



**INSPECTION REPORT ON THE PROCUREMENT PROCESS  
FOR THE SUPPLY OF THE RADAR SPECIALIZED TEST  
GEARS**

**ENTITY: UGANDA CIVIL AVIATION AUTHORITY**

**FEBRUARY 2026**

## TABLE OF CONTENTS

ACRONYMS .....	iii
1.0 BACKGROUND.....	1
2.0 OBJECTIVES OF INVESTIGATION .....	1
3.0 LAWS APPLICABLE .....	1
4.0 SCOPE .....	1
5.0 METHODOLOGY.....	1
6.0 SUMMARY OF FACTS.....	2
7.0 FINDINGS AND CONCLUSION.....	4
8.0 RECOMMENDATIONS.....	8

## ACRONYMS

BoQ	-	Bill of Quantities
CC	-	Contracts Committee
CG	-	Central Government
LTD	-	Limited
MoFPED	-	Ministry of Finance, Planning and Economic Development
MoU	-	Memorandum of Understanding
PPDA	-	Public Procurement and Disposal of Public Assets Authority
UCAA	-	Uganda Civil Aviation Authority
UGX	-	Uganda Shillings
USD	-	United States Dollars

## 1.0 BACKGROUND

The Authority received a complaint from a whistleblower on 8th December 2025 alleging that the Uganda Civil Aviation Authority limited competition in the procurement for the supply of radar test gears. Specifically, the complainant alleged that:

1. The Entity did not open up the procurement for the supply of the radar test gears to experienced companies to participate in the procurement process.
2. The bidding document was issued to only three local suppliers and yet there are other qualified providers available for the same. That the Entity did this with the intention of giving unfair advantage to their preferred supplier –Impact Logistics since two of the three invited suppliers do not have the required experience in supplying similar equipment and have no known distribution or reseller affiliations with recognized manufacturers operating in the radar space.
3. The Manufacturer’s Authorization Letter presented in the bid is not genuine because the manufacturer confirmed to him that they did not issue the letter to any other local vendor.

## 2.0 OBJECTIVES OF THE INSPECTION

The inspection was conducted with the view of establishing whether:

1. The Entity limited competition by not opening up the procurement for the supply of the radar test gears to experienced companies to participate in the procurement process;
2. The Entity shortlisted only three bidders and whether the Entity had a preferred bidder; and
3. The Manufacturer’s Authorization Letter submitted by the Best Evaluated Bidder was genuine.

## 3.0 LAWS APPLICABLE

- i) The PPDA Act, Cap 205;
- ii) The PPDA Regulations 2023; and
- iii) The PPDA Guidelines 2023

## 4.0 SCOPE

The inspection focused on the procurement process for the supply of the radar test gears.

## 5.0 METHODOLOGY

- a) **Documents retrieval and analysis:** The following documents were retrieved and analyzed:
  - i) The procurement action file for the supply of the radar test gears; and
  - ii) Relevant correspondences between the Entity and various stakeholders
- b) **Interviews;** The following officials from Uganda Civil Aviation indicated in table 1 were interviewed:

**Table 1: People Interviewed**

S/N	Name of interviewee	Title	Dates
1.	Eng. Ronald Twesige	Chairman, Contracts Committee	29 <sup>th</sup> January 2026
2.	Mr. Adonyo Patrick	Ag. Manager Procurement	20 <sup>th</sup> January 2026
3.	Mr. Nicholas Ndema	Manager, Communications and Navigation Systems	20 <sup>th</sup> January 2026
4.	Mr. Shamusu Zziwa	Engineer In charge Surveillance	20 <sup>th</sup> January 2026

<b>S/N</b>	<b>Name of interviewee</b>	<b>Title</b>	<b>Dates</b>
5.	Ms. Lilian Namutebi	Assistant Procurement Officer	20 <sup>th</sup> January 2026

