



**PUBLIC PROCUREMENT AND DISPOSAL
OF PUBLIC ASSETS AUTHORITY**
"Procurement That Delivers"

**PROCUREMENT AND DISPOSAL AUDIT REPORT FOR
FINANCIAL YEAR 2022/23**

UGANDA NATIONAL ROADS AUTHORITY

SEPTEMBER 2024

TABLE OF CONTENTS

ACRONYMS	ii
EXECUTIVE SUMMARY	1
CHAPTER 1: INTRODUCTION	4
1.1 Structure of the Entity	4
1.2 Background	4
1.3 Audit Objectives.....	4
1.4 Audit Scope.....	5
CHAPTER 2: AUDIT FINDINGS	7
2.1 Level of compliance by the PDE with the general provisions of the PPDA Act, Cap 205 and Regulations, 2014.....	7
2.2 Level of compliance with the PPDA Act, Cap 205 and Regulations, 2014 in the conduct of procurement and disposal activities.....	12
2.3 Level of efficiency and effectiveness in contract implementation.....	40
CHAPTER THREE: OVERVIEW OF THE PERFORMANCE OF THE ENTITY	101
3.1 Overall Audit Conclusion	101
3.2 Recommended Action Plan.....	103
ANNEXES.....	105

ACRONYMS

AO	Accounting Officer
CC	Contracts Committee
EC	Evaluation Committee
FY	Financial Year
GPP	Government Procurement Portal
LBC	Labour Based Contractors
LPO	Local Purchase Order
BEB	Best Evaluated Bidder
PDE	Procuring and Disposing Entity
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
PS/ST	Permanent Secretary/Secretary to the Treasury

LIST OF TABLES

Table 1:List of Contracts Committee members.....	4
Table 2: Distribution of the transaction’s population and sample for UNRA FY 2022-23.....	5
Table 3(a): Status of implementation of previous audit recommendations.....	7
Table 3(b): Implementation of performance related recommendations.....	10
Table 4: Procurement Plan Implementation.....	11
Table 5: Procurements completed.....	12
Table 6: Procurements in which confirmation of availability of funding was delayed.....	13
Table 7: Procurements in which individuals who were not the Accounting Officer confirmed availability of funding.....	14
Table 8: Procurements in which inadequate solicitation documents were issued.....	16
Table 9: Procurements in which invitations to bidders were delayed.....	21
Table 10: Procurements in which submissions to the Contracts Committee were delayed.....	23
Table 11: Procurements in which Contracts Committee approvals were delayed.....	27
Table 12: Procurements in which the Entity delayed to seek no-objections.....	28
Table 13: Procurements in which irregularities during evaluation were noted.....	30
Table 14: Procurements in which delays in evaluation were noted.....	33
Table 15: Procurements in which contracts were signed based on expired bids.....	36
Table 16: Procurements in which contracts were signed based on expired bids.....	38
Table 17: Procurements in which contractual obligations were not fully met.....	42
Table 18: Introduction of new bill items during contract execution.....	85
Table 19: Procurements in which payments to providers were delayed.....	86
Table 20: Procurements in which there was poor planning and scoping of requirements.....	88
Table 21: Value for money considerations.....	92
Table 22: Number of contracts awarded to bidders not recommended for award of contract.....	95
Table 23: Number of procurements in which the Evaluation Committee did not adhere to the set criteria.....	97
Table 24: Subjectivity in award of contracts to Labour Based Contractors.....	98
Table 25: Weighted risk rating.....	101
Table 26: Recommended actions and target dates.....	103

EXECUTIVE SUMMARY

The Public Procurement and Disposal of Public Assets Authority (PPDA) conducted a procurement and disposal audit of Uganda National Roads Authority that covered 20 procurement transactions comprising of five substantially completed contracts valued at UGX 1,040,613,269,713, thirteen on-going projects value at UGX 4,659,920,900,242 and two National Development Plan III projects valued at UGX 723,259,930,519 undertaken in the Financial Year 2022/23.

The overall objective of the procurement and disposal audit was to assess and establish the degree of compliance of Uganda National Roads Authority's procurement and disposal system and process with the provisions of the PPDA Act, Cap 205 and Regulations, 2014 and assess the level of procurement performance over the audit period.

From the findings of the procurement audit exercise, the performance of Uganda National Roads Authority for the Financial Year 2022/23 was **Unsatisfactory** with an overall weighted average risk rating of **75.29%**. The risk rating was weighted to determine the overall risk level of the Entity as detailed in Chapter 3 of the audit report.

The following key exceptions were noted:

1. Failure to fully implement previous audit recommendations. Two (25%) of the previous audit recommendations were fully implemented while six (75%) were partially implemented. Failure to fully implement audit recommendations affects improved performance of the procurement function;
2. The Entity had a low procurement plan implementation rate of 18% with a budget variance of UGX 7,581,230,027,380. 137 (54%) of the 255 major procurements initiated were not completed by the end of the Financial Year under review thus hindering the implementation of the procurement plan. Delays in implementing the procurement plan affects service delivery;
3. Confirmation of availability of funding without evidence of delegated authority in four procurements worth UGX 702,499,105,813 in contravention of Regulation 21 of the PPDA (Procuring and Disposing Entities) Regulations, 2014. This could lead to creation of domestic arrears since there is no evidence of authorization by the Accounting Officer;
4. Issuance of inadequate solicitation documents issued to bidders in eight procurements worth UGX 2,288,178,466,720. The documents contained flaws such as contradictory terms of contract, brand names and poor designs in contravention of Regulations 27 and 37 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014. This led to a potential financial loss of UGX 982,753,941.04;
5. Delayed invitation of bidders in three procurements worth UGX 762,601,559,698 that led to increased procurement timelines in contravention of Section 51 of the PPDA Act, Cap 205. Inefficiency in the advertisement of bid notices cause delays in service delivery;
6. Delays in submissions to the Contracts Committee were noted in six procurements worth UGX 1,567,096,033,272 that led to increased procurement timelines in contravention of Section 51 of the PPDA Act, Cap 205. Inefficiency in the submissions to Contracts Committees cause delays in service delivery;
7. Irregularities in evaluation of bids were noted in five procurements worth UGX 1,089,887,220,841. Evaluation Committees failed to adhere to the evaluation criteria

- provided in the solicitation documents issued to bidders in contravention of Regulation 7 of the PPDA (Evaluation) Regulations, 2014. Unfairness during evaluation leads to contract award to non-compliant bidders and compromises on benefits of maximum competition;
8. Delays during evaluation of bids were noted in seven procurements worth UGX 1,697,823,409,248 in contravention of Regulation 5 (1) of the PPDA (Evaluation) Regulations, 2014. Delays at evaluation of bids lead to delays in service delivery;
 9. Signing of a contract for civil works for the rehabilitation of Olwiyo-Packwach (62.5) Km (UNRA/WRKS/2020-21/00130) worth UGX 177,443,228,975 with an individual who did not have Powers of Attorney in contravention of Section 52 of the Companies Act, 2012. This rendered the signed contract voidable.
 10. Failure by providers to adequately meet contractual obligations in 17 procurements worth UGX 3,193,546,868,598 as a result of which, there was delayed mobilization, delayed commencement of works, slow progress of works and expiry of performance securities before completion of works;
 11. Introduction of new items in bills of quantities in two procurements worth UGX 442,081,028,845 contract execution that led to increase in costs by UGX 892,571,350 in contravention of Regulation 53 of the PPDA (Contracts) Regulations, 2014. There was no mention as to how the rates for the Items were arrived at which could lead to nugatory expenses;
 12. The audit noted that payments to providers in 20 procurements worth UGX 3,878,601,226,560 were delayed in contravention of Regulation 49 (3) of the PPDA (Contracts) Regulations, 2014. This led to claims for interest on delayed payments worth UGX 23,576,247,505.15 and USD 6,762,173,372.82;
 13. The audit noted that the designs in six procurements worth UGX 1,418,354,681,783.08 and USD 179,538,545.59 were inadequate in contravention of Regulations 3 and 4 of the PPDA (Procuring and Disposing Entities) Regulations, 2014. A review of the project bills of quantities and inspection of implemented road works revealed that quantities for some bill items like clearing and grabbing, common excavation to spoil, rock fill, and drainage structures were grossly underestimated during design. This underestimation is attributed to inadequacies in the original design especially non-comprehensive geotechnical investigations for the road subgrade, survey and road pavement drainage design; and
 14. The audit noted that the average rates of civil works in the procurement for reconstruction of selected sections along Kampala-Masaka Road damaged by floods under design and build for Katonga Bridge (2.7Km), Lwera Swamp (11.6Km) and Kalandazi Swamp (1.5Km) (UNRA/WORKS/2022-23/00099) worth UGX 191,421,073,652 and the civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680, both based on direct procurement methods, were significantly higher than the rates quoted in the original contracts upon which the direct procurements were premised. This could lead to a lack of value for money in the procurements in contravention of Section 51 of the PPDA Act, Cap 205.

In light of the above, the Authority recommends the following:

1. The Accounting Officer should ensure that all audit recommendations are implemented so as to improve the Entity's performance.

2. The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205 so as to ensure that procurements are completed within planned timelines.
3. The Accounting Officer should ensure that the delegation of authority is done in accordance with Regulation 21 of the PPDA (Procuring and Disposing Entities) Regulations, 2023.
4. The Accounting Officer should task the Contracts Committee, the Head, Procurement and Disposal Unit and User Departments to explain the anomalies in the solicitation documents issued to bidders.
5. The Head, Procurement and Disposal Unit should ensure timely advertisement of procurement notices to ensure efficiency in the procurement function as required by Section 51 of the PPDA Act, Cap 205.
6. The Head, Procurement and Disposal Unit should ensure timely submissions to the Contracts Committee to enhance efficiency in the procurement function as required by Section 51 of the PPDA Act, Cap 205.
7. The Head, Procurement and Disposal Unit should ensure that Evaluation Committee members strictly adhere to the criteria set out in the solicitation document in accordance with Regulation 7 of the PPDA (Evaluation) Regulations, 2023.
8. Chairpersons of Evaluation Committees should always ensure that evaluation is completed within the stipulated time limits as per Regulation 5 (1) of the PPDA (Evaluation) Regulations, 2023. In the event that the Evaluation Committee is unable to complete the evaluation of bids within the prescribed time, the Evaluation Committee should in writing explain to the Accounting Officer the reasons for this and request for extension of the time period for the evaluation exercise in accordance with Regulation 5 (2) of the PPDA (Evaluation) Regulations, 2023.
9. Contract Managers should ensure the submission of adequate performance securities and insurance policies in accordance with signed contracts and Regulation 12 of the PPDA (Contracts) Regulations, 2023.
10. Contract Managers should, forthwith issue Contractors who have significant slippage of progress with Notices to Correct indicating the measures the Contractors will undertake to ensure progress of works in accordance with the contracts.
11. The Head, Procurement and Disposal Unit and the Contracts Committee should ensure that changes to bills of quantities to facilitate adaptations to unanticipated events or changes in requirements are undertaken in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023.
12. The Accounting Officer should ensure that providers are given full and timely payment in accordance with Regulation 49 (3) of the PPDA (Contracts) Regulations, 2023.
13. The Accounting Officer should prevail over Heads of User Departments to ensure adequate planning of procurement requirements and preparation of adequate designs as enshrined in Regulations 3 and 4 of the PPDA (Procuring and Disposing Entities) Regulations, 2023.
14. The Accounting Officer should take appropriate disciplinary action against the Head, Procurement and Disposal Unit and the Heads of the responsible User Departments for undertaking procurements using the direct procurement method at high rates than the rates quoted in the original contracts upon which the direct procurements were premised.

Uganda National Roads Authority should implement the recommended action plan on pages **103-104**.

CHAPTER 1: INTRODUCTION

1.1 Structure of the Entity

Uganda National Roads Authority (UNRA) is an agency of Government, under the Ministry of Works and Transport (MoWT) established by the UNRA Act of 2006, with the responsibility of maintaining, managing and developing the National Road network. In addition, the Authority is required to render advisory services to Government and for related matters concerning National Roads, among others. Its mission is *“To efficiently develop and maintain a safe and sustainable national road network for the economic development of Uganda”*.

According to Section 26 of the PPDA Act, Cap 205, the overall responsibility for the successful execution of procurement, disposal and contract management in a Procuring and Disposing Entity is the Accounting Officer. The Accounting Officer of Uganda National Roads Authority during the financial year under review was Ms. Allen Kagina.

The Permanent Secretary/Secretary to the Treasury of Ministry of Finance, Planning and Economic Development approved the following members of the Contracts Committee who also acted during the period under review:

Table 1: List of Contracts Committee members

No	Name	Date of Appointment	Committee Position
1	Ms. Esther Kusiima	1 st March 2021	Chairperson
2	Mr. Arthur Ouma	1 st March 2021	Member
3	Ms. Rebecca Natukunda	1 st March 2021	Member
4	Mr. James Prince Karejira	1 st July 2022	Member
5	Ms. Annet P. Atim	1 st March 2021	Member

According to Section 31 (a) of the PPDA Act, Cap 205 all procurement or disposal activities of the Procuring and Disposing Entity except adjudication and the award of contract are to be managed by the Procurement and Disposal Unit. The Procurement and Disposal Unit during the Financial Year under review was headed by Mr. John Ongimu Omeke.

1.2 Background

The Public Procurement and Disposal of Public Assets Authority carried out the procurement and disposal audit of Uganda National Roads Authority that covered a representative sample of 20 procurement transactions under the Financial Year 2023/24. The audit involved a review of procurement structures, procurement and asset disposal processes, as well as contract performance following the provisions of the PPDA Act, Cap 205 and PPDA Regulations, 2014.

1.3 Audit Objectives

The overall objective of the procurement and disposal audit was to assess and establish the degree of compliance of Uganda National Roads Authority' procurement system and processes

with the provisions of the PPDA Act, Cap 205 and Regulations, 2014 and assess the level of procurement performance over the audit period.

The specific objectives were to:

- Establish the level of compliance by the PDE with the general provisions of the PPDA Act, Cap 205 and Regulations, 2014;
- Establish the level of compliance with the PPDA Act, Cap 205 in the conduct of procurement and disposal activities; and
- Assess the level of efficiency and effectiveness in contract implementation.

1.4 Audit Scope

The audit covered a representative sample of 20 procurement transactions under Financial Year 2022/23. The list of sampled transactions is contained in **Annex 11**.

The distribution of the transaction population and sample is as indicated below:

Table 2: Distribution of the transaction's population and sample for UNRA FY 2022-23

Method	Value			Number	
	Population (UGX)	Sample (UGX)	%Value	Population	Sample
Direct procurement	125,590,633,762	109,423,117,930	87%	6	7
Open Bidding	3,439,832,247,665	2,452,154,121,629	71.29	93	11
Expression of Interest and request for proposal	55,384,339,797	14,497,500,616	86%	12	0
Restricted Bidding	653,652,711	486,884,600	74%	4	2
Quotation Method	7,923,194,103	6,022,095,780	76%	11	0
Total	3,629,384,068,038	3,061,143,386,094	84.34%	126	20

Audit Methodology

The auditors examined records and documents for each sampled procurement transaction and/or disposal and obtained the relevant evidence to derive audit conclusions. This involved a review of the Entity's procurement/disposal planning, initiation, bidding, evaluation, contract placement and processes. At the end of the document review, a physical verification was undertaken to ascertain the level of contractual delivery and whether items were fit for purpose. Special attention was given to contract management due to repeated failures by the Entity as highlighted in previous reports.

The audit involved a review of procurement processes, disposal processes, general compliance issues and contract implementation on sample basis.

Under general compliance issues, the audit concentrated on records management, procurement plan implementation, implementation of previous audit recommendations and reporting.

Under efficiency and effectiveness of contract implementation, the audit concentrated on implementation of contracts within contractual timelines, cost overruns and variances, use of the force account mechanism and fleet and equipment management.

CHAPTER 2: AUDIT FINDINGS

2.1 Level of compliance by the PDE with the general provisions of the PPDA Act, Cap 205 and Regulations, 2014

2.1.1 Failure to fully implement previous audit recommendations

The audit noted that two (25%) of the previous audit recommendations were fully implemented while six (75%) were partially implemented as indicated in tables 3(a) and 3(b) below:

Table 3(a): Status of implementation of previous audit recommendations

S/No	Recommendation	Status of Implementation	Management Response
1.	The Accounting Officer should ensure that delegation of authority is done in accordance with Regulation 21 PPDA (Procuring and Disposing Entities) Regulations, 2023.	Partially Implemented	<i>The Accounting Officer always delegates in writing when not in office.</i>
2.	The Accounting Officer should conduct a re-assessment of market prices before contract signature where prices are higher than those earlier estimated in accordance with Section 28 (4) of the PPDA Act, Cap 205 and Regulation 5 of the PPDA (Rules and Methods for procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023.	Fully Implemented	<i>All UNRA procurements are initiated with market price assessment reports attached (this is available on the procurement action files and, on the E,-Transit ladder) and no Contracts are signed above the market price assessment estimates. In cases where the Best Evaluated bidder is above the original market assessment, a market re-assessment is done (and approved by the Accounting Officer) to confirm viability of the original market price assessment before signing the contracts. The Accounting Officer issued guidelines to that effect on 1st March 2021.</i>
3.	The Accounting Officer should ensure that all audit recommendations are implemented so as to improve the Entity's performance	Partially Implemented	<i>Wherever conditions or resources allow, the recommendations have been implemented.</i>
4.	The Accounting Officer should caution; the Contracts Committee, the Head, Procurement and	Partially Implemented	<i>This was partially implemented. However, UNRA has put in place the following measures to improve the preparation of solicitation documents:</i>

S/No	Recommendation	Status of Implementation	Management Response
	<p>Disposal Unit and User Departments for failure to adhere to Regulations 27 and 37 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 in the preparation of solicitation documents.</p>		<ul style="list-style-type: none"> • <i>All solicitation documents are prepared in consultation with the user /technical departments</i> • <i>All solicitation documents are subject to reviews by Procurement Managers, the H/PDU and Contracts Committee before issuance to the bidders.</i> • <i>All staff involved in preparation of the solicitation documents undergo training to identify the common mistakes to avoid repeating the mistakes.</i> • <i>Checklists have been developed to guide officers in the preparation of solicitation documents.</i>
5.	<p>The Contracts Committee should always scrutinize evaluation reports to ensure consistency to evaluation criteria before approval of recommendation of award of contract in accordance with Section 30 of the PPDA Act, Cap 205.</p>	Partially Implemented	<p><i>The Head PDU reviews reports to ensure that the evaluation committees have followed the evaluation criteria before the reports are submitted to the Contract Committee. The Contracts Committee has noted the observation and shall ensure that evaluation reports are consistent with evaluation criteria.</i></p> <p><i>However, UNRA has put in place following measures to improve the quality of evaluation reports:</i></p> <ul style="list-style-type: none"> • <i>The evaluation teams are carefully selected with representation from user /technical departments and PDU.</i> • <i>All evaluation reports are subject to reviews by Procurement Managers and the H/PDU before submission to the Contracts Committee for approval.</i> • <i>PDU has organized staff training in preparation of evaluation reports.</i>

S/No	Recommendation	Status of Implementation	Management Response
6.	The Accounting Officer should prevail over Heads of User Departments to ensure that Contract Managers carryout their functions in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023.	Partially Implemented	<i>The Accounting Officer (in consultation with Heads of User Departments) always appoints the Contract Managers and the appointment letter stipulates the Contract Manager's functions in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023. Further UNRA Management ensures that all contractual obligations are met before closure and full payment is made to the contractor.</i>
7.	The Head Procurement and Disposal Unit should ensure that arithmetic errors are corrected and communicated to the concerned bidders through a written request for clarification as per Regulation 14 (3) of the PPDA (Evaluation) Regulations, 2023.	Fully Implemented	<i>The following steps are being undertaken to implement this:</i> <ul style="list-style-type: none"> • <i>All Evaluation Teams carry out checks for arithmetic errors in bidder's submissions and are attached in the bid evaluation reports as annexes.</i> • <i>All evaluation reports are being reviewed by the Procurement Managers</i> • <i>The Director Procurement also reviews the reports to check on the quality of the reports.</i>
8.	The Accounting Officer and Management should regularly carry out a review of the implementation of the procurement plan to ensure improved performance.	Partially Implemented	<ul style="list-style-type: none"> • <i>The Accounting Officer and Top Management (TMT) always review the annual procurement plans to ensure that all procurements are planned and if circumstances change, they are removed from the annual procurement plans or carried over to the next year's annual procurement plans.</i> • <i>The Procurement and Disposal Unit presents a weekly report to the Technical Management Team which provides an update and helps monitor procurement activities including implementation of the annual procurement plan.</i>

Table 3(b): Implementation of performance related recommendations

	Recommendation	Status of Implementation	Management Response
Efficiency, Effectiveness and Effectiveness	The Entity should ensure that the timelines set in the procurement plan are set and adhered to.	Partially Implemented	<i>In progress</i>
	The Accounting Officer should ensure that contracts are completed in the timeframe agreed.	Partially Implemented	<i>In progress</i>
	The Accounting Officer should ensure that payment to providers is done in the contracted timeframe.	Partially Implemented	<i>In progress</i>
	The Accounting Officer should ensure that all procurements are undertaken in a competitive manner and in accordance with Section 48 of the PPDA Act, Cap 205.	Partially Implemented	<i>All procurements are done in accordance with the PPDA Act and Regulations and competitive bidding is used as much as possible.</i>
	The Accounting Officer should ensure that the procurement system is transparent, competitive and fair in accordance with Sections 45 and 48 of the PPDA Act, Cap 205.	Partially Implemented	<i>The UNRA procurement system is transparent, competitive and fair in accordance with Sections 45 and 46 of the PPDA Act, Cap 205.</i>
	The User Departments should promptly notify the procurement and disposal unit of any change in the procurement estimates so that the Entity can seek for additional funds to cover up the budget deficit as well as updating the procurement plan. Thorough market assessment should also be carried out both at planning and prior to imitation.	Partially Implemented	<ul style="list-style-type: none"> • <i>User Departments currently inform PDU about any changes in their procurement estimates and in case of need for additional funds this is done and new Forms 5/18 are prepared</i> • <i>Secondly, PDU always (weekly) updates the Procurement Plan and communicates to management in its weekly reports.</i> • <i>Market price assessment is conducted at planning and prior to</i>

	<i>Recommendation</i>	<i>Status of Implementation</i>	<i>Management Response</i>
			<i>initiation and where necessary, market re-assessment is conducted prior to signing.</i>

Implication

Failure to fully implement audit recommendations affects improved performance of the procurement function.

Management Response

The Accounting Officer through Director Procurement has put in place measures to ensure that all the previous audit recommendations are implemented as indicated in Tables 1 and 2 above.

Recommendation

The Accounting Officer should ensure that all audit recommendations are implemented so as to improve the Entity's performance.

2.1.2 Procurement Plan Implementation

Table 4 summarizes information about the procurement plan, budget, and utilization of funds for the FY 2022/23. The procurement plan implementation rate was 18% with a budget variance of UGX 7,581,230,027,380.

Table 4: Procurement Plan Implementation

Analysis of procurement spend	
Total procurement plan value inclusive of VAT (UGX)	9,217,244,480,000
Total procurement spend value inclusive of VAT (UGX)	1,636,014,452,620
Procurement plan implementation rate (%)	18%
Implementation variance (UGX)	7,581,230,027,380

Poor absorption is mainly attributed to delayed conclusion of procurements for Road Development Projects like Kabale-Lake Bunyonyi, Kisoro-Mgahinga, Luwero-Butalango, Koboko-Yumbe-Moyo, Yumbe-Ure, slow progress of works on Busega-Mpigi Expressway, Muyembe-Nakapiripirit road; and the lengthy negotiation process between MoFPED and the EPC contractor for the financing arrangements for the construction of Kitigum-Kidepo road.

The audit noted that 137 (54%) of the 255 major procurements initiated were not completed by the end of the Financial Year under review hindering the implementation of the procurement plan as indicated below:

Table 5: Procurements completed

S/No	Details	Number Initiated	Number Completed	Percentage Completed
1.	Civil works for upgrading	42	13	31
2.	Civil works for rehabilitation	5	3	60
3.	Road maintenance and ferry sites	11	4	36
4.	Consultancy Services	83	18	22
5.	Supplies and Non-Consultancy Services	114	80	70
	Total	255	118	46%

The audit noted that the delays were due to delays at initiation of procurements and as well as delays at evaluation and delays in signing contracts after Solicitor General's approval of draft contracts.

Implication

Delays in implementing the procurement plan affects service delivery.

Management Response

UNRA's Procurement Plan is multi-year in that the procurements inevitably run into the subsequent financial year. UNRA maintains a target of absorption based on the procurements that are planned to be completed during a financial year. In addition, the Accounting Officer and Management regularly review (weekly) the implementation of the procurement plan and PDU is required to present a weekly report to TMT or SMT to monitor PDU activities which includes the implementation of the Annual Procurement Plan. A revision of the APP is always done in consultation and approval of the user, CC and TMT and submissions made to PPDA and PS/ST.

Authority's Comment

The Authority noted the response but observed that the allotment for the FY 2022/23 as per the multi-year procurement plan was UGX 9,217,244,480,000. Delays to undertaken the planned procurements for FY 22/23 is what led to the low procurement plan implementation rate and spillover of the procurements into the FY 23/24.

Recommendation

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205 so as to ensure procurements are completed within planned timelines.

2.2 Level of compliance with the PPDA Act, Cap 205 and Regulations, 2014 in the conduct of procurement and disposal activities

2.2.1 Delayed initiation of a procurement

The audit noted a delay of 63 working days between the Permanent Secretary/Secretary to the Treasury's no-objection to the procurement of civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680 on 12th January 2021 and the initiation of the procurement by the User Department on 9th April 2021.

