Africa Freedom of Information Centre

Improving Health and Education Service Delivery in Africa

An Analysis of Public Procurement in **Ghana, Kenya, Malawi, Nigeria and Uganda**

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An Analysis of
Public Procurement in

Ghana, Kenya, Malawi, Nigeria and Uganda

in partnership with

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Acronyms

FY	Financial Year
GHANEPS	Ghana Electronic Procurement System
GOU	Government of Uganda
GPP	Government Procurement Portal (Uganda)
LG	Local Government
MDAs	Ministries, Departments and Agencies
MoFPED	Ministry of Finance, Planning and Economic Development
MoICT&NG	Ministry of Information, Communication Technology and National Guidance
MoWT	Ministry of Works and Transport
MRA	Media Rights Agenda
NDP	National Development Plan
NITA-U	National Information Technology Authority-Uganda
NOCOPO	Nigeria Open Contracting Portal
OAG	Office of the Auditor-General
PDE	Procuring and Disposing Entity
PPB	Public Procurement Board
PDU	Procurement and Disposal Unit
PE	Procuring Entity
BPP	Bureau of Public Procurement
PPDA-M	Public Procurement and Disposal of Public Assets Authority
PPDA-U	Public Procurement and Disposal of Public Assets Authority
PPDC	Public and Private Development Centre
PPRA	Public Procurement Regulatory Authority
UCC	Uganda Communications Commission
UNRA	Uganda National Roads Authority

Executive **Summary**

The average number of contracts awarded per supplier

1.4
(Uganda)

1.48
(Kenya)

1.8
(Nigeria)

The purpose of this study was to analyze publicly disclosed procurement data on Health and Education contracts on national procurement systems in Uganda, Kenya, Malawi, Ghana, and Nigeria for the period 2019-2021.

The analysis was based on selected indicators drawn in the following thematic areas: disclosure and transparency, competition, inclusiveness, efficiency, fraud, collusion, and value for money.

Data for the analysis was based on procurement data proactively disclosed on the respective national Public Procurement Portals and Websites of the respective counties, including Malawi, Kenya, Ghana, Nigeria, and Uganda.

Consequently, the respective operands and numbers for the various indicators were computed using predefined mathematical operations. Tables to show the proportions of units with distinct values for the respective indicator variables, from which cell proportions are developed. The results are presented by constructing tables of means and percentages as the case required. These outputs are interpreted to provide insight from the data.

Overall, Nigerian entities disclosed the most data (71%) on the required indicators on planning, tendering, award, execution, and payments, followed by Kenya and Uganda, each at 29%. No single contractor was awarded more than one contract in the period under review. The average number of contracts awarded per supplier was 1.4 (Uganda), 1.48 (Kenya), and 1.8 (Nigeria), signifying a relationship between disclosure and Average number of suppliers in the

> *.........for Uganda, there has been a marked improvement in procurement transparency in the health and education sectors, with about 47% of contracts awarded through open bidding compared to 4% in 2016/17 -2018/19."*

case of Uganda and Kenya. In Malawi, none of the target entities disclosed procurement information on the PPDA website, , but one (Central Medical Stores) did publish tender information on its website. Seven out of ten entities did not have their website. Only one of the three which had a website disclosed procurement data.

It is unclear why despite high levels of disclosure in Nigeria, the average number of bids per tender is low. Sadly, there was no data to assess the extent of inclusiveness of procurement across countries for lack of data on the beneficiaries of the awarded contracts by origin (local or international), youth, women, or PWDs or application of reservation or preference schemes.

The inefficiency of the procurement process, using Nigeria as a case study remains prevalent, with some procurement spanning 1-2 years (over 23 months)! However, the analysis did not find evidence to assess any fraud or collusion tendencies due to missing data. The results of the value for money assessment were undermined by the lack of data on the above indicators. However, using the "difference between market value estimate and contract price", governments lost at least US$454.33 through inflated contract price with Uganda at S $13.35 million and Nigeria at US. $ 440.98 million. Kenya, Malawi; and Ghana didn't disclose data on market price and contract price thus the study couldn't determine whether or not contracts were within market conditions. Finally, for Uganda, there has been a marked improvement in procurement transparency in the health and education sectors, with about 47% of contracts awarded through open bidding compared to 4% in 2016/17 -2018/19.

The game-changer for transparency is automation and mandatory disclosure obligations to reduce discretion of officials to determine whether or not, when and what data to disclose. National governments should expedite the automation of the procurement process and reporting process to enhance the quality and integrity of disclosed data. Automation assures data integrity, thereby enable participation and minimizing the risk of corruption and fraudulent procurement practices.

1.0 Introduction

The aim of this analysis was to assess levels of disclosure and transparency, competition, inclusiveness, efficiency, fraud, collusion and value for money in public procurement processes in health and education sectors of Malawi, Kenya, Ghana, Nigeria, and Uganda. The results are intended to foster learning and support stakeholder engagement in improving service delivery in respective countries.

Further, the results seek to promote fair business practices and inclusiveness in public contracting across the study countries. When procurement data is selectively disclosed, some bidders get advantage over others, and this creates and perpetuates corrupt practices and reduces innovation and competitiveness. This in turn affects contract price and value for governments and citizens. In respect to inclusiveness, whereas public contracting provides enormous opportunities for businesses, access to these opportunities by youth, women and people with disabilities is challenged. This is further complicated by the fact that disclosure of who takes what contracts isn't desegregated by gender. Assessing this indicator assists in providing a basis for engaging on improving inclusiveness in public contracting.

2.0 Scope of the analysis

The scope of the assignment entailed analyzing procurement data that governments have publicly disclosed on national procurement systems in the five project countries, based on some indicators. Details of these are presented in Table 1.