## **6.0 SUMMARY OF FACTS**

- 6.1 On 17<sup>th</sup> December 2024, the User Department raised a requisition (Form 5) for the procurement of radar specialized test gear at UGX 450,000,000. This was approved by the Accounting Officer on 1<sup>st</sup> January 2025.
- 6.2 The requisition was accompanied with an Internal Memo dated 16<sup>th</sup> December 2024 from Peter Okello, Principal Technical Officer - Planning (User Department) requesting for authorization of a direct procurement for the specialized radar measuring equipment from Indra Sisemas AS of Spain. The reason for this was that Indra is the manufacturer of the existing ATC radar system at Entebbe Control Tower. Attached to the memo was a market survey report indicating that Indra Sistemas had quoted to supply the equipment at EUR. 115,482, equated to UGX 449,000,000.
- 6.3 On 28<sup>th</sup> January 2025, the Contracts Committee approved the direct procurement of the radar specialized test gear from Indra Sistemas AS Spain at UGX 450,000. The Committee also approved the bidding document and the Evaluation Committee.
- 6.4 On 10<sup>th</sup> February 2025, the Entity submitted the bidding document to Indra. Indra immediately declined to participate in the procurement process, because they were required to register with PPDA on the E-GP Portal and to quote in a local currency (UGX). Indra advised that the procurement be carried out under their existing maintenance framework contract with the Entity.
- 6.5 On 5<sup>th</sup> September 2025, Mr. Nicholas Ndema, Manager, Communications and Navigation Systems (MCNS) authored an internal memo requesting the Director Finance to confirm that the funds for the procurement was still available so that the Entity can proceed with retendering of the procurement.
- 6.6 On 27<sup>th</sup> October 2025, Mr. Shamusu Zziwa, Ag. Principal Technical Officer – Radar Surveillance (PTO-R) wrote an email to the Manager Procurement, proposing a retender of the procurement process, following confirmation of availability of funds by the Director Finance. He also attached the specifications which he indicated were adjusted to make it more comprehensive and open.
- 6.7 On 14<sup>th</sup> November 2025, Ms. Lillian Namutebi, Assistant Procurement Officer submitted Form 5 Part II (Request by the Procurement and Disposal Unit to the Contracts Committee for approval of procurement method, request) requesting the Contracts Committee to approve the Restricted Domestic procurement method, a shortlist of 6 bidders, the bidding document and an Evaluation Committee comprising 5 members.

- 6.8 The justification provided for the Restricted Domestic Bidding was that the procurement was of a specialized nature.
- 6.9 On 19<sup>th</sup> November 2025, the Contracts Committee approved the retender for the procurement of radar specialized test gear using the Restricted Domestic Bidding procurement method. The Committee also approved the Evaluation Committee and a shortlist of six providers namely;
1. Sea and Air Technology
  2. Impact Logistic and Consult Ltd
  3. Spectra International Ltd
  4. Echo Communications Ltd
  5. A&S Electronics Ltd
  6. Wilken Telecommunications U Ltd
- 6.10 On 26<sup>th</sup> November 2025, the Entity issued bidding documents to the six shortlisted bidders via email, with a bid submission date of 11<sup>th</sup> December 2025.
- 6.11 On 11<sup>th</sup> December 2025, one firm – Echo Communications Ltd returned its bid to the Entity before the bid closing deadline.
- 6.12 Subsequent bid opening indicated that the company quoted UGX 436,010,000, with a delivery period of 4 months and Bid security of 5,000,000
- 6.13 On 15<sup>th</sup> December 2025, the Evaluation recommended that the contract for the supply of radar specialized test gear for radar system be awarded to Echo Communication Limited at UGX 436,010,000, with a delivery period of 4 weeks and a warranty of 12 months
- 6.14 On 23<sup>rd</sup> December 2025, the Chairperson Evaluation Committee sent a letter through email to Rohde and Schwarz requesting for confirmation of the validity of the Manufacturer's Authorization letter submitted by Echo Communication Ltd.
- 6.15 On 7<sup>th</sup> January 2026, Mr. David Rodriguez-Laurente, Channel and Account Manager, Rohde and Schwarz Espana, S.A confirmed the validity of the Manufacturer's Authorization Letter issued by the company.
- 6.16 The procurement is currently halted, awaiting Contracts Committee approval following the conclusion of the inspection by the Authority.

## 7.0 FINDINGS AND CONCLUSION

### 7.1 Whether the Entity limited competition by not opening up the procurement for the supply of the radar test gears to experienced companies to participate in the procurement process

7.1.1 The complainant alleged that the Entity did not open up the procurement for the supply of the radar test gears to experienced companies to participate in the procurement process.