Implication

Inefficiency in the procurement process leads to delays in service delivery.

Management Response

The UNRA initiation process is such that the user sends a request (including statement of works or requirements) to the Directorate of Network planning which prepare the draft bidding document. This is then uploaded in the e-transit ladder to the Accounting Officer which passes through several levels of approval i.e. Initiating Officer/Engineer, Manager/Head/Director Corporate Services (Finance Department) to confirm the availability of funds before the initiation goes to the Accounting Officer. The most common area of delay is in the Finance Department as they are not expected to authorize initiation before the availability of funding is confirmed.

Recommendations

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205.

2.2.2 Delayed confirmation of availability of funding

Delays in confirmation of the availability of funding were noted in two procurements worth UGX 20,126,113,100 as indicated in table 6 below:

Table 6: Procurements in which confirmation of availability of funding was delayed

S/No	Subject of Procurement	Date of initiation	Date of confirmation of availability of funding	Variance of (Working Days)
1.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	21 st May 2015	21 st June 2015	22
2.	Civil works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	26 th June 2019	29 th November 2019	106

Implication

Inefficiency in the procurement process delays service delivery.

Management Response

The UNRA process of confirmation of availability funds by the Accounting Officer moves through various approval stages (extract of the E-Transit Ladder attached to show the different

stages the procurement went through). In the case of Alwii - Nebbi (33km) and upgrading of Pakwach and Nebbi Town Roads (4.3km), there was budget suppression during this period and the availability of funds could not be confirmed.

Recommendation

The Head Procurement and Disposal Unit should monitor the procurement plan and ensure that User Departments initiate and forward their requirements to the Unit in accordance with Section 60 of the PPDA Act, Cap 205. Where funds are not available, the Entity should initiate the procurements up to the point of display of the Notice of Best Evaluated Bidder and only sign the contract after funds have been received.

2.2.3 Confirmation of availability of funding without delegated authority

The audit noted that in four (4) procurements worth UGX 702,499,105,813, individuals who are not the Accounting Officer confirmed availability of funding without evidence of delegated authority as indicated in table 7 below:

Table 7: Procurements in which individuals who were not the Accounting Officer confirmed availability of funding

S/No	Subject of Procurement	Individual who confirmed availability of funding
1.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	Mr. Joseph Otim (Director Road Maintenance)
2.	Civil for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680	Mr. Samuel Muhoozi (Director for Roads and Bridges Development)
3.	Civil works for periodic maintenance of Kampala-Jinja Road (UNRA/WORKS/20-21/00074) worth UGX 82,023,283,416	
4.	Civil Works for the upgrading of Kitgum – Kidepo road (115km) from gravel to paved bituminous standard (UNRA/WORKS/2019-20/00075) worth UGX 379,063,919,222	Mr. Joseph Otim (Director Road Maintenance)

Implication

This could lead to creation of domestic arrears since there is no evidence of authorization by the Accounting Officer.

Management Response

The UNRA Accounting Officer always leaves written delegation of powers whenever she is out of office. Copies of delegation of authority letters are attached.

Authority's Comment

The Authority noted the response but observed that the Accounting Officer delegated the roles of her officer as Executive Director and not the roles of the Accounting Officer.

Recommendation

The Accounting Officer should ensure that delegation of authority is done in accordance with Regulation 21 PPDA (Procuring and Disposing Entities) Regulations, 2023.

2.2.4 Poor Planning and scoping of requirements

The audit noted that there was poor planning and scoping of requirements by the User Department in the procurement of civil works for periodic maintenance of Kampala-Jinja Road (UNRA/WORKS/20-21/00074) worth UGX 82,023,283,416. The procurement was originally initiated on 6th February 2020 while the Solicitor General cleared the draft contract on 21st August 2020.

The audit noted that the Accounting Officer appointed a Special Technical Committee (STC) to review the proposed contract and the STC issued a report recommending a re-scope of the works, with a revised estimated contract price of UGX 82,072,442,935. Consequently, the original procurement was cancelled and re-initiated on 27th November 2020 with a contract being signed on 23rd June 2021. The new scope increased the geographical coverage of the project from 15.7km to 72km.

The audit found that the poor planning and scoping of requirements led to an increase in cost by UGX 4,270,880,698 and an increase in the procurement lead time by 135 working days.

Implication

Poor planning leads to delays in service delivery and failure to achieve money for value.

Management Response

The increase in cost of the procurement of civil works for periodic maintenance of Kampala-Jinja Road was not due to poor planning but rather the need to increase the scope of works due to the continuous deterioration of the road over time. While the procurement was originally initiated as a maintenance project to cover the section of Kampala to Mukono and had progressed as such, a Special Technical Committee (STC) reviewed the proposed contract and recommended a re-scope of the works from maintenance to rehabilitation and increased the section from Kampala to Jinja, with a revised estimated contract price of UGX 82,072,442,935. Consequently, the original procurement was cancelled and re-initiated on 27th November 2020 with a contract being signed on 23rd June 2021.

Authority's Comment

The Authority noted the response but observed that the retendered procurement was a result of poor scoping of the requirements at the time of initiation of the first procurement process.

Recommendation

The Accounting Officer should prevail over Heads of User Departments to ensure adequate planning and scoping of procurement requirements as enshrined in Regulations 3 and 4 of the PPDA (Procuring and Disposing Entities) Regulations, 2023.

2.2.5 Inadequate solicitation documents

The audit noted that the solicitation documents issued to bidders in eight procurements worth UGX 2,288,178,466,720 contained flaws as indicated in table 8 below:

Table 8: Procurements in which inadequate solicitation documents were issued

S/No	Subject of Procurement	Issues	Management Responses
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth UGX 416,337,936,348.42	Item 14.04 (b) of the Bills of Quantities in the signed contract were exaggerated. Specifically, the item provided that the Contractor would provide, maintain and pay all rents and municipal services for a fully furnished and equipped site office/cabin for the Engineer for a period of 72 months. The audit however noted that the contract period was 36 months. This implies that the additional 36 months costed at UGX 34,272,816.48 was redundant and nugatory.	<i>The 36 months are man-months (i.e. 3 months x 12 personnel) and were provided to cater for the 3 months the Contractor is given to have finished constructing the permanent structures/houses.</i> <i>The Authority noted the response but found it unsatisfactory as it the bills of quantities provided under Item 14.04 (a) for a transitional period of 3 months during which the office would be constructed. The 36 months were thus unnecessary.</i>
2.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	<ul style="list-style-type: none"> Items 14.01 (a), (b) and (e) of the bills of quantities provided for the provision of Type I, Type II and multiple accommodation housing for the Engineer costing UGX 924,891,585, UGX 2,004,195,530 and UGX 1,153,555,76. It was however noted that despite the requirement for provision of the housing for the Engineer, Item 14.01(e) provided for the provision of fully furnished temporary housing for the Engineer for a period of 36 months (the entire contract duration) without 	<ul style="list-style-type: none"> <i>The 36 months are man-months (i.e. 3 months x 12 personnel) and were provided to cater for the 3 months the Contractor is given to have finish constructing the permanent structures/houses.</i> <i>The Authority noted the response but found it unsatisfactory as the terms of reference and specifications did not provide for provision of temporary accommodation to the Engineer. The 36 months were thus</i>

S/No	Subject of Procurement	Issues	Management Responses
		<p>justification at a cost of UGX 174,324,672. This Item was unnecessary and nugatory in nature.</p> <ul style="list-style-type: none"> The Authority reviewed the bills of quantities in the bid submitted by Polat Yol Yapi Sanayi Ve Ticaret A.S and noted that the bidder under Item 14.13 quoted UGX 237,226,808 for provision of communication facilities for the Engineer. The Authority reviewed the financial proposal submitted by the supervising consultant, Societe Centrale pour l'Equipement du Territoire TUNISIE in Association with MBW Consulting and noted that it provided for communication by the Engineer for which UGX 56,347,324 was quoted for both design review and supervision stages viz Form 4-1. The Authority found that Item 14.13 worth UGX 237,226,808 for provision of communication facilities for the Engineer as quoted by Polat Yol Yapi Sanayi Ve Ticaret A.S was redundant as the contract signed with the supervising consultant provided for communication costs. The Authority therefore found that there was a potential financial loss of UGX 	<p><i>unnecessary.</i></p> <ul style="list-style-type: none"> <i>Communication provided for by the Consultant is for UNRA-Consultant communication channels that include staff on the Consultant's side such as the Authorized Representative, Engineer, all of whom are in Tunisia at their Head Office as well as other Consultancy Contract related communication needs for which the Contractor cannot provide for. Please note that the Contractor only provides communication to the site staff. However, the Consultant has a number of staff working on the Project indirectly and not based on site.</i> <p><i>The Authority noted the response but found it unsatisfactory as the communication facilities such as mobile phones were not to be explicitly used at the site but for communication by the Engineer.</i></p>

S/No	Subject of Procurement	Issues	Management Responses
		237,226,808.	
3.	Civil works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	<ul style="list-style-type: none"> The audit noted that that Item 14.14 of the bills of quantities in the contract signed with the civil works contractor provided for skills development and knowledge transfer for which UGX 426,800,000 was quoted by the Contractor. However, the contract signed with the Engineer also provided for skills transfer (training of employer's staff) for which a sum of UGX 200,000,000 was provided. This implies that Item 14.14 of the bills of quantities in the contract signed with the civil works contractor was redundant. 	<ul style="list-style-type: none"> <i>Funds for skills development under the civil works contract are meant to cater for training of Graduate Trainees attached to the Contract while the ones under the Engineer's Contract are meant to train the Employer's permanent staff. This is always in a bid to avoid conflict of interest from UNRA staff if the Contractor provides training, hence the Bill item is not redundant. It is also worth noting that Provisional Sums are only expended after approval by the Employer.</i> <p><i>The Authority noted the response but found it unsatisfactory as the registers maintained indicated that there were no staff trained by the Contractor and yet part of the funds had been expended as by the IPCs.</i></p>
4.	Civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680	<ul style="list-style-type: none"> GCC 1.1.5.6 of the contract provided that a section for purposes of take-over of the main road(s) shall be in excess of 30 kilometers of a continuous route. It was however noted that the main road totaled 26km which rendered GCC 	<ul style="list-style-type: none"> <i>Noted, this was an oversight in preparation of the Contract.</i> <i>The actual scope of works (town roads for Musita-Lumino/Busia-Majanji) shall be confirmed when designs for the town roads have been completed. A</i>

S/No	Subject of Procurement	Issues	Management Responses
		<p>1.1.5.6 ineffectual.</p> <ul style="list-style-type: none"> Item 11.01 of the bills of quantities provided for a provisional sum for pending works and town roads for Musita-Lumino/Busia-Majanji for which a provisional sum of UGX 13,300,000,000 was provided. The audit however found that there was no mention as to what works were pending and the lack of a clear indication of the scope of the works implies that the works were tendered out when designs for the same were not ready. 	<p><i>provisional sum to cover the said works was therefore provided under item 11.01.</i></p>
5.	Civil works for periodic maintenance of Kampala-Jinja Road (UNRA/WORKS/20-21/00074) worth UGX 82,023,283,416	The bidding document did not provide for the requirement of the Environment and Social Management Plan (ESMP) and the Code of Conduct that will apply to the Contractor's Personnel to ensure compliance with its Environmental, Social, Health and Safety (ESHS) obligations under the contract.	<i>This was an omission in the bidding document however this was provided in the Contract.</i>
6.	Civil Works for the upgrading of Kitgum – Kidepo road (115km) from gravel to paved bituminous standard (UNRA/WORKS/2019-20/00075) worth UGX 379,063,919,222	<ul style="list-style-type: none"> Discrepancy between the solicitation document and the drawings. The drawings indicated the scope of works as being a Class 1b road 3.5m lane width with 1.5m shoulders on either side while the description of the project as per Addendum No. 1 was provided as a Class 1b road 11m lane width with 3.5m shoulders on either side. 	<ul style="list-style-type: none"> <i>Addendum.No.1 clearly states the scope of works to include Class 1b Paved road with 3.5m lane width and 2m shoulders on either side not 3.5m shoulders on either side.</i> <i>Section 1304 was amended as per Addendum.6 to exclude the time related obligations and introduce items 13.01</i>

S/No	Subject of Procurement	Issues	Management Responses
		<ul style="list-style-type: none"> Section 1304 of the specifications of the works as per the statement of requirements in the solicitation document issued to bidders provided that contractor's general obligations which are mainly a function of construction time such as general site and office overheads, profits, financing costs, risks, legal and contractual responsibilities, insurance and sureties will be part of the tender rate per month under Bill Item 13.0(b). The audit however noted that Bill Item 13.0(b) was not included in the bills of quantities in the solicitation document issued to the bidder. 	<p><i>contractor's general obligation and 13.01(a) establishment on site, maintenance, insurance and demolition.</i></p> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
7.	Civil works for the construction of Busega – Mpigi Expressway (23.7Km) (UNRA/WRKS/16-17/00070) worth UGX 547,543,072,124	<ul style="list-style-type: none"> Use of the brand name “Phillips” in the description of the street lighting lanterns as per Item 58.02 (e) of the bills of quantities. Item 22.03 of the Bills of Quantities provided the proof load of the 600mm concrete pipe culverts without providing information on the concrete grade. 	
8.	Civil works for the upgrading of Gulu Logistics Hub Access Road to paved bituminous standard (UNRA/WORKS/20-21/00155) worth UGX	<ul style="list-style-type: none"> The transaction period for the trading license or equivalent was not stated in the bidding document. The evaluation criteria under Section 6.1 relating to personnel did not 	<ul style="list-style-type: none"> <i>Noted, the transaction period for the trading license or equivalent was not stated in the bidding document and the evaluation criteria under Section 6.1</i>

S/No	Subject of Procurement	Issues	Management Responses
	15,789,121,403	specify or give a breakdown of the key positions and qualifications of the personnel required.	<i>relating to personnel did not specify or give a breakdown of the key positions. The bidder's capacity had been assessed having recently successfully completed a road upgrading project within the project area. However, this was a direct procurement and the bidder submitted the relevant documents in their bid.</i>

Implications

- Providers may deliver wrong supplies, execute shoddy works or abandon sites thus affecting service delivery.
- Poor quality solicitation documents hinder bidders from preparing and submitting responsive bids.
- There was a potential financial loss of UGX 982,753,941.04.

Recommendations

- The Accounting Officer should task the Contracts Committee, the Head, Procurement and Disposal Unit and responsible Heads of User Departments to show cause why appropriate disciplinary action should not be taken against them for failure to adhere to Regulations 27 and 37 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 in the preparation of solicitation documents.
- The Accounting Officer should ensure that if any payments have been made in respect of the aforementioned erroneous items included in the bills of quantities, recoveries of the sums should be made from subsequent payments to the providers.

2.2.6 Delayed invitation of bidders

The audit noted delays in invitation of bidders in three procurements worth UGX 762,601,559,698 as indicated in table 9 below:

Table 9: Procurements in which invitations to bidders were delayed

S/No	Subject of Procurement	Issues Noted	Management Response
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard	There was a period of 57 working days between Contracts Committee approval of the solicitation document on 17 th August 2018 and invitation of bidders on 5 th	<i>The Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (Lot 1 and 2) referred to above are donor funded projects where the entity</i>

S/No	Subject of Procurement	Issues Noted	Management Response
	Lot 1: Rwenkunyeye-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	November 2018.	<i>was required to seek a no objection before publication and invitation of bidders. The Bank delayed to give a no objection as the loan had been suspended. Memo seeking ED's approval to issue the bidding document is attached.</i>
2.	Civil works for the upgrading of Rwenkunyeye-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth UGX 416,337,936,348.42		<i>The Authority noted the response but found that no evidence was adduced.</i>
3.	Supply, delivery, training and commissioning of road equipment - fuel trucks (23No) (UNRA/Supls/20-21/00015/6) worth UGX 8,737,470,000	There was a period of 20 working days between Committee approval of the solicitation document, bid notice and procurement method on 3 rd September 2020 and invitation of bidders on 1 st October 2020 after Contracts.	<i>The bidding document was approved by the Contracts Committee on 3rd September 2020 and the minute received on 10th September 2020. It was advertised on 1st October 2020 in the New Vision and the second advert ran from 3rd to 9th October 2020. The reference of the advert of 21st November 2020 was for the addendum. The delay was due budget suppression which delayed approval of funds for the advert.</i> <i>The Authority noted the response but found that no evidence was adduced for the advertisements of 3rd September 2020 and 1st October 2020 while the advertisement of 21st November 2020 was not explicit as being for an</i>

S/No	Subject of Procurement	Issues Noted	Management Response
			<i>Addendum.</i>

Implication

Inefficiency in the procurement process delays service delivery.

Recommendation

The Head, Procurement and Disposal Unit should ensure timely advertisement of procurement notices to ensure efficiency in the procurement function as required by Section 51 of the PPDA Act, Cap 205.

2.2.7 Delayed submission to the Contracts Committee

Delays in submissions to the Contracts Committee were noted in six procurements worth UGX 1,567,096,033,272 as indicated in table 10 below:

Table 10: Procurements in which submissions to the Contracts Committee were delayed

S/No	Subject of Procurement	Issues Noted	Management Response
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	<ul style="list-style-type: none"> • There was a period of 12 working days between Contracts Committee approval of the shortlists of bidders on 27th July 2018 and submission of the solicitation document and Evaluation Committee for approval on 13th August 2018. • There was a period of 40 working days between the completion of evaluation on 25th April 2019 and submission of the evaluation report for approval and award of contract on 25th June 2019. 	<ul style="list-style-type: none"> • <i>The bidding document was prepared by various Directorates and this take times to harmonize before submission.</i> • <i>The Evaluation report was under review.</i>

S/No	Subject of Procurement	Issues Noted	Management Response
2.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	There was a period of 31 working days between confirmation of availability of funding on 29 th November 2019 and submission of the solicitation document, procurement method and Evaluation Committee for approval of the Contracts Committee on 19 th January 2020.	<i>The submission of the solicitation documents to the Contracts Committee follows an internal review and approval process by the Entity. The internal review of the bidding document involves various stakeholders such as the user department-DRBD (preparation of the scope of works), DNPE (for Designs, confirmation of scope of works and cost estimation), PDU (preparation of the bidding documents) and then submitted to the Contracts Committee.</i>
3.	Design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions (UNRA/WORKS/2018-19/00081) worth UGX 200,398,059,014.	<ul style="list-style-type: none"> • There was a period of 62 working days between confirmation of availability of funding on 18th October 2018 and submission of the solicitation document, procurement method and Evaluation Committee for approval of the Contracts Committee on 30th January 2019. • There was a period of 19 working days between the stay of the approval of the solicitation document, procurement method and Evaluation Committee by the Contracts Committee pending corrections on 8th February 2019 and the resubmission by the PDU of the same on 6th March 2019. • There was a period of 18 working days between the 	<p><i>The submission of the solicitation documents to the Contracts Committee follows an internal review and approval process by the Entity. The internal review of the bidding document involves various stakeholders such as the user department-DRBD (preparation of the scope of works), DNPE (for Designs, confirmation of scope of works and cost estimation), PDU (preparation of the bidding documents) and then submitted to the Contracts Committee.</i></p> <p><i>In addition, the apparent delay is attributed to the fact that:</i></p> <ul style="list-style-type: none"> • <i>The Contracts Committee minutes aren't received by PDU on the date of a</i>

S/No	Subject of Procurement	Issues Noted	Management Response
		<p>completion of technical evaluation on 13th December 2019 and submission of the technical evaluation report for approval and award of contract on 7th January 2020.</p> <ul style="list-style-type: none"> There was a period of 10 working days between the completion of combined evaluation on 17th June 2020 and submission of the combined evaluation report for approval and award of contract on 30th June 2020. 	<p><i>Contracts Committee sitting but are usually received approximately a week after the sitting</i></p> <ul style="list-style-type: none"> <i>Some of the comments/observations made by the Contracts Committee were technical in nature and therefore PDU needed time to request and receive technical input from the User Dept.</i>
4.	Civil for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680	There was a period of 20 working days between confirmation of availability of funding on 14 th April 2021 and submission of the solicitation document, procurement method and Evaluation Committee for approval of the Contracts Committee on 11 th May 2021.	<i>The submission of the solicitation documents to the Contracts Committee follows an internal review and approval process by the Entity. The internal review of the bidding document involves various stakeholders such as the user department-DRBD (preparation of the scope of works), DNPE (for Designs, confirmation of scope of works and cost estimation), PDU (preparation of the bidding documents) and then submitted to the Contracts Committee.</i>
5.	Civil Works for the upgrading of Kitgum – Kidepo road (115km) from gravel to paved bituminous standard (UNRA/WORKS/2019-20/00075) worth UGX 379,063,919,222	There was a period of 101 working days between confirmation of availability of funding on 20 th January 2020 and submission of the solicitation document, procurement method and Evaluation Committee for approval of the Contracts	<ul style="list-style-type: none"> <i>The submission of the solicitation documents to the Contracts Committee follows an internal review and approval process by the Entity. The internal review of the bidding document involves</i>

S/No	Subject of Procurement	Issues Noted	Management Response
		Committee on 18 th June 2020.	<p>various stakeholders such as the user department-DRBD (preparation of the scope of works), DNPE (for Designs, confirmation of scope of works and cost estimation), PDU (preparation of the bidding documents) and then submitted to the Contracts Committee.</p> <ul style="list-style-type: none"> In addition, the contract was Contractor Facilitated Financing and UNRA needed to confirm the funding modality from MoFPED before we could conclude the bidding document.
6.	Supply, delivery, training and commissioning of road equipment - fuel trucks (23No) (UNRA/Supls/20-21/00015/6) worth UGX 8,737,470,000	There was a period of 48 days between confirmation of availability of funding for the procurement on 26 th June 2020 and submission to the Contracts Committee for approval of the bidding document, procurement method and Evaluation Committee on 3 rd September 2020.	There were a number of reviews on the technical specifications for all the 10 lots which created this delay bearing in mind the need to have all the lots running concurrently.

Implication

This leads to delays in service delivery.

Recommendation

The Head, Procurement and Disposal Unit should ensure efficiency in procurement processes in accordance with Section 51 of the PPDA Act, Cap 205.

2.2.8 Delayed Contracts Committee approvals

The audit noted delays in Contracts Committee approvals in five procurements worth UGX 298,902,409,148 as indicated in table 11 below:

Table 11: Procurements in which Contracts Committee approvals were delayed

S/No	Subject of procurement	Issues Noted	Management Responses
1.	Design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions (UNRA/WORKS/2018-19/00081) worth UGX 200,398,059,014.	There was a period of 15 working days between submission of the technical evaluation report by the Procurement and Disposal Unit on 7 th January 2020 and Contracts Committee approval of the same on 22 nd January 2020.	<i>The volume of work submitted to the Contracts Committee is sometimes heavy and cannot be handled in one or two sittings.</i>
2.	Mechanized Maintenance of Selected Unpaved National Roads under Framework Contract for 3 years - Jinja Station (UNRA/WORKS/20-21/00042) worth UGX 13,553,888,310	There was a period of 74 working days between submission of the procurement method, solicitation document and Evaluation Committee by the Procurement and Disposal Unit on 6 th October 2020 and Contracts Committee approval of the same on 28 th January 2021.	<i>The volume of work submitted to the Contracts Committee is sometimes heavy and cannot be handled in one or two sittings. And specifically for this procurement, there were 25 lots</i>
3.	Mechanized maintenance of unpaved national roads for 23 national roads UNRA Stations under framework contract for 3 years - phase 3 - Lot 17 – Mpigi (UNRA/WORKS/20-21/00088/01-26/17) worth UGX 44,388,380,960	There was a period of 11 working days between submission of the procurement method, solicitation document and Evaluation Committee by the Procurement and Disposal Unit on 11 th February 2021 and Contracts Committee approval of the same on 26 th February 2021.	<i>For the mechanized maintenance of roads, the initial submissions were stayed by the Contracts Committee and were later cleared after submission of clarification and additional information</i>
4.	Mechanized maintenance of unpaved roads for 23 UNRA Stations under framework contract for three years - Lot 10 – Moroto (UNRA/WORKS/20-21/00088/10) worth UGX 28,874,879,188		
5.	Mechanized maintenance of unpaved national roads for 23 national roads under framework	<ul style="list-style-type: none"> • There was a period of 11 working days between submission of the procurement method, 	

S/No	Subject of procurement	Issues Noted	Management Responses
	contract for 3 years - Phase 3 - Lot 20 - Mubende (UNRA/WORKS/20-21/00088/20) worth UGX 11,687,201,676	<p>solicitation document and Evaluation Committee by the Procurement and Disposal Unit on 11th February 2021 and Contracts Committee approval of the same on 26th February 2021.</p> <ul style="list-style-type: none"> • There was a period of 129 working days between submission of the evaluation report by the Procurement and Disposal Unit on 25th October 2021 and Contracts Committee approval of the same on 4th May 2022. 	

Implication

Inefficiency in the procurement process delays service delivery.

Recommendation

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205.