Table 1: Performance indicators

Thematic Area	Indicator
1. Disclosure and transparency	1. Comparison between national budget allocation and procurement plans 2. Percentage of procurement plans published late 3. Levels of disclosure at each stage of a procurement cycle (planning, tendering, award, contracting) 4. Percentage of disclosed contracts by sector by PDE. 5. Percentage of tenders linked with procurement plans 6. Percentage of contracts that publish information on disbursements 7. Percentage of tenders closed for more than 30 days but whose basic award information is not disclosed

2. Competition	1. The average number of bids per tender 2. Percentage of suppliers who have benefited from the reservation scheme 3. The average number of contracts awarded per supplier 4. Percentage of contracts by procurement type 5. Percentage of awarded contracts by procurement method 6. Bidders who win all the time; Bidders who lose all the time 7. Percentage of tenders won by a bidder 8. Percentage of contracts that have lower than three bidders
3. Inclusiveness	1. % local bidders who have benefited from beneficial preference/reservation schemes. 2. % local bidders vs. foreign bidders 3. The proportion of tenders won by women-owned, youth, and PWDs enterprises
4. Efficiency	1. Number of days taken from tendering to the award of contract 2. % contracts with time overruns
5. Fraud	% contracts awarded to non-existent bidders (if data is available)
6. Collusion	1. % contracts whose bid price has a threshold percent above cost estimate or market price. 2. Number of suspended companies contracted/hired.
7. Value for Money	1. % contracts with cost overruns 2. % contracts that are terminated. 3. % contracts with price and time variations. 4. Difference between budget and contract value 5. Difference between market value estimate and contract value 6. % contracts whose contract price is higher than the bid price
6. Others	1. % tenders that do not specify the place of delivery 2. % tenders that do not specify bid submission date. 3. % contracts awarded above the procurement method threshold 4. % contracts that publish contract implementation date and value. 5. Comparison with findings of 2020 AFIC contracting analysis (Uganda only) 6. % contracts under administrative review. 7. % contracts that disclose variations.

3.0 Methodology

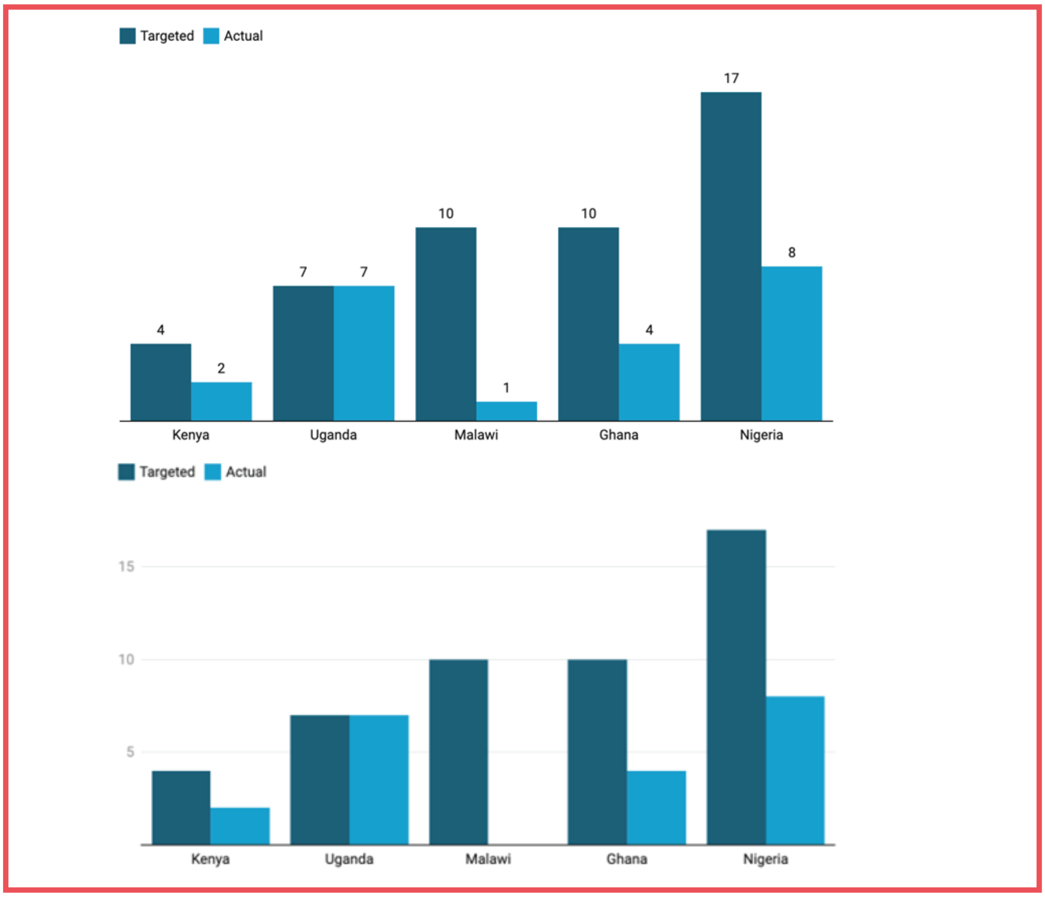
3.1 Data analysis technique

The data considered for analysis related the transactions for the period 2019-2021. As such, the analysis adopted secondary data analysis techniques and procedures. Foremost, data was cleaned /checked for completeness; this was followed by analysis (to attest to the measures of indicator variables), interpretation of the results; and report writing (supported by graphs, charts, tables, and measures of central tendency and dispersion, where applicable) in a manner that facilitates the generation of insights from the data.

