p><b><i>City Design Update and Construction of selected Drainage Systems project – Lot 2:</i></b></p> <ul style="list-style-type: none"> <li>– 78% of the project information was disclosed.</li> <li>– Project experienced cancellations of the contract for the contractor, Bison Consult International Limited after a recommendation from the Consultant because of the following reasons; Failure to submit an updated work program, poor site resource mobilization, slow progress of works, absence of key staff to attend to technical</li> </ul>	<ul style="list-style-type: none"> <li>– Good internal project information management system in place for KIIDP2</li> <li>– More disclosure on Evaluation reports, and Quality Assurance report would enhance transparency.</li> <li>– No due diligence done to establish the capacity of the contractor before signing the contract leading to inefficiencies in delivery and contract cancellations for Lot 2 project.</li> </ul>

Indicators	Observations	Comments
	<p>issues at site, failure to give accountability of the advance payment.</p> <ul style="list-style-type: none"> <li>– PE disclosed 100% of the project information related to contract, procurement, identification and preparation. However, disclosed only 33.3% on project completion yet the project was completed.</li> </ul> <p><b>City Design Update and construction of selected Drainage Systems project – Lot 3:</b></p> <ul style="list-style-type: none"> <li>– 78% of the project information was disclosed.</li> </ul>	
<i>Overall performance in disclosure</i>	The PE disclosed on average 66% of all 67 data points as provided by the CoST IDS.	

### 2.3.2 Overall performance of projects under National Water and Sewerage Corporation

Indicators	Observations	Comments
<i>Proactive disclosure</i>	<p><b>Overall observations:</b></p> <ul style="list-style-type: none"> <li>- Project information was obtained from the Donor websites (World Bank), NWSC website and local newspapers.</li> <li>- No data was disclosed on implementation. Most of the disclosed data was outdated.</li> </ul>	<ul style="list-style-type: none"> <li>- Disclosed data was mostly outdated, limited disclosure on the official platforms.</li> <li>- No standard disclosure template, data is scattered across donor platforms and not on official entity platforms.</li> </ul>



Indicators	Observations	Comments
	<p><b>Mbale and Small Towns Water Supply and Sanitation System Project</b> proactively disclosed 54% of the 21 data points.</p> <p><b>Sembabule Water Supply and Sanitation System Project</b> proactively disclosed 56.1% of the 21 data points.</p>	
<p><i>Reactive disclosure</i></p>	<p><b>Overall observations:</b></p> <ul style="list-style-type: none"> <li>- There was complete reactive disclosure of the project Identification, procurement, and Implementation data.</li> <li>- The disclosed project information was complete and consistent.</li> <li>- Presence of a good information management system.</li> </ul> <p><b>Mbale and Small Towns Water Supply and Sanitation System Project</b> was only assessed for Project Identification data as the project is still at the design and procurement stage.</p> <p><b>Sembabule Water Supply and Sanitation System Project</b> reactively disclosed 100% of the project information as per the CoST IDS.</p>	<p>Being a first-time engagement in Assurance, PE indicated presence of an open-door policy to information requesters.</p>
<p><i>Overall performance in disclosure</i></p>	<p>The PE made available 77% of the 67 data points required under the CoST IDS standard.</p>	<p>Proactive disclosure would enhance openness of the entity.</p>

### 2.3.3 Overall performance of projects under Ministry of Education and Sports

Project	Indicator	Observations	Comments
<b>Bushenyi UTC skills development project</b>	<i>Proactive disclosure</i>	<ul style="list-style-type: none"> <li>– Only 59% of the required 41 data points for proactive data were accessed on the available public platforms.</li> <li>– Disclosed data on public platforms was generic and not specific to the individual projects/Lots being implemented for the benefit of the end users within the communities.</li> </ul>	<ul style="list-style-type: none"> <li>– MoES is commended for its improvement in disclosing information from the previous Assurance processes.</li> <li>– There is no standard disclosure template.</li> <li>– Data is disclosed on other platforms and not entity official platforms.</li> </ul>
	<i>Reactive disclosure</i>	The entity disclosed <b>96%</b> reactive data points for the Uganda Skills Development Project in Bushenyi.	There is a tremendous improvement in disclosure, the Ministry has engaged in three Assurance Processes.
	<i>Overall performance in disclosure</i>	The entity had a high overall disclosure rate of 75% an increment of 12% from the year 2019 to 2020.	The entity is encouraged to sustain this level of disclosure across all projects.

### 2.3.4 Overall performance of projects under Ministry of Health

Indicators	Observations	Comments
<i>Proactive disclosure</i>	<p><b>Overall observations:</b></p> <ul style="list-style-type: none"> <li>– Data was accessed from the Ministry Website, Newspapers, funder’s websites, Construction Company’s website and Articles from PML Daily and Construction review Website among others.</li> </ul>	<ul style="list-style-type: none"> <li>– A standard disclosure template would enhance increased access to and use of health sector infrastructure data (PE Website, Social media, radio and television).</li> </ul>

Indicators	Observations	Comments
	<ul style="list-style-type: none"> <li>– Most of the data disclosed through the PE website was incomplete.</li> <li>1. <b>Refurbishing and Equipping of Kawolo Hospitals</b> disclosed 68% of the required information was disclosed.</li> <li>2. <b>Refurbishing and Equipping of Busolwe General Hospital</b> disclosed 41% of the 41 data points.</li> <li>3. <b>Uganda Intergovernmental Fiscal Transfers Programme (UgIFT)</b> disclosed 56% of the data, however most of it was obtained from the MoFPED website.</li> </ul>	<ul style="list-style-type: none"> <li>– Regular updates of the existing official entity platforms enhance transparency even in crisis situations such as COVID19.</li> <li>– Entity experienced challenges in disclosure as it focused more on managing COVID-19.</li> <li>– Projects assured were at various stages, with only one complete project, however, its disclosure levels were slightly above average at 68%.</li> </ul>
<i>Reactive disclosure</i>	<p><b>59% of the required data for the Refurbishing and Equipping of Kawolo Hospitals</b> was disclosed. The information accessed reactively was complete and found consistent across the different documents.</p> <p><b>50% of the required data for the Refurbishing and Equipping of Busolwe General Hospital</b> was disclosed. The project was still at the design stage as the schematic Designs were still being discussed between the Isdefe (Consultant) and MoH so the project was</p>	<ul style="list-style-type: none"> <li>- Ensuring disclosed data is consistent with what the entity has documented in project documents is good practice and the Ministry of Health is commended for this.</li> <li>- The Ministry disclosed less data points as compared the previous assurance exercise.</li> <li>- Timely planning and implementation of projects, especially in the interest of COVID-19 and the demand within the receiving communities to build trust.</li> </ul>

Indicators	Observations	Comments
	<p>assessed only against 08 data points under Project Identification.</p> <p><b>Uganda Intergovernmental Fiscal Transfers Programme (UgIFT)</b> disclosed 13% of the 08 Data points under Project Identification. <i>This project is at design and procurement stage so was only assessed for project identification.</i></p> <p>No data retrieval and archiving systems, data retrieval process was generally challenging, data could not be easily accessed. Accessed data was inconsistent with what was proactively disclosed.</p>	
<p><i>Overall performance in disclosure</i></p>	<p>The entity had an overall disclosure rate of 48% which was progressive given that two of the projects were in procurement.</p>	

### 2.3.5 Overall performance of projects under Ministry of Water and Environment

Indicators	Observations	Comments
<i>Proactive disclosure</i>	<p><b><i>Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project</i></b></p> <ul style="list-style-type: none"> <li>- The PE proactively disclosed an average of 51.2% of the project information as per the CoST IDS while 48.8% was not disclosed.</li> <li>- Project information was obtained from the Donor websites (Green Climate Fund, UNDP), MWE website.</li> <li>- There was insufficient data disclosed across the project delivery phases. And no data disclosed on implementation. Most of the disclosed data was outdated.</li> <li>- No quality assurance and evaluation reports and procurement data were disclosed.</li> </ul>	<ul style="list-style-type: none"> <li>- Adopt a standard disclosure format/template.</li> <li>- PE websites are rarely updated with current project status.</li> <li>- Disclosing incomplete data affects access to accurate and use of project and contract data for engagements and project monitoring.</li> </ul>
<i>Reactive disclosure</i>	<ul style="list-style-type: none"> <li>- The PE reactively disclosed 07 out of the 08 data points under Project Identification.</li> <li>- The project is at design and procurement stage so it was only assessed against the 08 Project Identification data points for reactive disclosure.</li> <li>- Information was found consistent in all different project documents disclosed.</li> </ul>	<ul style="list-style-type: none"> <li>- Consistent data reveals presence of good data management and retrieval systems.</li> <li>- Procurement files were under audit, this affected disclosure of procurement information.</li> </ul>

<i>Overall performance in disclosure</i>	There has been an improvement in the level of disclosure of the entity from 53.75% in the previous assurance exercise of 2019 to 83% in the current exercise.
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### 2.3.6 Overall performance of projects under Ministry of Works and Transport

Indicators	Observations	Comments
<i>Proactive disclosure</i>	<ul style="list-style-type: none"> <li>- <b>ICD Mukono inland project</b> disclosed 15% of the 41 data points on the public domain.</li> <li>- <b>Parliament of Uganda project</b> disclosed 78% of the data points.</li> <li>- 49.0% of the data points are proactively disclosed for Border posts (Busia, Malaba, Katuna, Elegu, and Mirama Hills). Project identification was the highest disclosed at 77% while project competition is the least at 36.67%. Project procurement and completion data is the least disclosed. Project sign boards were not available at some project sites.</li> </ul>	<ul style="list-style-type: none"> <li>- All Border posts are completed projects as per the entities information, proactive disclosure is expected to be higher.</li> <li>- No standard disclosure template across the entity disclosed data affecting level of disclosure such as sign boards.</li> </ul>
<i>Reactive disclosure</i>	52% of the data points are reactively disclosed for Border posts (Busia, Malaba, Katuna, Elegu, and Mirama Hills). Project identification is the highest disclosed at 62.5% while project procurement is the least at 35%. Project procurement and competition data is the least disclosed.	<ul style="list-style-type: none"> <li>- The rate of reactive disclosure by the PE is not to the required standard.</li> <li>- Data management and retrieval systems should be developed and implemented.</li> </ul>

<i>Overall performance in disclosure</i>	The Overall level of disclosure for the PE was recorded as 48%.
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### 2.3.7 Overall performance of projects under Uganda National Roads Authority

Indicators	Observations	Comments
<i>Proactive disclosure</i>	<p><b>Overall observations:</b></p> <ul style="list-style-type: none"> <li>- The data available on the PEs website was out-of-date. At the time of preparation of this report (December 2020), the project data on the PE's website had been updated in April 2019.</li> <li>- Data was disclosed openly on the UNRA official website, Consultant's website (COWI), Donors website (European Investment Bank, European Union, World Bank and African Development Bank), Ministry of Finance website and Local Newspapers.</li> </ul> <p><b>Kampala Northern Bypass</b> disclosed 85% of the required 41 data points.</p> <p>In addition, there were inconsistencies in disclosed information; for instance, according to UNRA, the project name is Kampala Northern Bypass (17.5km) while according to MoFPED it is titled Capacity</p>	<ul style="list-style-type: none"> <li>- The rate of proactive disclosure by the PE is promising.</li> <li>- Regular updates of disclosed data, ensuring consistency and clarity enables access to accurate and correct data.</li> <li>- Adoption of a standard disclosure template.</li> <li>- The PE is encouraged to reference the audited reports on their website including the interventions put in place to respond to observations and recommendations from the audited reports.</li> <li>- There is need to harmonize the information disclosed across the various public platform.</li> <li>- The PE is encouraged to reference disclosed information from the Development partners' websites.</li> </ul>

Indicators	Observations	Comments
	<p>Improvement of the Kampala Northern Bypass project (21Km).</p> <p><b>Soroti-Katakwi-Akisim road project</b> disclosed 76% of the required data.</p> <p><b>Rukungiri –Ishasha/Kanungu road (78.5km)</b> disclosed 88% of the required data.</p> <p><b>Kyenjojo – Kabwoya road project (100km)</b> disclosed 88% of the required data.</p>	
<i>Reactive disclosure</i>	<p><b>Overall observations</b></p> <p>Data relating to the procurement process namely; list of bidders, contract agreement and conditions were not accessed by the AP.</p> <ol style="list-style-type: none"> <li>1. <b>Kampala Northern Bypass project</b> disclosed 60% of the 27 data points requested for.</li> <li>2. <b>Soroti-Katakwi-Akisim road project</b> disclosed 77% of the required data.</li> <li>3. <b>Rukungiri –Ishasha/Kanungu road (78.5km)</b> disclosed 71% of the required data</li> <li>4. <b>Kyenjojo – Kabwoya road project (100km)</b> disclosed 21 out of the 27 required data points</li> </ol>	<ul style="list-style-type: none"> <li>- Tender information could not be accessed.</li> <li>- Establishment of or strengthening internal data management and retrieval systems.</li> <li>- Development of a standard disclosure template – the CoST IDS presents a good framework for disclosure.</li> </ul>



Indicators	Observations	Comments
	Access to project and contract data was challenging as data was not centrally archived and thus, could not be easily accessed.	
<i>Overall performance in disclosure</i>	The entity had a high overall disclosure rate of 85% an increment of 37% from the year 2019 to 2020 indicating a significant increase in disclosure levels. The entity is commended for this and encouraged to carry this on to other projects.	