2.2.9 Delays in seeking no-objections from funders

The audit noted delays in submissions by the Entity for no-objections from funding organisations in two procurements worth UGX 947,501,600,635 as indicated in table 12 below:

Table 12: Procurements in which the Entity delayed to seek no-objections

S/No	Subject of Procurement	Issues Noted	Management Responses
1.	Civil works for the construction of Busega – Mpigi Expressway (23.7Km) (UNRA/WRKS/16-17/00070) worth UGX 547,543,072,124	There was a period of 28 working days between initiation of the procurement on 12 th October 2016 and submission of the solicitation document and designs for a no-objection of the funder on 30 th December 2016.	<i>The submission of the solicitation documents and designs to the Bank for 'No-Objection' follows an internal review and approval process by the Entity. The internal review of the bidding document involves various stakeholders such as the User Department (preparation of the scope of works), DNPE (for</i>

S/No	Subject of Procurement	Issues Noted	Management Responses
			<i>designs and cost estimation), PDU (preparation of the bidding documents), Contract Committee (approval of the bidding documents) and subsequent submission to the Bank for a 'No objection'. The process is iterative as clarifications are sought between the different departments and stakeholders between October 2016 and December 2016.</i>
2.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	There was a period of 84 working days between completion of the shortlisting of bidders on 28 th January 2016 and submission of the solicitation document and designs for a no-objection of the Islamic Development Bank on 1 st June 2016.	<i>The prequalification evaluation report was initially submitted to the Bank for a no objection on 15th February 2016. The Bank's comments were only received by the Entity on 1st August 2016, after which a revised prequalification report was submitted to the Bank on 6th September 2016.</i> <i>The Authority noted the response but found that no evidence was adduced.</i>

Implication

Inefficiency in the procurement process delays service delivery.

Recommendation

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205.

2.2.10 Irregularities in evaluation of bids

Irregularities in evaluation of bids were noted in five procurements worth UGX 1,089,887,220,841 as indicated in table 13 below:

Table 13: Procurements in which irregularities during evaluation were noted

S/No	Subject of procurement	Issues Noted	Management Response
1	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	Failure by the Evaluation Committee to note an arithmetic error in the bid submitted by Sadeem Al Kuwait General Trading and Contracting Company. Item 12.04 (a) of the bills of quantities provided for payment of the employer's share of the cost of the disputes review board for which a provisional sum of UGX 400,000,000 was provided. Item 12.04 (a) of the bills of quantities provided for overheads and profits in relation to the payment of the employer's share of the cost of the disputes review board fixed at 15% of Item 12.04 (a). The Evaluation Committee failed to note that Sadeem Al Kuwait General Trading and Contracting Company erroneously provided for a rate of 25%, 10% more than the fixed rate of 15%.	<i>Noted. Correction is being handled at contract implementation.</i>
2	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	The Authority reviewed Addendum No. 2 issued to the shortlisted bidders and noted that Item 18.01 of the bills of quantities provided for a fixed amount of UGX 4,000,000 per month for the provision of a qualified Safety Officer for a period of 36 months totaling UGX 144,000,000. The Authority reviewed the bills of quantities in the bid submitted by PolatYolYapi Sanayi VeTicaret A.S and noted that the bidder under Item 18.01 quoted UGX 6,456,469 per	<i>This is noted and is being handled at the contract implementation.</i>

S/No	Subject of procurement	Issues Noted	Management Response
		month for the provision of a qualified Safety Officer for a period of 36 months totaling UGX 232,432,884. Introduction of the new rates placed the Entity at the risk of a potential financial loss of UGX 88,432,884. The Evaluation Committee did not notice the error.	
3	Design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions (UNRA/WORKS/2018-19/00081) worth UGX 200,398,059,014	Chongqing International Construction Corporation (CICO), the best evaluated bidder, provided culvert designs without any catchment delineation. Further, the side drains preliminary design and drainage layout for the junctions were not provided and yet the bidder was found compliant to the detailed technical evaluation criteria.	<p><i>According to the technical evaluation report, CICO was fully compliant to the Drainage Design requirements. The weaknesses highlighted above were identified in the design proposal of another Bidder (Dott Services Ltd and Sadeem Al Kuwait General Trading & Contracting Company JV).</i></p> <p><i>The Authority noted the response but observed that Chongqing International Construction Corporation (CICO), the best evaluated bidder, provided culvert designs without any catchment delineation. The response was thus inadequate.</i></p>
4	Civil works for rehabilitation of Hima – Katunguru (29km) Phase II and 4.5km Kasese Town Roads, 1.5km Hima service roads worth UGX	The Authority reviewed the solicitation document issued to China Railway No. 3 Engineering Group Co. Ltd and noted that the bidder was required to provide evidence of the lease or ownership of	<i>In a request for clarification dated 10th Jan 2020, the Evaluation Committee sought clarifications from the bidder. In a letter dated 14th January 2020, the</i>

S/No	Subject of procurement	Issues Noted	Management Response
	107,616,099,006	equipment and employment of personnel. The Authority reviewed the evaluation report and noted that China Railway No. 3 Engineering Group Co. Ltd was found compliant to the detailed technical evaluation criteria. The Authority however noted from a review of the bid submitted by China Railway No. 3 Engineering Group Co. Ltd that the bidder did not submit evidence of employment of a Surveyor, General Foreman and Plant/Equipment Engineer who met the requirements as per the solicitation document issued to bidders and evidence of the lease or ownership of equipment such as an asphalt plant, two generators and a paver as well as log books of all equipment/plants were applicable.	<p><i>bidder submitted proof of ownership of two generators, asphalt plant, personnel (Surveyor, foreman and plant/equipment engineer) EC's request for clarification was in line with PPDA SI 2014 No. 9 Regulation 10(1).</i></p> <p><i>The Authority noted the response but observed that no evidence was adduced.</i></p>
5	Mechanized maintenance of unpaved national roads for 23 national roads UNRA Stations under framework contract for 3 years - phase 3 - Lot 17 – Mpigi (UNRA/WORKS/20-21/00088/01-26/17) worth UGX 44,388,380,960	Two (2) members of the Evaluation Committee i.e. Mr. Gilbert Kibuuka and Mr. Clive Kamisho did not sign the evaluation report.	<p><i>Gilbert Kibuuka and Clive Kamisho initialed on each page of the evaluation report as consent to the details in the report. However, as an oversight, the 2 did not sign the signature page of the evaluation report. Since then, the original report has been signed by both Mr. Gilbert Kibuuka and Mr. Clive Kamisho and filed.</i></p>

Implication

Unfairness during evaluation leads to contract award to non-compliant bidders and compromises on benefits of maximum competition.

Recommendations

- The Head, Procurement and Disposal Unit should ensure that Evaluation Committee members strictly adhere to the criteria set out in the solicitation document in accordance with Regulation 7 of the PPDA (Evaluation) Regulations, 2023.
- The Head, Procurement and Disposal Unit should ensure that technical guidance is always provided to Evaluation Committees.
- All members of an Evaluation Committee should sign every page of an evaluation report in accordance with Regulation 12 (3) of the PPDA (Evaluation) Regulations, 2023.

2.2.11 Delayed evaluation of bids

Delays during evaluation of bids were noted in seven procurements worth UGX 1,697,823,409,248 as indicated in table 14 below:

Table 14: Procurements in which delays in evaluation were noted

S/No	Subject of Procurement	Issues Noted	Management Response
1.	Civil works for the construction of Busega – Mpigi Expressway (23.7Km) (UNRA/WRKS/16-17/00070) worth UGX 547,543,072,124	There was a period of 87 working days between the opening of bids on 31 st August 2017 and completion of evaluation on 27 th April 2018.	<i>The main cause of delay in the evaluation of bids for this procurement was:</i> <ul style="list-style-type: none"> • <i>The numerous whistle blowers which resulted in halting the evaluation exercise several times.</i> • <i>The need for carrying out Due diligence.</i> • <i>The funder (AfDB) also made requests that whistleblower complaints be investigated.</i>
2.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	There was a period of 55 working days between the opening of bids on 3 rd May 2018 and completion of evaluation (prequalification) on 25 th July 2018.	<i>Noted. Measures are in place to ensure that there are no delays in completion of evaluation exercise. However, in this case there were several requests for clarification from bidders (most of whom were based overseas)</i>
3.	Design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions	<ul style="list-style-type: none"> • There was a period of 89 working days between the opening of technical proposals 	<ul style="list-style-type: none"> • <i>The technical evaluation was initially completed on 13th September 2019.</i>

S/No	Subject of Procurement	Issues Noted	Management Response
	(UNRA/WORKS/2018-19/00081) worth UGX 200,398,059,014	<p>on 9th August 2019 and completion of technical evaluation on 13th December 2019.</p> <ul style="list-style-type: none"> • There was a period of 62 working days between the opening of financial proposals on 18th March 2020 and completion of combined evaluation on 17th June 2020. 	<p><i>The apparent delay is attributed to the reviews that were conducted on the technical evaluation report and the fact that the report was stayed by the Contracts Committee on 28th November 2019, necessitating a revised report to be prepared and re-submitted to the Contracts Committee on 13th December 2019</i></p> <ul style="list-style-type: none"> • <i>The delay was further exacerbated by the total COVID-19 national lockdown of 30th March 2020 – 26th May 2020 that affected the Entity's normal operations.</i>
4.	Supply, Delivery, Training and Commissioning of Road Equipment - Fuel Trucks (23No) - Lot 6 (UNRA/Supls/20-21/00015/6) worth UGX 8,737,470,000	There was a period of 107 working days between the opening of bids on 9 th December 2020 and completion of evaluation on 6 th May 2021.	<ul style="list-style-type: none"> • <i>Bids were closed on 9th December 2020. The first submission to the Contracts Committee was on 24th March 2021 which was stayed on 26th March 2021 and minutes received on 10th April 2021.</i> • <i>The report was resubmitted to the Contracts Committee on 11th May 2021 and approved on 20th May 2021.</i> • <i>We note the delay, however these were 10 lots moving concurrently and using the same Evaluation Committee.</i>

S/No	Subject of Procurement	Issues Noted	Management Response
5.	Mechanized maintenance of unpaved national roads for 23 national roads UNRA Stations under framework contract for 3 years - phase 3 - Lot 17 – Mpigi (UNRA/WORKS/20-21/00088/01-26/17) worth UGX 44,388,380,960	There was a period of 117 working days between the opening of bids on 27 th April 2021 and completion of evaluation on 25 th October 2021.	<ul style="list-style-type: none"> • <i>The second lock national down of Covid 19 which made it difficult for the evaluators to converge and conclude the evaluation process</i> • <i>We note the delay, however these were 25 lots moving concurrently and using the same Evaluation Committee. It was imperative that we use one Evaluation committee because there were conditions in the bids which needed comparison across the bids to get the lowest economic overall contract sum for the entity and also ensure that no bidder was awarded more than two Lots.</i>
6.	Mechanized maintenance of unpaved national roads for 23 national roads under framework contract for 3 years - Phase 3 - Lot 20 – Mubende (UNRA/WORKS/20-21/00088/20) worth UGX 11,687,201,676		

Implication

Delays at Evaluation lead to delays in service delivery.

Management Response

This a true observation but there are various reasons that cause delays in concluding evaluations. Sometimes, this is due to the number of bids received and the complexity of the procurement. However, management has put in place monitoring mechanisms to reduce these evaluation delays.

Recommendation

Chairpersons of Evaluation Committees should always ensure that evaluation is completed within the stipulated time limits as per Regulation 5 (1) of the PPDA (Evaluation) Regulations, 2023. In the event that the Evaluation Committee is unable to complete the evaluation of bids within the prescribed time, the Evaluation Committee should in writing explain to the Accounting Officer the reasons for this and request for extension of the time period for the evaluation exercise in accordance with Regulation 5 (2) of the PPDA (Evaluation) Regulations, 2023.

2.2.12 Signing of a contract with an unauthorized individual

The audit noted that the Entity signed the contract for civil works for the rehabilitation of Olwiyo-Packwach (62.5)Km (UNRA/WRKS/2020-21/00130) worth UGX 177,443,228,975 with an individual who did not have Powers of Attorney. The Power of Attorney submitted by the best evaluated bidder appointed Mr. Jia Qingsong and Lt Gen James Mugira as lawful attorneys to conduct all business for and on behalf of the bidder during the bidding process and in the event that the bidder is awarded the contract, to sign the agreement on behalf of the bidder.

The audit found that Lt. Gen. James Mugira signed the contract alone on behalf of the contractor and yet did not have Powers of Attorney as an individual.

Implication

The contract signed with the providers is voidable.

Management Response

This is not true. Gen. James Mugira had Power of Attorneys to sign the contract.

Authority's Comment

The Authority noted the response but observed that Powers of Attorney were granted to Mr. Jia Qingsong and Lt Gen James Mugira jointly to conduct all business for and on behalf of the bidder during the bidding process and in the event that the bidder is awarded the contract, to sign the agreement on behalf of the bidder. Consequently, Lt. Gen. James Mugira did not have power to sign the contract alone on behalf of the contractor.

Recommendation

The Accounting Officer should ensure that only individuals with Powers of Attorney sign contracts on behalf of respective providers in accordance with Section 52 of the Companies Act, 2012.

2.2.13 Signing of contracts based on expired bids

The contracts in two procurements worth UGX 753,864,089,698.42 were signed after expiry of the bids submitted by the respective bidders as indicated below:

Table 15: Procurements in which contracts were signed based on expired bids

S/No	Subject of Procurement	Issues Noted	Management Response
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Puranga Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth	By the time Gulsan Insaat Sanayi Turizm Nakliyat Ve Ticaret A.S extended its bid validity on 11 th November 2019, the validity of its bid had already expired on 7 th November 2019. Consequently, all extensions, starting with	<i>This is true and was an error that the various approval failed to detect.</i> <i>However, the bidder had been notified to renew their validity in good time but however delayed to respond by there (3) days.</i>

S/No	Subject of Procurement	Issues Noted	Management Response
	UGX 416,337,936,348.42	that of 11 th November 2019 were void.	
2.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	Bid validity was extended by Sadeem Al Kuwait General Trading and Contracting Company on 1 st June 2020, 19 th February 2020 and 6 th August 2019. It was however noted that the bid had expired on 7 th November 2019. The bidder extended the validity of its bid on 8 th November 2019 after it had expired on 7 th November 2019.	<i>On 7th November 2019, the bidder extended their bid to 28th February 2020 and on 19th February 2020; they further extended their bid to 1st June 2020.</i> <i>The Authority noted the response but found that no evidence was adduced.</i>

Implication

The signed contracts may not be enforceable.

Management Response

We have put in place an electronic monitoring mechanism (bid validity monitoring tracker) to support under the PDU Registry. Further the Registry has allocated a dedicated officer to support this function. However, the individual staff handling files are always reminded to monitor their procurements. Currently all procurement submissions are valid and extensions are done 2 weeks prior to the expiry of bids.

Recommendations

- The Accounting Officer should take responsibility for signing contracts based on expired bids.
- The Head, Procurement and Disposal Unit should ensure that bid validity periods are sufficient to cater for the duration of procurement processes. In the event that bids are due to expire, bidders should be requested to extend their bid validity period in accordance with Regulation 52 of the PPDA (Procurement of Works, Supplies and Non-Consultancy Services) Regulations, 2023.

2.2.14 Delay to seek Attorney General's clearance of draft contracts

The audit noted delays in submission of the draft contracts for the Attorney General's clearance by the Entity in three procurements worth UGX 874,341,709,541 as indicated in table 16 below:

Table 16: Procurements in which contracts were signed based on expired bids

No	Subject of Procurement	Date of Expiry of Notices of Best Evaluated Bidders	Date of Submission of the Draft Contracts for Attorney General's approval	Variance (Working Days)
1.	Rwenkunye-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunye-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	23 rd July 2019	8 th October 2019	56
2.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	19 th June 2018	7 th September 2018	59
3.	Civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680	14 th September 2021	2 nd November 2021	36

Implication

Inefficiency in the procurement process delays service delivery.

Management Response

This is a true observation for civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads. However, for Rwenkunye-Apac-Lira-Purange Road and Muyembe – Nakapiripiti Road, the Entity had to seek donor No Objection from the Donors before submission to SG. As noted earlier, the Entity has set up mechanisms for improvements. The practice then was that when the Evaluation report was approved, the BEB would be displayed for 10 working days. After this, a draft Contract would then be submitted for Contracts Committee's approval. However, in order to enhance efficiency, this process has since changed. The evaluation report and draft contract are submitted to the Contracts Committee at the same time.

Recommendation

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency as required by Section 51 of the PPDA Act, Cap 205.

2.2.15 Irregular extension of bid validity

The audit noted that the letter requesting bidders to extend validity of their bids in the procurement of civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350 was issued on 1st August 2019, only 4 working days before expiry of bids on 7th August 2019 contrary to the PPDA Circular on extension of bid validity and bid securities issued on 27th July 2018 that requires that bidders should receive requests for extension of bid validity at least 2 weeks prior to the expiry of bids.

Implication

Bidders were denied a chance of appealing decisions of the Entity in the event they were aggrieved by any such decisions.

Management Response

This is a correct observation. However, we have since put in place an electronic monitoring mechanism (bid validity monitoring tracker) to facilitate this process under the PDU Registry. Further the Registry has allocated a dedicated officer to support this function. However, the individual procurement staff handling procurement files are always reminded to monitor their procurements. Currently all procurement submissions are valid and extensions are done 2 weeks prior to the expiry of bids.

Recommendation

The Head, Procurement and Disposal Unit should ensure that requests for extension of bid validity are sent to bidders at least 2 weeks prior to the expiry of bids and copied to all bidders in accordance with the PPDA Circular on extension of bid validity and bid securities issued on 27th July 2018.

2.2.16 Delayed signing of a contract

The audit noted that the contract for civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680 was signed on 24th December 2021, 34 working days after the Solicitor General's clearance of the draft contract on 11th November 2021.

Implication

Delays at contract signing lead to delays in service delivery.

Management Response

True there was a delay in signing the contract for civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km). This delay was beyond UNRA's control as it was due to budget suppression at the time hence the Accounting Officer could not sign a contract without confirmation of availability of funds.

Recommendation

The Accounting Officer should ensure that procurements are undertaken in a manner that enhances efficiency for effective service delivery in accordance with Section 51 of the PPDA Act, Cap 205.

2.2.17 Delayed issuance/display of a Notice of Prequalification

The audit noted delayed issuance of the Notice of Prequalification (ITA 29.1) to shortlisted bidders on 31st October 2018 after Contracts Committee's approval of the shortlists of bidders on 27th July 2018 in the procurement of civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350.

Implication

Inefficiencies in procurement processes lead to delays in service delivery.

Management Response

This was a donor funded project and the Entity had to first obtain a No Objection from the donor before display of the Notice of Prequalification.

Recommendation

The Head, Procurement and Disposal Unit should ensure the display of the Notice of Prequalification within five working days of Contracts Committee award of contract in accordance with Regulation 4 (1) of the PPDA (Contracts) Regulations, 2023.

2.3 Level of efficiency and effectiveness in contract implementation

2.3.1 NDP III Projects

2.3.1.1 Failure to meet contractual obligations

The audit reviewed the progress reports and undertook physical verification of works for rehabilitation of Matugga-Semuto-Kapeke road and upgrading town roads (UNRA/WORKS/2022-23/00031) worth UGX 216,116,086,606 and noted that physical progress was at 2.4% against planned progress of 16.7%. The audit found that the slow progress was a result of the following:

- i. Slow mobilization of plant and equipment by the Contractor (Abubaker Technical Services and General Supplies Limited) despite having received advance payment amounting to 30% of the contract sum i.e. UGX 64,834,825,982;
- ii. Complaints from Project Affected Persons (PAPs) over non-payment for land compensation; and
- iii. Additional land uptake for the realignment at Km 26+600 to Km 26+900 (LHS).

Implication

Delayed completion of contracts leading to delayed service delivery and thus failure to attain value for money.

Management Response

The Contract Management Team has engaged the provider to ensure that he mobilizes additional resources to meet the difference in progress. The delays in payment of PAPs were as a result of failure by MoFPED to provide funds.

Recommendations

- The Accounting officer should ensure that compensation of PAPs is fast tracked.
- The Contract Manager should forthwith issue the Contractor with a Notice to Correct indicating the measures the Contractor will implement to ensure progress of works in accordance with the contract.

2.3.1.2 Delayed commencement of works

The audit noted delays in commencement of works in the two procurements worth UGX 765,361,902,956 as indicated in table 17 below:

Table 17: Procurements in which contracts were signed based on expired bids

No	Subject of Procurement	Date of Contract Signature	Date of Commencement of Works	Period (Working Days)
1.	Critical oil roads Package 6B (design and build of Karugutu-Ntoroko road (56.5km), link to Rwebisengo (8.2km) and 3.3km of Town Roads in Ntoroko (UNRA/WRKS/2019-2020/00128) worth UGX 382,680,951,478	29 th March 2023	Not Commenced	N/A
2.	Design and build of Kisubi-Nakawuka-Nateete(27KM), Nakawuka-Kasanje-Mpigi (20KM), Nakawuka-Mawagulu-Nanziga-Maya (11KM),Kasanje-Buwaya(9KMS) and Entebbe-Nakiwogo(3.5KM) (UNRA/WRKS/2021-2022/00066) worth 340,578,979,041	13 th April 2023	27 th March 2024	250

The audit noted that although the contracts were signed on 29th March 2023 and 13th April 2023 respectively, works delayed to commence as a consequence of delays in agreeing with the Ministry of Finance, Planning and Economic Development, the pre-financing terms of the contracts as they were not initially included in the Medium Term Expenditure Framework.

Implication

Delays in commencement of works lead to delays in service delivery.

Recommendation

The Accounting Officer should engage the Ministry of Finance, Planning and Economic Development to expedite the approval of the critical oil roads Package 6B (design and build of Karugutu-Ntoroko road (56.5km), link to Rwebisengo (8.2km) and 3.3km of Town Roads in Ntoroko (UNRA/WRKS/2019-2020/00128) and its inclusion in the Medium Term Expenditure Framework so that works can commence at the soonest possible opportunity.

2.3.2 Contract Audits

2.3.2.1 Commencement without terms of reference or specifications

The audit noted that on 18th May 2023, the Ag. Accounting Officer issued a commencement order to China Communications Construction Company directing the firm to commence works on the restoration of Katonga Bridge. It was however noted that the commencement order did not include any clear Terms of Reference or specifications and yet there was no contract in place detailing the scope of works or Terms of Reference and specifications at the time of commencement.

Implication

The provider may not deliver the works as per the required standard.

Management Response

The letter issued to commence restoration works was reasonably specific as it stated that restoration of trafficability was critical including construction of a temporary diversion, and restoration works at the old standing bridge.

Authority's Comment

The Authority reviewed the commencement order and found that with the exception of the mention of the works in general terms, there was no detailed description of the scope and timelines therein.

Recommendation

The Accounting Officer should ensure that where works are undertaken under emergency situations, contractors are provided with clear Terms of Reference or specifications that will guide on the minimum requirements in accordance with the General Specifications for Road and Bridge Works, 2005 issued by the Ministry of Works and Transport.