3.2 Sample design

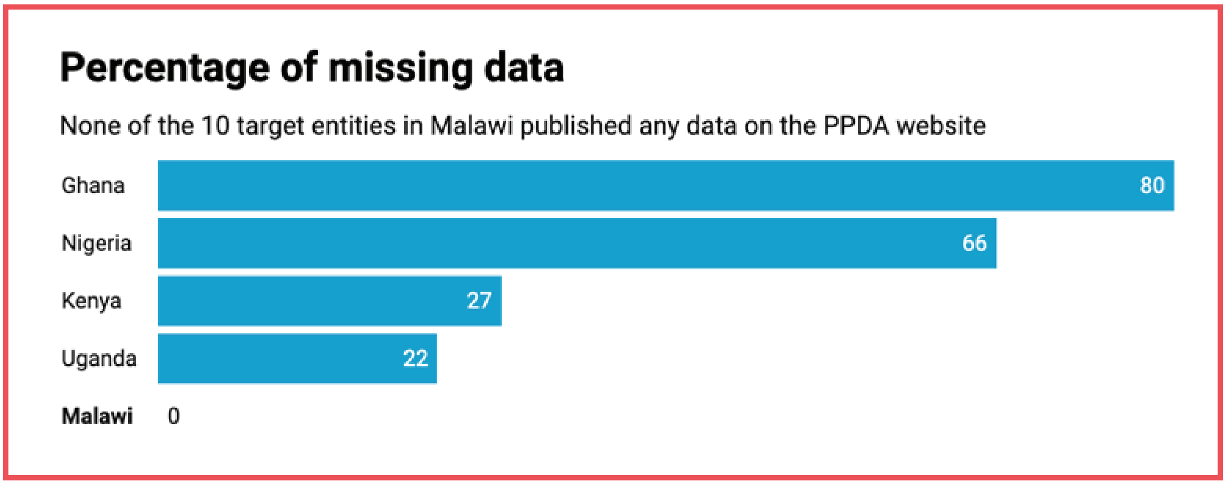
The study used data from National public procurement portals and websites of 5 countries of Malawi, Kenya, Ghana, Nigeria, and Uganda. The analysis targeted 41 entities drawn from the Education and Health sectors. Figure 1 presents the details of the entities targeted and analyzed by country.

Figure 1: Entities analyzed by country



As shown in Figure 1, out of the 41 targeted entities (see Appendix 2) across the five countries, only 18 (44%) disclosed some procurement data, comprising one entity (25%) from Malawi, two (50%) from Kenya, eight (47%) from Nigeria, seven (100%) from Uganda, four (10%) from Ghana.
As further shown in Figure 2, none of the countries under review had entities that exhibited full disclosure of the required procurement information to facilitate the computation of the indicators (in Table 1). Figure 2 illustrated the magnitude of missing data on the indicators in the data disclosed by entities in the respective counties (computed from data in Appendix

Figure 2: Percentage of missing data



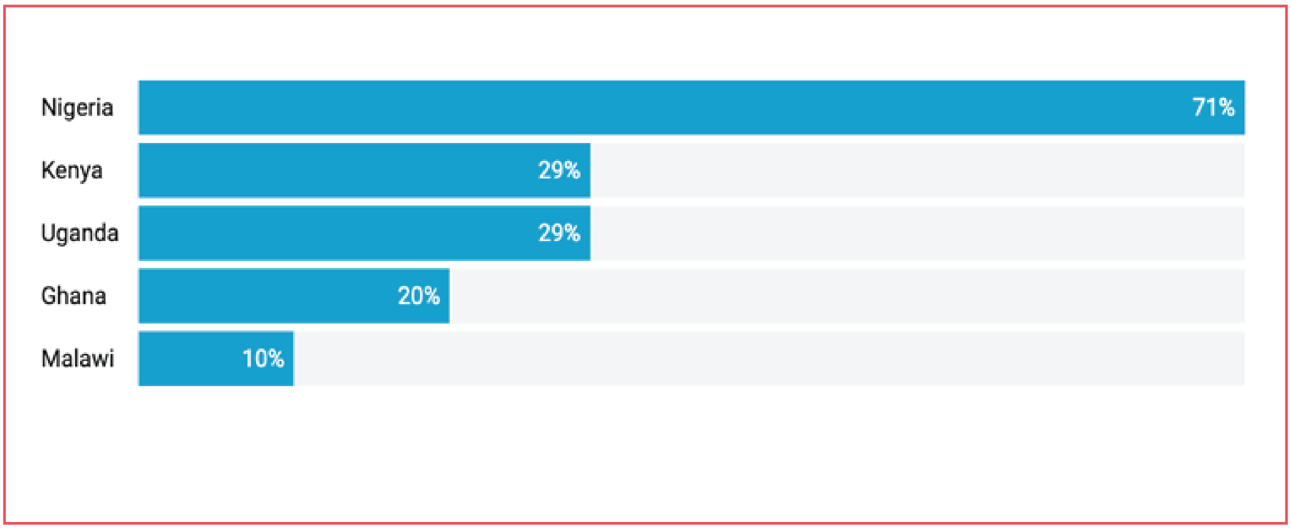
As shown in figure 2, there is no data to compute the indicators Malawi. This is followed by Ghana with 80%, Nigeria 66%, 27% for Ugand aand Kenya responctively.