7.1.2 Section 86 (1)(2)(3) of the PPDA Act, Cap. 205 states that:

*Except as provided for in this Act or regulations made under this Act, a Procuring and Disposing Entity shall use the Open domestic bidding method. Open domestic bidding is a procurement method which is open to participation on equal terms by all providers through advertisement of the procurement opportunity. It shall be used to obtain maximum possible competition and value for money.*

7.1.3 Regulation 18(1)(a)(b)(c) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services provided conditions for the use of restricted bidding. It specifically states that;

*“Restricted domestic bidding may be used where the supplies, works or non-consultancy services are available only from a limited number of providers; there is insufficient time for an open bidding method in an emergency situation; or the estimated value of the procurement does not exceed the threshold stated in the procurement guidelines issued under the Act”*

7.1.4 Clause 2.1 of PPDA Guideline No. 1 of 2025 on thresholds for procurement methods states that:

*“Open Domestic Bidding or Open International Bidding shall be used where the estimated value of the supplies or the non - consultancy services exceeds UGX 400 Million.”*

7.1.5 Clause 2.2 of the same guideline states that: *“Restricted Domestic Bidding or Restricted International Bidding shall be used where the estimated value of the supplies or the non - consultancy services is greater than UGX 200 million but does not exceed UGX 400 million.”*

#### **Entity’s response**

7.1.6 The Ag. Manager, Procurement and Disposal Unit explained in his statement that the use of restricted bidding for the procurement of radar specialized test gears was justified since it is an aviation equipment. That Regulation 17 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 allows for the use of restricted bidding in the procurement of aviation equipment under Schedule 2 of the Regulation.

7.1.7 The Chairman, Contracts Committee stated that the Contracts Committee approved the use of restricted bidding based on several reasons:

- i) Indra, the original equipment manufacturer recommended the procurement of the radar test gears from Rohde and Schwarz, which had a limited number of suppliers with the Manufacturer's Authorization Letter
- ii) The radar test gears are highly specialized aviation equipment that are not off the shelf products. It is purchased by governments, air navigation entities and the military and only available from a limited number of manufacturers and suppliers. That since the manufacturer declined the invitation to participate in the procurement process, the short listed providers were requested to provide the Manufacturer's Authorization Letter.
- iii) The Entity had lost time in trying to engage the manufacturer directly and yet the items were essential to ensure the serviceability of the radar.
- iv) Regulation 17(2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 permitted the Entity to procure using restricted bidding since the radar test gears are aviation equipment specified under Schedule 2 of the Regulation.

### **PPDA's Findings**

- 7.1.8 Whereas the procurement requisition (Form 5) for the procurement of the radar test gears indicated the estimated cost of the equipment at UGX 450,000,000, thereby falling within the procurement threshold for Open Domestic Bidding procurement method, the Authority noted that the Entity used Restricted Domestic Bidding procurement method.
- 7.1.9 The justifications for the approval and use of Restricted Bidding ranged from the radar test gears being specialized aviation equipment, limited number of suppliers with the Manufacturer's Authorization Letter for the manufacturer of the radar test gears (Rohde and Schwarz), limited time to procure the gears and permission for the use of Restricted Domestic Bidding since the radar test gears are aviation equipment.
- 7.1.10 The Authority noted that the Entity justifiably used Restricted Domestic Bidding procurement method considering the reasons provided and approved by the Contracts Committee.
- 7.1.11 Similarly, the use of Restricted Domestic Bidding procurement method was in line with Regulation 17(2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 since the radar test gears are aviation equipment specified under Schedule 2 of the Regulations. Specifically, Regulation 17(2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 states that:
- "A Procuring and Disposing Entity shall use the Restricted Domestic Bidding method or the restricted international bidding method, as may be applicable, to procure the supplies specified in Schedule 2."*
- 7.1.12 Restricted Domestic Bidding procurement method does not require advertising the procurement for every bidder to participate as provided under Regulation 18(2)(a) of the PPDA (Rules and

Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023, which states that *“the invitation to bid shall be addressed to a limited number of potential bidders without advertising the opportunity.”*

### **Conclusion**

7.1.13 The Entity used the Restricted Domestic Bidding procurement method which did not require advertising the procurement for every bidder to participate in the procurement process. This did not limit competition. The Authority found **no merit** in this allegation

### **7.2 Whether the Entity shortlisted only three bidders and whether the Entity had a preferred bidder**

7.2.1 The complainant alleged that the Entity shortlisted only three bidders for the procurement of the radar test gears. That this was done with the view of giving preference to one bidder – Impact Logistics and Consults Ltd since the other two bidders do not have the experience and no known distribution or reseller affiliations with recognized manufacturers in the radar space.

7.2.2 Regulation 53(1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 states that:

*“A shortlist shall have at least six bidders, except for micro procurement which shall have three bidders.”*

7.2.3 Regulation 53(3) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 states that:

*“A Procuring and Disposing Entity shall, when developing a shortlist for procurement requirements, use the list of providers pre-qualified by the Entity developed under Part IV, for groups of procurements which are similar under regulation 32, or:*

*(a) the register of providers of the Authority;*

*(b) the list of pre-qualified providers of another procuring and disposing entity; or*

*(c) knowledge of the market by the procuring and disposing entity.”*

### **The Entity’s response**

7.2.4 Ag. Manager, Procurement and Disposal Unit stated that the Entity shortlisted six bidders namely; Sea and Air Technologies SL, Wilken Telecommunication (U) Ltd, Echo Communication Ltd, Impact Logistics and Consult Ltd, Spectra International Ltd and A&S Electronics Ltd, but none of them was a preferred bidder.