2.3.2.2 Failure to adequately meet contractual obligations

The audit noted that there was failure by the Contract Managers to effectively manage the contracts in 17 procurements worth UGX 3,193,546,868,598 as indicated in table 18 below:

Table 18: Procurements in which contractual obligations were not fully met

No	Subject of procurement	Issues	Management Response
1.	Civil works for the upgrading of Rwenkunya-Apac-	<ul style="list-style-type: none">• SCC 1.1.5.6 of the contract provided that 30% of the length of the road was to be substantially completed	<ul style="list-style-type: none">• <i>The contractual provision for sectional</i>

No	Subject of procurement	Issues	Management Response
	<p>Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350</p>	<p>within 60% of the contract period with a delay penalty of 0.015% of the contract price per day. The Authority noted that although the Contractor failed to complete 30% of the length of the road as per SCC 1.1.5.6, the Entity did not charge the provider for the breach of contract.</p> <ul style="list-style-type: none"> • Slow progress of works. The audit noted that at the time of the audit in March 2024, physical progress was at 27.5% against a time progress of 93.6%. 	<p><i>completion of 30% section of the road within 60% of the contract period was contested by both Contractors (Sadeem Al Kuwait for Lot1 & Gulsan for Lot2) due to the contradiction between Sub-Clause 1.1.5.5 of the Particular Conditions (PCC) and the Contract data under Sub-Clause 1.1.5.6 of the two contracts. Whereas Sub-Clause 1.1.5.6 of the PCC provided that "section" means a part of the works specified in the Contract Data as a Section (If any), the Contract Data under Sub-Clause 1.1.5.6 [Sections] specified as "None".</i></p> <ul style="list-style-type: none"> • <i>The two Contractors considered the provision for sectional completion was not supported by the contract. The Contractor for Lot1 (Sadeem Al Kuwait) referred the matter to the Dispute Board (DB). The</i>

No	Subject of procurement	Issues	Management Response
			<p><i>DB decision was as follows:</i></p> <ul style="list-style-type: none"> • <i>The provision for sectional completion was not supported under the contract and there is no contractual requirement to complete the works in sections.</i> • <i>The Employer cannot charge delay damages if the Contractor fails to substantially complete any sections in time. i.e. fails to complete 30% of the length of the road within 60% of the contract period.</i> • <i>However, should the Contractor fail to complete the works within the time for completion i.e. completion date or revised completion date, then delay damages may become payable subject to Sub Clause 2.5[Employer's Claims] and other requirements of the contract. UNRA reviewed the DB's</i>

No	Subject of procurement	Issues	Management Response
			<p><i>decision and found it acceptable. A copy of the DB decision is attached.</i></p> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p> <ul style="list-style-type: none"> • <i>The slow progress of the works noted, that at the time of the audit in March 2023, physical progress was at 22.14% against a time progress of 62.53% is mainly due to the challenges encountered from project start that included:</i> • <i>Unforeseen/unexpected need to update the design due to the changed flood level in the project location. The design review undertaken by the Supervision Consultant M/s Dar Al-Handasah revealed that there was need to enhance the drainage system and raise the road profile in order to achieve the project</i>

No	Subject of procurement	Issues	Management Response
			<p>objectives. The design update was undertaken in a phased manner while some construction works were being carried out to mitigate the delays. The design update was completed in May 2022.</p> <ul style="list-style-type: none"> • Delayed access and obstructions to some parts of the site due to the land acquisition challenges. land compensation is being undertaken concurrently while the construction progresses. there are delays in the compensation process due to absentee PAPs, prolonged process of verification of legal documents in the various courts without response; for example, letters of administration, court rulings, etc., disputed ownerships of both un-registered and registered land and inadequate funding leading to delay in payment of PAPs. • Unexpected abnormal have

No	Subject of procurement	Issues	Management Response
			<p><i>continuous rains in the project location have also affected the progress of the works.</i></p> <ul style="list-style-type: none"> • <i>Due to the above mentioned challenges, the Contractor submitted claims for extension of the time for completion (EoT) and cost compensation that are at various stages of evaluation by the Supervision Consultant (Engineer).</i> • <i>Despite these challenges, the contractors have been asked and put up strategies that are being implemented with the view of recovering some of the lost time, including; increased mobilization of resources, working extra hours and subcontracting parts of the works by the main Contractors.</i> • <i>The contracts of the civil works of upgrading Lot1: Rwenkunya-Apac Road (90.9 Km) and Lot2: Apac-</i>

No	Subject of procurement	Issues	Management Response
			<p><i>Lira-Puranga Road (100.1 Km) have valid performance securities and therefore UNRA, the Employer is adequately protected against the risk of non-performance by the providers.</i></p> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
2.	<p>Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 30th March 2020 after signing of the contract on 7th November 2019. • Failure by the project to meet its intended objectives. The contract was to be completed by 31st March 2022 but by the time of the audit in March 2024, the contractor had completed only 26.7% of works against 203.7% original contract timelines. The delay has had an impact on the project costs in as regards the consultant due to amendments in the contract signed with the consultant. 	<ul style="list-style-type: none"> • <i>Following the signing of the Contract the Contractor is allowed time to process and furnish requirements such as Performance Guarantees and Insurances before commencement is issued.</i> • <i>The current project physical progress is at 60.79% versus planned of 89% and substantial completion is planned by end of January 2025. Although the works are not yet completed the road is currently all weather motorable with over 45Km of paved surfacing</i>

No	Subject of procurement	Issues	Management Response
			<p><i>and another 40 Km of improved road bed. There has been delays in completing the works, however it is important to maintain the supervision services such that works are adequately supervised.</i></p>
3.	<p>Civil works for rehabilitation of Karuma-Olwiyo Road (43.5km) (UNRA/WRKS/2021-2022/00073) worth UGX 48,617,881,569</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 1st December 2023 after signing of the contract on 14th March 2023. • Slow progress of works. The physical progress was 0.03% against the planned of 16.77% as at January 2024. Only preliminary works had been executed such as cleaning the culvert inlet and outlets, as well as assessing the existing pavement, existing drainage works. • Contractors' mobilization as at January 2024 was at 27%. • As at January 2024, the Contractor had not yet secured approvals for the Environmental, OHSP, social management and the traffic management plans and policies. • The Contractor by the time of the audit had not obtained Surface water Abstraction Permits, • By the end of February 2024, set up of laboratory for the Engineer was ongoing within the site camp at Agung Km 48+800 LHS. The Contractor was setting up 4 containers for the Engineer's Laboratory. Engineer's laboratory equipment had not yet been supplied at the time of the audit. This raises concerns as to how quality control is being maintained. 	<ul style="list-style-type: none"> • <i>The civil works contract could not commence in the absence of an ESIA certificate. Since the entire road traverses the national park, UWA required that an ESIA certificate prescribing the conditions to work in the park be issued first by NEMA before they could allow any works to commence. UNRA secured the NEMA certificate dated 25th October 2023. Held the Inaugural meeting between the Engineer, Contractor and Employer and resolved that commencement be 1st December 2023.</i> • <i>The slow progress was due to delayed mobilization of the</i>

No	Subject of procurement	Issues	Management Response
			<p><i>key equipment and personnel by the Contractor. In a letter dated 9th April 2023, UNRA issued warning to the Contractor on the delayed progress of works. The Contractor has since mobilized the required equipment and personnel and has finalized all the cross drainage works, repair of subbase, base and primed all the repaired sections. 2kms of asphalt overlay has been done. Current progress stands at 11%.</i></p> <ul style="list-style-type: none"> • <i>The Contractors site camp including the engineers offices and laboratory are fully constructed, furnished and fully operational. The necessary survey and laboratory equipment have been supplied and quality control tests are being conducted.</i> <p><i>The Authority noted the response but found that no evidence was</i></p>

No	Subject of procurement	Issues	Management Response
			adduced.
4.	Civil works for the upgrading of selected town Roads (7.5KM) in Pallisa and Kumi (12.2KM) from gravel to Paved (Bituminous) Standard (UNRA/WRKS/2021-22/00094) worth UGX 146,193,637,549.61	<ul style="list-style-type: none"> • The DAAB had not been fully constituted by the time of the audit. • The Contractor provided a laboratory located adjacent to the Contractor's main campsite but has not fully mobilized the required equipment. 90% of the Engineer's laboratory equipment had been mobilized by the time of the audit. • Delayed commencement of works on 15th June 2023 after signing the contract on 24th April 2023. • UGX 1,501,278,600 was paid to the contractor as being a provisional sum for arranging for removal and or alteration to services provided by agencies for electricity supply, water supply, or telecommunication services. There was no evidence of accountability for the same or evidence as to how the service provider was arrived at. 	<ul style="list-style-type: none"> • <i>The procurement for the DAAB is a process that involves procurement while seeking the Contractor's no-objection along the way. The process was commenced after contract signature with formulation of the solicitation documents, obtaining and agreeing on a shortlist with the Contractor, asking the shortlisted persons to confirm availability, seeking their quotations, evaluations, notification of award and finally signature. At the time of audit this process was ongoing and a DAAB agreement was signed on 26 March 2024.</i> • <i>All equipment as stipulated in the contract were provided and available for use. The 10% that was being reported in the monthly progress report are consumables such</i>

No	Subject of procurement	Issues	Management Response
			<p><i>as polythene bags that are used and replenished monthly.</i></p> <ul style="list-style-type: none"> • <i>Commencement ought to be issued upon availability of Access and Possession of site. Both Kumi and Pallisa issued the said access and possession on 07th June 2023, and it was subsequent to this that commencement could be issued.</i> • <i>Evidence on how the service providers were arrived at is available. UNRA requested the utility owners to scope and provide lists of prequalified service providers. The Contractor shortlisted providers and sought quotations for these services. The Evaluation reports were reviewed and approved by UNRA, works proceeded.</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>

No	Subject of procurement	Issues	Management Response
5.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	<ul style="list-style-type: none"> • Delayed execution of works. The contract was signed on 22nd June 2021, and commenced on 18th October 2021 with the intended completion date on 17th October 2023. However as per the progress report of January 2023, time progress was at 64.50% (471 days) against physical progress of 25.33%. The report further noted that there was likelihood of a delay of completion of the project due to cash flow challenges (delayed payment of IPCs 3-7), inadequate materials for pavement works and frequent breakdown of contractors' key equipment. • There was no evidence that despite the slow progress, a Notice to Correct had been issued to the contractor. 	<ul style="list-style-type: none"> • <i>There has been delays in execution of works by the Contractor and communications have been made to that effect by the supervision consultant. Measures have been undertaken by the Contractor to improve progress which include additional equipment mobilization and installation of the second crusher to increase material production, however, in case of failure to complete works within the Time for Completion, as a result of the Contractor's default, Subclauses 2.5 (Employer's claims) and 8.7 (delay damages) of the GCC shall be evoked (Annex 2 Engineer's communication to the contractor on slow progress). Payment of the IPCs is dependent on the quarterly release of funds. The entity shall continue</i>

No	Subject of procurement	Issues	Management Response
			<p><i>engaging to ensure adequate allocation and release of funds for the project.</i></p> <ul style="list-style-type: none"> • <i>Communications were made to the contractor regarding the slow progress (Annex 2 Engineer's communication to the contractor on slow progress).</i> • <i>A notice for a reduced rate of work by the Contractor arising from the delayed payment of IPCs had been issued by the Contractor (Annex 8 Contractor's Notice to reduce the rate of work arising from payment delays).</i>
6.	<p>Reconstruction of selected sections along Kampala-Masaka Road damaged by floods under design and build for Katonga Bridge (2.7Km), Lwera Swamp (11.6Km) and Kalandazi Swamp (1.5Km) (UNRA/WORKS/20 22-23/00099) worth UGX 191,421,073,652</p>	<ul style="list-style-type: none"> • The audit noted that by the time of the audit in May 2024, the Contractor was yet to submit to the Entity the required insurance policies in contravention of GCC 18 of the signed contract. • The audit noted that the Contractor stockpiled materials at site without providing any material test certificates for the Engineer's review and approval. This could lead to the use of sub-standard materials. • Despite signing the contract in January 2024, the Contractor had not at the time of the audit fully established the project camp site. 	<ul style="list-style-type: none"> • <i>Contractors Plant and Machinery Insurance Policy valid until 22/03/2025 is attached for reference. Other Insurance policies are still under review;</i> • <i>Permanent works are yet to commence, with the design process still ongoing. No un-approved materials will be used in the</i>

No	Subject of procurement	Issues	Management Response
		<p>Further, although construction was underway at the camp site, the Contractor had not obtained an ESIA for the same in contravention of</p> <ul style="list-style-type: none"> • There were no water abstraction permits in place at the time of the audit. • Slow progress of the designs including delays in submitting the base design statement. 	<p><i>permanent works;</i></p> <ul style="list-style-type: none"> • <i>Camp site construction is within projected time lines when the physical works will commence (October/ November 2024). Currently, design is ongoing, after which, requisite mobilization will be made for the camp site which is almost complete. Preparation of the ESIA is ongoing while the proposed work schedule attached for reference.</i> • <i>The contractor was instructed to acquire all requisite permits including water abstraction permits;</i> • <i>The contractor asked to speed up the design process. Currently the draft design report for Lwera Section has been submitted and is under review.</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
7.	Civil works for the upgrading of the Kabale-Lake	<ul style="list-style-type: none"> • There was no evidence that the Dispute Avoidance and Adjudication Board (DAAB) was 	<ul style="list-style-type: none"> • <i>The DAAB was appointed on 11th December 2023</i>

No	Subject of procurement	Issues	Management Response
	<p>Bunyonyi and Kisoro-Mgahinga (33.2km) from Gravel to Paved (Bituminous) (UNRA/WORKS/20-21/00069) worth UGX 191,421,073,652</p>	<p>appointed within 90 days of commencement of the contract in contravention of Sub-Clause 21.1 of the Particular Conditions of Contract.</p> <ul style="list-style-type: none"> • Failure by the Contractor, Samcrete Egypt Engineers & Contractors to submit adequate advance payment, performance and ESHS securities. • Failure by the Contractor, Samcrete Egypt Engineers & Contractors to submit adequate insurance certificates. • Delayed commencement of works. As at the time of the audit, works were yet to commence. 	<p><i>which was within the contractual timelines. (See attached letter for ease of reference).</i></p> <ul style="list-style-type: none"> • <i>The ESHS security was submitted by the contractor (Samcrete Engineers and Contractors prior to contract signature).</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p> <ul style="list-style-type: none"> • <i>The contractor submitted an advance payment guarantee on 27th December 2023 which was verified and accepted by UNRA. However African Development Bank (AfDB) declined to release advance payment to the contractor citing an issue with the expiration period for expiry of the advance payment guarantee. The contractor has since agreed to amend the guarantee to enable</i>

No	Subject of procurement	Issues	Management Response
			<p><i>payment processing by the AfDB.</i></p> <ul style="list-style-type: none"> • <i>Since receipt by the Contractor of the Advance Payment is a condition precedent to commencement of works, the work is yet to commence.</i> • <i>Insurance Certificates will be obtained upon commencement of works.</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
8.	<p>Civil works for the construction of Busega – Mpigi Expressway (23.7Km) (UNRA/WRKS/16-17/00070) worth UGX 547,543,072,124</p>	<ul style="list-style-type: none"> • Extension of Time No. 5 provided for an extension of the Supervising Engineer’s contract duration from 30th November 2023 to 18th February 2023. Given that the Engineer’s contract was of a timeframe nature, any extensions of time automatically increased the contract price. It was therefore wrong for the Entity not to issue an Addendum to the signed contract as the extension of the same by a total of 15 months had a cost implication of UGX 1,303,625,000 and USD 1,517,666.67 (41.67%) while the proposed extension of the contract to January 2028 would have a cost implication of UGX 9,121,344,722.12 and USD 11,934,722.12. • The audit noted that Extensions of Time No.1, No.2 and No.3 for the civil works contract were granted 	<ul style="list-style-type: none"> • <i>The extensions of time issued to the Engineer were to allow for the continued superintendence to the works whilst UNRA awaited the Banks (African Development Bank – AfDB) no objection for provision of the additional funding for the extended construction supervision period as submitted in UNRA letter of 8th February 2023.</i> • <i>The Bank in their letter of 18th March 2024 granted a no</i>

No	Subject of procurement	Issues	Management Response
		<p>extending the contract duration by 793 days. The audit however noted that it was irregular for the Extensions of Time to have been issued without a corresponding determination of costs related to the time bound obligations which would have resulted into an amendment of the contract or issuance of a variation order after Contracts Committee's approval.</p> <ul style="list-style-type: none"> • The audit reviewed the cash flow projections and noted that the contract amount of UGX 547,543,072,124 is likely be exhausted within by the end of July 2024 and yet the revised work programme indicates that only 41% of physical progress will have been achieved. • Overall physical progress achieved compared to the target amount was at 31.95% against a revised plan of 36.35% by the end of December 2023. The time elapsed for the project is at 49 months, representing 87.78% of the revised contract period. The slippage with respect to elapsed time is at 58.36 % which indicates the Contractor's progress is far behind total elapsed time mainly due to change in scope of work, substantial increase in contract quantities, delayed review of design drawings, lack of ample rock source, failure to open new work fronts, poor planning of works and inclement weather. • The project traverses through predominantly swampy area and the primary material requirement as a foundation treatment is rock. Material supply of this critical rock is below the requirement. The 	<p><i>objection for additional financing of the extended contract implementation inputs for 24 months at a cost of USD 1,998,253. An addendum covering the extended construction period is under processing by UNRA and expected to be finalized by August 2024.</i></p> <ul style="list-style-type: none"> • <i>The Cost implication of the extension of time by the Auditor has not been substantiated and is higher than the actual cost incurred. The Authority noted the response but found that the cost implication was derived from the cost of the time-bound obligations as provided in the signed contract.</i> • <i>The exhaustion of the project budget results from the increase in scope of the works because of the project design update to increase</i>

No	Subject of procurement	Issues	Management Response
		<p>Contractor secured only one quarry until now which is 30Km away from the project Site. Meanwhile, the Contractor is purchasing rock from two additional commercial quarries to meet the demand. However, the maximum total supply of rock achieved in this month is 99,983.86 tons which is far below the required total amount of rock in the project. The project total demand for rock is about 4 million tons.</p> <ul style="list-style-type: none"> • Aggregates production for concrete, crushed subbase and base course are the vital activity for the timely completion of the project and the Contractor has failed to produce crushed aggregates up to the reporting month of December 2023. Meanwhile, the Contractor is purchasing concrete aggregate from commercial suppliers in small quantities to meet the demand for the current pile works and box culvert constructions. • The Contractor succeeded installing one crusher and made operational by the end of August 2021. The crusher is now engaged in crushing for blinding dumped rock to pioneer layer. It is to be noted that the Contractor had planned to mobilize two crushers in the Contract document. The other crusher plant has missing spare parts and could not start operations yet until the reporting month of December 2023. The asphalt plant is installed at Km 27+400 LHS but it is not yet commissioned to operate. • The main concern currently in the project is failure of the Contractor to plan his activities and open new work fronts in the available free 	<p><i>functionality and performance of the expressway.</i></p> <ul style="list-style-type: none"> • <i>UNRA in a letter of 7th July 2023 informed MoFPED of the need to source additional funding for the financing of the revised project scope.</i> • <i>MoFPED in a letter of 22nd January 2024 submitted a request for the supplementary financing to the African Development Bank for the project.</i> • <i>AfDB in a letter of 5th February 2024 informed UNRA and MoFPED of the preparation mission for additional project financing which was held between 14th and 23rd February 2024. The tentative loan processing schedule has loan negotiation in august, board presentation in September and loan signature in October 2024.</i> • <i>The Auditor's observations are derived from the</i>

No	Subject of procurement	Issues	Management Response				
		<p>sections from Km 8+700 – Km 20+000. The works should be diversified instead of concentrating on three activities of swamp treatment, box culvert and earthworks.</p> <ul style="list-style-type: none"> • Poor planning and designs leading to multiple variation orders. • Delays in approval of variation orders. The Engineer had submitted Design Review Version 04 in April 2021 which the Employer gave no objection in the month of October 2021. Meanwhile, in the month of September 2021, the Engineer requested the Contractor to submit a variation proposal as soon as practicable in accordance with GCC 13.3 (Variation Proposal) due to the significant changes introduced in the final design drawings. The Contractor submitted his proposal and the Engineer has evaluated the same and forwarded to the Employer's negotiations and approval on 28th June 2022 and revised version on 27th March 2023. The Engineer's has yet to receive approval of the variation order. • The Contractor has supplied most of the Engineer's survey equipment. In terms of value the mobilization rating of the Engineer's survey equipment still stands at 97% this month. The Engineer reminded the Contractor to supply the remaining few accessories through the Engineer's letter Ref. No.: DOHWA-UBM-RE/21-288, dated 28th May 2021. The equipment yet to be supplied are as follows: <table border="1" data-bbox="657 1793 1141 1932"> <thead> <tr> <th data-bbox="657 1793 735 1846">No.</th> <th data-bbox="735 1793 1141 1846">Equipment Description</th> </tr> </thead> <tbody> <tr> <td data-bbox="657 1846 735 1932">1</td> <td data-bbox="735 1846 1141 1932">Digital level external batteries (Topcon)</td> </tr> </tbody> </table>	No.	Equipment Description	1	Digital level external batteries (Topcon)	<p><i>Monthly Progress Report provided by UNRA.</i></p> <ul style="list-style-type: none"> • <i>The contractor currently is operating 2 quarries (Kakiri and Kaki) and has identified 2 more rock sources which will be secured after signing the civil works addendum.</i> • <i>The contractor as of June 2024 had executed 65% i.e. 2,720,296 tones of the 2,926,223 tons of dump rock for swamp treatment in the revised scope.</i> • <i>The contractor has identified adequate quantities for aggregates from Kakiri quarry, and by June 2024, he has completed all pile works, 49 out of 78 box culverts, 16 out of 26 (60%) abutment bridges have been completed.</i> • <i>At the time of the audit, the spare parts hadn't been sourced by the contractor and the second crusher at Kakiri is now operational.</i> • <i>The asphalt plant</i>
No.	Equipment Description						
1	Digital level external batteries (Topcon)						

No	Subject of procurement	Issues	Management Response
		<p>2 RTK facilities: Required (GPS External Radio with accessories, radio antenna and cables):</p> <ol style="list-style-type: none"> 1. Topcon SRL-35 UHF GPS base radio. 2. Radio power connection cables 3. GPS connection (Communication) cables (toRadio) 4. External radio antenna. 5. External antenna connection cable. 6. External antennamount. 	<p>1 shall start production after completion of earthworks, subbase, and sub grade layers.</p> <p>To be supplied of</p> <ul style="list-style-type: none"> • Swamp treatment, box culverts and earthworks are the preliminary activities to be undertaken prior to construction of the pavement layers.
		<p>3 Data processing software (for GPS and Total Station):</p> <ol style="list-style-type: none"> 1. Fully licenced Magnet Office Solutions Software) Topcon. <ul style="list-style-type: none"> • The last Access to Site for the remaining portion of the expressway was granted in the month of August 2021, improving the project access to a 100%. It is to be noted that 100% access to and possession should have been formally handed over after 18 months (i.e. by 22nd May 2021) from commencement. Access to and possession were granted in stages; where 34% of the main expressway (9.1 kilometres from Km 26+500 – Km 35+605) was granted to at Commencement date of the project. Another 5.1 km (from Km 21+000 to Km 26+100) and 0.4 km (Km 26+100 – Km 26+500) were handed over to the Contractor on the 10th September 2020 and 19th April 2021 respectively. Finally, the remaining 45.31% (from Km 8+700 – Km 21+000) was handed after 21 months on 18th of August 2021. 	<p>1 opened up multiple work supplied to increase his productivity.</p> <ul style="list-style-type: none"> • The justification for design changes as reported by the UNRA team responsible for designs was as follows: • Provision of required interchanges and link roads; • Harmonization with Standard Gauge Railway (SGR); • The need to avoid an existing factory at Mpigi; • Provision of requirements for a toll road. • Compliance with expressway design standards; and, • The need to minimize

No	Subject of procurement	Issues	Management Response																																																		
		<p>Status of Encumbrances in the right-of-way along all the road sections</p> <table border="1" data-bbox="625 342 1105 1499"> <thead> <tr> <th data-bbox="625 342 824 591"></th> <th data-bbox="829 342 862 591">In Km</th> <th data-bbox="867 342 971 591">Free Section In Km</th> <th data-bbox="976 342 1024 591">%</th> <th data-bbox="1029 342 1105 591">Group %</th> </tr> </thead> <tbody> <tr> <td data-bbox="625 598 824 682">Main Road (Km 21+000 - Km 35+605)</td> <td data-bbox="829 598 862 682">14.60</td> <td data-bbox="867 598 971 682">13.73</td> <td data-bbox="976 598 1024 682">94.01%</td> <td data-bbox="1029 598 1105 682">81.14%</td> </tr> <tr> <td data-bbox="625 689 824 773">Main Road (Km 8+700 - Km 21+000)</td> <td data-bbox="829 689 862 773">12.30</td> <td data-bbox="867 689 971 773">8.10</td> <td data-bbox="976 689 1024 773">65.85%</td> <td data-bbox="1029 689 1105 773"></td> </tr> <tr> <td data-bbox="625 780 824 864">Link Road 1</td> <td data-bbox="829 780 862 864">2.847</td> <td data-bbox="867 780 971 864">2.85</td> <td data-bbox="976 780 1024 864">100.00%</td> <td data-bbox="1029 780 1105 864"></td> </tr> <tr> <td data-bbox="625 870 824 954">Link Road 2</td> <td data-bbox="829 870 862 954">10.386</td> <td data-bbox="867 870 971 954">0.00</td> <td data-bbox="976 870 1024 954">0.00%</td> <td data-bbox="1029 870 1105 954">28.29%</td> </tr> <tr> <td data-bbox="625 961 824 1045">Link Road 3</td> <td data-bbox="829 961 862 1045">1.188</td> <td data-bbox="867 961 971 1045">1.00</td> <td data-bbox="976 961 1024 1045">84.18%</td> <td data-bbox="1029 961 1105 1045"></td> </tr> <tr> <td data-bbox="625 1052 824 1136">Link Road 4</td> <td data-bbox="829 1052 862 1136">1.300</td> <td data-bbox="867 1052 971 1136">0.60</td> <td data-bbox="976 1052 1024 1136">46.15%</td> <td data-bbox="1029 1052 1105 1136"></td> </tr> <tr> <td data-bbox="625 1143 824 1272">Service Road - 3 (Km 0+000 - Km 2+772.9619)</td> <td data-bbox="829 1143 862 1272">2.773</td> <td data-bbox="867 1143 971 1272">2.77</td> <td data-bbox="976 1143 1024 1272">100.00%</td> <td data-bbox="1029 1143 1105 1272"></td> </tr> <tr> <td data-bbox="625 1279 824 1363">Service Road - 4 (Km 0+000 - Km 1+573.33)</td> <td data-bbox="829 1279 862 1363">1.816</td> <td data-bbox="867 1279 971 1363">1.57</td> <td data-bbox="976 1279 1024 1363">86.63%</td> <td data-bbox="1029 1279 1105 1363"></td> </tr> <tr> <td data-bbox="625 1369 824 1499">Relocation Roads (Km 8+700 - Km 21+000)</td> <td data-bbox="829 1369 862 1499">2.473</td> <td data-bbox="867 1369 971 1499">2.47</td> <td data-bbox="976 1369 1024 1499">100.00%</td> <td data-bbox="1029 1369 1105 1499">100.00%</td> </tr> </tbody> </table>		In Km	Free Section In Km	%	Group %	Main Road (Km 21+000 - Km 35+605)	14.60	13.73	94.01%	81.14%	Main Road (Km 8+700 - Km 21+000)	12.30	8.10	65.85%		Link Road 1	2.847	2.85	100.00%		Link Road 2	10.386	0.00	0.00%	28.29%	Link Road 3	1.188	1.00	84.18%		Link Road 4	1.300	0.60	46.15%		Service Road - 3 (Km 0+000 - Km 2+772.9619)	2.773	2.77	100.00%		Service Road - 4 (Km 0+000 - Km 1+573.33)	1.816	1.57	86.63%		Relocation Roads (Km 8+700 - Km 21+000)	2.473	2.47	100.00%	100.00%	<p><i>community severance.</i></p> <ul style="list-style-type: none"> • <i>The design update has been completed by the Consultant to adapt the expressway design to the revised project alignment and optimize the project scope.</i> • <i>Given the significant increase in scope and cost, UNRA engaged an independent consultant to review the variation proposal and a report was submitted on 14 March 2024. The Engineer is now incorporating comments from the independent reviewer and submit an updated variation proposal to UNRA for consideration.</i> • <i>The remaining equipment/accessories are not affecting the progress of works but the contractor has been instructed to supply the remaining accessories.</i> • <i>Payment of IPCs is based on actual equipment supplied.</i> • <i>Compensation</i>
	In Km	Free Section In Km	%	Group %																																																	
Main Road (Km 21+000 - Km 35+605)	14.60	13.73	94.01%	81.14%																																																	
Main Road (Km 8+700 - Km 21+000)	12.30	8.10	65.85%																																																		
Link Road 1	2.847	2.85	100.00%																																																		
Link Road 2	10.386	0.00	0.00%	28.29%																																																	
Link Road 3	1.188	1.00	84.18%																																																		
Link Road 4	1.300	0.60	46.15%																																																		
Service Road - 3 (Km 0+000 - Km 2+772.9619)	2.773	2.77	100.00%																																																		
Service Road - 4 (Km 0+000 - Km 1+573.33)	1.816	1.57	86.63%																																																		
Relocation Roads (Km 8+700 - Km 21+000)	2.473	2.47	100.00%	100.00%																																																	