4.0 Results Interpretation

4.1 Disclosure and transparency

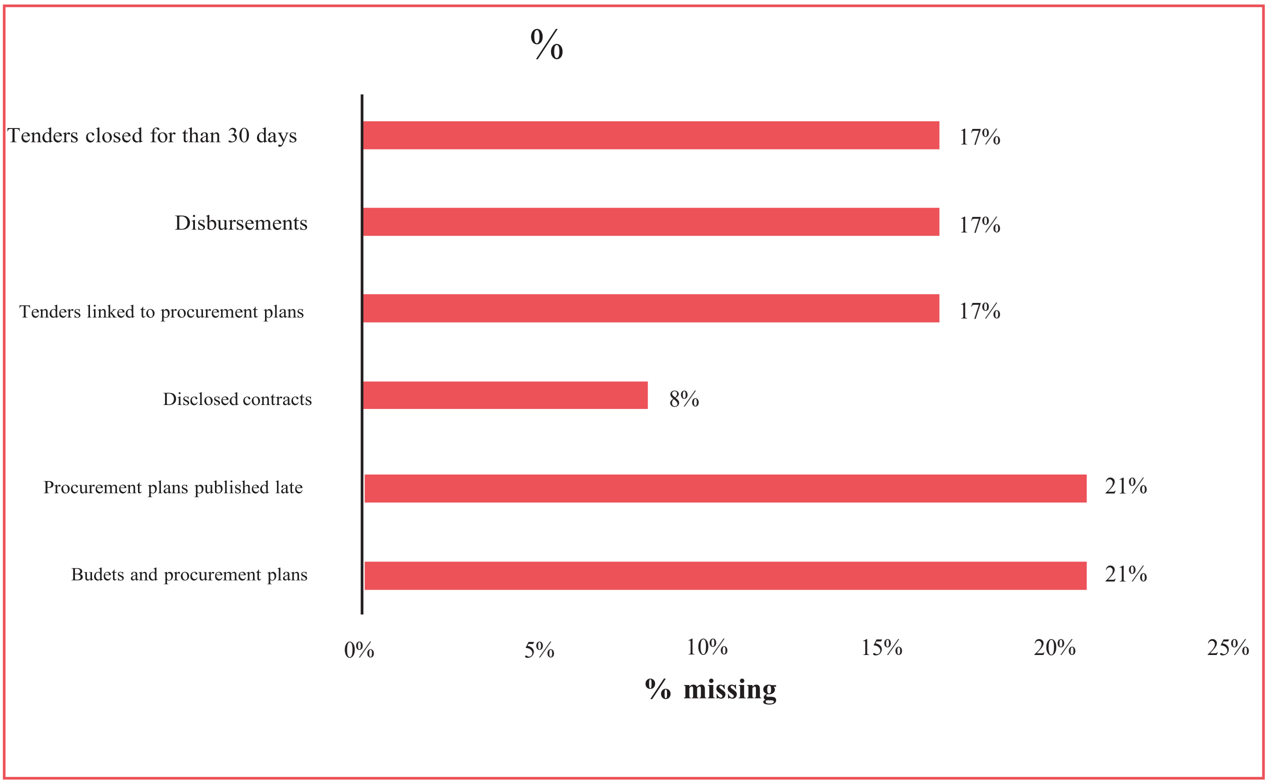
Disclosure, especially when done proactively promotes transparency in procurement and contract delivery. When procurement information is well disclosed, citizens are able to monitor contracts implemented in their local areas. However, this call may be severely constrained when the level of disclosure is low. Figure 3 presents the relative disclosure of procurement data across counties.

Figure 3: Disclosure and transparency by country



As illustrated in Figure 3, Nigeria disclosed the highest data points, distantly followed by Uganda and Kenya which disclosed only 29% of the indicators Ghana disclosed 20% and Malawi had the least disclosure at only 10%. Further analysis of the disclosed data (see Appendix 3) reveals the most disclosed information by entities in Nigeria were planning, tendering, award, and contracting data; and disbursements. In Kenya and Uganda, it was the most disclosed information related to contracts entered into. Figure Details in Appendix 3.

Figure 4: Type of undisclosed data among entities



The most disclosed data (with the least missing data) was information on contracts by entities with the respective contractors. This phenomenon could be motivated by the need to comply with the payment procedures. The law, irrespective of jurisdiction, and indeed best practice requires any payment (to the contractor) to be in sync with the contract that should spell out, among others, the parties to the contract (the client and contractor), the effective commencement date, consideration (the price), and the basis for payment. It is therefore not strange to find entities overly disclosing data on the contracting parties.

From the results, however, the least disclosed data (with the highest missing data) across countries were procurement plans and budgets (21%), information on closed tenders for more than 30 days (17%), disbursements (17%), and tenders linked to procurement plans (17%).

Nondisclosure of these data points undermines transparency in procurement and project delivery. Specifically, the low disclosure of procurement plans and budgets, as well as disbursements makes the role of citizens in monitoring project implementation impossible.

4.2 Competition

Maximization of competition in public procurement ensures value for money by attracting more companies to participate in procurement activities. Besides, competition affords procuring entities a sizeable pool from where to select the best bidder. Table analysis results 3 presents the indicators of competition, together with the results of analysis per indicator.

Table 2: Competition

Indicator	Malawi	Kenya	Ghana	Nigeria	Uganda
1. Average number of bids per tender	no data	no data	no data	2.2	3.5
2. % suppliers who have benefited from reservation scheme	no data	no data	no data	no data	no data
3. Average number of contracts awarded per supplier	no data	1.48	no data	1.8	1.4
4. % contracts by procurement type	no data	no data	no data	Consultancy services (3.4%) Goods (89.7%) Non-consultancy services (1.1%) Works (5.7%)	no data
3. % awarded contracts by procurement method	no data	no data	no data	no data	no data
4. Bidders who win all the time; Bidders who lose all the time	no data	no data	no data	no data	no data
5. % tenders won by a bidder	no data	no data	no data	1.6%f	Open domestic bidding (47.4%); national selective bidding (38.3%)' Others (14.4%)
6. % contracts with lower than three bidders	no data	no data	no data	41.4%	no data

As shown in Table 2;

- *Regarding the average number of bids per tender, Nigeria had the lowest (2.2 bids) compared to Uganda The available data suggests that (3.5 bids). The other countries had no data in respect to this indicator. Given the available data, the results suggest competition was higher in Uganda than in Nigeria.*

- *The average number of contracts awarded per supplier was 1.4 (Uganda), 1.48 (Kenya), and 1.8 (Nigeria). The results imply that, on average, no single supplier was awarded more than one bid, suggesting there was no evidence of preference or unfair award of contracts, a phenomenon that fosters fair competition. Based on the available data, there was higher competition for the available* *contracts in Uganda than in Nigeria and Kenya.*

- *Nonetheless, National Primary Health Care Development Agency (NPHCDA) awarded 14 (43.8%) of the contracts (stationary/printing related) to one contractor, Marvelous Mike Press Limited.*

  In terms of the percentage of contracts awarded by procurement type, almost 90% of the contracts awarded in Nigeria were goods, with works accounting for only 5.7% and consultancy (3.4%) and non-consultancy (1.1%). There were no data on this indicator from the other countries considered in the analysis. The results suggest the private sector is mostly involved in the supply and delivery of supplies as opposed to works, consultancy, or non-consultancy projects. To this end, competition is expected to be highest in goods supply compared to works or service, portfolios. Therefore, the greatest effort should be geared to disclosure and transparency of supplies contracts given the high proportion in the total procurement requirements they constitute. There was no data on this indicator from the other countries considered in the analysis.