### 2.3.8 Overall performance of projects under Wakiso District Local Government

Indicators	Project	Observations	Comments
<i>Proactive disclosure</i>	<b>Proposed Bubebere-Busi Island Embarkment protection project</b>	Only 22% of the required data points for proactive data were accessed without request and on the available public platforms.	Whereas the entity had all the required data internally, there was laxity in publishing the data across the previous assurance processes. Entity is encouraged to use press briefs and update its available platforms.
	<b>Construction of Sumbwe seed school</b>	Only 17% of the required data points for proactive data were accessed without request and on the available public platforms.	
<i>Reactive disclosure</i>	<b>Proposed Bubebere-Busi Island</b>	The PE disclosed all the 08 data points under Project Identification for reactive disclosure. <i>This project is at the design and procurement</i>	Entity is commended for the willingness to disclose 100% of the reactive information

Indicators	Project	Observations	Comments
	<b><i>Embarkment protection project</i></b>	<p><i>stage so the Project was only assessed for Project Identification.</i></p> <p>Observed an improvement in physical data management and retrieval systems.</p>	<p>upon request, and an improvement in data management.</p> <p>Project design reports should be acquired prior to implementation and allow a period</p>
	<b><i>Construction of Sumbwe seed school</i></b>	<p>The PE disclosed up to 96% of the 27 data points for reactive disclosure.</p> <p>Project design drawings were available on the project site, however, the complete design report relating to the different aspects of the project was not available or rather not disclosed.</p> <p>The PE indicated that project design drawings were issued by the MoES without prior site visits in the different areas.</p> <p>Standard designs are provided for all schools and as such the entity faces a few challenges in implementing these projects as the designs may not be suitable for every region with differing site condition. Sumbwe seed</p>	<p>for design review to building facilities that are tailored to the prevailing circumstances, site conditions, and specific in scope for the benefit of the community.</p> <p>Central Government entities should ensure efficient and effective stakeholder engagement, consultations during design to ensure effective implementation and address any possible variations.</p> <p>In the previous assurance, recommendations were made to provide for more human resources in the Engineering department, in this Assurance more officers were put in place to support the District Engineer.</p>

Indicators	Project	Observations	Comments
		<p>school for example would require high-rise structures due to space limitations as the project is in a town. This will allow for space for other facilities like a playground.</p>	
<p><i>Overall performance in disclosure</i></p>		<p>The entity had a decline in the levels of disclosure by a percentage decrease of 23% from the year 2018 to 2020. This indicates that the entity became reluctant to disclosing data especially proactive data as almost all the reactive information was obtained.</p>	<p>Use of media press briefs and compliance with disclosure on public platforms.</p>

## 2.4 Summary of undisclosed data for all assured projects

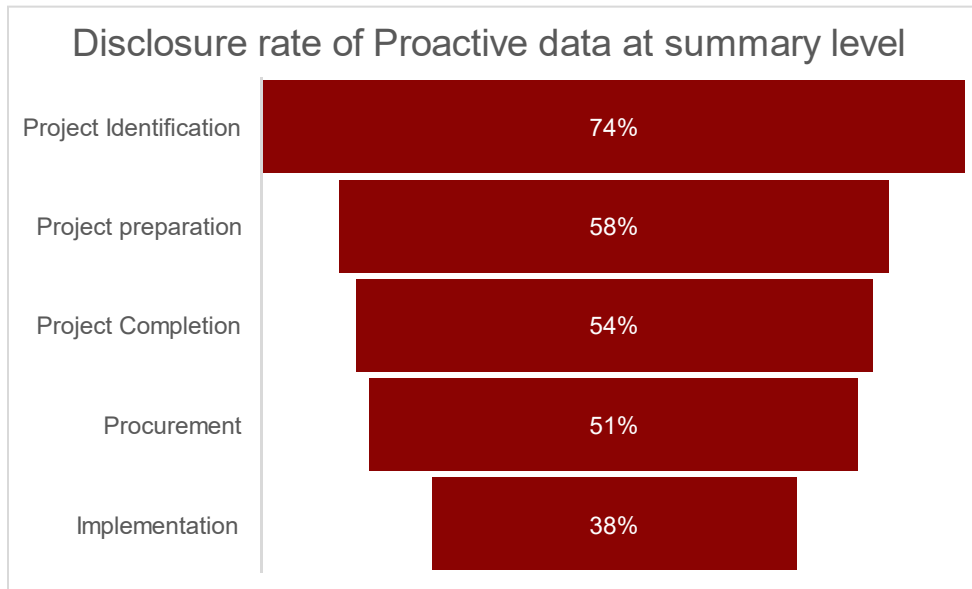


Figure 3: Disclosure rates of proactive data at summary level

From **Figure 3 above**, project implementation had the lowest level of disclosure for summary level at 38%. It is important to note that all 04 projects under UNRA disclosed all 06 data points under project implementation. However, it can be deduced from **Figure 4** that much as the disclosure for procurement data was average at 51%, some data points under procurement like contract type were disclosed by only 03 projects (Malaba border post and Katuna border post projects under MoWT and the Building Resilient communities' project under MWE). In addition, procurement data points on project lifespan, cost estimate, number of firms tendering, procurement process and contract scope of work were disclosed by only 22%, 26%, 30%, 35% and 39% of the 23 projects. From the proactively disclosed data and across the process, findings revealed that, all entities did not have a standard disclosure template, there were no guidelines for disclosure of infrastructure data, disclosed data was incomplete and, in most instances, inconsistent across various platforms. *Conclusively, in Figure 3 above, once can easily tell how transparency (disclosure) saunters through the five stages of project delivery.*

## Disclosure of Proactive data (n=23)

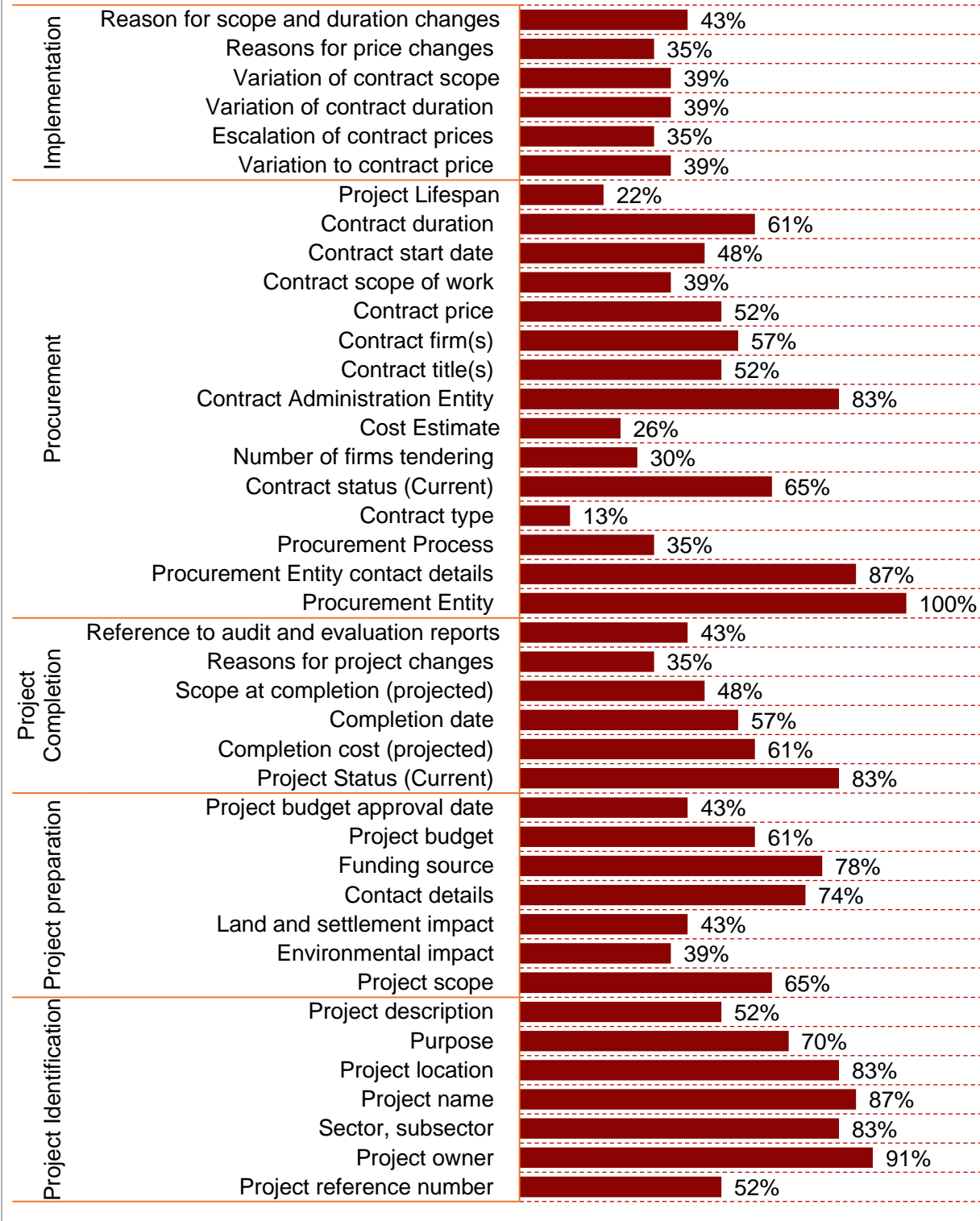


Figure 4: Disclosure of proactive data points for the 23 projects

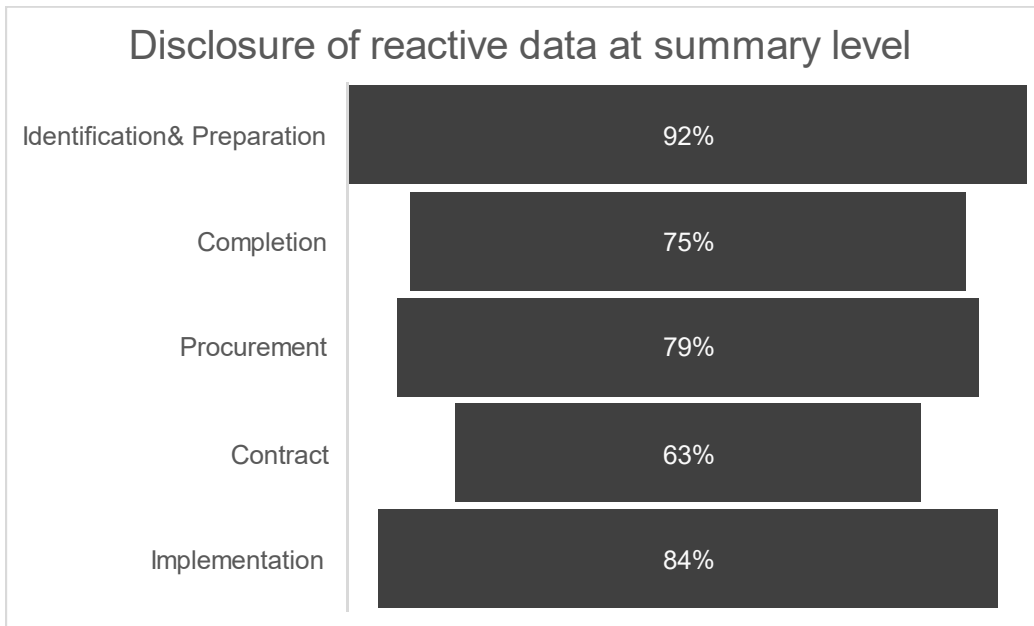


Figure 5: Level of disclosure of reactive data at summary level

As demonstrated in **Figure 5** the level of disclosure of reactive data was at an average of 70%. During the Assurance process, the APs were not able to completely access the procurement and contract data since some of the projects were at different phases. The Assurance Team also observed a lack of effective internal data management and archiving systems across most of the Assured Entities. The least disclosed data was contract information with only 9 out of 23 projects disclosing “*Registration and ownership of firms.*” Most of the projects were still ongoing hence the project technical audit and evaluation audits were not yet done as of the period of Assurance.

Conclusively, in Figure 5 above, one can establish that upon request, entities are comfortable to disclose data on most critical phases such as implementation, identification/preparation and procurement. This information is very critical for the public to build trust and for the private sector to prepare bankable bids to influence participation in procurement.

## Disclosure of Reactive data (n=19)

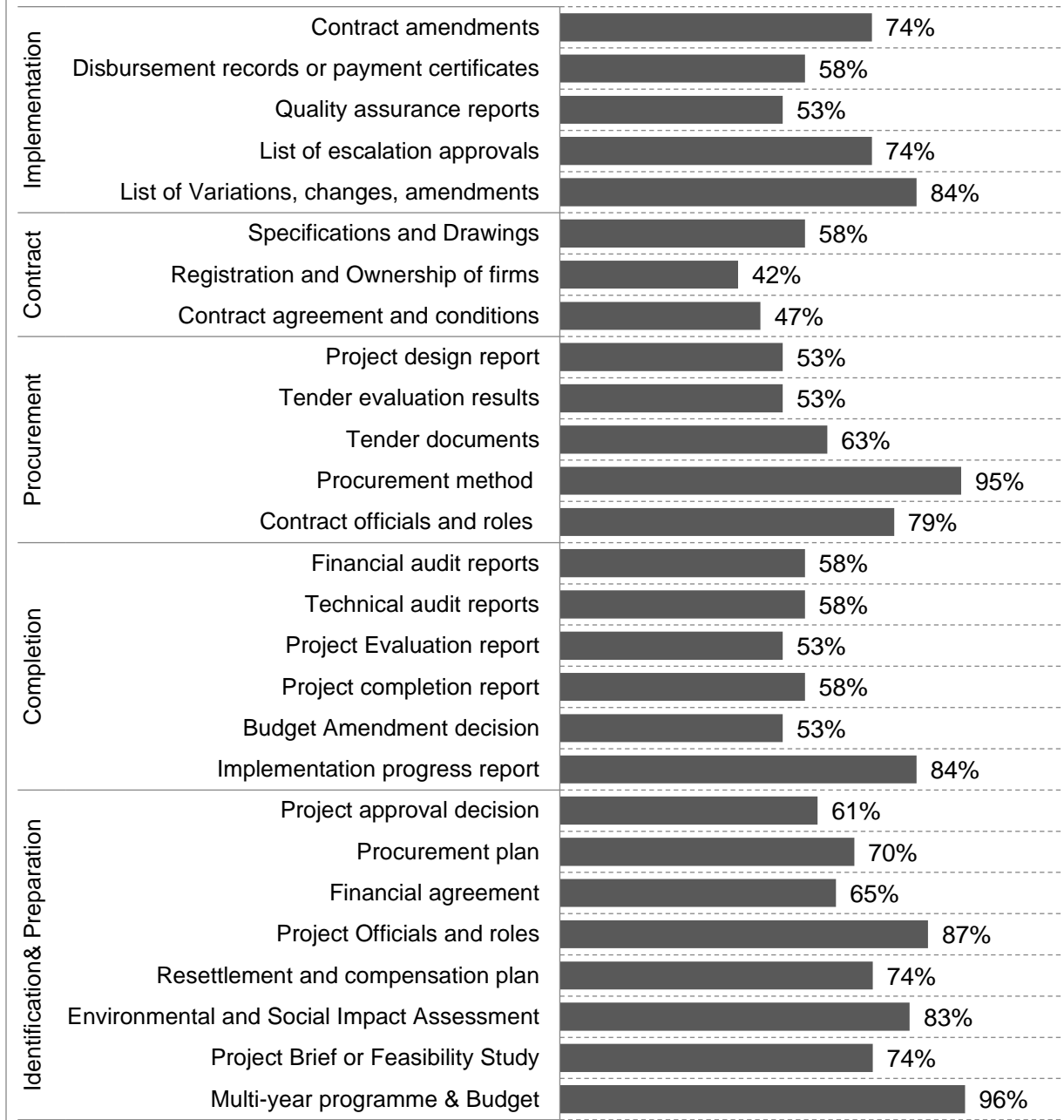


Figure 6: Disclosure of reactive data points for the 23 assured projects

## **2.5 Disclosure trends in the last 4 years**

The 4<sup>th</sup> Assurance Process assessed the trends of disclosure since the inception of the CoST assurance program in Uganda. It was noted that disclosure for the 08 PE's assured generally improved over the years. However, disclosure declined with the Ministry of Health from 73% in the previous exercise conducted in 2019 to 48% in the current assurance exercise. During the validation meeting, the PE indicated that the COVID-19 pandemic experienced in 2020 affected the disclosure of both proactive and reactive data as the personnel at the Ministry were engaged in activities geared towards minimizing the impact of the pandemic. Further to this, the disclosure from Wakiso District Local Government declined from 69% in 2018 to 59% in the current exercise.