No	Subject of procurement	Issues	Management Response
			<p>challenges on the project have been due to:</p> <ul style="list-style-type: none"> • Inadequate budget for compensation • Disputes (over ownership); • Rejection of the Approved Compensation amounts by certain PAPs; • Landlords and Tenants disagreements with regard to consents; • Some PAPs are taking long to acquire documents to enable UNRA process their compensation; • The status of land acquisition to date has been annexed.
9.	<p>Civil Works for the Upgrading of Rukungiri-Kihihi-Ishasha / Kanungu Road (78.5km) to Bituminous Standards (UNRA/WORKS/2017-18/00002) worth UGX 207,834,646,967</p>	<ul style="list-style-type: none"> • Works commenced on 5th November 2018. The road was to be completed within 36 months. At the time of the audit the physical progress lagged behind time and planned progress. The overall time spent was 100% of the revised completion period while physical progress is at 96.5%. • Whereas the initial 30% site possession was given in a timely manner, the subsequent 30% was not provided in a timely manner. Site possession of Rukungiri-Nyakashara (Km 0+000 to 20+000) was effectively granted on 24th July 2019, 80 days after it was due on 4th May 2019. Furthermore, the cumulative portion of the site handed over to the Contractor was 	<ul style="list-style-type: none"> • The project is substantially completed and the Engineer issued a taking over certificate of the works on 8th November 2023 and the project is in Defects Liability Period. • Delayed compensation of land was due to delayed disbursements from the Ministry of Finance, Planning and Economic

No	Subject of procurement	Issues	Management Response
		<p>59.4% which was less than the contractual 60% required within 6 months of commencement.</p> <ul style="list-style-type: none"> • Delayed establishment of Engineer's laboratory and using joint laboratory. Equipment for Engineer's laboratory were not supplied until August 2019 while the equipment was not delivered until October 2020. • Delayed commencement of earthworks and pavement works which constitute 47% of overall physical works; cited reasons included poor management of contractor's activities and poor condition of equipment. • Delay in identification and acquisition of quarry sites for over one year, from commencement to September 2019 and subsequently delay in setting up of crusher plant which was essential for rock fill works, concrete, CRS and asphalt works that took up 47% weighting of the contract sum. Operations at the crusher plant started in March 2020. • Delay in installation of Asphalt plant and then delayed arrival of experts who came in September 2020. Eventually first trial section of Asphalt was carried out in December 2020 (26 months) after commencement. • Delays in utility relocation. The Contractor delayed to appoint Sub-contractors for relocation of power utilities relocation works. • Delays in handover of 40% of the road within 60% of the contract duration in contravention of GCC 1.1.3.3 and GCC 1.1.5.6 of the signed contract. 	<p><i>Development. Inadequate releases meant that all PAPs could not be paid at the same time.</i></p> <ul style="list-style-type: none"> • <i>The Employer claimed delay damages for delayed establishment of the laboratory under clause 8.2 of the Conditions of Contract and clause 1410 (b) of the special specifications UGX 294,536,412 was paid by the contractor under Interim Payment Certificate No 8. (Refer to Annex 1)</i> • <i>The Contractor was tasked to mobilise more equipment and also change the top management of the project. More competent personnel were also mobilized (Refer to annex 2 attached).</i> • <i>Delays in acquisition of the quarry were due to inadequate presence of rock that meets quality specifications as well as</i>

No	Subject of procurement	Issues	Management Response
		<ul style="list-style-type: none"> • Delays by the Contractor in submitting revised work programmes despite its slow progress of works in contravention of GCC 8.3 of the contract. • Addendum No. 1 of the signed contract extended the contract duration by 4.1 months expiring on 15th August 2023. It was however noted that the works were completed on 8th November 2023, 3 months after expiry of the contract. 	<p><i>Environment and Social Safeguards requirements. The previously identified rock sources were densely inhabited and would cause severe social and environment disruptions.</i></p> <ul style="list-style-type: none"> • <i>The delays in setting up the asphalt plant was due to closure of the borders due to COVID 19 restrictions.</i> • <i>UNRA is now engaging the utility providers directly to identify the affected utilities and provide scoping in order to mitigate any delays</i> • <i>The contractor handed over the whole road to the employer</i> • <i>The contractor submitted revised programs as when requested by the Engineer (annex 4 submission of revised works program)</i> • <i>The contract was extended to 30th November 2023 due to sections of land that were not available to the</i>

No	Subject of procurement	Issues	Management Response
			<p><i>contractor. The contract is still valid as we are in the Defects Liability Period (annex 5 EoT Civil works)</i></p>
10.	<p>Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth UGX 416,337,936,348.42</p>	<ul style="list-style-type: none"> • SCC 1.1.5.6 of the contract provided that 30% of the length of the road was to be substantially completed within 60% of the contract period with a delay penalty of 0.015% of the contract price per day. The Authority noted that although Contractor failed to complete 30% of the length of the road as per SCC 1.1.5.6, the Entity did not charge the provider for the breach of contract. • Slow progress of works. The audit noted that at the time of the audit in March 2023, physical progress was at 36.2% against a time progress of 93.8%. 	<ul style="list-style-type: none"> • <i>The contractual provision for sectional completion of 30% section of the road within 60% of the contract period was contested by both Contractors (Sadeem Al Kuwait for Lot1 & Gulsan for Lot2) due to the contradiction between Sub-Clause 1.1.5.5 of the Particular Conditions (PCC) and the Contract data under Sub-Clause 1.1.5.6 of the two contracts. Whereas Sub-Clause 1.1.5.6 of the PCC provided that "section" means a part of the works specified in the Contract Data as a Section (If any), the Contract Data under Sub-Clause 1.1.5.6 [Sections] specified as "None".</i> • <i>The two Contractors considered the</i>

No	Subject of procurement	Issues	Management Response
			<p>provision for sectional completion was not supported by the contract. The Contractor for Lot1 (Sadeem Al Kuwait) referred the matter to the Dispute Board (DB). The DB decision was as follows:</p> <ul style="list-style-type: none"> • The provision for sectional completion was not supported under the contract and there is no contractual requirement to complete the works in sections. • The Employer cannot charge delay damages if the Contractor fails to substantially complete any sections in time. i.e. fails to complete 30% of the length of the road within 60% of the contract period. • However, should the Contractor fail to complete the works within the time for completion i.e. completion date or revised completion

No	Subject of procurement	Issues	Management Response
			<p>date, then delay damages may become payable subject to Sub Clause 2.5[Employer's Claims] and other requirements of the contract. UNRA reviewed the DB's decision and found it acceptable. A copy of the DB decision is attached.</p> <p>The Authority noted the response but found that no evidence was adduced.</p> <ul style="list-style-type: none"> • The slow progress of the works noted, that at the time of the audit in March 2023, physical progress was at 22.14% against a time progress of 62.53% is mainly due to the challenges encountered from project start that included: • Unforeseen/unexpected need to update the design due to the changed flood level in the project location. The design review undertaken by the

No	Subject of procurement	Issues	Management Response
			<p><i>Supervision Consultant M/s Dar Al-Handasah revealed that there was need to enhance the drainage system and raise the road profile in order to achieve the project objectives. The design update was undertaken in a phased manner while some construction works were being carried out to mitigate the delays. The design update was completed in May 2022.</i></p> <ul style="list-style-type: none"> <i>Delayed access and obstructions to some parts of the site due to the land acquisition challenges. land compensation is being undertaken concurrently while the construction progresses. there are delays in the compensation process due to absentee PAPs, prolonged process of verification of legal documents in the various courts without response; for example, letters of administration,</i>

No	Subject of procurement	Issues	Management Response
			<p><i>court rulings, etc., disputed ownerships of both un-registered and registered land and inadequate funding leading to delay in payment of PAPs.</i></p> <ul style="list-style-type: none"> • <i>Unexpected abnormal have continuous rains in the project location have also affected the progress of the works.</i> • <i>Due to the above mentioned challenges, the Contractor submitted claims for extension of the time for completion (EoT) and cost compensation that are at various stages of evaluation by the Supervision Consultant (Engineer).</i> • <i>Despite these challenges, the contractors have been asked and put up strategies that are being implemented with the view of recovering some of the lost time, including; increased mobilization of resources, working extra hours and</i>

No	Subject of procurement	Issues	Management Response
			<p><i>subcontracting parts of the works by the main Contractors.</i></p> <ul style="list-style-type: none"> <i>The contracts of the civil works of upgrading Lot1: Rwenkunya-Apac Road (90.9 Km) and Lot2: Apac-Lira-Puranga Road (100.1 Km) have valid performance securities and therefore UNRA, the Employer is adequately protected against the risk of non-performance by the providers.</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
11.	<p>Design and build for upgrading of Kira-Matugga road and improvement of 5 No. Junctions (UNRA/WRKS/2018-2019/00081) worth UGX 200,398,059,014</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 19th January 2021 after signing of the contract on 11th September 2020. • Based on the Contractor's approved baseline programme of works of 29th June 2022, permanent works were supposed to commence on 15th August 2021. However, the works only commenced on 3rd November 2021 and when assessed against the approved baseline programme of works, to date most of the activities are significantly behind schedule. Approximately 101.19% of the original period of performance elapsed to 31st January 2024, the 	<ul style="list-style-type: none"> • <i>Contractor's detailed design was submitted in his letter dated 8th September 2021</i> • <i>The delays in finalizing of the detailed design by the contractor was affected by the Covid-19 lockdown which restricted the movement of personnel thereby affecting the implementation of</i>

No	Subject of procurement	Issues	Management Response
		<p>physical progress of works was approximately 42.28% against a program target of 100% (based on the approved baseline program of works running up to 18th January 2024); translating into a programme slippage of approximately 632 days since the commencement of works on 19th January 2021. The main factors that delayed the commencement of physical works and have continued to affect the progress of permanent works to date are:</p> <ol style="list-style-type: none"> i. Delay to complete the designs ; ii. Shortfalls in the Contractor's site management and; iii. Delay to expropriate land for the permanent works. Clause 2.1 of the Appendix to the Bid requires the Employer to complete land expropriation and handover the unencumbered site to the Contractor by close of the day on 19th September 2021. However, to date (more than 28 months later), the Employer has expropriated just over 50% of the total required land for the permanent works. <ul style="list-style-type: none"> • Irregular issuance of a change order. By a letter dated 6th June 2023, Change Order No. I covering the increment of time for completion by 365 days, payment for materials on site, provision of a guarantee in lieu 	<p><i>relevant inputs/activities into the design process. These included Geotechnical & Materials Investigations, Traffic Surveys, Topographic Surveys.</i></p> <ul style="list-style-type: none"> • <i>The delayed expropriation of land for the works has been occasioned by the complexities and challenges in the land acquisition process which have delayed the compensation process. The challenges include:</i> <ol style="list-style-type: none"> i. <i>Disputes on compensation amounts between UNRA and the Project Affected Persons (PAPs)</i> ii. <i>Absentee landlords along the project corridor</i> iii. <i>Lack of proper documentation on proof of ownership of land</i> iv. <i>Disputes over ownership of land between</i>

No	Subject of procurement	Issues	Management Response										
		<p>of actual retention of money and revised provisions for sectional completion of the works was issued to the Contractor. The Authority however found that the introduction of new terms to the Contract necessitated amendment of the Contract and not the issuance of a change order. The Contract Manager and Accounting Officer usurped the Powers of the Contacts Committee.</p> <ul style="list-style-type: none"> The audit noted that at the time of the audit, the Contractor's insurance certificates had all expired as indicated below: <table border="1" data-bbox="660 902 1134 1384"> <thead> <tr> <th>Description</th> <th>Expiry Date</th> </tr> </thead> <tbody> <tr> <td>Contractors All Risk Insurance (CAR)</td> <td>18th March 2024</td> </tr> <tr> <td>Contractors Plant and Machinery Insurance (CPM)</td> <td>17th March 2024</td> </tr> <tr> <td>Group Personal Accident Insurance</td> <td>17th March 2024</td> </tr> <tr> <td>Professional Indemnity Insurance</td> <td>21st January 2024</td> </tr> </tbody> </table> <ul style="list-style-type: none"> Failure by the Contractor to fully mobilize. The contractor had by the time of the audit mobilized 71% of required equipment. Failure by the Contractor to fully mobilize key staff. Only 3 of the 11 required key staff were mobilized by the time of the audit. The Contractors Certificate of approval of Environmental Impact Assessment for the quarry expired on 22nd December 2023. According to the Contractor's approved baseline programme of 	Description	Expiry Date	Contractors All Risk Insurance (CAR)	18 th March 2024	Contractors Plant and Machinery Insurance (CPM)	17 th March 2024	Group Personal Accident Insurance	17 th March 2024	Professional Indemnity Insurance	21 st January 2024	<p>PAPs</p> <p>v. Moreover, the budget suppression suffered across government departments has affected the compensation process as inadequate funding remains prevalent.</p> <ul style="list-style-type: none"> Regulation 55 (1) of the PPDA (Contracts) Regulations 2014 provides that: "A change in the contract which increases the price of the original contract beyond 0.1% in the case of a single change or 1% cumulatively shall be effected by amending the contract." The Change Order for payment for materials on site, provision of a on demand retention guarantee in lieu of actual retention of money and revised provisions for sectional completion of the works was issued to
Description	Expiry Date												
Contractors All Risk Insurance (CAR)	18 th March 2024												
Contractors Plant and Machinery Insurance (CPM)	17 th March 2024												
Group Personal Accident Insurance	17 th March 2024												
Professional Indemnity Insurance	21 st January 2024												

No	Subject of procurement	Issues	Management Response
		<p>works submitted by a letter dated 29th June 2022, all designs were to be completed by 20th July 2021 (including the Employer's reviews and approvals) and physical works were supposed to commence on 1st August 2021. However, because of the delay in completing the designs and the delayed land expropriation for the works, provisional approval of the designs was only granted on 4th October 2021 and physical works commenced on 3rd November 2021. By the time of the audit, Contractor hadn't submitted the required final detailed design report.</p> <ul style="list-style-type: none"> • The Contractor's waste management licenses had expired by the time of the audit. 	<p><i>the Contractor to minimize Employer's risk of Contractor's claims and project delay.</i></p> <ul style="list-style-type: none"> • <i>The Change Order issued did not result in an increase in the "price of the original contract" and therefore did fit the requirements for issuance of an "addendum" in accordance with Regulation 55 (1) of the PPDA (Contracts) Regulations 2014.</i> • <i>Please find attached the status of insurance certificates and guarantees under the project.</i>

No	Subject of procurement	Issues	Management Response	
			Description	Expiry Date
			Contractors All Risk Insurance (CAR)	18 th March 2024
			Contractors Plant and Machinery Insurance (CPM)	17 th March 2024
			Group Personal Accident Insurance	17 th March 2024
			Professional Indemnity Insurance	21 st January 2024
			<p><i>The Authority reviewed the Project S Curve and noted that the equipment mobilised by the Contractor was not commensurate to the scope of works at the time of the audit.</i></p> <p><i>The Authority reviewed the progress reports as prepared by the Supervising Consultant and noted that the Contractor did not mobilise all the required key staff. Only 3 of 11 key staff were mobilised as per the progress reports.</i></p> <ul style="list-style-type: none"> • <i>The Environmental Impact Assessment certificate is in place.</i> • <i>Expiry date of NEMA license for</i> 	

No	Subject of procurement	Issues	Management Response
			<p><i>Contractor's quarry is November 2025.</i></p> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p>
12.	<p>Design and build for upgrading of Najjanakumbi Busabala Road and Munyonyo Spur Improvements and service Roads (UNRA/WRKS/2018-2019/00079) worth UGX 258,823,694,110</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 4th August 2021 after signing of the contract on 8th September 2020. • Slow progress of works. The physical progress was 35.4% against a time progress of 110.6%. • As a result of delayed implementation of the civil works contract, the inputs as provided in the Supervising Consultant's contract were expended in April 2024 and yet on 35.4% of physical progress had been achieved. This implies that the Entity did not achieve value for money 	<ul style="list-style-type: none"> • <i>Delayed commencement of works is attributed to the COVID-19 pandemic which led to delayed mobilization of staff and delayed completion of detailed designs.</i> • <i>Slow progress was attributed to:</i> • <i>Delayed access to certain sections of the site by the Contractor due to delayed land acquisition process as a result of inadequate funding;</i> • <i>Delayed payment of the Contractor's interim payment certificates due to inadequate funds. This led to the poor Contractor's cashflow hence inadequate mobilization and scaling down of the level of the works.</i>
13.	<p>Civil works for the rehabilitation of Olwiyo-Packwach</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 11th August 2022 after signing of the contract on 5th March 2022. 	<ul style="list-style-type: none"> • <i>The civil works contract was signed on 22nd December</i>

No	Subject of procurement	Issues	Management Response
	62.5 Km (UNRA/WRKS/2020-21/00130) worth UGX 177,443,228,975	<ul style="list-style-type: none"> • Slow progress of works. The physical progress was 4.6% against a time progress of 42%. 	<p>2021 in the FY 2021/2022. However, no funds had been allocated to the project within that financial year.</p> <ul style="list-style-type: none"> • The project commenced on 1st July 2022 after funds had been allocated in the FY 2022/2023 budget • The delays in commencement were due to the current requirement by Ministry of Finance, Planning and Economic Development (MoFPED) where civil works cannot commence until funds availability is confirmed through a budget allocation. • The funds for advance payment were released by MoFPED on 3rd December 2022, when the project time elapsed was about 21%. The delays in the availability of funds affected the rate of progress at the initial stages of project execution. • In case of failure to complete works within the Time for Completion as a

No	Subject of procurement	Issues	Management Response
			<p><i>result of the Contractor's default, Subclauses 2.5 (Employer's claims) and 8.7 (delay damages) of the GCC shall however be evoked.</i></p>
14.	<p>Civil works for rehabilitation Busunju-Kiboga-Hoima Road(145km) (UNRA/WRKS/21-22/00369) worth UGX 309,073,180,813</p>	<ul style="list-style-type: none"> • Slow works progress. The project commenced on 10th May 2023 with a contract completion of 9th May 2026. As per the project s-curve, the planned accumulative planned physical progress was supposed to be at 8.7%. However, at the time of the audit, the cumulative actual physical progress was 0.6% with at time lapse of 24.34%. The physical works were affected by: <ol style="list-style-type: none"> i. Delayed provision of the Engineer's laboratory equipment which impacted on the quality control of the works, since even the temporary equipment provided by the contractor faces frequent breakdowns and also lack of reliable power supply for the laboratory equipment, ii. Delays in identification of suitable material sources to be incorporated into the permanent works as well as their procurement will further result into delays, iii. Delays in submission of method statements for the activities for the Engineer's review and subsequent approval, iv. Delays in the mobilization of the required plant and equipment by the Contractor. The equipment that has been mobilized is not adequate for the current scope of work. 	<ul style="list-style-type: none"> • <i>The laboratory equipment were supplied in January 2024.</i> • <i>The pending equipment is the mobile weighbridge for which the Employer is yet to issue the specifications.</i> • <i>Most of the material sources have been identified and have been approved by the Engineer.</i> • <i>The remaining unapproved sources are for ancillary works i.e. street lighting, road marking, guardrails and road signs (The Contractor has submitted his proposed sources and the Engineer requested for samples to assess the performance before placing on the road).</i> • <i>The method statements have since been</i>

No	Subject of procurement	Issues	Management Response
		<p>v. Despite receiving advance payment, it has been noted that the contractor is experienced cash flow problems leading to delays in payment of his workers, procurement of resources and attendance upon the Engineer.</p> <ul style="list-style-type: none"> • Non-delivery of two vehicles for use by the Engineer. The contract provided for a total of 8 vehicles for the project; 6 for use by the Engineer and 2 for use by the employer. However, by January 2024, only 5 had been delivered for the Engineer and 1 for the employer. The contractor had not delivered the remaining 2. • By January 2024, the Contractor had not yet submitted the strip map for the entire existing utilities for the road. 	<p><i>submitted and approved by the Engineer</i></p> <ul style="list-style-type: none"> • <i>The Contractor has mobilized key equipment as shown in the attached table (the progress is at 80%). Mobilization of equipment is still ongoing to meet the Contract requirements.</i> • <i>Regarding, advance payment, this has been addressed.</i> <p><i>The Authority noted the response but found that no evidence was adduced.</i></p> <ul style="list-style-type: none"> • <i>The Contractor raised 2 IPCs. IPC No. 1 amounting to 10bn was paid and IPC No. 2 amounting to Ugx 4.89bn is under internal review at UNRA.</i> • <i>To improve cash flow, the Contractor has received funding support from UDB to support the project works.</i> • <i>These were delivered in February 2024. RFI attached.</i>

No	Subject of procurement	Issues	Management Response
			<p><i>The Authority noted the response but found that no evidence was adduced.</i></p> <ul style="list-style-type: none"> • <i>This was completed, utility owners were contacted and responses have been received from UMEME and MWE. Response from NWSC is awaited.</i>
15.	<p>Civil works for upgrading of Luwero-Butalangu Road (29.72km) from gravel to (Bitumen) paved standard (UNRA/WRKS/202 1-22/00100) worth UGX 93,846,360,134</p>	<ul style="list-style-type: none"> • Slow progress or works. At the time of the audit in March 2024, the Contractor had executed only 1.59% physical works against a planned progress of 20.55%. • The Consultant's professional indemnity referenced 010/051/1/000495/2019 expired on 10th October 2023. 	<ul style="list-style-type: none"> • <i>The civil works commenced on 1st June 2023 and was followed by 3 months of mobilization. The slow progress of works was majorly due to the following;</i> <ul style="list-style-type: none"> <i>i. Delayed relocation of utilities within the right of way handed over to the contractor,</i> <i>ii. Inclement weather experienced from October to December 2023,</i> <i>iii. Additional geotechnical investigations required in</i>

No	Subject of procurement	Issues	Management Response
			<p>swamp sections</p> <p>iv. Delayed compensation of PAPs in some sections of the right of way handed over to the contractor</p> <ul style="list-style-type: none"> The validity of the Consultant's Professional Indemnity was extended from 9th October 2023 to 8th October 2026 Reference number P/100/5011/2023/0039. <p>The Authority noted the response but found that no evidence was adduced.</p>
16.	<p>Design and build of Masindi-Biiso, Kabale-Kiziramfumbi and Hohwa-Nyairongo-Kyarushesha-Butole Road Upgrading Project(97KM)- Package 5 (UNRA/WRKS/16-17/00110/05) worth UGX 595,736,808,038</p>	<ul style="list-style-type: none"> The sectional handover of 30% of the length of road made up of continuous sections of the road as proposed by Contractor was to be completed within 550 days (50% of the Contract Period) from the works commencement date. This milestone was revised by Addendum No.1 to 660 days (60% of the Contract Period) thus revising the date of completion of the 30% section from 25th October 2020 on 18th February 2021. The Contractor had not completed the 30% section by the end of the reporting period. Slow progress of works. By the audit in March 2024, cumulative planned and achieved physical progress was 100% and 83.49% 	<ul style="list-style-type: none"> The land acquired on the 30% Section was not continuous containing numerous obstructions in the right of way which were only completely removed in July 2023. This affected the Contractor's completion of the 30% section for handover and the Contractor was granted extension of time. The Contractor applied for takeover of the

No	Subject of procurement	Issues	Management Response
		<p>respectively and cumulative planned and achieved financial progress was 100% and 84.12% respectively.</p> <ul style="list-style-type: none"> The Contractor was expected to execute 20% of physical works within 12 months from the commencement date. The pre-financing period expired on 24th April 2020 and the Employer and Contractor signed an addendum No.01 on 11th September 2020 extending the pre-financing period by another 3 months which also expired on 24th July 2020. The Contractor executed 4.36% of physical progress during the initial pre-financing period and 7.1% of physical progress after extension of the period of pre-financing by an Addendum No.01. 	<p>30% section but their application was rejected because they hadn't completed road marking and signage. The Contractor is currently addressing these concerns and will hand over both Hohwa-Nyairongo-Kyarushesha-Butole and Kabale-Kiziranfumbi roads comprising 52% completed section. Upon issuance of the takeover certificate, the Contractor will be charged delay damages for which a notice was already given.</p> <ul style="list-style-type: none"> The slow progress has been attributed to obstructions in the right of way comprising of 1.2 km not yet acquired and cash flow problems of the contractor arising out of delayed payments with the outstanding amount now at UGX 113 Billion and works have slowed down since December 2023. A notice for the

No	Subject of procurement	Issues	Management Response
			<p><i>Contractor's failure to meet the pre-financing target of 20% within pre-financing period was issued and an employers claim issued and determined in favor of the employer by the Engineer for an amount of UGX 5.7Bn. This was however overturned by a DAAB decision citing that the Employer did not put a penalty clause in the Contract for failure to meet the pre-financing target. Whereas, a notice of dissatisfaction with the DAAB decision was issued and amicable settlement proceedings conducted, agreement has not yet been reached and the DAAB decision still stands.</i></p>
17.	<p>Remedial works on Ntungamo-Kabale-Katuna Road (UNRA/WRKS/20-21/00134) worth UGX 53,589,419,290</p>	<ul style="list-style-type: none"> • Delayed commencement of works on 1st November 2023 after signing of the contract on 27th January 2023 despite payment of advance on 27th June 2023. • Delayed mobilization. The Contractor had by the time of the audit in March 2024 not fully mobilized which hindered progress of works. Although the Contractor 	<ul style="list-style-type: none"> • <i>The contract scope was borne out of an investigation by Transport Research Laboratory (TRL) to mill and replace the wearing course with AC 20 asphalt from Km 95+000 to Km 130+000 and to</i>

No	Subject of procurement	Issues	Management Response
		<p>had established its camp 500m off the project road at km 95+100RHS at Kyobwe ward, Rwentobo-Rwahi Town Council, the asphalt plant and laboratory had not been mobilized by the time of the audit.</p> <ul style="list-style-type: none"> • By the time of the audit, time progress was at 25% whilst only Contractor's and Engineer's establishment had been accomplished by the Contractor. 	<p>lay DBST for the section 130+000 to 159+700.</p> <ul style="list-style-type: none"> • The Employer signed a Contract on 27th January 2023 in accordance with the recommendations of TRL. • On 24th February 2023, the Employer appointed a project manager to review the design and administer the contract. • On 20th April 2023, the project manager submitted his report arising out of a detailed visual condition assessment of the project, noting the adverse defects that the project had suffered necessitating additional investigations and design update. • The Employer has undertaken various activities including geotechnical investigations, topographic surveys and pavement design culminating in the design update produced and shared with the

No	Subject of procurement	Issues	Management Response
			<p>Project Manager on 24th June 2024.</p> <ul style="list-style-type: none"> The Contractor is now fully mobilized and works are expected to start in July 2024

Implications

- Delayed completion of contracts leading to delayed service delivery and thus failure to attain value for money.
- Lack of performance securities implies that the Entity is not adequately protected against the risk of non-performance by providers.