- *Regarding the percentage of awarded contracts by procurement method, 47.4% of the contracts awarded in Uganda were through open domestic bidding Unfortunately data while 38.3% were through national selective bidding. In sum, over 85% of the contracts were nationally sourced. Data on this indicator from the other countries were missing. Domeshastic souring is a practice of sourcing procurement requirements from local (within the country) providers/suppliers. This approach comes with numerous advantages, flexibility including improved control (on quality and production processes), greater flexibility on supply chain and production processes, reduced costs (transport and logistics, foreign beaten exchange requirements), etc.*

- *Regarding the percentage of tenders won by a bidder, only 1.6% of tenders in Nigeria were won by a single bidder. Other countries did not post data on this indicator. Again, this suggests the Nigerian supply market was quite competitive with no significant preference for any single bidder in the sourcing process.*

- *Although 58.6% of the contracts in Nigeria had more than 3 bidders per tender, 41.4% of the contracts had less than 3 bids per tender.*

4.3 Inclusiveness

Inclusive procurement is a deliberate way for governments to procure acquirement (any goods, services or works) from specific supplier categories, often vulnerable, in order to advance social and economic development. However, procuring entities should meet transparency requirements (provided in the law) to maintain the integrity and safeguard public funds. Various national governments seek to foster inclusiveness in public procurement through regulatory regimes, including preference and reservation schemes with a view to promoting the participation of Local communities, Organizations, Enterprises and ventures.

In this analysis, this parameter was assessed by the percentage of local bidders who have benefited from preference/reservation schemes, percentage of local bidders vs. foreign bidders; and the proportion of tenders won by women-owned, youth and PWDs enterprises.

In the current analysis, this parameter was assessed by the percentage of local bidders who have benefited from preference/reservation schemes; percentage of local bidders vs foreign bidders; and the proportion of tenders won by women-owned, youth and PWDs enterprises. However, no entity across the countries analyzed (Malawi, Ghana, Kenya, Nigeria and Uganda) reported any data on these indicators. Accordingly, the indicator could not be ascertained.

4.4 Efficiency

Efficiency is how the procurement process is handled; it is thus concerned with delivering the desired results without wasting materials, time, or energy. Accordingly, this parameter was assessed using two indicators; (1) the number of days taken from tendering to the award of the contract; and the (2) percentage of contracts with time overruns.

Save for Nigeria, none of the entities sampled in Malawi, Ghana, Kenya, and Uganda reported any data on this parameter. Based on the results, the average number of days taken from tendering to the award of the contract in Nigeria was 191 days (over 6 months). However, the analysis revealed that the procurement of furniture for the secretariat in the National Board of Technical Education (NBTE) took 709 days (over 23 months)! This cycle time is way beyond the 4-6 months-timeline permissible for national competitiveness in Nigeria (https://iclg.com/practice-areas/public-procurement-laws-and-regulations/nigeria). The percentage of contracts with time overruns could not be computed due to missing or inconsistent dates.

4.5 Fraud

Fraudulent and corrupt practices in procurement may take various forms. According to the World Bank Guide for staff (2000), fraudulent practices entail any situation in which staff members abuse their position or misuse bank funds or other public funds for private gain. In this case, Fraud was indicated by the percentage of contracts awarded to non-existent bidders.

The data did not reveal any scenarios of fraud in the procuring entities across the respective counties.

4.6 Collusion

Collusion practices take various forms, including, bidders agreeing among themselves (before bidding) which of them should get the contract, especially under competitive bidding, where the lowest bidder quits or the lowest bidder, in collusion with the next lowest bidder, withdraws its bid, etc. Two indicators were used to assess collusion; (1) the percentage of contracts whose bid price has a threshold percent above cost estimate or market price; and (2) the Number of suspended companies contracted/hired.

Extant data for analysis did not reveal any scenarios of fraud in the procuring entities across the respective counties.

the estimated loss to government through inflated costs in health and education sectors

$13.35M
Uganda

$440.98M
Nigeria

4.7 Value for money

Value for money (Vfm) has been conceptualized by 3Es (economy, efficiency, and effectiveness). It is primarily driven by how economical the procurement of inputs is how efficiently those inputs are converted into outputs, and how effectively those outputs achieve outcomes (Department for Transport, UK, 2015). In the extant cases, Vfm was assessed through 6 indicators;

1. Percentage of contracts with cost overruns
2. Percentage of contracts that are terminated.
3. Percentage of contracts with price and time variations.
4. Difference between budget and contract value
5. Difference between market value estimate and contract value
6. Percentage of contracts whose contract price is higher than the bid price

From the analysis, all Entities under review did not disclose data to enable the computation of five indicators: percentage of contracts with cost overruns, percentage of contracts that are terminated, percentage of contracts with price and time variations, the difference between budget and contract value; percentage of contracts whose contract price is higher than the bid price. Based on this inadequacy, Value for money was analyzed using the "difference between market value estimate and contract value". Only Uganda and Nigeria had entities that disclosed data on market value estimate and contract value of contracts. Based on this indicator.