The entities in the Works and Transport sector enjoyed improvements in disclosure with the exception of the Ministry of Works and Transport that reported a decline from 53% in 2018 to 48% in the current exercise.

Much as this was the first assurance exercise with National Water and Sewerage Corporation, they reported a good level of disclosure at 77%. The PEs in the Water sector demonstrated good levels of disclosure in the current exercise. The exercise noted improvements in disclosure from the Ministry of Education and Sports from 26% in 2019 to 77% in the current exercise.



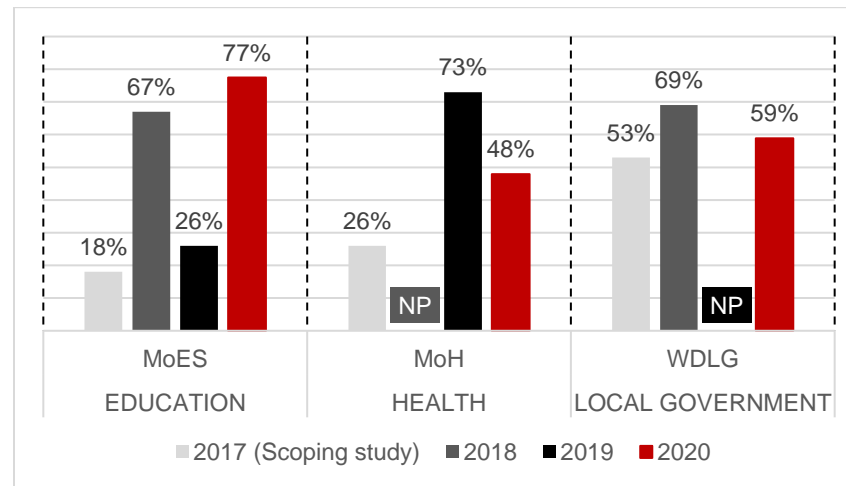
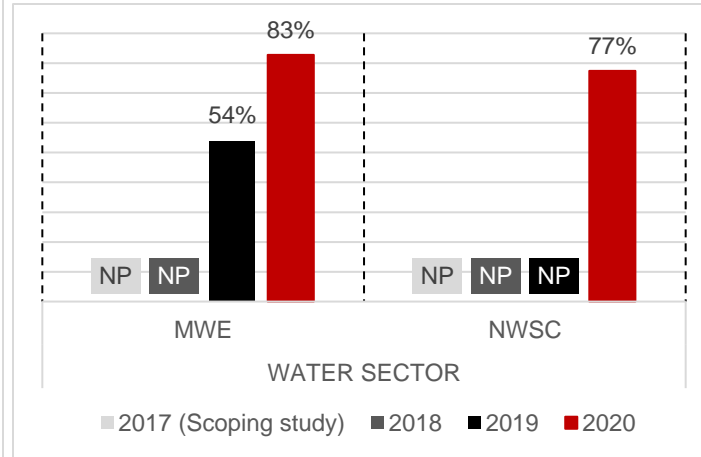
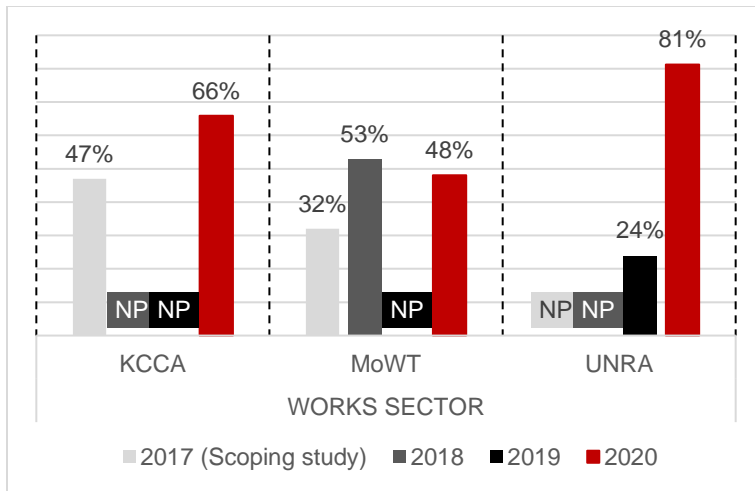


Figure 7: Disclosure trends for the 08 PE's assured

Note:  
NP – Did not Participate

## 2.6 Source of funds and cost per project

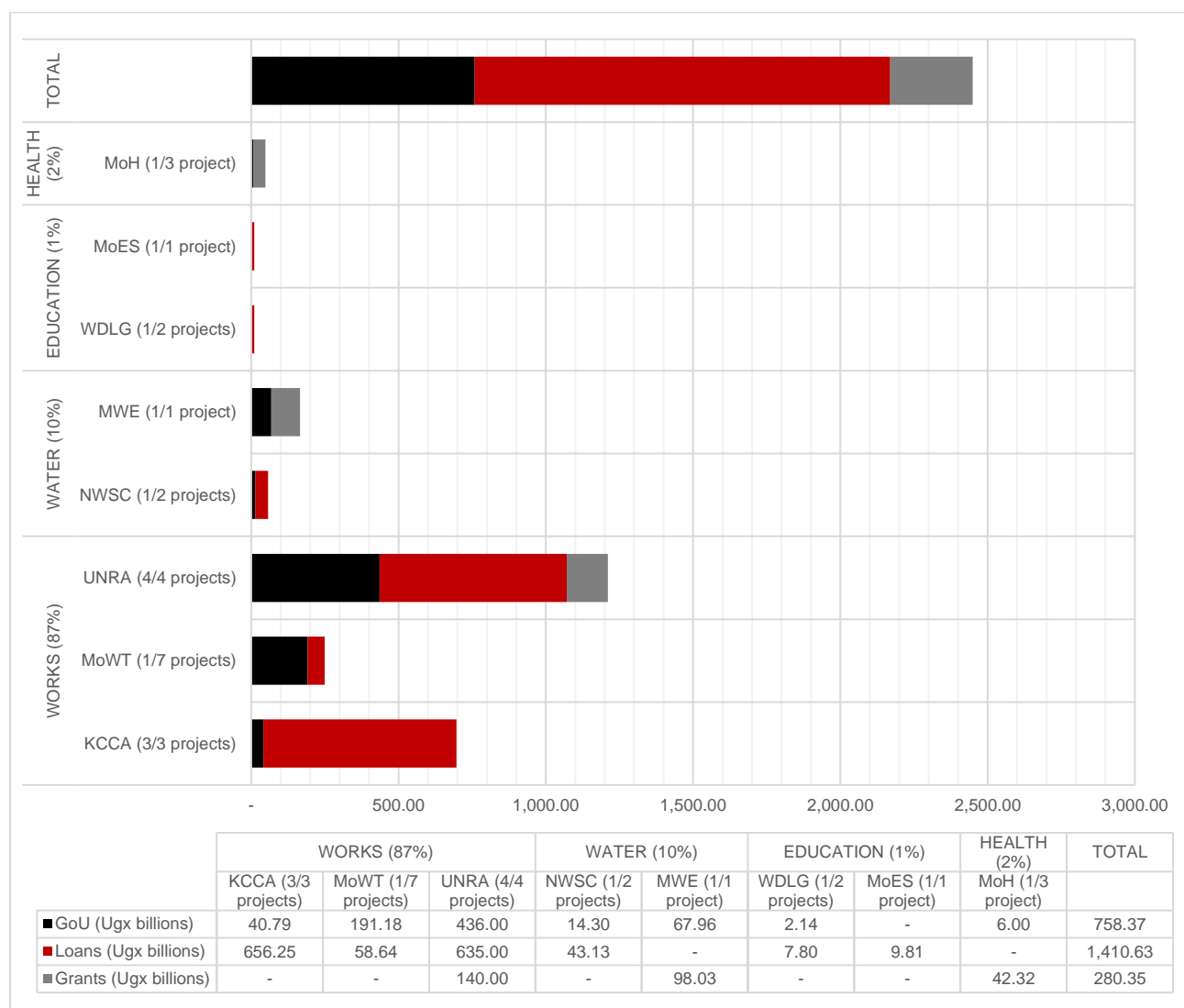


Figure 8: Sources of funding for the 23 projects under 4<sup>th</sup> Assurance process

Note: The funding sources for Busolwe Hospital project and UglFT programme under MoH were not included in this analysis as the details of these funding sources were not disclosed. The two projects are in procurement.

For the 14 projects that were used for this analysis, it can be deduced that 58% of the funding was obtained as loans while the Government of Uganda contributed 31% to the infrastructure development of the projects. While only 11% of the funding has been provided as grants, it provides a good indication of the international relations supporting infrastructure development in the country and the high dependence on international support for infrastructure development.

## 2.7 Completeness and accuracy of disclosed data

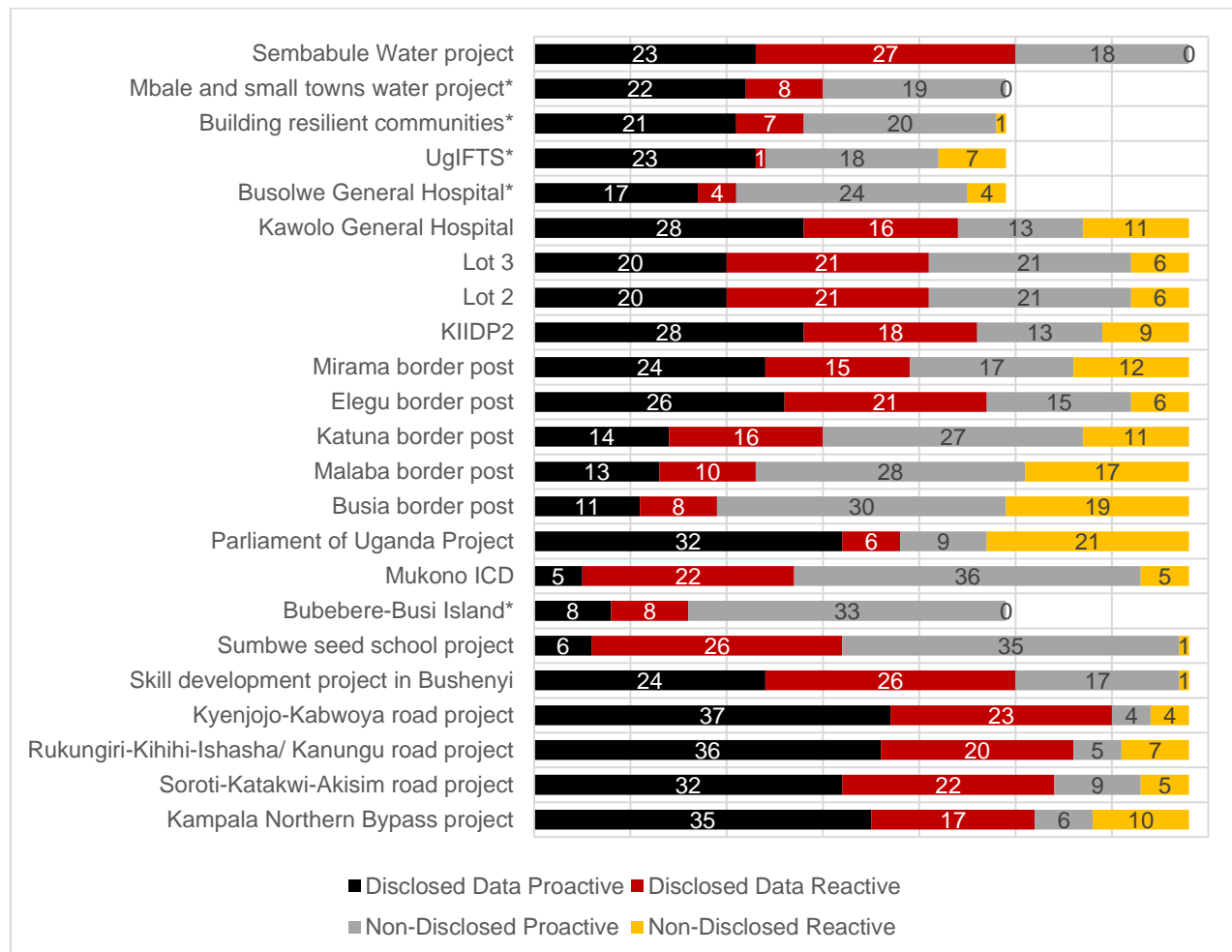


Figure 9: Summary of completeness of data per project

Completeness of the disclosed data points was determined against number of undisclosed data points as per the CoST IDS. Table 4 indicates that 62% of all the required 67 data points was disclosed. There has been an average disclosure of data points hence there is a big variance between the disclosed and undisclosed. Kyenjojo-Kabwoya road project disclosed the highest data points of 60 out of 68 followed by Rukungiri-Kihihi-Ishasha/Kanungu road project with 56 data points out of 68. The lowest data points were scored by Buberere-Busi with 16 out of 68 followed by Busia Border post project with 19 out of 68. Incomplete data has a direct link to the impacts of access of information and transparency. Further efforts are required to improve the disclosure levels for the project information.

## **Chapter 3: Transparency and Project Management**

### **3.1 Introduction**

This section of the Assurance Report highlights available disclosure frameworks used, Stakeholder Engagements, Transparency in Procurement/Tender Management, Cost Overruns, Time Overruns and Management of Construction Quality across the 8 Procuring Entities and 23 Projects assured with Ministry of Health (3), Ministry of Water and Environment (1), National Water and Sewage Corporation (2), Ministry of Education and Sports (1), Wakiso District Local Government (2), UNRA (4), KCCA (3) and (7) Ministry of Works and Transport.

### **3.2 Disclosure frameworks within Procurement Entities Assured**

With the exception of UNRA, MoH and KCCA, it was noted that across the 8 PEs and 23 projects assured, data disclosure on the public domain was limited. However, upon request, most PE's had the data in their offices. Most of the data proactively disclosed was accessed from PE websites, donor, consultant and contractor's websites and social media platforms. It was however noted that these platforms often had information that was not up-to-date and in some cases up to 11 months out of date.

During the Disclosure process, most of the proactive data captured in this assurance exercise was verified through Reactive data accessed from the Entities. The proactive data on the PE Websites was in most cases found to be limited and not containing vital key information such as the duration, scope, project lifespan among others.

This Assurance Exercise focused on disclosure platforms such as project signboards, PE Website, Newspaper pull-outs, Radio TV Talk shows and stakeholder engagements. The Table below illustrates available disclosure platforms used by the PE's to publish information to the general public and project beneficiaries, analysis of the current usage by the PE and ways the PE may effectively use these platforms as a tool to enhance transparency and public participation.