Recommendations

- The Accounting Officer should prevail over Heads of User Departments to ensure that Contract Managers carry out their functions in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023.
- Contract Managers should ensure the submission of adequate performance securities in accordance with signed contracts and Regulation 12 of the PPDA (Contracts) Regulations, 2023.
- The Accounting officer should ensure that compensation of PAPs is fast tracked.

2.3.2 Introduction of new bill items during contract execution

The audit noted the introduction of new items in bills of quantities in two (2) procurements worth UGX 442,081,028,845 as indicated in table 19 below:

Table 19: Introduction of new bill items during contract execution

S/No	Subject of Procurement	Issues Noted
1.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	The audit reviewed IPC No. 6 and noted that a new cost item 14.14 (a)(ii) relating to payment of salary to the Engineer's nominated staff worth UGX 421,318,288 was introduced after contract signing without justification. Additionally, the audit noted that UGX 37,575,000 of the aforementioned item had been expended as per IPC No. 6 but there was no mention as to whom the payments were made.
2.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-	The audit reviewed IPC No. 8 and noted that a new cost item 61.02 (a)(ii) relating to common excavation in soft material situated within the depth range of 1.5m up to 3.0m at a rate of UGX 23,000. There was no mention as to how this rate was arrived at.

17/00002/01)	worth	UGX	
337,526,153,350			

Implication

This is indicative of a lack of cost control during project implementation.

Management Response

All the cited contracts are still under implementation and these audit exceptions will be communicated to the Contract Managers and User Departments to address.

Recommendation

The Head, Procurement and Disposal Unit and the Contracts Committee should ensure that changes to contract terms to facilitate adaptations to unanticipated events or changes in requirements are undertaken in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023.

2.3.3 Delayed payment

The audit noted that payments to providers in 20 procurements worth UGX 3,878,601,226,560 indicated in Table 20 below were delayed. This has led to claims for interest on delayed payments worth UGX 23,576,247,505.15 and USD 6,762,173,372.82 as indicated in Annex 3.

Table 20: Procurements in which payments to providers were delayed

No	Subject of procurement	Amount (UGX)
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX	337,526,153,350
2.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth UGX	416,337,936,348.42
3.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX	399,958,528,511.
4.	Civil works for the construction of Busega – Mpigi Expressway (23.7Km) (UNRA/WRKS/16-17/00070) worth UGX	547,543,072,124.
5.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX	104,554,875,495.
6.	Design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions (UNRA/WORKS/2018-19/00081) worth UGX	200,398,059,014
7.	Civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX	136,857,027,680
8.	Civil works for upgrading of Moroto–Lokitanyala road (42	206,050,702,521

No	Subject of procurement	Amount (UGX)
	Km) from gravel to paved (bituminous) standard worth UGX	
9.	Civil works for rehabilitation of Hima – Katunguru road (Phase II) (29 Km) worth UGX	107,616,099,006
10.	Civil works for periodic maintenance of Kampala-Jinja Road (UNRA/WORKS/20-21/00074) worth UGX	82,023,283,416
11.	Civil Works for the upgrading of Kitgum – Kidepo road (115km) from gravel to paved bituminous standard (UNRA/WORKS/2019-20/00075) worth UGX	379,063,919,222
12.	Supply, delivery, training and commissioning of road equipment - fuel trucks (23No) - Lot 6 (UNRA/Supls/20-21/00015/6) worth UGX	8,737,470,000
13.	Mechanized maintenance of selected unpaved national roads under framework contract for 3 years - Jinja Station (UNRA/WORKS/20-21/00042) worth UGX	13,553,888,310
14.	Civil works for the upgrading of Gulu Logistics Hub Access Road to paved bituminous standard (UNRA/WORKS/20-21/00155) worth UGX	15,789,121,403
15.	Civil works for the rehabilitation of Olwiyo-Packwach 62.5 Km (UNRA/WRKS/2020-21/00130) worth UGX	177,443,228,975
16.	Mechanized maintenance of unpaved national roads for 23 national roads UNRA Stations under framework contract for 3 years - phase 3 - Lot 17 – Mpigi (UNRA/WORKS/20-21/00088/01-26/17) worth UGX	44,388,380,960
17.	Mechanized maintenance of unpaved roads for 23 UNRA Stations under framework contract for three years - Lot 10 – Moroto (UNRA/WORKS/20-21/00088/10) worth UGX	28,874,879,188
18.	Mechanized maintenance of unpaved national roads for 23 national roads under framework contract for 3 years - Phase 3 - Lot 20 – Mubende (UNRA/WORKS/20-21/00088/20) worth UGX	11,687,201,676
19.	Civil works for the upgrading of Rukungiri-Kihihi-Ishasha / Kanungu Road (78.5km) to Bituminous Standards (UNRA/WORKS/2017-18/00002)	207,834,646,967
20.	Design and build of Buhimba – Nalweyo - Bulamagi andBulamagi – Igayaza - Kakumiro Roads (93KM)- Package 3	452,362,752,394

Implication

Delayed payments lead to low bidder participation.

Management Response

The delays in payments are usually due to lack of funds which the Entity has been experiencing in the last few years.

Recommendation

The Accounting Officer should ensure that providers are given full and timely payment in accordance with Regulation 49 (3) of the PPDA (Contracts) Regulations, 2023.

2.3.4 Inadequate designs

The audit noted that the designs in six procurements worth UGX 1,418,354,681,783.08 and USD 179,538,545.59 were inadequate as indicated in table 21 below:

Table 21: Procurements in which there was poor planning and scoping of requirements

No	Subject of Procurement	Issues Noted	Management Response
1.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 1: Rwenkunya-Apac (90.9KM) (UNRA/WORKS/2016-17/00002/01) worth UGX 337,526,153,350	Audit review of the project BoQ and inspection of implemented road works revealed that quantities for some bill items like clearing and grabbing, common excavation to spoil, rock fill, and drainage structures were grossly underestimated ¹ during design. This underestimation is attributed to inadequacies in the original design especially non-comprehensive geotechnical investigations for the road subgrade, survey and road pavement drainage design. (Annex 7).	<i>The Quantities in Original Bill of Quantities were estimates and those being paid in the IPCs are actual quantities of works being executed as the construction progresses and the Supervision Consultant is currently undertaking a review of the Bills of Quantities to ascertain the revised Bills of Quantities reflecting the realistic construction quantities.</i>
2.	Civil works for the upgrading of Rwenkunya-Apac-Lira-Purange Road (191KM) from gravel to asphaltic paved road standard Lot 2: Apac-Lira-Puranga (100.1KM) (UNRA/WORKS/2016-17/00002/02) worth UGX 416,337,936,348.42	Audit review of project BoQ and inspection of implemented road works revealed that quantities for some bill items like clearing and grabbing, common excavation to spoil, rock fill, and drainage structures were grossly underestimated ² during design. This underestimation is attributed to inadequacies in the original design especially non-comprehensive geotechnical investigations for the road subgrade, survey and road pavement drainage design. (Annex 8).	<i>The Entity did not provide a response to the queries raised.</i>

¹ Evidence Ref: Contractor original Priced bills of Quantities, Interim Payment Certificate No.8.

² Evidence Ref: Contractor original Priced bills of Quantities, Interim Payment Certificate No.10.

No	Subject of Procurement	Issues Noted	Management Response
3.	Civil Works for the upgrading of Muyembe – Nakapiripiti Road (92km) to paved (Bit) standard and secondary Link roads (25km) (UNRA/WRKS/15-16/00001) worth UGX 399,958,528,511	Audit review of project BoQ and inspection of implemented road works revealed that quantities for some bill items like clearing and grabbing, common excavation to spoil, rock fill, and drainage structures were grossly underestimated during design. . This underestimation is attributed inadequacies in the original design especially non-comprehensive geotechnical investigations for the road subgrade, survey and road pavement drainage design. (Annex 9).	<p><i>The Design Report was finalized in January 2013 while investigations of the same design started in September 2009. Due to the lapse of time, land use patterns and traffic characteristics have since changed causing variations in the design.</i></p> <p><i>Furthermore, whereas the Project was scheduled to be undertaken much earlier following signature of the first loan in 2014, the loan was cancelled and reinstated in 2019. Procurements therefore could not be finalized and works could not start earlier as anticipated</i></p>
4.	Civil Works for reconstruction of Alwii - Nebbi (33km) and Upgrading of Pakwach and Nebbi Town Roads (4.3km) (UNRA/WORKS/2018-19/00178) worth UGX 104,554,875,495	Audit review of project BoQ and inspection of implemented road works revealed that quantities for some bill items like clearing and grabbing, common excavation to spoil, rock fill, and drainage structures were grossly underestimated during design. . This underestimation is attributed inadequacies in the original design especially non-comprehensive geotechnical investigations for the road subgrade, survey and road pavement drainage design. (Annex 10).	<p><i>Increase in quantities of clearing and grubbing, common excavation to spoil and rockfill during construction was due to additional need as assessed by the Engineer during construction. Furthermore, some of the culverts recommended to be retained at the time of design had deteriorated when assessed during construction, hence requiring replacement. Design review was however undertaken, and target quantities updated, all the changes were accommodated within the amounts provided for in signed Contract.</i></p>
5.	Civil Works for the	<ul style="list-style-type: none"> • A review of the BoQs and 	<i>The Entity did not provide a</i>

No	Subject of Procurement	Issues Noted	Management Response
	Upgrading of Rukungiri-Kihihi-Ishasha / Kanungu Road (78.5km) to Bituminous Standards (UNRA/WORKS/2017-18/00002) worth UGX 207,834,646,967	<p>IPCs revealed a number of items whose measured quantities exceeded estimated quantities in the contract by more than 25% as per Annex 10. The massive change in quantities suggested inadequate technical investigations and design.</p> <ul style="list-style-type: none"> • Design report identified 13 no. borrow pits for the entire road as well as 2 no. potential quarry sites. Design review consultant confirmed the findings of the DC. However, during implementation, 13 borrow pits were not found to be sufficient. The 2 No. potential quarry sites were not practical as one would result into relocation of several residents including a school and one's rock properties were inferior to the properties required for Asphalt. The design report and review in this aspect was not adequate. The identification of new sites delayed asphalt and concrete works. 	<i>response to the queries raised.</i>
6.	Civil works for upgrading of Hoima-Butiaba-Wanseko road from Gravel to Paved (Bituminous) Standard (111 km) (UNRA/WORKS/2016-17/00110/02) worth USD 179,538,545.59	A review of detailed design report indicates several bill items were underestimated by the design consultant. This can only be attributed to inadequacies in the preliminary and detailed designs as well as investigations and surveys done by the consultant. This has resulted to an increase in the value of works inclusive of provisional sums from USD 149,192,194.87 to 161,287,452.74 equivalent to USD 12,095,257.87. A sample of items whose	<i>The Entity did not provide a response to the queries raised.</i>

No	Subject of Procurement	Issues Noted	Management Response
		quantities changed significantly after the design review as shown in Annex 6.	

Implication

Poor planning leads to delays in service delivery due to numerous design reviews and cost escalations as a result of variations of time-bound obligations and other admeasurement components of contracts.

Management Response

All the cited contracts are still under implementation and these audit exceptions will be communicated to the Contract Managers and User Departments to address.

Recommendation

The Accounting Officer should prevail over Heads of User Departments to ensure adequate planning of procurement requirements and preparation of adequate designs as enshrined in Regulations 3 and 4 of the PPDA (Procuring and Disposing Entities) Regulations, 2023.

2.3.5 Irregular variation

The audit noted that a variation order worth UGX 547,306,004 was issued by the Engineer in the procurement for design and build for the upgrading of Kira-Matugga Road and improvement of 5 No. Junctions (UNRA/WORKS/2018-19/00081) worth UGX 200,398,059,014 but this was not available for review. The audit further noted that the contract signed with the provider was lumpsum. Therefore, given the nature of the contract as design and build, in which the risk lies with the contractor, the variation order was questionable.

Implication

Irregular variations lead to a loss of value for money.

Recommendation

The Authority noted that the Entity did not provide a management response and recommends that the Head, Procurement and Disposal Unit and Contract Managers should ensure that change orders or variations due to changes in price, completion dates or statement of requirements of a contract to facilitate adaptations to unanticipated events or changes in requirements are undertaken in accordance with Regulation 54 of the PPDA (Contracts) Regulations, 2023.

2.3.6 Value for money considerations

The audit noted that the average rates of civil works in three procurements based on direct procurement methods worth UGX 515,920,946,902 were significantly higher than the rates quoted in the original contracts upon which the direct procurements were premised as indicated in table 22 below:

Table 22: Value for money considerations

S/No	Subject of Procurement	Issues Noted						
1.	Civil works for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) worth UGX 136,857,027,680	<ul style="list-style-type: none"> • The average cost for upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) is UGX 3,110,386,993 including provisional sums while the average cost for upgrading of Musita-Lumino-Busia/Majanji Road (104Km) from Gravel to Paved (Bitumen) Standard (UNRA/WORKS/2013-14/00013/01/04) was UGX 1,988,311,760 inclusive of provisional sums and yet the contract for upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km) was based off the original contract. • The Authority reviewed the bills of quantities in the contract signed between China Railway 18th Bureau Group Co. Ltd and the Entity and noted the following nugatory expenditure. <table border="1" data-bbox="651 824 1423 1883"> <thead> <tr> <th data-bbox="655 831 791 902">Bill Item</th> <th data-bbox="794 831 1418 902">Issues Noted</th> </tr> </thead> <tbody> <tr> <td data-bbox="655 909 791 1783">14.01</td> <td data-bbox="794 909 1418 1783">Under item 14.01 the provider was required to maintain and pay all rents and municipal services for multiple accommodation units. The cost build up under this item shows that the houses are to be supplied with furniture. However, the contract under the civil works for the upgrading of Musita- Lumino-Busia/Majanji Road (104Km) from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) provided for furnishing of the accommodation units. The furniture provided under the civil works for the upgrading of Musita-Lumino-Busia/Majanji Road (104Km)from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) should thus have been used and the furniture cost removed from the Phase II contract. Further, according to the General specifications, the multiple accommodation provides for four people. Given that there are 6 supervisors on this project, there was no rationale for maintaining rent for 54 months yet the contract is 24 months.</td> </tr> <tr> <td data-bbox="655 1789 791 1883">14.01(h)</td> <td data-bbox="794 1789 1418 1883">Under item 14.01(e)(i)the contractor was required to provide and maintain fully furnished temporary accommodation for the</td> </tr> </tbody> </table>	Bill Item	Issues Noted	14.01	Under item 14.01 the provider was required to maintain and pay all rents and municipal services for multiple accommodation units. The cost build up under this item shows that the houses are to be supplied with furniture. However, the contract under the civil works for the upgrading of Musita- Lumino-Busia/Majanji Road (104Km) from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) provided for furnishing of the accommodation units. The furniture provided under the civil works for the upgrading of Musita-Lumino-Busia/Majanji Road (104Km)from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) should thus have been used and the furniture cost removed from the Phase II contract. Further, according to the General specifications, the multiple accommodation provides for four people. Given that there are 6 supervisors on this project, there was no rationale for maintaining rent for 54 months yet the contract is 24 months.	14.01(h)	Under item 14.01(e)(i)the contractor was required to provide and maintain fully furnished temporary accommodation for the
Bill Item	Issues Noted							
14.01	Under item 14.01 the provider was required to maintain and pay all rents and municipal services for multiple accommodation units. The cost build up under this item shows that the houses are to be supplied with furniture. However, the contract under the civil works for the upgrading of Musita- Lumino-Busia/Majanji Road (104Km) from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) provided for furnishing of the accommodation units. The furniture provided under the civil works for the upgrading of Musita-Lumino-Busia/Majanji Road (104Km)from gravel to paved (bitumen) standard (UNRA/WORKS/2013-14/00013/01/04) should thus have been used and the furniture cost removed from the Phase II contract. Further, according to the General specifications, the multiple accommodation provides for four people. Given that there are 6 supervisors on this project, there was no rationale for maintaining rent for 54 months yet the contract is 24 months.							
14.01(h)	Under item 14.01(e)(i)the contractor was required to provide and maintain fully furnished temporary accommodation for the							

S/No	Subject of Procurement	Issues Noted
		<p data-bbox="804 273 1417 600">Engineer for a period of 20 months for which the contractor quoted UGX 3,000,000 per month for a total of UGX 60,000,000. The Authority noted that there was no need for Item 14.01(e)(i) given that the Items 14.01(f), 14.01(g), 14.01(i) all provided for Type I, Type 2 and Multiple Accommodation units for the duration of the contract. Item 14.01(e)(i) was thus an unnecessary cost.</p> <p data-bbox="667 609 1417 1079">14.14 (b) A provisional sum of UGX 108,000,000 is provided for under Item 14.14 (6) to cater for training of employees. The Authority noted that a similar item was provided for under the contract for the upgrading of Tororo Busia Road 26km and Mayuge and Busia Town Roads (18km). The Authority therefore notes that if the employees have not been trained thus far, it is not justifiable to train them in an extension when the works are closing. Depending on what the training was for, if it was project related, this activity has been overtaken by events.</p> <p data-bbox="667 1088 1417 1406">14.13 Item 14.13(b) provides for the monthly subscriptions for landlines and internet access worth UGX 48,000,000. It was however noted that Item 14.13(c) provided for landline usage and airtime for mobile phones at a cost of UGX 43,200,000. The items were similar in nature and thus Item 14.13(c) was redundant and should not have been included in the bills of quantities.</p>
2.	Civil works for the upgrading of Kitgum – Kidepo road (115km) from gravel to paved bituminous standard (UNRA/WORKS/2019-20/00075) worth UGX 379,063,919,222	The audit noted that on 14 th September 2020, Dott Services Ltd and ASGC UK Limited signed a consortium agreement for purposes of the procurement and the works therein. As part of the consortium agreement, both parties were to create a Board that would oversee the works. UGX 4,446,996,165 was provided in the consortium agreement as a cost for formation of the Board that would oversee the implementation of the project in accordance with the consortium agreement. This cost item was added to the bills of quantities in the signed contract under Item 13.01 (a) related to the Contractor's general obligations. The Authority however noted that this cost item was purely an administrative cost that should have been exclusively borne

S/No	Subject of Procurement	Issues Noted
		by the parties to consortium as it in no way affected the rights and obligations of the Entity under the contract and was not part of the costs of securing the financing for the project. This expense was thus nurgatory.
3.	Reconstruction of selected sections along Kampala-Masaka Road damaged by floods under design and build for Katonga Bridge (2.7Km), Lwera Swamp (11.6Km) and Kalandazi Swamp (1.5Km) (UNRA/WORKS/2022-23/00099) worth UGX 191,421,073,652	The audit noted that China Communications Construction Company undertook the design and build of Masindi (Kisanja)-Park Junction and Tangi Junction-Paraa-Bullsa Roads Upgrading Project (159 Km) Package 1 inclusive of the bridge at Paraa and pre-financing costs for a total of UGX 233,955,143,277. This implies that the average cost of the works was UGX 1,471,415,995 per kilometer inclusive of the works on the paraa bridge. It should be noted that the cost of the works included use of a jetty as the paraa bridge was being constructed. The audit however noted that the average cost of the katonga bridge and works on select sections of Kampala – Masaka road was UGX 12,115,257,826 inclusive of the cost of the bridge.

Implication

Lack of value for money in the procurements undertaken.

Management Response

A market survey was carried out and is attached.

Authority's Comment

The Authority noted the response but found that no evidence was adduced.

Recommendations

- The Accounting Officer should ensure that payments for the aforementioned items are not effected to avoid wastage of funds.
- Where payments have been made, the amounts should be recovered from subsequent payments to the providers.

2.3.7 Fuel management

The Authority noted that the Entity uses pre-paid fuel cards. It was however found that fuel accountability reports were not prepared and submitted to the Procurement and Disposal Unit for the Financial Years 2021/22 and 2022/23. The Authority could not account for how the Entity spent UGX 3,300,000,000 budgeted for fuel during the Financial Years.

Implication

Failure to account for funds spent on fuel by the Entity undermines the principle of accountability.

Recommendation

The Authority noted that the Entity did not provide a response to the query and recommends that the Accounting Officer should direct the Contract Manager to submit fuel accountability reports to in accordance with Section 48 of the PPDA Act, Cap 205 on accountability.

3.4 Level of compliance by the Stations with the general provisions of the PPDA Act, Cap 205 and Regulations, 2014 in undertaking delegated procurements

The audit reviewed the procurement of Labour Based Contractors (LBCs) by the Stations as delegated by the Accounting Officer.

Recruitment of LBCs for the Financial Year under reviews was largely by renewal based on previous performance and replacements were done from a database generated during the FY2019/20 general recruitment.

Given the challenge of the COVID-19 pandemic this review was made in respect of general recruitment of FY2019/20 as LBCs contracts were renewed in subsequent Financial Years.

The audit made the following findings:

2.4.1 Inconsistencies and irregularities in recruitment of Labour Based Contractors

The audit noted inconsistencies and irregularities in the recruitment of Labour Based Contractors (LBCs) at 13 out of 14 Stations visited and these were Mpigi, Fort Portal, Hoima, Jinja, Soroti, Lira, Kotido, Luwero, Tororo, Masindi, Kabaie, Mbarara and Masaka Stations as indicated below:

1. Award of contracts to providers not evaluated as best evaluated bidders

Best Evaluated Bidders were not awarded contracts but instead other bidders were contracted without justification in 6 (Lira, Luwero, Tororo, Mbarara, Masaka and Kabale) out of 14 Stations.

The audit specifically noted that 24 best evaluated bidders were not awarded contracts despite having obtained highest scores and passed due diligence without justification. This was noted in the Stations indicated in table 23 below:

Table 23: Number of contracts awarded to bidders not recommended for award of contract

S/No	Station	Number of Best Evaluated Bidders	Best Evaluated Bidders not awarded contracts
1.	Lira	192	9
2.	Luwero	233	6
3.	Tororo	105	5
4.	Mbarara	188	2
5.	Masaka	173	1
6.	Kabale	220	1
	Total	1,111	24

The audit noted that at Lira Station, Mr. Hudson Peter Odoch who had applied for section Km 15+000 –Km 20+000 was disqualified at the pre-qualification stage and yet was awarded a contract for a different section i.e. Km 10+000 –Km 15+000 which he had not applied for without justification. The best evaluated bidder and all other applicants for section Km 15+000 – Km 20+000 were ignored for award of contract.

Ms. Joyce Aguti was the best evaluated bidder for section Km 5+000 - Km 10+000 but was unjustifiably awarded another section i.e. Km10+000–Km 15+000 for which she had not applied at Lira Station. As a result, Ms. Joyce Aguti ended up obtaining two contracts totaling of 10 Kms i.e. Km 5+000 - Km 10+000 and Km10+000 – Km 15+000 while both the best evaluated bidder and other applicants for section Km10+000 – Km 15+000 were unjustifiably ignored.

Mr. James Hamya was awarded a contract for section Km 0+000 –Km 5+000 on Doho-Namulo-Amuro road by Tororo Station and yet he had bid for section Km 40+000 – Km 45+000 and lost.

2. Unjustified changes in evaluation criteria

Regulation 7(2) of The PPDA (Evaluation) Regulations, 2014 provides that an Evaluation Committee shall not, during Evaluation, make an amendment or addition to the evaluation criteria stated in the bidding document, and shall not use any other criteria other than the criteria stated in the solicitation document.