3.5 2016/17

4.6 2018/19

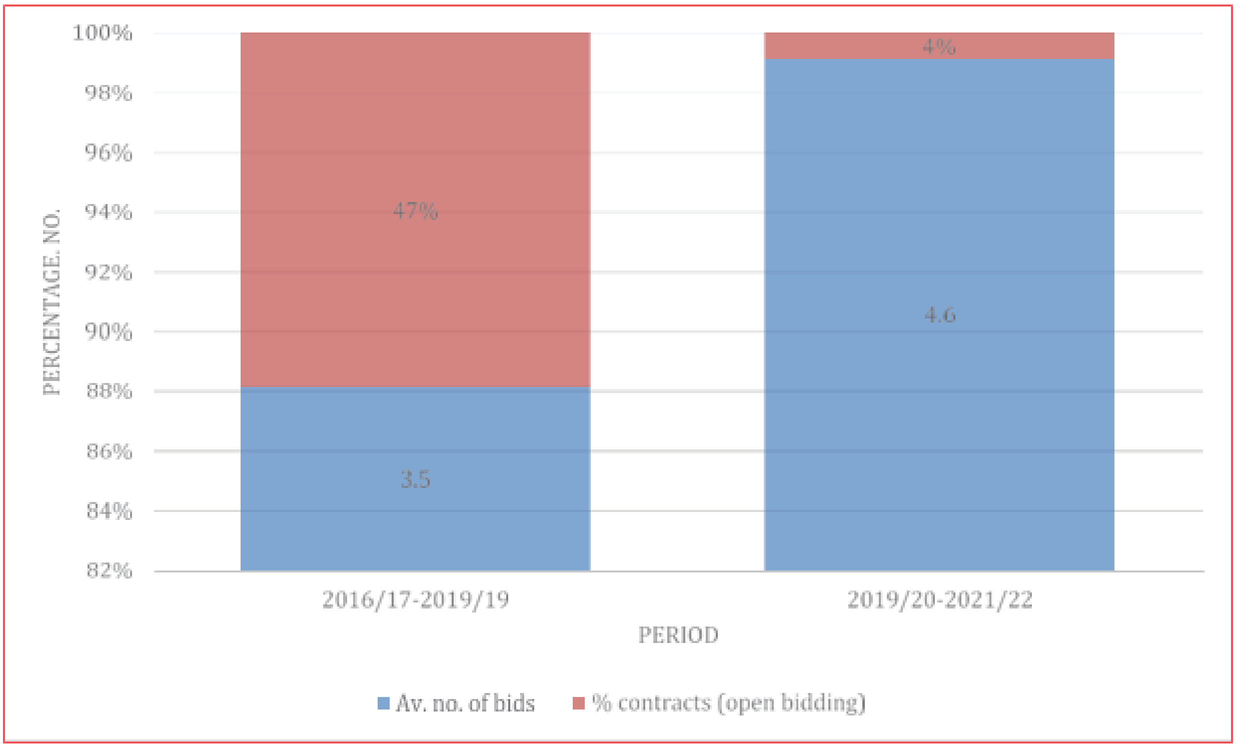
The average number of bids (for both open domestic and international bidding) received per tender in the health and education sectors

4.8 Progress on Uganda AFIC 2020 findings

In 2020, with the support from William and Flora Hewlett Foundation, AFIC analyzed the procurement activities in four sectors, including, Agriculture, works and transport, Health and Education, for the period 2016/17-2018/19. However, the current data reveal the following progress on some indicators;

- Approximately, 47% of contracts in the health and education sectors were awarded through open bidding compared to 4% in 2016/17 -2018/19.

Figure 5: Progress on some indicators in Uganda



As depicted in Figure 5, the proportion of contracts implemented through open bidding reduced from 47% to 4%. This perhaps may be attributed to supply chain disruptions due to the COVID-19 pandemic which reduced the number of suppliers able to deliver the required goods and services in a shorter lead time. In procurement practice, the lower the competition, the lower the chances of getting the best quality supplies at the lowest cost (economy), thereby undermining the achievement of value for money.

5.0 Summary Of Key Findings

2. Save for Nigeria, over 70% of the required data on every procurement implemented by selected Entities in Malawi, Ghana, Kenya and Uganda were not disclosed, which undermines procurement transparency.
3. Disclosure is understood to mean publication of contract awarded but not the process leading to the awards or after awards. No wonder, all Entities at least disclosed the contracts they had awarded
4. The average number of bids per tender was 3.5 compared to Nigeria (2.2). Also, the average number of contracts per supplier were lower in Uganda (1.4) than in Kenya (1,48) and 1.8 (Nigeria). The results suggest that competition among providers in the Education and Health sectors was lower in all the countries that disclosed data on this indicator.
5. In Nigeria, almost 90% of the contracts awarded were goods, with works accounting for 5.7% and consultancy (3.4%) and non-consultancy (1.1%).
6. In Uganda, 47.4% of the contracts were awarded through open domestic bidding while 38.3% were through national selective bidding. A combination of the two sourcing methods accounts for over 85% of the contracts implemented, suggesting the sourcing strategies adopted in Uganda are fairly competitive, thereby offering a chance to the majority of the private sector to participate in public contracts.
7. In Nigeria, 58.6% of the contracts had at least three bids. This status suggests the competition among providers of health and education requirements was satisfactory.

The level of proactive disclosure and transparency of procurement data in Uganda has reduced

from

55% (2020)

to

28.6%

in the last 2 years

7. Value for money, analyzed using the "difference between market value estimate and contract value" in procurement contracts in the health and education sectors in Nigeria was higher (estimated at $440.98M) than in Uganda (estimated at $13.35M)

8. No entity across the counties under review disclosed any data on contracts awarded to women, youth and PWDs. Yet, inclusive procurement should be a deliberate way to integrate all citizens to the money economy.