Table 4: Disclosure platforms used by PE's

Disclosure platform	Observations	Comments
Project sign board.	<p>All projects had project sign boards erected with the most relevant data however for the project under MWE, Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda, only one site in Bushenyi had the project signboard erected at a far location from the project start section with the rest (Mitooma, Sheema, Ntungamo and Buhweju) not available</p> <p>It was also noted that for the projects with no project signposts erected, no works had started and not all information was readily available for public disclosure and consumption.</p> <p>Some projects had signboards that were falling off, or had fallen off. Such as projects under UNRA and MoES. Other projects did not have any health and safety information disclosed on site.</p>	<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 could also include additional information like contact information such as contract price.</li> <li>- Projects should atleast have more than one project sign boards which should be placed at appropriate locations accessible to possible users.</li> <li>- Information that is provided on this platform should be standardised, simplified, translated and updated regularly to promote transparency.</li> <li>- It's imperative that a legal standard disclosure format/guideline is followed when displaying project data to ensure compliance with national regulations and community interests.</li> </ul>
PE website	<p>The PE websites across all the entities assured had limited information about on-going/Completed projects. Much of the data was accessed from other available platforms like development partners' websites, newspaper articles, and social media among others.</p>	<ul style="list-style-type: none"> <li>- The PE website is a good platform for easy and quick access to information.</li> <li>- The PE should make efforts to provide regular updates on its website to promote access to information related to infrastructure projects by the PE</li> </ul>

Disclosure platform	Observations	Comments
	For example, projects under UNRA, the data provided was also outdated up-to 11 months for some projects.	
Newspaper pull-outs	There was limited information disclosed through this medium with almost all information accessed digitally from the PEs or where this medium was used, such data could not be recovered physically.	<ul style="list-style-type: none"> <li>- The PE may prepare regular newspaper pull-outs as an update on the status of the projects. This may be used to communicate project cost, project scope, and physical progress, expected date of completion and any major updates or changes.</li> <li>- This is a good avenue to give access to information thereby promoting transparency and accountability.</li> </ul>
Radio/TV talk shows	<p>There was evidence of this indicator for projects under UNRA and Wakiso District Local Government (WDLG).</p> <p>Projects with limited to no information for this indicator included MoES, NWSC, MWE, KCCA, MoWT and KCCA.</p>	<ul style="list-style-type: none"> <li>- This is a good platform for proactive information dissemination at all levels.</li> <li>- Radios and Televisions provide an opportunity for mass dissemination as they have a wide coverage in terms of viewership and listenership.</li> </ul>
Stakeholder engagements	<p>There was evidence of this indicator from projects under UNRA, KCCA, MOES and WDLG through Focus Group interviews with primary beneficiaries, face to face interactions with community and project officials.</p> <p>It was however noted that for the Entities such as NWSC, MWE, MoWT and MoH, there was no information disclosed regarding stakeholder engagements.</p>	<ul style="list-style-type: none"> <li>- All PEs are encouraged to continue to disclose information on this indicator to provide relevant insight to the ownership and appreciation by all beneficiaries of the projects being implemented.</li> <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>- The PE is applauded for engaging in stakeholder meetings and disclosing the levels of these engagements.</li> </ul>

### 3.3 Stakeholder engagement

Stakeholder participation is a core principle of the CoST Initiative and as such this helps build ownership and trust with all beneficiaries in turn fostering Transparency and Accountability. It was evident that Entities such UNRA, KCCA, MoES and WDLG had some level of engagement with community, District Leadership and other stakeholders about the projects assured. These PEs are commended for conducting stakeholder consultations and taking into consideration the feedback from such consultations.

The Table below illustrates the observations and comments from the Stakeholder Engagements across all Projects and Entities.

*Table 5: Stakeholder engagement across the 23 assured projects*

Procuring Entity	Projects	Comments
Ministry of Health	Refurbishing and Equipping of Kawolo General Hospital	Results from the validation meeting and field findings revealed that the entity has involved the local Governments in the planning, preparation and implementation processes. The projects had generated a lot of excitement in the communities and yet works had not started, this revealed that the entity had engaged the stakeholders.
	Refurbishing and Equipping of Busolwe General Hospital	
	Uganda Intergovernmental Fiscal Transfer programme (UgIFT)	
Ministry of Water and Environment	Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project	Stakeholders at all levels were engaged, but there was slow progress of works due gaps in the communication procedures, the Accountant General to the Chief Administrative Officers (CAO) of the project districts to allow the project funds go through the projects bank accounts that were created, some districts mostly in the South Western like Ntungamo, Bushenyi, Mitooma had not received the funds for the project yet the funds were released by the MWE.
National Water and Sewage Corporation	Mbale and Small Towns Water supply and Sanitation Project (Busolwe, Kadama, Tirinyi, Kibuku, Butaleja, Budaka) Water supply and Sanitation Project, under MWE and NWSC)	High stakeholder involvement of beneficiary districts. The NWSC Mbale office has also engaged the community members and the technical team during the design review.
	Sembabule Water Supply Improvement Project	For the Sembabule project, the PE has involved the district technical team, political team in the implementation of the project. Women have been involved in the safety department of the project.

Procuring Entity	Projects	Comments
Ministry of Education and Sports		<p>Lack of consultation and involvement of the local beneficiaries and the district in design and procurement of the projects by the MoES causing challenges at implementation.</p> <p>Sumbwe seed school for example is a town project which ideally would have required the adoption of high raised structures due to the limited space and considering additional space for various other facilities like playgrounds in the school. The designs issued were not up to date and therefore need to be specific, improved and tailored to the prevailing site conditions to serve their intended purpose. The Ministry issued inappropriate designs.</p>
Wakiso District Local Government	<p>Bubebere - Busi Island, Proposed road embankment protection.</p> <p>Sumbwe Seed School</p>	
UNRA	<p>Capacity Improvement of the Kampala Northern Bypass (21km)</p> <p>Soroti- Katakwi - Akisim road (100km)</p> <p>Rukungiri-Kihihi-Ishasha-Kanungu road (78.5km)</p> <p>Upgrading of Kyenjojo – Kabwoya road (100km)</p>	<p>Arising from the stakeholder consultations on the Kampala Northern Bypass project, women noted that they limited the use of existing foot bridges to cross the carriageway because the design of the footbridges made it possible for men standing beneath the bridge to look up at women walking along the bridges. As a result, the design of the new foot bridges took this concern into consideration.</p>
KCCA	<p>Second Kampala Institutional &amp; infrastructure development Project (KIIDP 2) Batch 2 – Lot 1</p> <p>Contracts for City Design update and construction of selected drainage systems Lot 2</p> <p>Contracts for City Design update and construction of selected drainage systems Lot 3</p>	<p>The PE held engagement meetings with stakeholders who included political leaders, local leaders and community residents. The number of meetings, participants, key issues discussed and acted upon attendees was not disclosed.</p> <p>During site visit, the women have been recruited as traffic controllers with flags, cooking for the casual workers. Many youths were employed as equipment operators, Track drivers, and mechanics.</p>
Ministry of Works and Transport	<p>Inland – ICD Mukono and Gulu.</p> <p>Construction at Parliament of Uganda</p> <p>Border posts (Busia, Malaba, Katuna, Elegu, Mirama Hills)</p>	<p>No information disclosed.</p> <p>No information disclosed.</p> <p>No information disclosed.</p>



### **3.4 Tender management**

In order to assess this indicator, the Assurance Team accessed information like the number of bidders who submitted for the project, the procurement method, contract price and the awardee of the contract. The Public Procurement and Disposal Authority (PPDA) of Uganda provides reservations for local suppliers, contractors and suppliers and these reservations were used in the analysis. It was observed that for the City Design update and construction of selected drainage systems Lot 2 and City Design update and construction of selected drainage systems Lot 3 projects under KCCA and the Sumbwe Seed Primary school under WDLG were advertised as “*Open International Bidding (OIB)*” much as their contract sums were below the threshold for restriction of approximately 4 billion Uganda shillings. However, both works contracts were awarded to local contractors, one would wonder as to why, the OIB method was opted for.

Table 6: Summary of tender management

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
1	MoH	Refurbishing and Equipping of Kawolo General Hospital	3	Ambitious Construction Ltd, M/S Excel Construction Ltd and Roko Construction Limited	M/S Excel Construction Limited (Civil works contractor) Isdefe (Spanish Design Consultant)	18 Months <b>Works contract:</b> Ugx 39,200,000,000 (US\$ 10,865,849.14) <b>Supervision contract:</b> Euros 11,884,379.70	International Competitive Bidding
		Refurbishing and Equipping of Busolwe General Hospital	<b>ND</b>	<b>ND</b>	Isdefe (Spanish Design Consultant), Contractor not yet procured	<b>ND</b> <b>Works contract:</b> Ugx 21,600,000,000 (US\$ 6,000,000) <i>estimates</i>	<b>ND</b>
		Uganda Intergovernmental Fiscal Transfer programme	<b>ND</b>	<b>ND</b>	<b>ND</b>	<b>ND</b> <b>Total budget:</b> US\$ 787.59 million.	<b>ND</b>
2	MWE	Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project	<b>ND</b>	<b>ND</b>	<b>ND</b>	<b>ND</b> <b>Project cost:</b> US \$ 44.3 million	Open Domestic Bidding

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
3	NWSC	Mbale and Small Towns Water supply and Sanitation Project (Busolwe, Kadama, Tirinyi, Kibuku, Butaleja, Budaka) Water supply and Sanitation Project, under MWE and NWSC)	37 (Consultancy services)	ND	Saman Corporation in Joint Venture with Cheil Engineering CO. LTD (JV) in Association with Air Water Earth LTD (Sub consultant).	10 Months <b>Design review contract:</b> US\$ 432,578	Open International Bidding
		Sembabule Water Supply Improvement Project	24	ND	Zhonghao Overseas Construction Engineering Company Limited	12 Months <b>Works contract:</b> Ugx 14.3 billion	Open International Bidding
4	MoES	Uganda Skills Development Project, Bushenyi Project site.	ND	ND	<b>Civil works:</b> Prism Construction Company Ltd <b>Project Design:</b> Sileshi Consulting Engineers and Architects	09 Months <b>Works contract:</b> Ugx 9,819,668,736	Open Domestic Bidding

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
5	WDLG	Bubebere - Busi Island, Proposed road Embankment protection.	ND	ND	ND	ND Yet to be procured	ND
		Sumbwe Seed School	04	ND	Kaleeta Construction	ND <b>Works contract:</b> Ugx 2.139 billion	Open International Bidding <i>According to the PPDA regulations on reservations for local and national firms, this contract should have been advertised as a Domestic bid.</i>
6	UNRA	Capacity Improvement of the Kampala Northern Bypass (21km)	08	<ul style="list-style-type: none"> <li>• KJ Connect, Vinci Concessions and Mota-Engil</li> <li>• Strabag and IC Ictas</li> <li>• Tecnasol Luisa Goncal</li> <li>• China Communications Construction Company and China First Highway Engineering Company Ltd</li> </ul>	Mota Engil Engenharia E Construcao SA (Civil Works Contractor), COWI A/S (Supervision Consultant)	ND <b>Works contract:</b> Euros 106.48 million <b>Supervision contract:</b> Euros 6.829 million	Open international Bidding

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
				<ul style="list-style-type: none"> <li>• CCECL and CRCCIG</li> <li>• Enkula Expressway</li> <li>• Shapoorji Pacconji group</li> <li>• CCKS consortium comprising Chinese firms and South Korean firms.</li> </ul>			
		Soroti- Katakwi - Akisim road (100km)	<b>ND</b>	<b>ND</b>	<b>Works Contractor:</b> CCCC <b>Supervision Consultant:</b> GIBB Africa in Association with MBW Consulting Ltd.	36 Months <b>Works Contract:</b> Ugx 398.884 billion <b>Supervision Contract:</b> Ugx 14.418 billion	<b>ND</b>
		Rukungiri-Kihihi-Ishasha-Kanungu road (78.5km)	06	<ul style="list-style-type: none"> <li>• Zhongmei Engineering Group Limited</li> <li>• Al Mayehu Katema General Contractor</li> <li>• China Railway Seventh Group</li> <li>• Dott Services Limited</li> </ul>	<b>Works Contractor:</b> China Henan International Construction Company. <b>Supervision Consultant:</b> SMEC International Pty	37 Months <b>Works Contract:</b> UGX 207,834,646,967 <b>Supervision contract:</b> USD 4,712,121.76	International Competitive Bidding

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
				<ul style="list-style-type: none"> <li>Ashoka Bulicon Ltd Nashik India</li> <li>CGCO Group Co. Ltd</li> </ul>			
		Upgrading of Kyenjojo – Kabwoya road (100km)	<b>ND</b>	<b>ND</b>	<b>Works contractor:</b> Shengli Engineering Construction Company of Shengli the Oli Field. <b>Supervision contract:</b> Comptran Engineering and Planning Associates (Ghana). <b>RAP Consultant:</b> Survey Consult Ltd	<b>Civil works:</b> 36 months <b>Consultancy Design:</b> 7 months <b>Consultancy supervision:</b> 36 months <b>Works contract:</b> UGX 214.564 Billion <b>Supervision contract:</b> US\$ 3,079,482 <b>RAP Contract:</b> UGX 1.08 Billion	International Competitive Bidding
7	<b>KCCA</b>	Second Kampala Institutional & infrastructure development Project (KIIDP 2)	<b>ND</b>	<b>ND</b>	<b>Consultant:</b> C. LOTTI & ASSOCIATI <b>Contractor:</b> CHINA STATE CONSTRUCTION ENGINEERING	Kulambiro - 10 months Nakawa-Ntinda - 18 Months Acacia - 14 months	International Competitive Bidding.

S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
					CORPORATION LTD.	<b>Works contract:</b> Ugx 87,912,203,803 VAT exclusive	
		Contracts for City Design update and construction of selected drainage systems Lot 2	09	<b>ND</b>	<b>Consultant:</b> M/s UB Consulting Engineers Ltd <b>Contractor:</b> M/s Bisons Consult International Ltd Lina Construction Limited	12 Months <b>Works contract:</b> Ugx 4,254,750,420	Open International Bidding <b>Note:</b> According to PPDA a road works contract of less than Ugx 45 billion should be reserved for local contractors but this bid was advertised as an Open International Bid
		Contracts for City Design update and construction of selected drainage systems Lot 3	11	<b>ND</b>	<b>Consultant:</b> M/s PROME Consulting Engineers Ltd <b>Contractor:</b> M/s Abubaker Technical Services & General Supplies Ltd	12 Months <b>Works contract:</b> Ugx 4,475,076,869 VAT inclusive <b>Supervision contract:</b> Ugx 100,300,000	Open International Bidding <b>Note:</b> According to PPDA a road works contract of less than Ugx 45 billion should be reserved for local contractors but this bid was advertised as an Open International Bid

8	<b>MoWT</b>	Inland – ICD Mukono.	<b>ND</b>	<b>ND</b>	Ambitious Construction Company Limited	5 Years	International Competitive Bidding
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S/N	PE	Projects	No of Firms that bid	Firms	Awarded Service Providers/Contractors/Design/Supervision Consultants	Contract Duration/ Project cost	Procurement Method
		Construction at Parliament of Uganda	05	<i>ND</i>	JV Roko Construction Ltd and Roko Limited (Rwanda)	<b>Works contract:</b> Ugx 179,800,000,000	Open Domestic Bidding
		Border posts (Busia, Malaba, Katuna, Elegu, Mirama Hills)	<i>ND</i>	<b>Elegu Border Post:</b> ND <b>Katuna Border Post:</b> ND <b>Malaba Border Post:</b> ND <b>Mirama Hills Border Post:</b> ND	<b>Elegu:</b> M/s Seyani brothers & Co. (U) Ltd <b>Katuna:</b> Amugoli General Enterprises Ltd <b>Malaba:</b> <i>ND</i> <b>Mirama Hills:</b> Dott services limited	<b>Elegu:</b> 12 months, US\$ 7,813,228.92 (VAT inclusive) <b>Katuna:</b> <i>ND</i> , Ugx 11.18 billion <b>Malaba:</b> 12 months, Ugx 15.7 billion <b>Mirama:</b> 12 months, US\$ 7,817,703.42 (Tax Inclusive) <b>Busia:</b> 12 months, Ugx 15.9 billion	<b>Elegu Border Post:</b> Open International Bidding <b>Katuna Border Post:</b> Open International Bidding <b>Malaba Border Post:</b> International Competitive Bidding <b>Mirama Hills Border Post:</b> International Competitive Bidding



### 3.5 Summary of Cost variations

The **Figure 10** provides a summary of the cost overruns and cost savings disclosed by the respective projects.