7.2.5 That six bidders were shortlisted based on market knowledge and their previous performance. That all the six bidders have previously supplied the Entity and participated in the Entity's procurement processes for Air Navigation/ Aviation equipment and can easily deal with manufacturers.

- i) Sea and Air Technologies SL: Previously supplied a spectrum analyzer test equipment and Navi/ Drone analyzer for Navaid's calibration.
- ii) Wilken Telecommunication (U) Ltd: Has been a local representative of Indra, the supplier of radar equipment.
- iii) Echo Communications Ltd: Supplies air navigation equipment and calibrates radar test gears. They have a manufacturer's authorization from Rhodes and Schwarz
- iv) Impact Logistics and Consult Ltd: Supplies air navigation equipment and has participated in procurement process for Rhodes and Schwarz equipment but was disqualified at technical evaluation due to failure to offer local training in their bid.
- v) Spectra International Ltd: Has previously supplied aviation equipment to the Entity.
- vi) A&S Electronics Ltd: Has previously supplied aviation equipment to the Entity.

### **PPDA Findings**

7.2.6 The Authority noted that the Entity shortlisted six bidders for the supply of radar test gears, namely; Sea and Air Technologies SL, Wilken Telecommunication (U) Ltd, Echo Communication Ltd, Impact Logistics and Consult Ltd, Spectra International Ltd and A&S Electronics Ltd. The shortlist was approved by the Contracts Committee on 19<sup>th</sup> November 2025.

7.2.7 The bidders were shortlisted based on market knowledge, arising from the fact that deal in the supply of aviation equipment and/or had previously supplied similar equipment to the Entity, or participated in similar procurement processes for the Entity.

7.2.8 The Authority noted from the email trails that the Entity sent bidding documents to all the six shortlisted bidders via email on 26<sup>th</sup> November 2025, however, only Echo Communication Ltd returned its bid and was subsequently recommended by the Evaluation Committee as the Best Evaluated Bidder after an evaluation process.

### **Conclusion**

7.2.9 The Entity shortlisted six bidders and not three as alleged by the complainant. It is not true that Impact Logistics and Consult Ltd was the Entity's preferred bidder since they did not submit their bid and did not emerge as the Best Evaluated Bidder.

The Authority has found **no merit** in this allegation.

**7.3 Whether the Manufacturer's Authorization Letter submitted by the Best Evaluated Bidder was genuine**

7.3.1 The complainant alleged that the Manufacturer's Authorization Letter presented in the bid was not genuine since he had been informed by the manufacturer (Rohde and Schwarz) that they have not issued any Manufacturer's Authorization letter to any other bidder.

7.3.2 In ITB 10(j) of the Bid Data Sheet, the Entity requested bidders to submit the Manufacturer's Authorization Letter and document indicated delivery time as additional documents.

7.3.3 In section 2 of the Terms of Reference in the bidding document, the Entity required that the supplier must either be a manufacturer or possess a valid manufacturer's authorization to supply the listed equipment.

**Entity's response**

7.3.4 A due diligence was done with Rohde and Schwarz who confirmed the authenticity of the Manufacturer's Authorization Letter issued to Echo Communication Ltd.

**PPDA Findings**

7.3.5 The Authority noted that the Chairperson Evaluation Committee on 23<sup>rd</sup> December 2025 wrote an email to Rohde and Schwarz requesting the company to confirm the attached Manufacturer's Authorization Letter. Attached to the email was the Manufacturer's Authorization Letter submitted by Echo Communication Ltd, and a letter from the Evaluation Committee requesting confirmation of the same.

7.3.6 The Authority further noted that David Rodriguez, Channel and Account Manager, Rohde and Schwarz on 7<sup>th</sup> January 2026 confirmed the validity of the Manufacturer's Authorization Letter.

**Conclusion**

7.3.7 The Authority finds no merit in this allegation since Rohde and Schwarz confirmed the Manufacturer's Authorization Letter submitted by Echo Communication Ltd.

**8.0 RECOMMENDATION**

8.1 In light of the above, the Authority found no merit in this allegation and hence the Entity should proceed and conclude the procurement process for the supply of the radar test gears.