6.0 Country Specific Recommendations

Malawi

88%

of the required data on procurement were not disclosed

1. For Ghana, 100% of the entities sampled (Accra Senior Girls High School, Konongo Odumase Senior High School, Techiman Krobo Nursing Training College, Techiman Senior High School, 37 Military Hospital, Koforidua General Hospital, Konongo District hospital, Korle-Bu Teaching Hospital and Tema General Hospital) did not disclose any procurement data on the portal. There is a need to explore the reasons behind this phenomenon to resolve the issues, if any, and support the said entities to fully disclose all the required data points to foster transparency to disclose all the data points necessary to foster transparency fully10% of the reported data disclosed was from the Ghana Electronic Procurement System(GHANEPs).

2. For Malawi, 88% of the required data on procurement were not disclosed on the PPDA website. Entities are disclosing siloed information on their websites which makes ensuring consistency difficult. The Public Procurement and Disposal of Assets Authority (PPDA) should enforce its regulatory, monitoring and oversight mandate to ensure all entities fully disclose the required procurement data to assure value for money. Otherwise, save for Ministry of Education, all the remaining entities (Joint Admissions Matriculation Board, National Business and Technical, Education Board, and National Examinations council) disclosed any procurement information on the portal.

3. Regarding Kenya, only two (50%) of the entities sampled (Kenya Medical Supplies Authority (KEMSA) and National Hospital Insurance Fund (NHIF)) posted some data on the procurement portal. The rest (Ministry of Education and Machaon Level Five Hospital) did not. The Public Procurement Regulatory Authority (PPRA) should heighten its monitoring on entities to enforce compliance with the reporting requirements.

4. For Nigeria, only 47% of the entities (Appendix 2) sampled had some data on the portal. As already indicated for other countries, the relevant regulatory agencies should enforce disclosure of procurement data in all public entities to ensure transparency

5. For Uganda, 78% of the required data was not disclosed, which undermined the assessment of the indicators under review. The Public Procurement and Disposal of Public Assets Authority (PPDA) should enforce disclosure of all procurement and disposal data on the government procurement portal (GPP).

7.0 General Recommendations

1. National Public Procurement Regulatory Agencies of Nigeria, Kenya and Uganda should pay attention to enforcing disclosure obligations by ministries, departments and agencies. This should include officials in MDAs on disclosure obligations, and publishing required data.

2. Findings reveal low levels of competition, or no data disclosed to facilitate the meaningful assessment of competition, collusion, fraud and corruption. Ministries, departments and agencies across the five countries should prioritise building confidence in the market by increasing disclosure and building trust that decisions on who wins contracts is based solely on the quality of bids. In addition, they publish data on all stages of the procurement cycle on designated portals to enable measurement of levels of competition. Disclosure platforms should be aligned to

Open Contracting Data Standards to facilitate data linkage and analysis.

3. Respective public procurement regulatory authorities of Malawi and Ghana should mobilize the necessary will. To begin the journey of transparency by publishing procurement data. This should include alignment of portals to OCDS and actively promoting disclosure by respective government ministries, departments and agencies.

4. Whereas public procurement offers opportunities to advance everyone including marginalized and disadvantaged groups economically, findings indicate that no procuring entity was disclosing desegregated data on participation by women-owned, youth and PWDs enterprises. It is recommended that respective procurement regulatory authorities facilitate publication of data in gender a disaggregated manner and also actively promote the participation of socially disadvantaged groups in public procurement.

5. The study reveals that the governments of Uganda lost at least US$454.33 million in inflated costs while lack of disclosure affected our ability to analyze this indicator in other countries. It is recommended that ministries, departments and agencies strictly use prices provided through their market surveys. In addition, procurement regulatory authorities should strictly monitor and address government loss through inflated prices.

8.0
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APPENDICES

Appendix 1: Disclosure by Entities across countries

Thematic Area	Indicator	Malawi	Kenya	Ghana	Nigeria	Uganda
Disclosure and transparency	1. Comparison between national budget allocation and procurement plans	No data	no data	no data	no data	no data
	2. Percentage of procurement plans published late	no data	no data	no data	no data	no data
	3. Levels of disclosure at each stage of a procurement cycle (planning, tendering, award, contracting)	100%	100%	20%	100%	25%
	4. Percentage of disclosed contracts by sector by PDE.	no data	100%	no data	100%	100%
	5. Percentage of tenders linked with procurement plans	no data	no data	no data	100%	no data
	6. Percentage of contracts which publish information on disbursements	no data	no data	no data	86%	no data
	7. Percentage of tenders closed for more than 30 days but whose basic award information is not disclosed	no data	no data	no data	4%	no data
Competition	1. The average number of bids per tender	no data	no data	no data	2.2	3.5
	2. Percentage of suppliers who have benefited from reservation scheme	no data	no data	no data	no data	no data
	3. The average number of contracts awarded per	no data	1.48	no data	1.8	1.4

	supplier					
	4. Percentage of contracts by procurement type	no data	no data	no data	Consultancy (3.4%) Goods (89.7%) Non-consultancy services (1.1%) Works (5.7%)	no data
	5. Percentage of awarded contracts by procurement method	no data	no data	no data	no data	ODB (47.4%), NSB (38.3%); others (14.4%)
	6. Bidders who win all the time; Bidders who lose all the time	no data	no data	no data	No data	no data
	7. Percentage of tenders won by a bidder	no data	no data	no data	Average (1.6%)	no data
	8. Percentage of contracts that have lower than three bidders	no data	no data	no data	41.40%	no data
Inclusiveness	1. Percentage of local bidders who have befitted from beneficial preference/reservation schemes.	no data	no data	no data	no data	no data
	2. Percentage of local bidder's vs. foreign bidders *(missing nationality)*	no data	no data	no data	no data	no data