It is important to note that the Drainage upgrade Lot 2 project and Drainage upgrade Lot 3 project under KCCA realized cost savings of 0.97% and 3.3% respectively of the overall project budgets. However, the Kampala Northern Bypass project recorded the highest cost overrun of 62% over the projected budget.

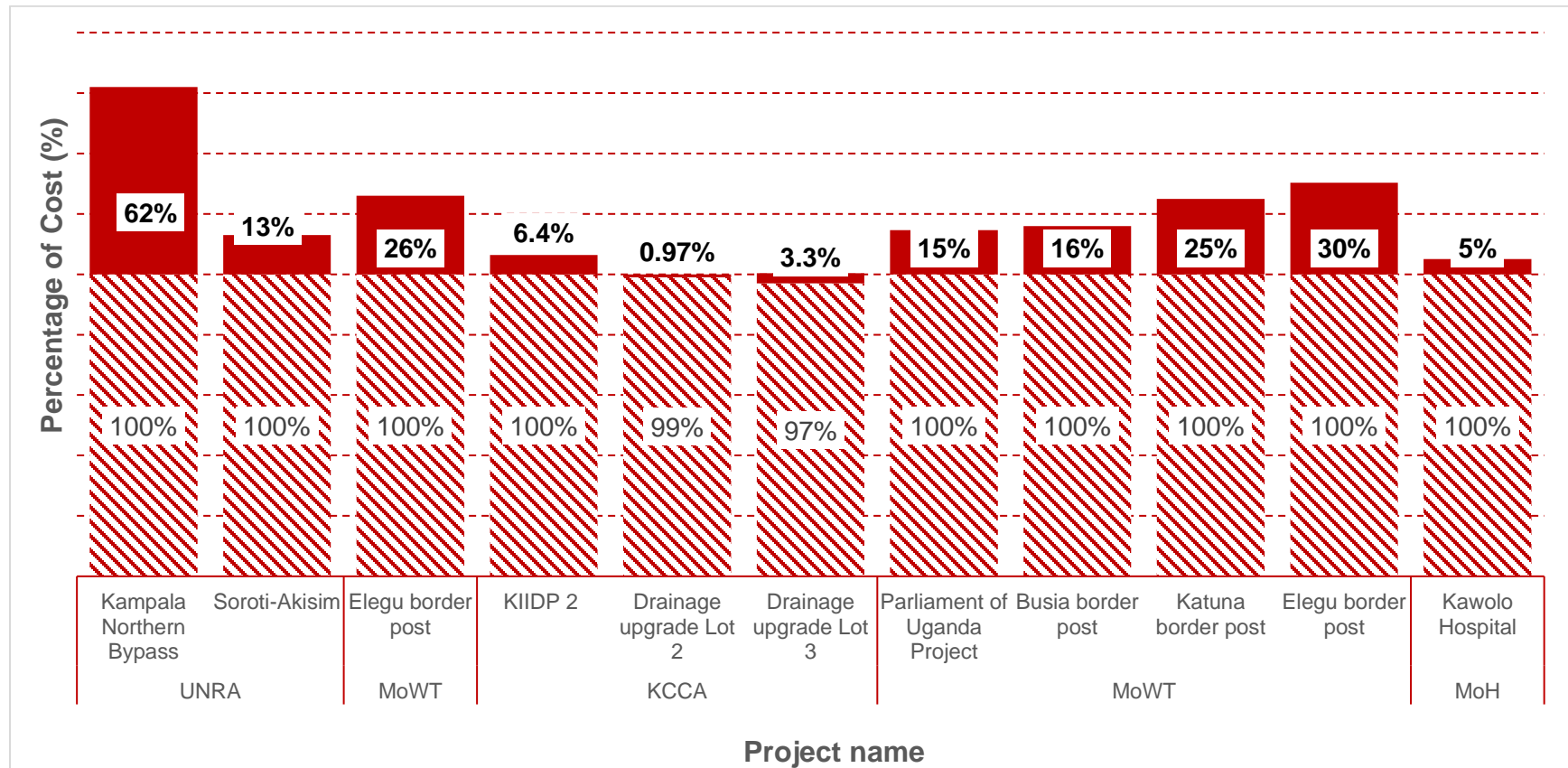


Figure 10: Cost variations reported by 11 of the 23 assured projects

Table 7: Summary of cost variations on the selected projects

S/N	Procuring Entity	Projects	Project Cost	Cost Overruns	Reasons for Cost overruns
1	Ministry of Health	Refurbishing and Equipping of Kawolo General Hospital	US\$ 10,399,056 (Civil Works). EUR 886,346 (Consultancy services)	3.84% (Civil works) 22.49% (Consultancy services)	<p><b>Variation Orders resulting from unexpected circumstances and events which could result in security issues or delays in the project.</b> VO 001 Cutting Trees, VO 002 Demolition and replacement of septic Tank, VO 003 Retaining wall behind new OPD (works), VO 004 Harmonization of Sanitary Fittings VO 005 Temporary installation of Labour suite in the existing Maternity Block, VO 007 Redesign of hospital sewage and water supply system (works)</p> <p><b>Variation Orders resulting from unfunded works identified by the Project Stakeholders</b> VO 010 Variations to medical equipment's list VO 013 Add new Incinerator to Bill 09. General Systems VO 015 Add new Incinerator house to Bill 09. General Systems. These variations were approved</p>
		Refurbishing and Equipping of Busolwe General Hospital	Debt Swap -US\$ 4 to 5 Million, GoU - UGX 6 Billion	<i>Project at Design and Procurement stage</i>	N/A
		Uganda Intergovernmental Fiscal Transfer Programme	<b>ND</b>	<i>Project at Design and Procurement stage</i>	N/A

S/N	Procuring Entity	Projects	Project Cost	Cost Overruns	Reasons for Cost overruns
2	Ministry of Water and Environment	Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project	US\$ 44.3M	N/A	Much as there were no cost overruns reported, the project has experienced slow absorption of funds.
3	National Water and Sewage Corporation	Mbale and Small Towns Water supply and Sanitation Project (Busolwe, Kadama, Tirinyi, Kibuku, Butaleja, Budaka) Water supply and Sanitation Project, under MWE and NWSC)	Loan – US\$ 40,500,000 US\$ 432,578 VAT Exclusive for design Review	N/A	N/A
		Sembabule Water Supply Improvement Project	GOU – US\$ 3,783,784	N/A	N/A
4	Ministry of Education and Sports	Uganda Skills Development Project, Bushenyi Project site.	UGX - 9,819,668,736	<b>ND</b>	The entity did not report any cost overruns, however as a result of changes in the project site location; the contractor issued a compensation variation claim in the amount of UGX 401,884,300 due to the effect of changing site, relocation of storm water pipes, underground power cables, reconstruction of existing incinerators, a borehole, sewerage pipes and reconstruction of site offices. This claim by September had not yet been approved by the entity. It should however be noted that whereas there would

S/N	Procuring Entity	Projects	Project Cost	Cost Overruns	Reasons for Cost overruns
					be an increase in cost for implementation works, the project was still running under cost and there would be no cost overruns whatsoever.

5	Wakiso District Local Government	Bubebere - Busi Island, Proposed road Embankment protection.	<i>ND</i>	<i>ND</i>	<i>ND</i>
		Sumbwe Seed School	UGX 2,138,728,950	<i>ND</i>	<i>ND</i>

6	UNRA	Capacity Improvement of the Kampala Northern Bypass (21km)	EU – Euros 40 million (Grant) EIB – Euros 7.2 million (Loan) GoU – Not declared (Investment)	Works contract: Euros 38.546 million <b>*56.74%</b> Supervision contract: Euros 3.398 million <b>*99.03%</b> <b>Overall project cost overrun - 62%</b>	Changes in land use necessitated changes in the drainage design to a high- capacity drainage. The design did not cater for compensation of the road diversions.
		Soroti- Katakwi - Akisim road (100km)	Works Contract: UGX 398.884 billion Supervision Contract: UGX 14.418 billion	13% of overall budget	Original design omitted 10km of swamp and therefore adjustments had to be made to the project budget.  Additional 16.38km of town roads were approved during the course of the project. In the original design and contract documentation, provisional sums were provided for the town roads allowing for contingency to cater for adjustments. However, the additional 10km of swamp improvements used up the contingency sum. These variations were approved

S/N	Procuring Entity	Projects	Project Cost	Cost Overruns	Reasons for Cost overruns
		Rukungiri-Kihihi-Ishasha-Kanungu road (78.5km)	Works Contract: UGX 207,834,646,967 Supervision contract: USD 4,712,121.76	<b>ND</b>	Claim notices for Extension of Time (EoT) have been submitted by the Contractor for approval by the Engineer.
		Upgrading of Kyenjojo – Kabwoya road (100km)	<b>Works contract:</b> UGX 214.564 Billion <b>Supervision contract:</b> US\$ 3,079,482 <b>RAP Contract:</b> UGX 1.08 Billion	0% (No price changes)	The available report from the OAG dated December 2018 indicated that much as there have been scope changes, they haven't resulted in additional project costs over and above the project budget.

7	KCCA	Second Kampala Institutional & infrastructure development Project (KIIDP 2) –Batch 2A	UGX 82,321,569,919 VAT Exclusive	6.35% (Consultant as of May 2020)	<ul style="list-style-type: none"> <li>• Increase in the traffic.</li> <li>• Approved changes in manhole specifications to avoid vandalism.</li> <li>• Changes in the solar specifications for durability.</li> <li>• Need to increase the width of the road and pedestrian walkways.</li> <li>• Absence of some items in the Bills of Quantities yet they are included in the approved drawings like rockfill for box culverts.</li> <li>• Need for more lighting along the roads</li> </ul>
		Contracts for City Design update and construction of selected drainage systems Lot 2	UGX 4,293,764,417	Cost saving of UGX 39,013,997 <b>*(-0.97%)</b>	Luwomba and Nyanam Channels (Longer channels) were replaced by Kabaawo and Sebanja Channels (shorter Channels). The Approval of these variations were not Disclosed

S/N	Procuring Entity	Projects	Project Cost	Cost Overruns	Reasons for Cost overruns
		Contracts for City Design update and construction of selected drainage systems Lot 3	<b>Civil Works</b> - UGX 4,627,966,029 <b>Supervision</b> - Ugx 100,300,000	Cost saving of UGX 152,889,160 <b>(-3.3%)</b>	They were due to additional works for Kawooya drain. The approvals were not disclosed

8	Ministry of Works and Transport	Inland – ICD Mukono.	\$7,813,228.92 (VAT inclusive)	<b>ND</b>	<b>ND</b>
		Construction at Parliament of Uganda	<b>ND</b>	15% rise in cost	<b>ND</b>
		Border posts (Busia, Malaba, Katuna, Elegu, Mirama Hills)	<b>Elegu Border Post:</b> ND <b>Katuna Border Post:</b> ND <b>Malaba Border Post:</b> ND <b>Mirama Hills Border Post:</b> USD 7,817,703.42 (Tax Inclusive)	<b>Elegu Border Post:</b> US\$ 2,006,000 <b>(25.67%)</b> <b>Katuna Border Post:</b> ND <b>Malaba Border Post:</b> ND <b>Mirama Hills Border Post:</b> ND	<b>Elegu Border Post:</b> There was variation of scope to include phase II works of construction of dry cargo verification shed, warehouse, aggregation centre, additional drainage, parking and landscaping at the Elegu border crossing. The Approvals were not disclosed <b>Katuna Border Post:</b> ND <b>Malaba Border Post:</b> ND <b>Mirama Hills Border Post:</b> ND