The audit noted that Evaluation Committees unjustifiably changed evaluation criteria during evaluation processes in 6 out of 14 Stations i.e. Soroti, Mpigi, Fort Portal, Hoima, Lira and Kabale Stations as indicated below:

- i. At Soroti and Kabale Stations, the Evaluation Committee introduced National ID, Local Council 1 recommendation and failure to sign off application forms as part of the evaluation criteria and as a result:
 - a) 114(20%) out of 572 applicants were eliminated for failure to attach either both National ID and LC 1 Letter at Soroti Station; and
 - b) 13 out of 475 applicants were eliminated for failure to attach either both National ID and LC 1 Letter at Kabale Station. Further, two applicants, one with a copy of LC 1 letter and another with a copy of police letter confirming loss of National ID were eliminated even after inclusion of the new criteria.
- ii. Eight applicants were eliminated at Masaka Station for lack of bank account and statement at pre-qualification stage and yet applicants without bank accounts were found compliant at detailed evaluation.
- iii. Mpigi Station used an old application form which had a requirement for LC III endorsement which was henceforth included as a prequalification criterion in addition to any recommendation letter. As a result, 10 applicants were eliminated at pre-qualification due to failure to have LC III endorsements while 6 points were introduced and re-allocated to recommendation letters hence favouring only applicants who had attached the same.

3. Failure to adhere to evaluation criteria

Section 71 (3) of the PPDA Act, Cap 205 provides that no evaluation criteria other than that stated in the bidding documents shall be taken into account.

The audit noted that although proximity to work area i.e. within an area of 5 kilometers of the area of work had been provided as a criterion in the solicitation document issued to the bidders, 151 applicants who did not indicate proximity to work area in their application forms proceeded to detailed evaluation stage, contrary to the stated evaluation criteria. The irregularities were observed in 4 out of 14 Stations namely; Mpigi, Luwero, Tororo and Kotido Stations. The applicants were as indicated in table 24 below:

Table 24: Number of procurements in which the Evaluation Committee did not adhere to the set criteria

S/No	Station	Total Applicants	Applicants who did not indicate proximity to work area
1.	Mpigi	264	85
2.	Luwero	828	31
3.	Tororo	229	18
4.	Kotido	623	17
	Total	1,944	151

5. Unfairness in the award of scores

The audit noted that 742 applicants were unfairly awarded merit points in 12 out of 14 Stations namely; Soroti, Lira, Jinja, Hoima, Mpigi, Kotido, Masindi, Luwero, Tororo, Kabale, Mbarara and Masaka Stations.

The audit noted that applicants were being given higher or lower marks that they did not deserve mainly under the areas of road maintenance experience, affirmative action, referees, LC1 endorsement and proximity to work area as indicated below:

- i. 166 out of 224 (74.1%) best evaluated bidders at Kabale Station were awarded contracts as a result of inconsistencies in award of scores. For example, applicants with same means of transport like bicycle or motorcycle had varying scores on transport ranging from 12 or 10 or 5 which significantly affected the recommendation of award of contract.
- ii. 63 best evaluated bidders at Jinja Station with issues ranging from failure to indicate proximity to the work area, absence of LC1 endorsements on application forms, and proximity to work area beyond the required distance were awarded contracts.
- iii. 13 out of 188 best evaluated bidders at Mbarara Station were not correctly evaluated / assessed on the criteria of road maintenance experience, affirmative action, referees and LC1 endorsements.

- iv. 68.89% of the returned bids at Soroti Station were not correctly assessed as per the solicitation document issued to bidders.
- v. Mr. Muhamad Kiyimba was awarded the contract for Lwamata road (Km 0+000 - Km 6+000) by Hoima Station and yet he possessed experience of 1 year for which he was awarded 15 merit points instead of 3 merit points as per the criterion in the solicitation document. As a result, of the discrepancy in the award of merit points, the bidder was ranked first instead of third.
- vi. Ms. Leticia Nsungwa who bid for Kibaale - Kyebando - Bugwara - Paacwa road (Km 32+000 - Km 36+000) possessed experience of 8 years but awarded 7 merit points instead of 15 and 1 point for being female (affirmative action) instead of 3 points in contravention of the evaluation criteria in the solicitation document issued to the bidders. As a result, the applicant was ranked third instead of first.

6. Subjectivity in award of contracts

The audit noted that there was no clear guidance or criteria provided in the solicitation document issued to bidders by the respective Stations on applicants who obtain joint scores and as result, it was at the discretion of the evaluators to recommend any best evaluated bidder for contract award as indicated in table 25 below:

Table 25: Subjectivity in award of contracts to Labour Based Contractors

No	Road Name	Section (Km)	Name of Applicants	Scores	Ranking	Recommended for award of contract
1.	Kamuli-Namasagali	6+000	Catherine Kifuko	76	First	Mugweri Moses
		- 12+000	Moses Mugweri	76	First	
2.	Namutumba-Budumba Bridge	0+000	Esita Mutesi	76	First	Mutesi Esita
		- 6+700	Susan Mudondo	76	First	
3.	Namutumba-Budumba Bridge	18+700	Fatuma Mutesi	92	First	Mutesi Fatuma
		- 24+700	Aisha Namutamba	92	First	
4.	Idudi-Busembatia	12+000	Jane Namukasa	90	First	Namukasa Jane
		-17 +900	Betty Baseke	90	First	
5.	Mayuge-Bugadde	28+000	Balyejusa David	72	First	Balyejusa David

No	Road Name	Section (Km)	Name of Applicants	Scores	Ranking	Recommended for award of contract
		34+000				
			Balondemu Nasser	72	First	
6.	Kamuli–Nabirumba - Lyingo	18+000 - 24+000	Naigaga Racheal	80	First	Naigaga Racheal
			Isabirye Kenneth	80	First	
7.	Iganga-Bulopa-Kamuli	42+000 - 48+000	James Mafaabi	76	First	Mafaabi James
			Latifa Babirye	76	First	
8.	Jinja-Kamuli	18+000 - 22+000	Florence Janet Kataike	76	First	Nangobi Veronica
			Nangobi Veronic	76	First	
9.	Jinja-Bugiri	65+900 - 72+100	Sumin Nalwada	76	First	Namukisa Jackline
			Shamirah Namugosa	76	First	
			Jackline Namukisa	76	First	
10.	Iganga-Kaliro	12+000 - 22+000	Jenipher Naigobe Birweri	82	First	Mwinike Norah
			Norah Mwinike	82	First	
11.	Iganga-Kaliro	17+000 - 22+000	Evelyne Kadama	76	First	Nabawanuka Bitreace
			Yazidi Kagweri	76	First	
			Bitreace Nabawanuka	76	First	

Implication

Lack of fairness in the procurement of Labour Based Contractors.

Management Response

This was noted. In the past the procurement of Labour Based maintenance contractors was carried out and supervised by the Station Managers. However, this activity is now full under PDU using the Regional Delegated Procurement Units. Further the main PDU (at headquarters)

carries out compliance assessments on the regional procurements including the Labour Based Contractors. It is hoped that these exercises will increase the performance and bring better adherence as observed by the audit.

Recommendation

- The Head, Procurement and Disposal Unit should ensure that the Evaluation Committee members strictly adhere to the criteria set out in the solicitation document in accordance with Regulation 7 of the PPDA (Evaluation) Regulations, 2014.
- The Head, Procurement and Disposal Unit should ensure that technical guidance is always provided to Evaluation Committees.
- The Accounting Officer should take appropriate disciplinary action against the Head of Stations for the irregularities in the recruitment of Labour Based Contractors.

CHAPTER THREE: OVERVIEW OF THE PERFORMANCE OF THE ENTITY

This section will present graphically the scores per area assessed under different audit questions

3.1. Overall Audit Conclusion

The performance of Uganda National Roads Authority for the Financial Year 2022/23 was **Unsatisfactory** with overall weighted average risk rating of **75.29%**.

The risk rating is as follows:

Risk Rating	Description of Performance
0-30%	Satisfactory
31-70%	Moderately Satisfactory
71-100%	Unsatisfactory

Entity's Performance

The risk rating was weighted to determine the overall risk level of the Entity. The weighting was derived using the average weighted index as shown below: -

Table 26: Weighted risk rating

Risk Rating	No.	%No	Weights	Weighted score by No.	Value	%Value	Weights	Weighted score by value
High	2	8	0.6	4.8	450,677,666,726	15	0.6	8.72
Medium	15	60	0.3	18	1,716,282,803,540	55	0.3	16.61
Low	8	32	0.1	3.2	932,485,337,522	30	0.1	3.01
Satisfactory	0	Nil	0	0	0	Nil	0	0
Total	25	100	1	26	3,099,445,807,788	100	1	28.35

$$\text{Weighted Average (By no.)} = \frac{\sum \text{Weighted Score}}{60} \times 100 = \frac{46}{60} \times 100 = 73.33\%$$

$$\text{Weighted Average (By Value)} = \frac{\sum \text{Weighted Score}}{6060} \times 100 = \frac{48.35}{6060} \times 100 = 77.24\%$$

$$\text{Combined Weighted Average} = \frac{73.33 + 77.24}{2} = 75.29\%$$

Figure 1: Risk Rating by Number

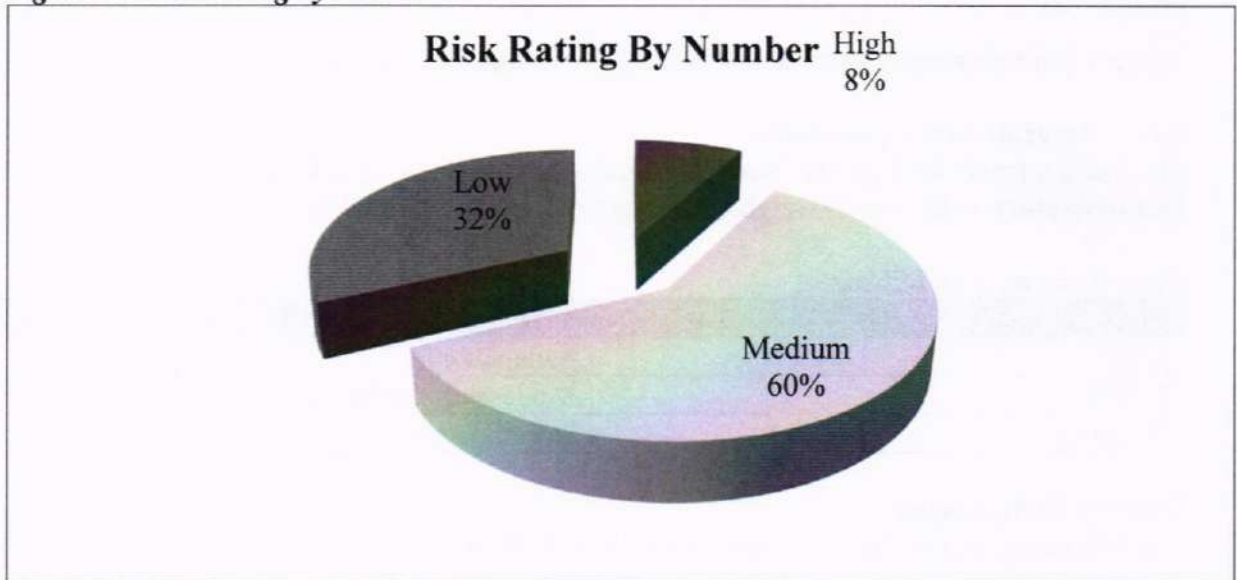
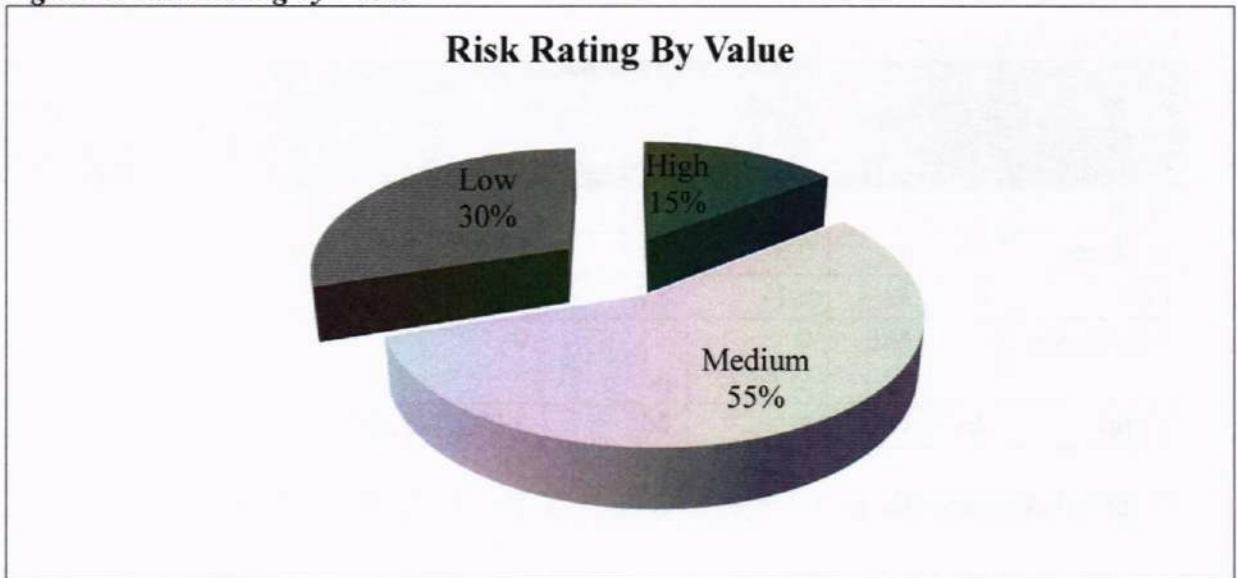


Figure 2: Risk Rating by Value



3.2. Recommended Action Plan

Uganda National Roads Authority should implement the following recommendations within the timeframe given in order to improve its performance in Procurement and Disposal.

Table 27: Recommended actions and target dates

No.	Observation	Recommendation	Action date
1.	Confirmation of availability of funding without delegated authority	The Accounting Officer should ensure that delegation of authority is done in accordance with Regulation 21 PPDA (Procuring and Disposing Entities) Regulations, 2023.	Continuous
2.	Failure to fully implement previous audit recommendations	The Accounting Officer should ensure that all audit recommendations are implemented so as to improve the Entity's performance	Immediate
3.	Inadequate solicitation documents	The Accounting Officer should caution; the Contracts Committee, the Head, Procurement and Disposal Unit and User Departments for failure to adhere to Regulations 27 and 37 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 in the preparation of solicitation documents.	Immediate
4.	Approving evaluation reports that contained irregularities	The Contracts Committee should always scrutinize evaluation reports to ensure consistency to evaluation criteria before approval of recommendation of award of contract in accordance with Section 30 of the PPDA Act, Cap 205.	Continuous
5.	Failure to adequately meet contractual obligations	The Accounting Officer should prevail over Heads of User Departments to ensure that Contract Managers carryout their functions in accordance with Regulation 53 of the PPDA (Contracts) Regulations, 2023.	Continuous
6.	Failure to detect arithmetic errors	The Head Procurement and Disposal Unit should ensure that arithmetic errors are corrected and communicated to the concerned bidders through a written request for clarification as per Regulation 14 (3) of the PPDA (Evaluation) Regulations, 2023.	Continuous
7.	Failure to fully absorb the procurement plan	The Accounting Officer and Management should regularly carry out a review of the implementation of the procurement plan to ensure improved performance.	Continuous

Procurement Performance

	Recommendation	Action date
Efficiency, Efficacy and Effectiveness	<ul style="list-style-type: none"> • The Entity should ensure that the timelines set in the procurement plan are set and adhered to. • The Accounting Officer should ensure that contracts are completed in the timeframe agreed. • The Accounting Officer should ensure that payment to providers is done in the contracted timeframe. • The Accounting Officer should ensure that all procurements are undertaken in a competitive manner and in accordance with Section 46 of the PPDA Act, Cap 205. • The Accounting Officer should ensure that the procurement system is transparent, competitive and fair in accordance with Sections 45 and 46 of the PPDA Act, Cap 205. • The User Departments should promptly notify the procurement and disposal unit of any change in the procurement estimates so that the Entity can seek for additional funds to cover up the budget deficit as well as updating the procurement plan. Thorough market assessment should also be carried out both at planning and prior to imitation. 	Continuous

ANNEXES

Annex 1: Delayed payment to the provider in the civil works for the upgrading of Musita- Lumino-Busia/Majanji Road (104Km) from Gravel to Paved (Bitumen) Standard (UNRA/WORKS/2013-14/00013/01/04) worth UGX 206,784,423,053

Certificate No.	Certificate Amount (Principal)		Aging Start Date (Submission Date)	End of Period (Clause 14.7 PC)	Date Paid		Days Past Due (Late Period)	
	Local (UGX)	Foreign (USD)			Local (UGX)	Foreign (USD)	Local (UGX)	Foreign (USD)
IPC 01	1,758,848,964	540,854	19-Apr-16	14-Jun-16	15/Jun/16	30/May/16	1	-15
IPC 02	2,394,121,767	683,509	13-Jun-16	8-Aug-16	8/Aug/16	11/Aug/16	0	3
IPC 03	3,196,215,451	983,534	2-Sep-16	28-Oct-16	17/Nov/16	17/Nov/16	20	20
IPC 04	2,653,807,049	833,904	31-Dec-16	25-Feb-17	10/Apr/17	11/Apr/17	44	45
IPC 05	4,957,198,092	1,497,557	30-May-18	25-Jul-18	9-Aug-18	27-Aug-18	15	33
IPC 06	6,607,378,565	2,038,792	30-May-18	25-Jul-18	9-Aug-18	27-Aug-18	15	33
		212,725	30-May-18	25-Jul-18		18-Oct-18	0	48
IPC 07	4,704,949,315	1,519,450	30-May-18	25-Jul-18	26-Nov-18	29-Nov-18	124	127
IPC 08	4,043,283,904	1,276,805	30-May-18	25-Jul-18	14-Nov-18	28-Jan-19	112	187
IPC 09	4,515,793,638	1,427,493	25-Jun-18	20-Aug-18	9-Nov-18	29-Nov-18	81	101
IPC 10	2,118,085,778	676,258	16-Jul-18	10-Sep-18	14-Nov-18	14-Feb-19	65	157
		637,258	16-Jul-18	10-Sep-18		7/May/19		82
	1,134,285,77		16-Jul-18	10-Sep-	28/Jan/19		75	0

Certificate No.	Certificate Amount (Principal)		Aging Start Date (Submission Date)	End of Period (Clause 14.7 PC)	Date Paid		Days Past Due (Late Period)	
	Local (UGX)	Foreign (USD)			Local (UGX)	Foreign (USD)	Local (UGX)	Foreign (USD)
	8			18				
	258,901,236		16-Jul-18	10-Sep-18	12/Feb/19		15	0
IPC 11	5,359,853,568	1,726,986	24-Aug-18	19-Oct-18	7/May/19	7/May/19	200	200
IPC 12	2,827,969,231	900,000	18-Sep-18	13-Nov-18	7/May/19	7/May/19	175	175
IPC 13	3,258,294,865	1,047,311	15-Oct-18	10-Dec-18	7/May/19	7/May/19	148	148
IPC 14	2,213,424,052	713,542	16-Nov-18	11-Jan-19	23/May/19	23/May/19	132	132
IPC 15	1,729,202,465	546,107	21-Dec-18	15-Feb-19	23/May/19	23/May/19	97	97
IPC 16	1,714,814,292	550,000	21-Jan-19	18-Mar-19	23/May/19	23/May/19	66	66

Annex 2: Underestimation in the bills of quantities in the civil works for the upgrading of Musita- Lumino-Busia/Majanji Road (104Km) from Gravel to Paved (Bitumen) Standard (UNRA/WORKS/2013-14/00013/01/04) worth UGX 206,784,423,053

Item No.	Description	Unit	Contract BOQ		Work Done Total quantity	% ofBoQ
			Quantity	Rate		
31.01	Clearing, grubbing and removal of topsoil					
(i)	Removal of topsoil and stockpiling for re-use	m ³	208,000	3,195	600,352.78	288.63%
31.02	Removal and grubbing of large trees and tree stumps:					
(a)	Girth exceeding 1.0 m up to and including 2.0 m	No.	100	99,000	1,411.00	1411%

Item No.	Description	Unit	Contract BOQ		Work Done	% ofBoQ
			Quantity	Rate	Total quantity	
(b)	Girth exceeding 2.0 m up to and including 3.0 m	No.	10	130,000	742.00	7420%
36.01 (a)(i)	Common excavation to spoil	m ³	222,000	4,350	1,050,398.59	473.15%
(b)(i)	Excavation in swamps or wetlands to spoil	m ³	60,900	5,300	407,990.75	669.94%
36.02 (a)	Minimum G15 quality material in upper improved subgrade layer	m ³	202,440	12,000	495,107.29	244.57%
(i)(i)	Class DR dumped rock to fill in swamps	ton	66,880	28,000	286,688.00	428.66%
(j)(i)	Crusher run in upper 0.3m	ton	14,000	33,000	70,835.88	505.97%
22.03 (a) (i)	Precast 600mm diameter	m	250	425,000	1,165.00	466.00%
(ii)	Precast 900mm diameter	m	250	486,000	1,373.00	549.20%
(iii)	Precast 1200mm diameter	m	50	620,000	499.00	998.00%
22.07 (a)	Cast in-situ concrete and formwork: Class 15/40 concrete in Class A culvert bedding, screeds, haunching and encasing for pipes, including formwork	m ³	552	330,030	2,520.00	456.52%
(c)	Class 25/20 concrete in inlet and outlet structures, catchpits, manholes, thrust and anchor blocks, excluding formwork but including Class U2 surface finish	m ³	377	480,000	2,232.21	592.10%
(b)	Vehicular kerbs	No.	100	200,490	704.00	704%
25.01 (b) (i)	Grouted stone pitching 200mm	m ²	68,670	22,780	153,042.34	223%

Annex 3: Underestimation in the bills of quantities in the civil works for upgrading of Bumbobi-Lwakhakha road (44.5Km) from gravel to paved standard (UNRA/WORKS/2013-14/00035/02) worth UGX 140,724,306,533.35

ITEM	DESCRIPTION	UNIT	Original BoQ	Design Review	IPC No 20
22.01 a	Excavation in soft material	M3	2,740	1,643.33	4,367.47
23.01 a	Concrete kerbs	M	750	350	1,760.31
25.01 b	Grouted stone pitching	M2	10,000	13,845.00	33,483.52

ITEM	DESCRIPTION	UNIT	Original BoQ	Design Review	IPC No 20
(a)	Clearing and grubbing	Ha	89.74	89.74	66.25
b	Removal of topsoil				
	(i) Removal of topsoil and stockpiling for re-use	m3	89,364.00	80,000	2,312.85
	(ii) Disposal of surplus stockpiled topsoil (Provisional)	m3	90,000.00	90,000	165,120.61
36.01 (a)	Common excavation to spoil	m3	449,782.20	450,000.00	54,769.50
36.01 (c)	Rock excavation	m3	60,556	5,840.00	6,704.84
(a)	Minimum G15 quality material in upper Improved subgrade layer	m3	5,000	95,000	81,058.00
(c)	Minimum G3 quality material in fill	m3	468,398	477,766	492,164.54
(d)	Fill using rock	m3	2,000	11,000	38,576.14

Annex 4: Underestimation in the bills of quantities in the civil works for the upgrading of Soroti to Moroto Road (Section 1-km 0+000 to Km 100+000) from gravel to paved (bitumen) standard (UNRA/WORKS/2015-16/00002/001) worth UGX 398,883,931,760

Item no	DESCRIPTION	UNIT	BoQ QUANTITY	Unit Price (UGX)	CUMULATIVE QUANTITIES	% variation from contract quantities
31.01	Clearing, grubbing and removal of topsoil					
	(a) Clearing and grubbing	ha	74	2,825,623	159.82	116%
	(b) Removal of Top Soil	m3	155,688	9,998	247,259.32	59%
31.02	Removal and grubbing of large trees and tree stumps					
	(a) Girth exceeding 1.0m up to and including 2.0m	No.	13	1,304,133	543.00	4077%
32.01	Removal of Existing Structures					

Item no	DESCRIPTION	UNIT	BoQ QUANTITY	Unit Price (UGX)	CUMULATIVE QUANTITIES	% variation from contract quantities
	(a) Removal of existing pipe culverts of any size	m	1,005	217,356	1,881.21	87%
	(e) Removal of existing grouted stone pitching	m2	402	108,678	858.00	113%
36.0 1	Excavations:					
	(a) Common excavation to spoil	m3	32,611	18,258	515,488.02	1481%
36.0 2	Fill and improved subgrade layers:					
	(b) Fill as specified in the Drawings to require minimum G7 quality material	m3	987,591	13,041	1,603,270.02	62%
	(a) Crushed aggregate Class CRS (Coarse type)	m3	55,650	81,508	96,780.50	74%
51.0 1	Marker Posts					
51.0 3	Road Reserve Marker posts	No	201	499,918	586.00	192%
61.0 2	Common excavation in soft material situated within the following successive depth ranges:					
	(a) i) 0 m up to 2 m	m3	362	30,430	14,234.72	3832%
61.0 5	(a) Foundation fill: Rock fill	m3	67	695,538	4,341.40	6380%
64.0 1	(a) Concrete class 20 Mpa (for plain concrete) including formwork	m3	80	1,499,754	800.88	901%
	(i) New box culverts	m3	168	2,608,267	6,847.81	3976%