	3. The proportion of tenders won by women-owned, youth and PWDs enterprises	no data	no data	no data	no data	no data
Efficiency	1. Number of days taken from tendering to award of contract	no data	no data	no data	Mean = 191 Max. 709	no data
	2. Percentage of contracts with time overruns	no data	no data	no data	no data	no data
Fraud	1. Percentage of contracts awarded to non-existent bidders (if data is available)	no data	no data	no data	0%	0%
Collusion	1. Percentage of contracts whose bid price has a threshold percent above cost estimate or market price.	no data	no data	no data	no data	no data
	2. Number of suspended companies contracted/hired.	no data	no data	no data	no data	no data
Value for Money	1. Percentage of contracts with cost overruns (implementation value amount in Nigeria's 39/136 = 29% entities	no data	no data	no data	no data	no data
	2. Percentage of contracts which are terminated.	no data	no data	no data	0%	no data
	3. Percentage of contracts with price and time variations.	no data	no data	no data	no data	no data
	4. Difference between budget and contract value	no data	no data	no data	$440.98M	$13.35M
	5. Difference between market value estimate and	no data	no data	no data	no data	no data

	contract value					
	6. Percentage of contracts whose contract price is higher than the bid price	no data	no data	no data	(no data)	no data
Others	1. Percentage of tenders that do not specify the place of delivery	100%	100%	no data	100%	no data
	2. Percentage of tenders that do not specify bid submission date.	0%	0%	no data	0%	no data
	3. Percentage of contracts awarded above the procurement method threshold	no data	No data	no data	no data	no data
	4. Percentage of contracts which publish contract implementation date and value.	no data	100%	no data	0%	no data
	5. Comparison with findings of 2020 AFIC contracting analysis (Uganda only)	N/A	N/A	N/A	N/A	Low, compared to 2020 results.
	6. Percentage of contracts under administrative review.	no data	no data	no data	no data	no data
	7. Percentage of contracts who disclose variations.	no data	0%	no data	0%	no data
% data on indicators missing		**88%**	**73%**	80%	**44%**	**78%**
% data on indicators with data		**22%**	**27%**	20%	**56%**	**22%**

Appendix 2: Sample Entities

Country	Targeted Entities	N	No. Actually disclosed	%
Malawi	1. Central Medical Stores - Health 2. Kamuzu Central Hospital - Health 3. Lilongwe District Hospital (Bwaila) - Health 4. Salima District Hospital - Health 5. Malawi Blood Transfusion - Health 6. Salima Technical College - Education 7. Lilongwe Technical College - Education 8. Malawi College of Health Sciences - Education 9. Kamuzu College of Nursing - Education 10. Lilongwe University Agriculture and Natural Resources - Education	4	1 Central Medical Stores - Health	25%
Kenya	1. Ministry of Education 2. Kenya Medical Supplies Authority (KEMSA) 3. Machaon Level Five Hospital 4. National Hospital Insurance Fund (NHIF)	4	1. Kenya Medical Supplies Authority (KEMSA) 2. National Hospital Insurance Fund (NHIF)	50%
Ghana	6. Accra Senior Girls High School 7. Konongo Odumase Senior High School 8. Techiman Krobo Nursing Training College 9. Techiman Senior High School 10. 37 Military Hospital 11. Koforidua General Hospital 12. Konongo District hospital 13. Korle-Bu Teaching Hospital 14. Tema General Hospital	4		40%
Nigeria	**PPDC Education** **1. Industrial Training Fund** 2. National Council for Colleges (NCCE) 3. National Library of Nigeria 4. Teachers Registration Council of Nigeria (TRCN) 5. Tertiary Education Trust Fund (TEFUND) **6. Universal Basic Education Commission (UBEC)** **PPDC Health** 7. National Agency for the Control of Aids (NACA) 8. National Primary Health Care Development Agency (NPHCDA) 9. Nigeria Centre for Disease Control NCDC **MRA Education** 10. Joint Admissions Matriculation Board	17	**PPDC Education** 1. Industrial Training Fund 2. Universal Basic Education Commission (UNEC) **PPDC Health** 3. National Primary Health Care Development Agency (NPHCDA) 4. Nigeria Centre for Disease Control NCDC **MRA Education** 5. Ministry of Education	47%

	11. Ministry of Education 12. National Business and Technical Education Board 13. National Examinations council **MRA Health** 14. Federal Ministry of Health 15. Medical and Dental Council of Nigeria 16. National Hospital 17. National Primary Health Care Development Agency		6. National Business and Technical Education Board **MRA Health** 7. Federal Ministry of Health 8. National Hospital	
Uganda	1. Mbale Regional Referral Hospital 2. Mbale City 3. Mbale District 4. Gulu University 5. Gulu City 6. Gulu Regional Referral Hospital 7. Gulu District	7	1. Mbale Regional Referral Hospital 2. Mbale City 3. Mbale District 4. Gulu University 5. Gulu City 6. Gulu Regional Referral Hospital 7. Gulu District	100%
Total		**41**	**18**	**44%**

Appendix 3: Disclosure and Transparency of Sampled Entities by Country

Indicator	Malawi	Kenya	Ghana	Nigeria	Uganda
National budget and procurement plans	no data	no data	no data	no data	no data
% procurement plans published late	No data	no data	no data	no data	no data
Levels of disclosure at each stage of a procurement cycle *(planning, tendering, award, contracting)*	100%	100%	20%	100%	25%
% disclosed contracts by sector by PDE.	no data	100%	no data	100%	100%
% tenders linked with procurement plans	no data	no data	no data	100%	no data
% contracts that publish information on disbursements	no data	no data	no data	86%	no data
% tenders closed for more than 30	no data	no data	no data	4%	no data
% indicator data disclosed	**14.3%**	**28.6%**	20%	**71.4%**	**28.6%**
% indicator data not disclosed	**85.7%**	**71.4%**	80%	**28.6%**	**71.4**

Africa Freedom of Information Centre (AFIC)

Plot 436/437 Mawanda Road, Suite A4, Corner House, Kamwokya.
P.O.Box 35643, Kampala, Uganda; **Tel:** +256 414 533554
Email: info@africafoicentre.org; **Website:** www.africafoicentre.org