### 3.6 Summary of Time Overruns

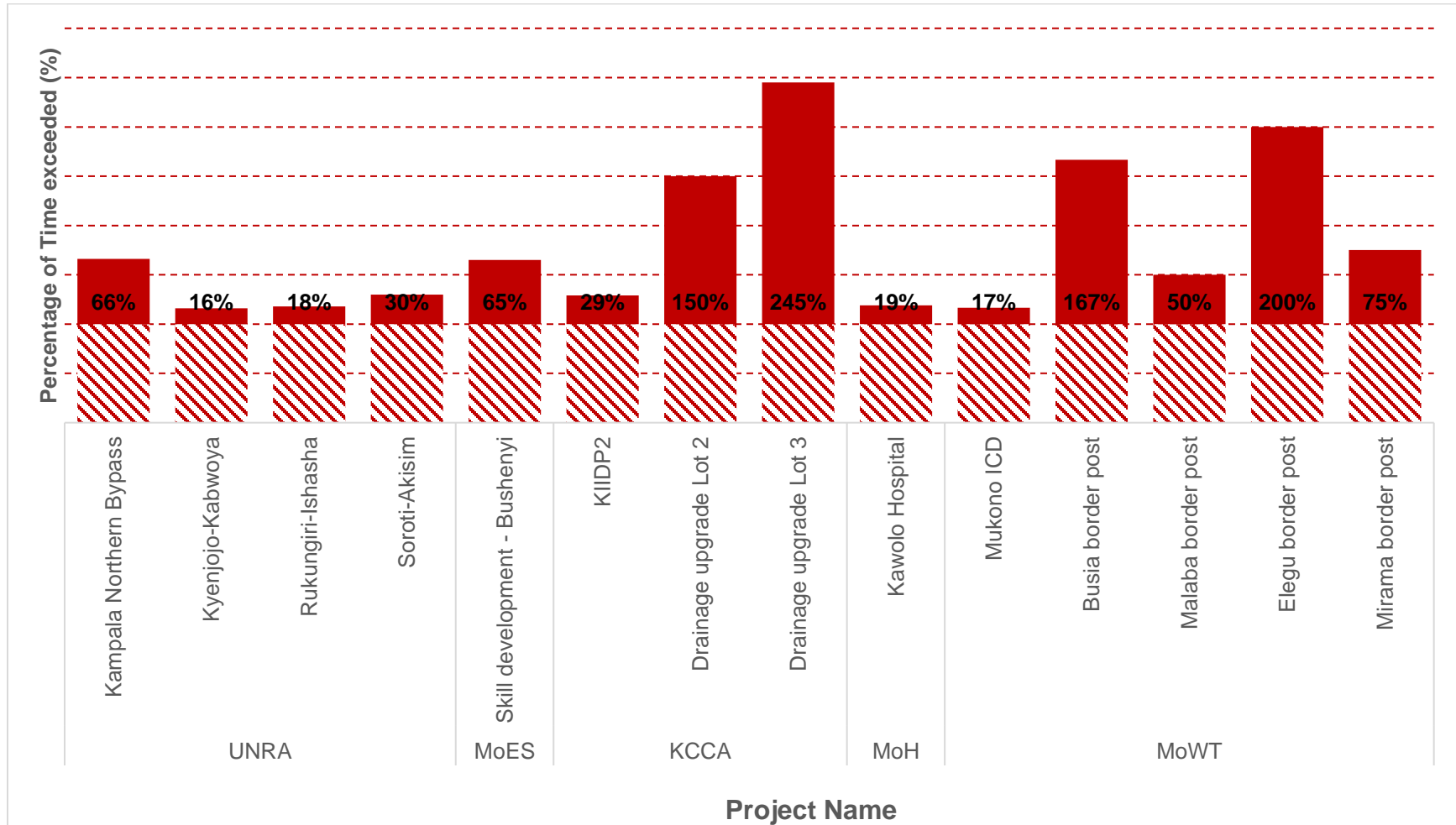
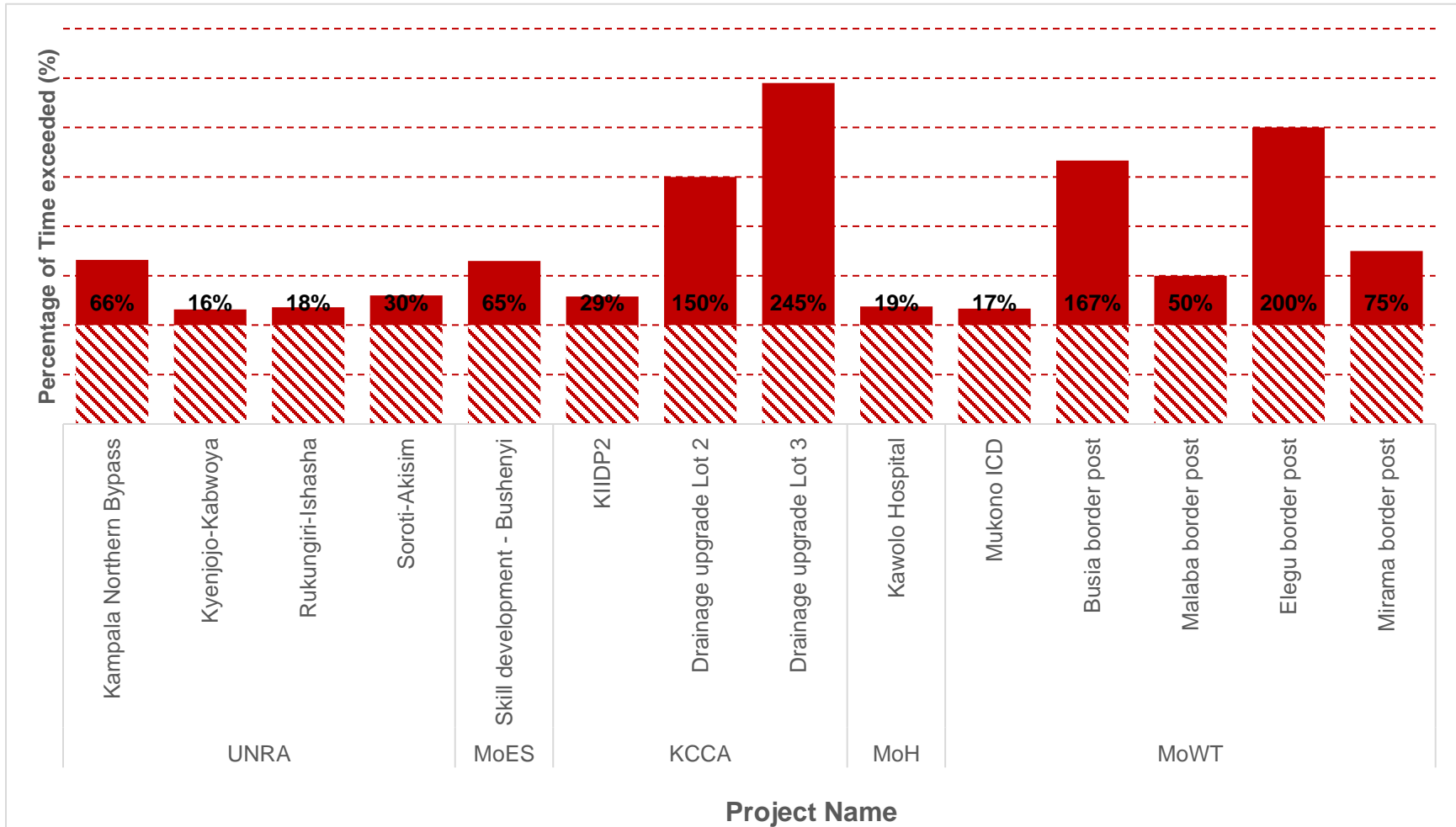


Figure 11: Time variation reported on 14 out of the 23 assured projects

As demonstrated in



**Figure 11**, 14 of the 23 assured projects reported time variations against the proposed implementation workplans. Four projects disclosed time overruns exceeding 100% of the project durations. The City Design update and construction of selected drainage systems Lot 3 under KCCA reported the highest time overrun of 29.5 months over and above the projected duration of 12 months.



Table 8: Summary of Time variations on the 23 assured projects

S/N	Procuring Entity	Project	Duration	Time Overruns	Reasons for Time Overruns
1	Ministry of Health	Refurbishing and Equipping of Kawolo General Hospital	18 Months	Works contract: 19% Supervision contract: 8%	<p><b>Variation Orders resulting from unexpected circumstances and events which could result in security issues or delays in the project.</b> VO 001 Cutting Trees, VO 002 Demolition and replacement of septic Tank, VO 003 Retaining wall behind new OPD (works), VO 004 Harmonization of Sanitary Fittings VO 005 Temporary installation of Labour suite in the existing Maternity Block, VO 007 Redesign of hospital sewage and water supply system (works)</p> <p><b>Variation Orders resulting from unfunded works identified by the Project Stakeholders</b> VO 010 Variations to medical equipment's list VO 013 Add new Incinerator to Bill 09. General Systems VO 015 Add new Incinerator house to Bill 09. General Systems. These variations were approved</p>
		Refurbishing and Equipping of Busolwe General Hospital	<i>ND</i>	<i>ND</i>	<i>ND</i>
		Uganda Intergovernmental Fiscal Transfer programme	<i>ND</i>	<i>ND</i>	<i>ND</i>
2	Ministry of Water and Environment	Building Resilient Communities, Wetland Ecosystems and Associated	8 years	0%	<p><i>Not Disclosed; however, there is need to develop an updated project activity schedule with deliverables that need to be monitored by UNDP in terms of project cost and physical progress. Otherwise, due to the slow physical progress</i></p>

S/N	Procuring Entity	Project	Duration	Time Overruns	Reasons for Time Overruns
		Catchments in Uganda project			(16.5% in 3.5years), the project may experience a time overrun in the future.
3	National Water and Sewerage Coporation	Mbale and Small Towns Water supply and Sanitation Project	10 Months	N/A	N/A
		Sembabule Water Supply Improvement Project	12 Months	N/A	N/A
4	Ministry of Education and Sports	Uganda Skills Development Project, Bushenyi Project site.	09 Months	<b>ND</b> Physical Status slippage of 65% observed	It was observed that project status was at 26% physical progress against a planned progress of 91%. The slippage in time was majorly due to the COVID-19 restrictions that slowed down the construction processes as revealed by the site team. Additionally, there was need to change the site location due to poor ground conditions that facilitated some loss in time. From the above it was quite evident that the project would experience time overruns and indeed the project completion time was extended from 5 <sup>th</sup> November 2020 to 5 <sup>th</sup> February 2021; a time extension of 3 months.
5	Wakiso District Local Government	Bubebere - Busi Island, Proposed road Embankment protection.	<b>ND</b>	<b>ND</b>	Construction works had not yet commenced. Entity did not have funds for the remaining works, and yet, this was a major connection bridge to the Island.

S/N	Procuring Entity	Project	Duration	Time Overruns	Reasons for Time Overruns
		Sumbwe Seed School	Government of Uganda (GoU) in conjunction with World Bank	0%	There were no time overruns evidenced on the construction for Sumbwe seed school as the project was running as planned without variations in time and scope.

6	Uganda National Roads Authority	Capacity Improvement of the Kampala Northern Bypass (21km)	<i>ND</i>	337 days approved Extension of Time from July 2017 to 29 May 2019. Additional variation in contract duration as revised completion date is August 15, 2022 <b>*86.3 Months (239%)</b>	The delays resulted from issues to deal with acquisition of land, and the need to redesign the drainage in some areas due to changes in land use at the time of conception of the project and the construction phase.
		Soroti- Katakwi - Akisim road (100km)	36 Months	30.14%	Extension of Time (EoT) of 62 days from 01/Nov/2019 to 30/Jan/2020 approved due to abnormal rainfall
		Rukungiri-Kihihi-Ishasha-Kanungu road (78.5km)	37 Months	0%	No variation reported by the PE
		Upgrading of Kyenjojo – Kabwoya road (100km)	<b>Civil works:</b> 36 months <b>Consultancy Design:</b> 7 months <b>Consultancy supervision:</b> 36 months	<b>*165 Days</b> as of October 2018	Design review changes like <ul style="list-style-type: none"> <li>• Subbase and base thickness increase from 150mm to 175mm</li> <li>• A thicker sub-grade between Kagadi and Kyenjojo due to change in traffic class from T6 to T7.</li> <li>• Change from corrugated pipes to concrete pipes and replacement of two Armco pipe crossings with box culverts.</li> </ul>

S/N	Procuring Entity	Project	Duration	Time Overruns	Reasons for Time Overruns
7	Kampala Capital City Authority	Second Kampala Institutional & infrastructure development Project (KIIDP 2) Batch 2A Lot 1	Kulambiro - 10 months Nakawa-Ntinda - 18 Months Acacia - 14 months	Kulambiro - 85 days <b>(28%)</b> Nakawa-Ntinda - 89 days <b>(16.5%)</b> Acacia - 124 days <b>(29.5%)</b>	<ul style="list-style-type: none"> <li>• Increase in the traffic.</li> <li>• Approved changes in manhole specifications to avoid vandalism.</li> <li>• Changes in the solar specifications for durability.</li> <li>• Need to increase the width of the road and pedestrian walkways.</li> <li>• Absence of some items in the Bills of Quantities yet they are included in the approved drawings like rock fill for box culverts.</li> <li>• Need for more lighting along the roads</li> </ul>
		Contracts for City Design update and construction of selected drainage systems Lot 2	12 Months	3 Time extensions totaling to <b>1.5 years (150%)</b>	Luwomba and Nyanama Channels (Longer channels) were replaced by Kabaawo and Sebanja Channels (shorter Channels). The Approval of these variations were not Disclosed
		Contracts for City Design update and construction of selected drainage systems Lot 3	12 Months	8 time extensions totaling to <b>29.5 Months (245%)</b>	They were due to additional works for Kawooya drain. The approvals were not disclosed

8	Ministry of Works and Transport	Inland – ICD Mukono.	5 Years	<b>ND</b>	<b>ND</b>
		Construction at Parliament of Uganda	<b>ND</b>	An estimated 33% rise in duration of project time.	<b>ND</b>
		Border posts (Busia, Malaba, Katuna, Elegu, Mirama Hills)	<b>Elegu Border Post: 12 Months.</b> <b>Katuna Border Post: ND</b> <b>Malaba Border Post: ND</b> <b>Mirama Hills</b>	<b>Elegu Border Post: ND</b> <b>Katuna Border Post: ND</b> <b>Malaba Border Post: ND</b> <b>Mirama Hills Border Post: 9 months (75%)</b>	<b>Elegu Border Post:</b> There was variation of scope to include phase II works of construction of dry cargo verification shed, warehouse, aggregation centre, additional drainage, parking and landscaping at the Elegu border crossing. The Approvals were not disclosed <b>Katuna Border</b>

S/N	Procuring Entity	Project	Duration	Time Overruns	Reasons for Time Overruns
			<b>Border Post: 12 Months</b>		<b>Post: ND Malaba Border Post: ND Mirama Hills Border Post: ND</b>

### 3.7 Management of Construction quality and stakeholder engagement

Majority of the PEs provided information relating to construction quality and stakeholder engagement through the monthly progress reports, materials reports and the Environmental and Social Impact assessment reports.

One major challenge faced in the roads construction projects was the fact that community members were harvesting the road pavement materials (aggregates) affecting the quality of the road base. In addition, it was also reported that there was persistent theft of the road signage. As such, UNRA was investigating the use of Glass Reinforced Fibre instead of metallic signage to mitigate this challenge.