Annex 5: Delayed payment to the provider in the civil works for the upgrading of Soroti to Moroto Road (Section 1-km 0+000 to Km 100+000) from gravel to paved (bitumen) standard (UNRA/WORKS/2015-16/00002/001) worth UGX 398,883,931,760

IPC No.	Total Amount (UGX)	Amount Payable		Submitted Date	Last day of payment	Foreign Payment	Local Payment	Delay Days	
		Foreign Component (USD)	Local Component (UGX)			Received date	Received date	Foreign Component	Local Component
10	18,936,824,100	3,064,396.33	7,703,114,888	16/Nov/17	16/Nov/18	29/Nov/18	27/Nov/18	13	11
11	21,293,989,878	3,216,678.20	9,502,033,598	18/Jan/18	15/Mar/18	12/Apr/18	10/Apr/18	28	26
12	11,485,855,956	1,853,509.49	4,691,112,587	19/Feb/18	16/Apr/18	15/May/18	11/May/18	29	25
13	12,142,748,420	1,873,897.17	5,273,266,262	26/Mar/18	21/May/18	25/May/18	14/May/18	4	
14	11,898,894,406	1,917,660.30	4,868,981,865	24/Apr/18	19/Jun/18	6/Sep/18	3/Aug/18	79	45
						18/Oct/18		121	
15	9,067,906,492	1,464,749.16	3,698,311,841	26/May/18	21/Jul/18	18/Oct/18	3/Aug/18	89	13
						29/Nov/18		131	
16	7,959,260,375	1,278,877.55	3,271,048,742	21/Jun/18	16/Aug/18	29/Nov/18	21/Nov/18	105	97
17	7,976,841,535	1,287,996.57	3,255,200,669	11/Jul/18	5/Sep/18	29/Nov/18	21/Nov/18	85	77
18	9,578,961,332	1,525,722.54	3,985,845,587	13/Sep/18	8/Nov/18	29/Nov/18	21/Nov/18	21	13
							22/Jan/19		75
19	6,214,912,303	992,716.15	2,575,734,023	16/Oct/18	11/Dec/18		25/Feb/19		76
						29/Apr/19	29/Apr/19	139	139
20	7,451,484,645	1,189,987.45	3,089,133,452	8/Nov/18	3/Jan/19	29/Apr/19	29/Apr/19	116	116
21	7,080,414,125	1,132,072.63	2,930,371,712	15/Dec/18	9/Feb/19	29/Apr/19	29/Apr/19	79	79
22	7,395,599,434	1,195,484.16	3,013,097,962	18/Jan/19	15/Mar/19	9/May/19	2/May/19	55	48
23	7,055,340,066	1,140,422.68	2,874,687,372	19/Feb/19	16/Apr/19	17/May/19	10/May/19	31	24
24	7,679,776,596	1,241,470.30	3,128,695,453	19/Mar/19	14/May/19	24/Aug/19	24/Aug/19	102	102
25	9,173,330,264	1,483,160.27	3,736,242,693	16/Apr/19	11/Jun/19	24/Aug/19	24/Aug/19	74	74
26	6,153,231,970	991,997.51	2,516,688,138	27/May/19	22/Jul/19			86	86
27	6,141,550,933	989,894.12	2,512,717,876	20/Jun/19	15/Aug/19			62	62
28	7,104,164,660	1,132,570.20	2,952,298,215	8/Jul/19	2/Sep/19			44	44
29	11,528,438,313	1,846,242.24	4,760,335,813	17/Aug/19	12/Oct/19			4	4

30	10,320,867,875	1,668,806.22	4,203,224,525	21/Sep/19	16/Nov/19			
----	----------------	--------------	---------------	-----------	-----------	--	--	--

Annex 6: Underestimation in the bills of quantities in the civil works for upgrading of Hoima-Butiaba-Wanseko road from Gravel to Paved (Bituminous) Standard (111 km) (UNRA/WORKS/2016-17/00110/02) worth USD 179,538,545.59

Item No.	Description	Unit	Accepted Contract			Revised Target Quantities		
			Estimated Quantity	Rate (USD)	Amount (USD)	Estimated Quantity	Rate (USD)	Amount (USD)
21.01	Excavation for open drains							
	(a) Excavating soft material situated within the following depth ranges below the surface level: (Not side ditches where volumes are included under Earthwork excavations							
	(i) 0.5 m up to 1.5 m	cu.m.	53,706	6.00	322,236.00	513,306.13	6.00	3,079,836.78
22.03	Concrete pipe culverts							
	(a) Reinforced concrete pipe culverts on Class A bedding							
	(i) 600mm diameter	m	896	130.00	116,480.00	2,760.00	130.00	358,800.00
	(ii) 900mm diameter	m	1,414	190.00	268,660.00	2,343.29	190.00	445,224.93
	(iii) 1200mm diameter	m	2,779	220.00	611,380.00	3,567.94	220.00	784,945.90
23.01	Concrete Kerbing							0.00

Item No.	Description	Unit	Accepted Contract			Revised Target Quantities			
			Estimated Quantity	Rate (USD)	Amount (USD)	Estimated Quantity	Rate (USD)	Amount (USD)	
	(a)	Precast concrete Class 30 barrier kerb-type 1; size 150 x 300 mm, including 100mm Class 15 concrete bedding and backing	m	7,626	30.00	228,780.00	20,192.00	30.00	605,760.00
25.01		Stone Pitching							
	(b)	Grouted stone/ rock pitching, 200 mm thick	sq.m	68,330	30.00	2,049,900	103,253.22	30.00	3,097,597
36.01		Excavations:							
	(a)	Common Excavation to spoil	cu.m.	1,401,979	4.50	6,308,906	1,486,591	4.50	6,689,660.75
	(b)	Excavation in swamps or wetlands to spoil	cu.m.	38,480	6.00	230,880	168,799	6.00	1,012,792.52
	(c)	Rock Excavation	cu.m.	250,000	20.00	5,000,000	596,606	20.00	11,932,115.68
36.02		Fill and Improved subgrade layers:	cu.m.						
	(a)	Improved Subgrade Layer as specified in drawings to required minimum G15 quality	cu.m.	310,800	9.10	2,828,280	439,931	9.10	4,003,371.70

Item No.	Description	Unit	Accepted Contract			Revised Target Quantities		
			Estimated Quantity	Rate (USD)	Amount (USD)	Estimated Quantity	Rate (USD)	Amount (USD)
	(b) Fill as specified in the Drawings to required minimum G7 quality material	cu.m.	1,837,864	6.00	11,027,184	1,947,917	6.00	11,687,499.27
	(e) Natural Permeable Material in Subsoil drainage systems (CRR) of 200mm as blinding Layer	cu.m.				30,555	40.00	1,222,202.05
38.04	Mechanical modification to produce material Class G30 by mixing a binder with a natural material(Provisional Item)							
	(b) Extra over sub-Item 39.01 (b1) and 36.02 (a)	cu.m				372,087.01	12.25	4,558,065.87
	Preparing the area for grassing							
	(ii) Topsoiling within the road reserve using topsoil obtained from other sources	cum	2,000	12.00	24,000.00	28,276.88	12.00	339,322.50

Item No.	Description	Unit	Accepted Contract			Revised Target Quantities		
			Estimated Quantity	Rate (USD)	Amount (USD)	Estimated Quantity	Rate (USD)	Amount (USD)
55.03	Road marking using thermo-plastic road marking material							
	(a) White lines (Broken or Unbroken)							
	(i) 100mm wide, Lane and Continuity lines	m	234,300	2.50	585,750.00	445,196.00	2.50	1,112,990.00
64.01	(a) Cast in-situ Class 15/20 concrete for blinding	cu.m.	28	200.00	5,600.00	1,133.64	200.00	226,728.00
	(b) Cast in-situ Class 25/20 in bridge substructures	cu.m.	940	450.00	423,000.00	1,790.40	450.00	805,679.10
	(c) Cast in-situ Class 40/20 in bridge substructures	cu.m.	237	500.00	118,500.00	308.95	500.00	154,476.90
64.02	Manufacturing Precast Concrete Members							
	(a) Provide Precast Concrete Beam in class 40/20 (length 12m long) as per Drawings and Specification	nr	7	25,000.00	175,000.00	9.00	25,000.00	225,000.00
	(b) Ditto (length 18m long) as per Drawings and Specification	nr	7	50,000.00	350,000.00	18.00	50,000.00	900,000.00

Annex 7: Underestimation of quantities for

S/No	Item	BoQ quantity	BoQ amount (UGX)	Measured quantity as of IPC No.8	Certified Amount up to IPC No. 8
1.	20.23(b) Split pipes, UPVC, 150mm dia	200m	3,805,380.00	547m	10,421,033
2.	2000x1000x1000 mesh nominal dia of wire 2.7mm mesh 80mm x 100mm	84m3	38,358,238	2,113m3	827,898,472.8
3.	Filter fabric BIDIM A4	1,950 m2	25,971,718.5	8,009.08m2	119,990,404.98
4.	Clearing and grubbing: Removal of top soil and stock piling for-use	100,000m3	951,345,000	188,729m3	1,795,470,003
5.	Removal and grubbing of large trees and stumps exceeding 1m up to 2m	600	205,490,520	10,206	3,495,393,745
6.	Removal and grubbing of large trees and stumps exceeding 2m up to 3m	350	126,528,885	1,755	834,451,980
7.	Removal and grubbing of large trees and stumps exceeding 3m	70	26,637,660	545	207,393,210

Annex 8: Delayed payment of claims in the construction of

IPC No.	Date of Statement Submission by Contractor	Date Certified by Engineer	Date of receipt by UNRA	IPC Amount	latest date of IPC Payment	Actual Date of Payment	Variance
Adv	31-Oct-18	13-Nov-18	15-Nov-18	UGX 5,701,772,009	21-Nov-18	15-Dec-18	24
				USD 5,993,379.91	21-Nov-18	25-Feb-19	96
1	17-Aug-19	22-Aug-19	22-Aug-19	UGX 665,576,561	12-Oct-19	05-Dec-19	38
				USD 675,499.54	12-Oct-19	06-Dec-19	39
2	23-Oct-19	05-Nov-19	06-Nov-19	UGX 743,841,352	31-Dec-19	27-Jan-20	27
				USD 653,612.79	31-Dec-19	03-Feb-20	33

4	28-May-20	30/05/2020	10-Jun-20	UGX 1,133,880,441	24-Jul-20	03-Aug-20	6
				USD 939,085.64	24-Jul-20	03-Aug-20	6
5	23-Jul-20	03/08/2020	07-Aug-20	UGX 1,127,363,457	18-Sep-20	14-Oct-20	26
				USD 541,753.00	18-Sep-20	14-Nov-20	58
6	19-Sep-20	30/09/2020	05-Oct-20	UGX 1,424,790,554	15-Nov-20	27-Nov-20	12
				USD 737,275.76	15-Nov-20	30-Nov-20	15
7	08/11/2020	11/11/2020	13-Nov-20	UGX 1,031,934,319	04-Jan-21	19-Jan-21	15
				USD 784,337.31	04-Jan-21	22-Jan-21	18
8	19/12/2020	19/12/2020	22-Dec-20	UGX 1,929,151,829	14-Feb-21	05-Mar-21	18
				USD 1,426,486.58	14-Feb-21		

Annex 9: Delayed Payment of IPCs in the design and build of Buhimba – Nalweyo - Bulamagi AND Bulamagi – Igavaza - Kakumiro Roads Upgrading (93km)- Package 3

IPC No.	Submission to the Engineer	Contractual Date of payment	PC Amount USD-Component	IPC Amount UGX-Component	Actual Date of Payment by UNRA	Delays (Days)	Actual Date of Payment by Exim Bank	Delays (Days)
1	9 th Feb-2019	14 th July 2019	5,636,770	6,192,147,201	28 th -Aug-2019	45	N/A	N/A
2	24 th Apr-2019	14 th July 2019	7,628,105	6,899,334,495			22 nd -Oct-2020	464
3	31 st -Oct-2019	26 th -Dec-2019	2,225,463	6,633,099,010			20 th -Dec-2020	359
4	16 th -Mar-2020	11 th -May-2020	2,061,310	2,581,642,577			22 nd -Oct-2020	163
5	27 th -Apr-2020	22 nd -June-2020	1,798,583	1,652,294,979			22 nd -Oct-2020	122
6	9 th -June-2020	4 th -Aug-2020	2,857,624	2,601,414,856			22 nd -Oct-2020	79
7	19 th -Aug-2020	14 th -Oct-2020	7,249,045	6,533,810,735			Not yet paid	

8	15 th -Oct-2020	10 th -Dec-2020	1,749,809	1,792,335,388		Not yet paid	
9	8 th -Jan-2021	5 th -Mar-2021	2,764,836	2,643,196,422		Not yet paid	
10	25 th -Jan-2021	22 nd -Mar-2021	2,531,336	2,656,084,484		Not yet paid	-do-
11	19 th -Feb-2021	16 th -April-2021	2,118,246	1,920,675,794		Not yet paid	-do-
Total			38,621,127	97,835,360,757			

Annex 10: Schedule of delayed payments in the contract for civil works for upgrading Kigumba-Bulima-Kabwoya Road (135km) from gravel to paved (bitumen) standard: Lot 1- Kigumba-Bulima Road (69km)

IPC No.	Months	Submission to the Engineer	Contractual Date payment	Certified Amount Incl- VAT (UGX)	Payments Excl- VAT (UGX)	Actual Date of Payment	Delays (Days)
Advance	N/A	22-July- 2015	25-Sep-2015	28,388,340,563	3,094,332,119	29-Oct-2015	34
					18,632,846,285	05-Nov-2015	41
					2,858,421,263	22-Dec-2015	79
					2,802,749,896	31-Dec-2015	88
1	Dec-2015 To Mar-2016	01-June- 2016	27-July-2016	2,139,981,872	1,298,281,669	18-July-2016	-
					195,291,179	29-July-2016	2
					539,382,430	09-Aug-2016	12
2	April-2016 To May-2016	26-June- 2016	21-Aug-2016	2,377,653,633	1,414,906,749	15-Aug-2016	-
					212,833,880	29-Aug-2016	8
					471,223,655	12-Aug-2016	-
					116,610,655	10-Nov-2016	50
3	June-2016	04-Aug-2016	29-Sep-2016	4,577,089,323	2,776,854,450	23-Sep-2016	-
					417,697,543	29-Dec-2016	93
					1,153,655,363	10-Nov-2016	42

IPC No.	Months	Submission to the Engineer	Contractual Date payment	Certified Amount Incl-VAT (UGX)	Payments Excl-VAT (UGX)	Actual Date of Payment	Delays (Days)
4	July-2016	21-Oct-2016	16-Dec-2016	3,304,250,567	2,004,633,783	15-Dec-2016	-
					301,540,399	27-Jan-2017	42
					832,836,356	01-Dec-2016	-
5	Aug-2016	14-Sep-2016	09-Nov-2016	3,140,139,217	1,905,068,795	15-Dec-2016	36
					186,536,872	27-Jan-2017	79
					791,472,089	23-Nov-2016	13
6	Sept-2016	17-Oct-2016	22-Dec-2016	2,542,095,107	1,682,957,177	31-Jan-2017	39
					253,153,925	23-Feb-2017	61
					467,254,692	10-Jan-2017	18
7	Oct-2017 To Nov-2017	18-Jan-2017	15-March-2017	4,414,393,117	2,660,586,584	04-May-2017	50
	1,105,351,890				10-Apri-2017	25	
	427,707,487				05-July-2017	111	
8	Dec-2016 To Feb-2017	03-March- 2017	28-April-2017	5,317,270,759	1,122,236,558	12-May-2017	15
	3,294,951,727				13-June-2017	46	
	468,130,629				5-June-2017	38	
9	March-2017	10-April- 2017	05-June-2017	2,163,944,411	1,290,005,824	10-July-2017	35
					573,547,641	14-June-2017	9
					194,046,330	12-July-2017	37
10	April-2017	24-May-2017	19-July-2017	3,444,208,060	2,188,801,449	3-Aug-2017	15
					622,180,528	31-July-2017	12
					593,484,931	13-Sep-2017	56
11	May-2017	23-June- 2017	18-Aug-2017	2,332,905,590	1,304,443,676	17-Oct-2017	60
					26,106,266	13-Sep-2017	26
					353,697,801	6-Dec-2017	80
12	June-2017 To Sep-2017	09-Oct-2017	04-Oct-2017	3,026,914,015	2,986,814,306	28-Dec-2017	96
					56,188,877	13-Dec-2017	81
					809,860,270	29-Jan-2017	128

IPC No.	Months	Submission to the Engineer	Contractual Date payment	Certified Amount Incl-VAT (UGX)	Payments Excl-VAT (UGX)	Actual Date of Payment	Delays (Days)
13	Oct-2017 To Dec-2017	19-Jan-2018	16-March-2018	2,617,206,769	1,454,397,794	10-Apr-2018	24
					29,107,285	21-Mar-2018	5
					394,356,761	17-Apr-2018	31
13B	Interest on late payment of IPC No.1 to 12	29-March- 2018	24-May-2018	590,961,751	500,815,043	26-June-2018	32
14	Jan-2018 To Feb-2018	06-March- 2018	01-May-2018	5,564,928,014	3,111,950,214	22-May-2018	21
					62,279,735	4-May-2018	3
					843,789,902	6-Jun-2018	35
15	March-2018	13-April- 2018	8-June-2018	4-231,092,666	2,432,916,632	31-July-2018	53
					45,788,902	8-Aug-2018	61
					659,675,313	31-July-2018	53
16	April-2018 To May-2018	19-June- 2018	14-Aug-2018	13,197,173,147	7,446,635,553	25-Sept-2018	42
					149,029,434	17-Aug-2018	3
					2,019,108,462	15-Oct-2018	62
16B	Interest on late payment of advance	23-July- 2018	17-Sep-2018	1,240,809,781	1,051,533,713	3-Sept-2018	-
17	June-2018 To July-2018	08-Aug-2018	3-Oct-2018	2,145,798,033	24,099,285	17-Oct-2018	14
					326,506,441	22-Oct-2018	19
					1,204,158,099	6-Nov-2018	34
18	Aug-2018 To Oct-2018	27-Nov-2018	22-Jan-2019	4,506,342,486	52,430,451	06-Nov-2018	-
					710,348,045	14-Feb-2019	23
					2,619,802,493	20-Feb-2019	29
18B	Interest on late payment of IPC No.12 to 17	28-Jan-2019	29-March-2019	184,800,764	184,800,764	20-Mar-2019	-

IPC No.	Months	Submission to the Engineer	Contractual Date payment	Certified Amount Incl-VAT (UGX)	Payments Excl-VAT (UGX)	Actual Date of Payment	Delays (Days)
19	Nov 2018 To Dec 2018	22-Jan-2019	19-March-2019	3,353,060,643	40,248,440	16-Apri-2019	28
					545,301,440	16-Apri-2019	28
					2,011,094,893	24-Apri-2019	36
20	Jan 2019 To March 2019	15-May-2019	10-July-2019	3,138,796,737	1,731,064,716	30-Aug-2019	51
					469,373,309	9-Aug-2019	30
					34,644,220	14-Aug-2019	35
21	April-2019 To June-2019	05-Sep-2019	31-Oct-2019	2,613,618,229	28,916,447	13-Nov-2019	13
					1,837,564,801	16-Dec-2019	48
21B	Interest on late payment of IPC No.18 to 20	26-Oct-2019	21-Dec-2019	92,513,595	78,401,352	02-Dec-2019	-
22	July-2019 To Oct-2019	05-Feb-2019	01-Apri-2020	2,295,507,608	25,523,053	7-Apri-2020	6
					893,096,805	11-Apri-2020	10
					728,000,000		
23	Nov-2019 To Feb-2020	14-May-2020	09-Jul-2020	2,354,152,344	25,020,520	13-Aug-2020	35
					1,680,187,368	14-Aug-2020	36
23B	Price Adjustment from Dec-2015 to Feb-2020	09-Sep-2020	04-Nov-2020	2,291,043,142	29,592,642	20-Nov-2020	16
					1,879,581,228	27-Nov-2020	23

IPC No.	Months	Submission to the Engineer	Contractual Date payment	Certified Amount Incl-VAT (UGX)	Payments Excl-VAT (UGX)	Actual Date of Payment	Delays (Days)
24	March-2020 To July-2020	13-Oct-2020	08-Dec-2020	3,355,413,131	-	Not yet paid	

SAMPLE LIST FOR THE AUDIT OF UNRA FOR FY 2022/23

No.	Reference Number	Procurement subject	Provider	Contract value (UGX)
1.	UNRA/WRKS/2021-2022/00152	Civil Works for the Perodic Maintenance of Kampala Northern Bypass Phase 1 (21km)	Stirling Civil Engineering Ltd	54,350,193,089
2.	UNRA/SUPLS/2020-2021/00102	Tirinyi-Pallisa-Kumi-Pallisa-Kamomkoli Road Project: Supply and Delivery of Road Maintenance Equipment	Achelis (U) Ltd	1,042,512,791
3.	UNRA/WRKS/2021-2022/00052	Civil Works for the upgrading of Karenga-Kapedo-Kaboong road(67.5km) from gravel to paved (Bituminous) Standard	China Communications Construction Co Ltd	221,010,996,359
4.	UNRA/WRKS/16-17/00110/05	Addendum No.2 on Inclusion of 18% Value Added Tax on Design and build of Masindi -Biiso, Kabale-Kiziramfumbi and Hohwa-Nyairongo-Kyarushesha-Butole Road Upgrading Project(97KM)- Package 5-	M/S China Railway Seventh Group Company Ltd	595,736,808,038
5.	UNRA/WORKS/2022-23/00031	Civil Works for the rehabilitation of Matugga-Semuto-Kapeka Road and upgrading of Town Roads	Abubaker Technical Services and General Supplies Limited	216,116,086,606
6.	UNRA/SUPLS/2020-2021/00102	Tirinyi-Pallisa-Kumi-Pallisa-Kamomkoli Road Project: Supply and Delivery of Road Maintenance Equipment Item 06: Track Loaders (2No)	Mantracc (U) Ltd	2,268,000,000
7.	UNRA/SRVCS/2020-2021/00063/02	Consultancy Services for the Construction Supervision of the Design and Build Contract of Kisoro-Rubuguri-Muko/Nteko (72km) -Lot 02	Stadia Engineering Work Consultant Plc in Association with Segamu 14 Consults Ltd	10,403,912,500
8.	UNRA/SUPLS/2020-	Supply and delivery of road	Victoria Motors Ltd	1,111,000,000

No.	Reference Number	Procurement subject	Provider	Contract value (UGX)
	2021/00144	maintenance equipment Item 4 Low Bed Truck		
9.	UNRA/WORKS/20-21/00088/05	Mechanised Maintenance of Unpaved National Roads for 23 UNRA Stations under Framework Contract for 3 years Phase 3 Lot 05: Kitgum Station	Upland Enterprises & Construction Ltd	20,053,901,020
10.	UNRA/WORKS/20-21/00088/22	Mechanised Maintenance of Unpaved National Roads for 23 UNRA Stations under Framework Contract for 3 years Phase 3 Lot 22: Gulu Station	Upland Enterprises & Construction Ltd	29,063,217,100
11.	UNRA/WORKS/2016-2017/00110/04	Design and Build of Package 4: Lusalira-Nkongge-Lumegere-Ssembabule Road Upgrading Project (97km)	Tecnovia-Joint Venture Tecnovia-Sociedade de Empreitadas S.A Technovia Angola-Sociedade de Empeiitadas ,Lda	479,828,008,767
12.	UNRA/WRKS/2020-21/00088/04	Mechanized maintenance of unpaved roads for 23 UNRA stations under framework contract for three years Phase 3 Lot 4 Jinja	Hands Uganda Limited	34,479,069,000
13.	UNRA/WRKS/20-21/00088/02	Mechanised maintenance of unpaved roads for 23UNRA stations under framework contract for three years Phase 3 Lot 2 Fort Portal	Azu Properties Limited	53,241,961,080
14.	UNRA/WRKS/20-21/00088/13	Mechanised maintenance of unpaved roads for 23UNRA stations under framework contract for three years Phase 3 Lot 13 Kabale 1	Nippon Parts (U)Ltd	53,591,134,880
15.	UNRA/ WORKS/ 2021-22/00124	Civil Works for the upgrading of Town Roads (15.15km) in Masindi Municipality and Kigumba Town	China Railway No 5 Engineering Group	52,908,495,908

No.	Reference Number	Procurement subject	Provider	Contract value (UGX)
		Council under Kigumba-Bulima Road (69km) Project: Addendum No 2 to the Contract Additional Costs Arising out of Civil works for upgrading of Town Roads in Masindi Municipality		
16.	UNRA/WRKS/20-21/00134	Remedial Works on Ntungamo - Kabale- Katuna	China Railway Seventh Group Co Ltd	53,589,419,290
17.	UNRA/ SRVCS/21-22/00124	Additional Technical Assistance for the Individual Consultant -Project Management Specialist along the ARSDP Project	Subhash Seth	1,323,125,000
18.	UNRA/WRKS/2021-2022/00052	Civil Works for the upgrading of Karenga-Kapedo-Kaboong road(67.5km) from gravel to paved (Bituminous) Standard	China Communications Construction Co Ltd	221,010,996,359
19.	UNRA/SUPLS/21-22/00095	Framework contract for supply and delivery of spares for street lighting for three years	Malcon Engineering Limited	3,459,047,725
20.	UNRA/WRKS/21-22/00023	Contract Agreement for the Design and Build of Jinja Mbulamuti- Kamuli Bukungu (127km) and Jinja City Roads(10km)	Powerchina International Group Limited	649,567,379,245