*Table 9: Summary of construction management and quality*

PE	Project	Observation
KCCA	KIIDP2 Batch 2A Lot 1	<ul style="list-style-type: none"> <li>- During the site visit, some site toilets were not working, and it was becoming an issue at the material stoke pile area.</li> <li>- The contractor made tests of the materials and the completed sections of the roads.</li> <li>- Project sign boards and safety warnings were erected at all sites and narrate the project information to the public.</li> <li>- Some supervisors from the contractor were observed smoking near their subordinates.</li> </ul>
	City Design Update and Construction of selected Drainage Systems project – Lot 2	<ul style="list-style-type: none"> <li>- 22 progress reports were submitted by the Contractor to the PE.</li> <li>- Based on the comments from the Consultant, the contractor had a poor site resource mobilization.</li> <li>- There were challenges in resolving the technical issues at site since the technical key staff were absent at site.</li> <li>- The contractor had a slow progress in implementing the project activities.</li> </ul>
	City Design Update and Construction of	<ul style="list-style-type: none"> <li>- 21 progress reports were submitted by the Contractor to the PE.</li> </ul>

	selected Drainage Systems project – Lot 3	<ul style="list-style-type: none"> <li>- All the materials used at the site were tested from material Laboratory and the test results were approved by the Consultant because they were within the required limits.</li> <li>- All the completed works were approved by the Consultant as effective to operate.</li> <li>- All the drainage channels were effectively operational, however, communities were using the storm water drainage as their sewerage channel and rubbish dumping channels.</li> <li>- Communities appreciated the impact of the drainage project since their lives and property were secure from the floods.</li> </ul>
<b>NWSC</b>	Mbale and Small Towns Water Supply and Sanitation System	<p>The project design review was still ongoing by the time of the Assurance process.</p> <p>Some community members confirmed that the Mbale water supply system would not supply a high population that had grown in Mbale. Some water supply channels had leakages.</p>
	Sembabule Water Supply and Sanitation System Project	<ul style="list-style-type: none"> <li>- Progress of work was fast, the contractor had installed safety warning signs at the project sites. Most of the workers were fully dressed in safety gear, the project documents were well filed and organized.</li> <li>- The old water system was observed to be having leakages.</li> <li>- The sanitation facilities were found clean.</li> <li>- A few supervisors from the NWSC were found onsite.</li> </ul>
<b>MoES</b>	Bushenyi UTC skills development project	<p>A quality control plan was available on site.</p> <p>The Contractor and Client prepared monthly progress reports detailing the scope of works, works executed in a given time period, physical and financial progress, Environmental and</p>

		<p>occupational health and safety, with pictorial evidence of works in progress.</p> <p>The entity had a clerk of works, and a supervising Engineer who continued to manage the site on behalf of the entity.</p> <p>The contractor had not submitted a procurement schedule for his material supply to the employer for his appropriate follow up something that could easily cause project delays.</p>
<b>MoH</b>	Refurbishing and Equipping of Kawolo Hospitals	<p>21 Monthly/ Implementation progress reports by Isdefe (Consultant) and approved by the PE (MoH) were submitted to the AP prepared.</p> <p>It was noted that delays in approval of invoices submitted to the PE had affected project progress. For example invoices submitted on 6/11/2018, 18/3/2019, 2/4/2019 had not yet been approved by December 2020.</p> <ul style="list-style-type: none"> <li>- All civil works on the project site were generally complete and hospital was operational - visited on 24<sup>th</sup> August 2020.</li> <li>- There was presence of a perimeter wall that was not included in the original design.</li> <li>- The Facility was equipped with Ramps and other enabling facilities for PWDs.</li> <li>- There was some signage within the facility, however more signage to direct patients to the different facilities was lacking.</li> <li>- Maintenance budget for increased power usage at the facility required appraisal.</li> </ul>
	Refurbishing and Equipping of Busolwe General Hospital	<ul style="list-style-type: none"> <li>- Civil works on the facility had not yet started.</li> <li>- Project status could not be established</li> <li>- The Hospital facilities were in a dilapidated state required several renovations.</li> </ul>



		<ul style="list-style-type: none"> <li>- Galvanized steel Chain-Link was used to protect the Facility premises.</li> <li>- The different categories of waste were adequately disposed, however the facilities for disposal needed appraisal</li> <li>- Patients decried the absence of adequate sanitary services at the hospital.</li> <li>- The High Population at the facility overwhelmed available staff on duty.</li> </ul>
	Uganda Intergovernmental Fiscal Transfers Programme (UgIFT)	<ul style="list-style-type: none"> <li>- Project sites were well managed and maintained</li> <li>- Civil works for most sites had not started</li> <li>- Communities were very anxious at the project.</li> <li>- PE acquired land in time – Land acquisition agreements in place, Local Governments were involved in initial stages.</li> <li>- Focus on inclusion – women issues highly raised during engagements</li> <li>- Concerns on accessibility, poor road network for most of the Health Centres</li> <li>- Concerns on access to water and other sanitary facilities for use at the health facilities</li> <li>- Low holding capacity of the health units for staff and patients</li> <li>- Concerns of security at the HCs with no perimeter wall/fencing in some Health Facilities visited.</li> <li>- Compliance with COVID-19 provisions was generally appreciable with all Health Centers adhering to the MoH National Guidelines</li> <li>- Supervisory role carried out by the MoH needed more Action from the Ministry.</li> </ul>
<b>MoWT</b>	ICD Mukono and Gulu Inland project	<ul style="list-style-type: none"> <li>- ICD Gulu contractor should put in place access (Ramps) for PWDs to the facilities.</li> </ul>

	Parliament of Uganda project	- Access to the project site was not granted to the Assurance Professional to establish this indicator.
	Busia border post project	<ul style="list-style-type: none"> <li>- Ramps for PWDs were constructed but the access needs to be altered to cater for the wheels of the bicycles.</li> <li>- The Level of contract documentation should be improved in order to make enforcement of quality assurance easy.</li> <li>- Process of making variations to the project should be made faster so that it does not cause excessive delays to projects.</li> <li>- More information should be made available by the PE on signboards to enable citizen access to information.</li> <li>- Drainage consideration at the facilities should be revisited.</li> <li>- Inclusiveness for PWDs to ably access the facilities should be put in place.</li> <li>- Training or supervision of users on proper usage of the washroom facilities to avoid vandalism.</li> </ul>
	Elegu border post project	
	Katuna border post project	
	Malaba border post project	
	Mirama hills border post project	
<b>MWE</b>	Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project	Under the site in Bushenyi under “Output 2” the representative of the contractor (Bujenje Contractors Limited) is a public servant in the agricultural department at Sheema District.
<b>UNRA</b>	Capacity Improvement of the Kampala Northern Bypass (21km)	<p>The contractor had set up safety warning signs along the project road.</p> <p>It was however noted that traffic management was still a challenge along the project road with incidences of traffic congestion observed.</p>
	Soroti-Katakwi-Akisim road (100km)	Progress reports indicating quality control measures were made available. The contractor and consultant had independent material testing laboratories.

	Rukungiri-Kihihi-Ishasha-Kanungu road (78.5km)	During the site visit, the Consultant provided material reports for material testing. In addition, the progress reports availed indicated quality control measures in place. A well-furnished material testing laboratories are on site. All materials are tested and approved by the Consultant prior to execution of the construction process.
	Upgrading of Kyenjojo-Kabwoya road (100km)	The entity conducted regular site visits along with the Consultant and Contractor to ensure that the recommendations were being implemented. An equipped materials laboratory with staff is present at the project site.
<b>WDLG</b>	Proposed Bubebere-Busi Island Embarkment protection project	The project had not yet commenced for construction works and therefore project implementation aspects and quality control procedures were not analyzed. The district indicate a lack of funds for the yet very important project – phase two.
	Construction of Sumbwe seed school	<p>During the project site visit, the construction supervisor indicated that the entity was able to control the quality of works, however, there was no clear evidence of a defined quality assurance/control system.</p> <p>The contractor had also been off site for a period of two weeks without the employer’s knowledge and as such, some installation works for the buildings had not progressed.</p> <p>Whereas the contract was being directly managed by the entity, there was no resident representative on site.</p>

### 3.8 Environmental management, inclusiveness and stakeholder engagement

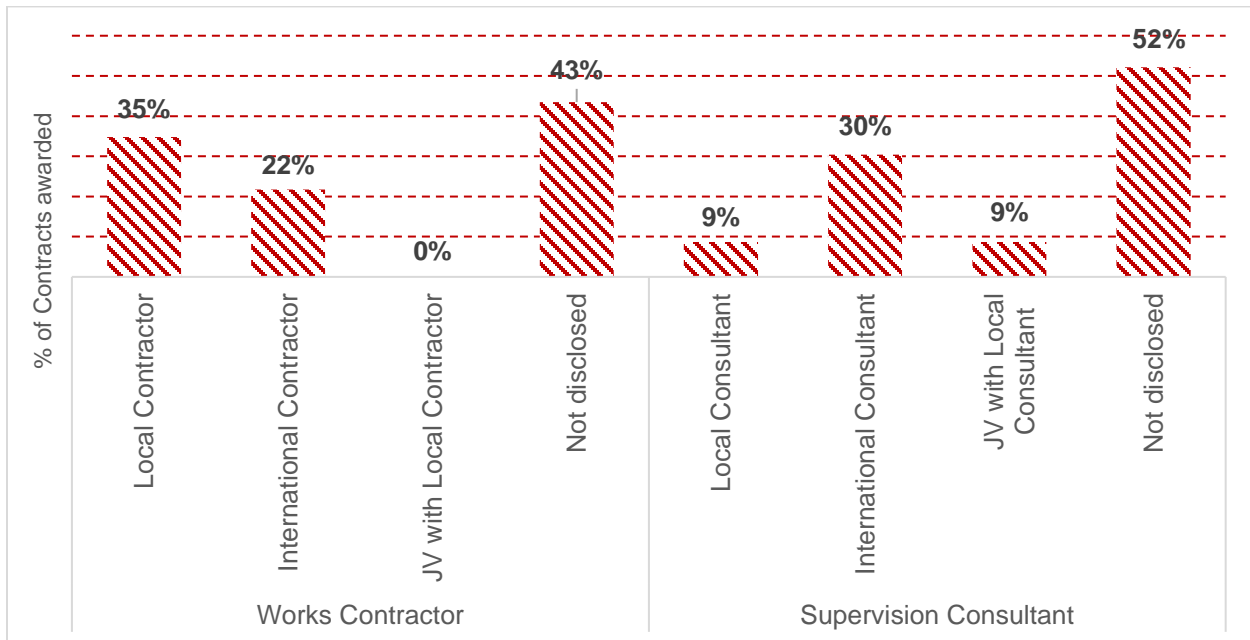


Figure 12: Local content of awarded contracts

#### **KIIDP 2 Batch 2A – Lot 1 Project under KCCA**

- The PE held engagement meetings with stakeholders who included political leaders, local leaders and community residents. The number of meetings, participants, key issues discussed and acted upon attendees was not disclosed. During site visit, it was observed that women took up roles as flag bearers and cooks. Many youth have been employed as equipment operators, Track drivers, and mechanics. The ESIA report Volume I revealed that 80% of the community easily access information through TV and radio. Other sources such as newspapers, internet accounted for the 20%.

#### **City Design Update and Construction of selected Drainage Systems project – Lot 2 under KCCA**

- Women were involved in Occupational Health and quality control on the contractor's side. The PE also involved female Engineers during the bid evaluation process, numbers could not be established. More youth were involved in the physical work activities.

#### **City Design Update and Construction of selected Drainage Systems project – Lot 3 under KCCA**

- The PE involved female Engineers in contracts committee and bid evaluation committee. The Consultant has also employed female Engineers as drainage inspectors and surveyors. No documentation indicates whether the contractor involved women in

executing the works. Many youths were involved with the contractor in the executing of the project activities. No documentation indicates whether PE, contractor or consultant involved PWDs or considered their requirements in the project.

#### ***Mbale and Small Towns Water Supply and Sanitation System Project under NWSC***

- The PE involved the women in procurement process (Evaluation Committee). No female led companies were engaged. The consultant had involved youth in implementing the project activities. No documentation indicates the involvement of the PWDs in the project. Based on the project methodology by the consultant, there would be engagement of the local communities where the proposed project sites would be located.

#### ***Sembabule Water Supply and Sanitation System Project under NWSC***

- The PE involved the women in procurement process (Evaluation Committee) and the contractor has involved youth in implementing the project activities and women in health and safety positions at sites and cleaners. No documentation indicates the involvement of the PWDs in the project or issues that affect them. During site visits, it was observed that many stakeholders like Sembabule district technical team, community local people were engaged in the project.

#### ***Bushenyi UTC skills development project under MoES***

- The project had skilled and unskilled laborers, most of whom were locals from the community. The project also considered gender balance and 20% of the workers were women. Stake holder engagements had been carried out with the college community and its surrounding environs sensitize them about the dangers associated with the construction site and other aspects related to the project. All the key stake holders including Bushenyi DLG were involved in the project implementation process.

#### ***Refurbishing and Equipping of Kawolo Hospitals under MoH***

- PE did not reveal data relating to the level of inclusiveness of Women, Youth and PWDs. Information relating to the Environmental and Social Impact Assessment for the project was not accessed by the AP that would help to adequately address this indicator. The PE indicated that the project design and planning was carried out by the Ministry of Health and any further engagements with the local communities' fell under the mandate of the local leadership and Hospital Facilities Management. There was no evidence pointing to stakeholder engagements held between the Ministry of Health and local communities.

**Refurbishing and Equipping of Busolwe General Hospital project under MoH** did not disclose data relating to these indicators.

**Uganda Intergovernmental Fiscal Transfers Programme (UgIFT) under MoH** did not disclose data relating to these indicators.

All projects under **MoWT** did not provide information relating to this indicator.

**Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project under MWE**

- Women have been involved in the project Implementation activities like Monitoring and Evaluation Specialist is a female, some district project focal staff are female like in Ntungamo, Buhweju. Youth have been employed in restoration of wetlands. There were no documents indicating that the project has involved the PWDs or considerations on the issues that affect them. During site visits, it was observed that there has been positively high stakeholder engagement between the implementing Institutions and project districts and Communities.

**Capacity Improvement of the Kampala Northern Bypass under UNRA**

- Stakeholder consultations included Focus Group Discussions with women vulnerable groups for development of the ESIA 2011 report produced. Arising from the stakeholder consultations, it was established that women limit the use of existing foot bridges to cross the carriageway. This is due to the design of the footbridges which makes it possible for men standing beneath the bridge to look up at women walking along the bridges. As a result, the design of the new foot bridges took this concern into consideration.

**Soroti-Katakwi-Akisim road project under UNRA**

- Contractor's workforce included a total of 568 Ugandans and 43 Chinese indicating a local content of 93% for Contractor's staffing. Consultant's workforce included of 21 (77.8%) male and 6 females (22.2%). The females were part of the key personnel occupying positions such as; Lab technician, CAD technician, Sociologist and Secretary. There were no persons with disabilities on the consultant's workforce. Routine discussions between the key Stake holders like the District Environmental Officers of Napak and Moroto, Political leaders, Community members, the Engineer and the Contractor were conducted.

#### ***Rukungiri –Ishasha/Kanungu road (78.5km) under UNRA***

- The project's personnel comprise of 70 Female out of 431 staff on the Contractor's workforce and 05 Female out of 18 staff on the Consultant's workforce. In regard to local content, the Consultant's workforce comprised of 88% local staff while 93% of the 431 staff in the Contractor's workforce were Ugandans.

#### ***Kyenjojo – Kabwoya road project (100km) under UNRA***

- The Environmental & Social Impact statement provided for; Qualified female workers being given priority, conduct of gender awareness sessions during project implementation and provision of gender-conscious facilities in the workplaces. The Contractor's workforce comprised of 12% women. Three (03) women were equipment operators for the Rollers (02 women) and Batching plant (01 Woman). In regard to local content, the Consultant's workforce comprises of 11 Ugandans out of the 17 staff while the Contractors comprise of 13 Ugandans out of the 52 staff in Management and a total of 89% of the 531 staff were Ugandans.

#### ***Proposed Bubebere-Busi Island Embarkment protection project under WDLG***

- Project inclusiveness could not be analyzed as the project had not yet proceeded to the construction stage. The entity carried out stake holder engagements through various meetings to address the community needs and have all the stake holders involved in the planning for the project prior to implementation.

#### ***Construction of Sumbwe seed school under WDLG***

- The project had one lady, youth and other community dwellers involved for skilled and unskilled laborers in the construction process as relayed by the project administrator. The entity carried out stake holder engagements through various meetings to address the community needs and have all the stake holders involved in the preparation for project implementation.

### Chapter 4: Recommendations

Indicators	Observation across the assured projects	Recommendations	Responsible person
<p><b>Proactive Disclosure</b></p>	<ul style="list-style-type: none"> <li>– Disclosure of proactive data ranged between 12% and 98%.</li> <li>– However, in some cases, majority of the data was obtained from websites of donors, consultants and contractors with fewer data points disclosed on the PE's official platforms.</li> <li>– Data available on some PE websites were outdated and in some cases by over a year by the time of preparation of this report. Data was also inconsistent and inaccurate across various public information platforms.</li> </ul>	<ul style="list-style-type: none"> <li>– Government through Public Procurement and Disposal of Public Assets Authority (PPDA) is encouraged to issue a standard disclosure template for infrastructure projects, this should be accompanied with associated guidelines on how data can be disclosed. The CoST Infrastructure Data Standard (IDS) and the Open Contracting for Infrastructure Data Standard (OC4IDS) provides for such a standard.</li> <li>– Procurement Entities (PEs) are encouraged to regularly update information and data disclosed on the websites, social media platforms and other public disclosure platforms to promote transparency, build public trust and ownership of public projects.</li> </ul>	<ul style="list-style-type: none"> <li>– All PDEs</li> <li>– PPDA</li> </ul>
<p><b>Reactive Disclosure</b></p>	<ul style="list-style-type: none"> <li>– Insufficient project procurement information was disclosed by most of the entities Assured.</li> </ul>	<ul style="list-style-type: none"> <li>– PEs are encouraged to improve their Information Management systems and</li> </ul>	<ul style="list-style-type: none"> <li>– All PDEs</li> <li>– PPDA</li> </ul>



	<ul style="list-style-type: none"> <li>Information was found consistent across most of the different project documents disclosed, however, most of them would found to be scattered and not centrally archived.</li> </ul>	Data retrieval systems to ease access to data management and retrieval of historical files that may otherwise be difficult to access. NITA – U should assist PEs to put up robust systems to address this.	<ul style="list-style-type: none"> <li>NITA-U</li> </ul>
<b>Tender Management and transparency</b>	<ul style="list-style-type: none"> <li>Two projects disclosed most of the procurement data relating to the number and list of firms that participated and procurement method with all except 4 projects across the Entities disclosing the Awarded service providers. These projects included, including (MoH) Equipping and Refurbishing of Kawolo General Hospital and (UNRA) Capacity improvement of the Kampala Northern Bypass (21km).</li> <li>Most projects went through the Open International bidding procurement method.</li> <li>Most of the projects were contracted to Chinese firms.</li> <li>Limited adherence to the PPDA local content provisions and the reservation schemes.</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Finance, Planning and Economic Development through PPDA is encouraged to fast track alignment of the Electronic Procurement Portal (E-GP) and the Government Procurement Portal (GPP) to the OC4IDS to enable full disclosure and categorization of procurement data.</li> <li>PPDA is encouraged to monitor compliance and enforce implementation of the local content and reservation schemes.</li> </ul>	<ul style="list-style-type: none"> <li>PPDA</li> <li>All PDEs</li> </ul>
<b>Deviation from policy regulations,</b>	The lack of compliance with the PPDA 2018 reservation schemes for local content indicate a	PEs are encouraged to ensure compliance with procurement processes regulated by	<ul style="list-style-type: none"> <li>All PEs</li> <li>PPDA</li> </ul>

<p><b>procurement guidelines</b></p>	<p>deviation from Policy regulations and procurement guidelines. For (MoH) Refurbishing and Equipping of Kawolo General Hospital and Refurbishing and Equipping of Busolwe General Hospital, the Bi-national committee approved a design consultant without a procurement process regulated by PPDA or any foreign established procurement procedure under the Debt Swap Programme agreed by the Republic of Uganda and the Kingdom of Spain.</p> <p>And for KCCA, the City Design update and construction of selected drainage systems Lot 2 and City Design update and construction of selected drainage systems Lot 3 projects under KCCA and the Sumbwe Seed Primary school under WDLG were advertised as “Open International Bidding (OIB)” much as their contract sums were below the threshold for restriction under PPDA. However, both works contracts were awarded to local contractors. It was noted through the validation meetings with the PEs that for donor funded projects, it was not possible to comply with the local reservations.</p> <p>Also observed that entities rarely conducted adequate due diligence on selected bidders before contract signing, which often resulted into contract</p>	<p>PPDA or agreed upon bilateral regulation to ensure equity and transparency for parties (private construction firms) involved in the bidding processes.</p> <p>PPDA is encouraged to train public officials on procurement regulations, and monitor compliance with set standards.</p> <p>Government through PPDA is encouraged to consider negotiations with development partners to provide for the application/implementation of local content provisions, inclusion, joint ventures, sub granting among others in donor funded projects.</p>	<p>– Development Partners</p>
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	cancellations.		
<b>Cost overrun</b>	<p>a. There were nine projects that registered cost overruns and 2 projects that also registered cost savings on the projects. Cost overruns were identified on the following projects:</p> <p>b. (MoH) Refurbishing and Equipping of Kawolo General Hospital 3.84% (Civil works), 22.49% (Consultancy Services)</p> <p>c. (UNRA) Capacity Improvement of the Kampala Northern Bypass 56.74%(Civil works), 99.03% (Consultancy Services)</p> <p>d. (KCCA) Second Kampala Institutional &amp; Infrastructure development project (KIIDP2) – 6.35% (Consultancy services as of May 2020).</p> <p>e. (MoWT) Border Posts (Busia -16%, Katuna-25%, Elegu-30%).</p> <p>f. Construction of Parliament 15%</p> <p>g. (MoH) Refurbishing and Equipping of Kawolo General Hospital 3.7% of project budget</p> <p>Cost Saving was also identified on the following projects</p>	<p>– Contract and Project Managers in PEs are encouraged to undertake project saving measures to mitigate the adverse effects of high cost overruns. Some of these measures may include using alternatives methods of construction, reducing of scope of works, effective planning among others.</p> <p>– Contractors and Consulting Engineers are encouraged to adhere to set standards, methods of delivery and agreements during project implementation.</p>	<p>- All PDEs</p> <p>- Contractors</p> <p>- Consultants</p>

	<ul style="list-style-type: none"> <li>h. (KCCA) Contracts for City Design update and construction of selected drainage systems Lot 2 – (0.097%)</li> <li>i. (KCCA) Contracts for City Design update and construction of selected drainage systems Lot 3 – (3.3%)</li> </ul>		
<b>Time overrun</b>	<ul style="list-style-type: none"> <li>– There were 14 projects that registered time extensions during implementation and execution. The PE’s and projects identified include: <ul style="list-style-type: none"> <li>a. (MoH) Refurbishing and Equipping of Kawolo Hospital 19% (Civil works), 8%(Consultancy services)</li> <li>b. (UNRA) Capacity Improvement of Kampala Northern Bypass (21km) (337 days approved time extension from July 2017 to 29 May 2019. Additional variation in contract duration as revised completion date is August 15, 2022 representing 86.3 Months (239%).</li> <li>c. (UNRA) Soroti – Katakwi – Akism road (100km) 62 days</li> <li>d. (UNRA) Upgrading of Kyenjojo- Kabwoya road (100km) 165 Days as of October 2018.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>– PEs are encouraged to ensure that all necessary project approvals have been acquired from relevant authorities and Agencies and requirements for civil works to commence have been put in place before procuring civil works contractors to reduce any time delays.</li> <li>– PEs are encouraged to ensure proper feasibility and planning has been carried out by appointed service providers to reduce any scope changes that may occur during project implementation. This will potentially reduce significant variations to the contract prices and dates.</li> </ul>	<ul style="list-style-type: none"> <li>– All PEs</li> <li>– All service providers</li> <li>– Contractors</li> </ul>

	<ul style="list-style-type: none"> <li>e. (KCCA) Second Kampala Institutional &amp; infrastructure development Project (KIIDP 2) – Batch 2A Kulambiro- 85 days (28%), Nakawa-Ntinda – 89 days (16.5%), Acacia – 124 days (29.5%).</li> <li>f. (KCCA) Contracts for City Design update and construction of selected drainage systems Lot 2 –3 time extensions totaling to 1.5 years (150%).</li> <li>g. (KCCA) Contracts for City Design update and construction of selected drainage systems Lot 3 –8 time extensions totaling to 29.5 Months (245%)</li> <li>h. (MoWT) Border posts (Busia-167%, Malaba-50%, Elegu-200%, and Mirama Hills-75%)</li> <li>i. (MoWT) Mukono ICD – 17%</li> </ul>	<ul style="list-style-type: none"> <li>- PEs are encouraged to develop and implement risk management plans</li> </ul>	
<p><b>Projects financing and source of funds</b></p>	<p>For the 14 projects that disclosed data on this indicator, 62% of the funding was obtained as loans while the Government of Uganda contributed 25% to the infrastructure development of the projects. While only 12% of the funding had been provided as grants, it provided a good indication of the international relations supporting infrastructure development in the country and a high level of dependency on external</p>	<p>Government through Ministry of Finance, Planning and Economic Development is encouraged to put in place measures to increase in – country infrastructure development financing to reduce the burden on loans.</p>	<ul style="list-style-type: none"> <li>- All PDEs</li> </ul>

	support for infrastructure development.	For projects under external financing, PEs are encouraged to reinforce joint stakeholder Monitoring and Evaluation efforts to ensure compliance with national and Quality regulations in a bid to promote value for money.	
<b>Construction management and Quality</b>	<ul style="list-style-type: none"> <li>– Across all projects assured there was limited information regarding the Quality Control measures put in place during implementation disclosed.</li> <li>– It was further noted that for the Building Resilient Communities, Wetland Ecosystems and Associated Catchments in Uganda project Output 2 under MAAIF at the Bushenyi site, the contractors representative (Bujenje Contractors Limited) is a public servant in the Agricultural Department of Sheema District.</li> <li>– It was also noted that some projects had not been adequately planned to the satisfaction of community members such as (NWSC) the Mbale and small towns water supply sanitation system where community members pointed out that Water supply system was not sufficient to supply</li> </ul>	<ul style="list-style-type: none"> <li>– Contractors are encouraged to adhere to quality management plans, designs and amendments submitted to abate deviations on planned activities.</li> <li>– PEs are encouraged to continuously create awareness raising with the project beneficiaries on the benefits of the projects and incorporate their feedback into design of projects.</li> </ul>	<ul style="list-style-type: none"> <li>– Contractors</li> <li>– Consultants</li> <li>– Community Members</li> <li>– All PDEs</li> </ul>

	<p>the high population in the area and that some water supply channels had leakages.</p>		
<b>Health and Safety</b>	<ul style="list-style-type: none"> <li>– It was noted that under the (KCCA) KIIDP 2 Batch 2A Lot 1 Project, some of the toilets were not operational and had caused potential health hazards to the project staff. The same project that some of the supervisors from the contractor were seen smoking near their subordinates and in a non-regulated area.</li> <li>– There was limited information regarding Health and safety guidelines disclosed by the PEs for Assurance.</li> <li>– It was noted during the site visits for the UgIFT Programme – upgrading HCIIIs to HCIIIs that COVID-19 regulations were being enforced with almost all Health centers having put in place Hand washing centres, sanitizers and facemask notices to access services.</li> </ul>	<ul style="list-style-type: none"> <li>– PPDA is encouraged to review procurement guidelines and bidding documents to provide for Occupational Health and Safety Safeguards in the contracting processes, and to monitor compliance at implementation.</li> <li>– PE's are encouraged to ensure that Occupational Health and Safety (OHS) plans are developed and followed by all service providers to inform safety of beneficiaries and site workers.</li> <li>– PE's are encouraged to enforce all COVID-19 regulations stipulated by MoH and continue creating awareness raising to citizens and other stakeholders on how to secure themselves from acquiring the Virus.</li> </ul>	<ul style="list-style-type: none"> <li>– All PDE's</li> </ul>
<b>Stakeholder engagement and</b>	<ul style="list-style-type: none"> <li>– There was a good level of involvement for Women and Youth during the project implementation</li> </ul>	<ul style="list-style-type: none"> <li>– PPDA is encouraged to review the procurement guidelines to provide for</li> </ul>	<ul style="list-style-type: none"> <li>– PPDA</li> <li>– All PDEs</li> </ul>

<p><b><i>Inclusiveness (Women, youth, PWDs, Local content)<sup>5</sup></i></b></p>	<p>process for most of the projects with UNRA emerging the most transparent with the highest levels of local content and women involvement in the road projects taking up key personnel roles such as Sociologists, CAD Technicians, Lab Technicians, among others.</p> <ul style="list-style-type: none"> <li>– It was also noted that across most of the project the concept of local content was limited to human resource where contractors and consultants disclosing staffing numbers by nationality and origin and roles undertaken by local and domestic workers.</li> <li>– Lack of evidence on number of local firms engaging in procurement and those who won contracts.</li> <li>– There was limited information disclosed by all entities in regard to PWDs.</li> </ul>	<p>participation of women, youth and PWDs and oversee implementation of the guidelines.</p> <ul style="list-style-type: none"> <li>– PEs are encouraged to adopt the stakeholder engagement approach at all levels of project delivery beyond planning and preparation.</li> <li>– Citizens are encouraged to use disclosed information monitor projects and hold duty bearers accountable. The Office of the Prime Minister is encouraged to work with PEs to strengthen the citizen – Baraza approach on infrastructure projects.</li> </ul>	<ul style="list-style-type: none"> <li>– Contractors</li> <li>– Consultants</li> <li>– Citizens</li> </ul>
<p><b><i>Feasibility studies, Environmental and social safeguards</i></b></p>	<ul style="list-style-type: none"> <li>– Across all projects there was the presence of an Environmental and social Management plan that was in place to guide in the execution of the</li> </ul>	<p>PEs should involve Utility and other Regulatory Agencies like NEMA, UWA, NWSC, UMEME, and UNMA to ensure all necessary approvals are acquired before</p>	<ul style="list-style-type: none"> <li>– All PDEs</li> <li>– Regulatory Authorities</li> </ul>



	<p>projects except for the few projects that had not yet started/procured a civil works contractor.</p> <ul style="list-style-type: none"><li>– UNRA projects also disclosed the presence of several social awareness campaigns that were carried out along the road projects under this Assurance Exercise.</li><li>– It was further noted that under (NWSC) Sembabule Water supply and sanitation project there was no land compensation that was carried out because some of the landowners willingly gave their land for the benefits of the project to the community and its beneficiaries.</li></ul>	<p>works can commence to reduce any delays caused by these approvals.</p> <p>PEs are encouraged to ensure that Social awareness campaigns and GRC (Grievance Redress Committees) are put in place to create awareness and address any community and workers concerns arising from the execution of the projects.</p>	
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## Credits

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