INTERNATIONAL UNIVERSITY OF EAST AFRICA
'Learning to Succeed'

FACULTY OF BUSINESS MANAGEMENT

END OF SEMESTER EXAMINATIONS - DECEMBER 2025

PROGRAMME: MBA
YEAR/SEM: YEAR 2/SEMESTER 1
COURSE CODE: MBA 850
NAME: PUBLIC PROCUREMENT MANAGEMENT

DATE:
TIME:

INSTRUCTIONS TO CANDIDATES:

SECTION A

Question one is compulsory

Question 1:

Uganda National Roads Authority (UNRA) Evaluation Process

The Uganda National Roads Authority (UNRA) initiated a procurement process to rehabilitate a critical regional road network, aimed at improving trade and mobility in rural communities. The project, funded jointly by the Government of Uganda and a multilateral development partner, is valued at UGX 185 billion. In line with the Public Procurement and Disposal of Public Assets (PPDA) Act, UNRA issued an open international competitive bidding notice to attract qualified contractors.

A total of seven firms submitted bids. The procurement team commenced bid opening and preliminary evaluation to determine responsiveness. During this stage, two bidders were disqualified: one for failing to attach a bid security and another for submitting an unsigned financial proposal. Five responsive bids proceeded to the detailed technical evaluation stage.

The technical evaluation criteria included experience in similar road works in the last five years, Personnel qualifications and experience, Equipment availability and ownership/lease agreements, Methodology and work plan, Environmental and social safeguards compliance

The evaluation committee discovered that two bidders, although technically sound, had inflated personnel experience claims that the provided records could not substantiate. They were scored lower accordingly. After a comprehensive analysis, three firms achieved the minimum technical pass mark and advanced to the financial evaluation phase.

Financial proposals were opened only for the technically qualified bidders. Bid prices submitted were: Bidder A: UGX 183 billion, Bidder B: UGX 190 billion, and Bidder C: UGX 167 billion

Although Bidder C had the lowest price, the evaluation team noted that its financial proposal excluded critical cost elements for environmental mitigation activities, which were mandatory in the bidding documents. As a result, Bidder C was deemed noncompliant at the financial evaluation. A detailed comparison of price reasonableness, arithmetic checks, and life-cycle costing confirmed that Bidder A offered the most economically advantageous and technically compliant bid.

UNRA recommended Bidder A for the award and submitted the evaluation report to the Contracts Committee for approval. However, Bidder C filed a formal complaint alleging unfair

disqualification and claiming that their environmental cost assumptions were within acceptable flexibility. UNRA suspended the award process pending administrative review to ensure transparency and accountability. The Contracts Committee examined compliance with procurement laws, evaluation criteria, and the justification for disqualification. After review, the Committee upheld the evaluation team's recommendation and authorized UNRA to proceed with awarding the contract to Bidder A. (*Source: Imaginary scenario for academic purposes only*)

Tasks:

a) Explain the step-by-step bid evaluation process applied in this case, highlighting the key compliance checks and criteria used. (10 Marks)

b) Critically analyze the reasons for disqualifying bidders at both the preliminary and financial evaluation stages, and assess whether these actions align with sound procurement principles. (10 Marks)

c) Discuss the role and importance of administrative review mechanisms in public procurement, using the dispute raised by Bidder C as a reference point. (10 Marks)

d) Recommend measures that UNRA could implement to enhance transparency, fairness, and accountability in future bid evaluation processes. (10 Marks)

Question 2:

The Green Guard Sustainable Infrastructure Procurement Scandal

The City of Athens launched the Green Guard Initiative, a high-profile, multimillion-dollar program to retrofit municipal buildings with energy-efficient systems. The project was politically championed by the mayor and promoted as a model of sustainability, transparency, and fiscal responsibility. Public expectations were high, particularly as elections approached.

Key players in this project included Maria Rodriguez, Chief Procurement Officer (CPO), respected for integrity but under political pressure to accelerate the project, and David Chen, Senior Procurement Officer and evaluation committee chair, feeling under-recognized in the department. Sarah Litt, junior analyst on the procurement team, diligent and rule-conscious; Jack Harding, owner of Eco Solutions Inc., bidding for the Green Guard contract, politically well-connected; and Mayor Evelyn Sharpe, political sponsor of the initiative, eager for visible project progress before elections.

The mayor’s office informally encouraged consideration of Eco Solutions. During pre-bid consultations, Jack Harding actively contributed to recommended technical specifications. Several of these highly specific requirements were incorporated into the final bid document, unintentionally restricting fair competition and aligning closely with Eco Solutions’ product capabilities.

Five firms responded to the Request for Proposals (RFP). Evaluation criteria included technical merit (50%), cost (30%), and timeline (20%). Eco Solutions achieved the highest technical score, mainly due to compliance with narrowly crafted specifications, despite being the most expensive bidder. When Sarah raised concerns about the tailored specifications, David dismissed them, citing urgency. Eco Solutions was awarded the contract.

Soon after commencement, Eco Solutions submitted multiple change orders citing unforeseen site conditions. These approvals increased the project cost by 15%. Jack Harding cultivated an informal relationship with David, offering expensive lunches and entertainment tickets, which David accepted.

While reviewing change orders, Sarah discovered discrepancies in invoiced materials and in pre-existing site condition data. She reported directly to Maria, bypassing David. An audit confirmed Bid rigging through specification tailoring, Kickbacks and bribery involving David and Jack, False claims, and fraudulent billing for unperformed works

Eco Solutions and Jack Harding faced fraud and corruption charges, and David was dismissed and prosecuted. Maria implemented reforms, including stricter controls over specification development, mandatory ethics training, independent verification of major contract variations, and a whistleblower hotline. The case underscored the impact of political pressure, weak internal controls, and ethical lapses on public procurement integrity.

(*Source: Imaginary scenario for academic purposes only*)

Task

a) Critically analyze the procurement process in the Green Guard case, identifying the major procedural and ethical failures from planning to contract execution. (10 Marks)

b) Discuss the forms of procurement fraud demonstrated in this case and propose internal control mechanisms that could have prevented each type. (10 Marks)

c) Evaluate the role of organizational culture and political influence in shaping the behaviors of the procurement officials involved. How did these factors compromise transparency and accountability? (10 Marks)

d) Examine the whistleblowing actions taken by Sarah Litt. What risks did she face, and what mechanisms should public institutions have in place to support ethical reporting? (10 Marks)

SECTION B

Attempt any three questions in section B

Question 1:

1. Critically examine the role and the responsibilities in the procurement cycle (20 marks)

Question 2:

A procurement strategy is the company's long-term plan for purchasing high-quality goods and services within a given time. As a procurement student, discuss the following key areas that make up a procurement strategy

(a) Key values that make up a procurement strategy (10 marks)

(b) The advantages and challenges of procurement strategy (10 marks).

Question 3:

Discuss the concept of procurement ethics clearly, highlighting the principles, advantages, and related ethical issues (20 marks).

Question 4:

(a). Using the fraud triangle, examine the elements of procurement fraud (10 marks).

(b). Assess the different types of procurement fraud and clearly highlight why it happens (10 marks)

Question 5:

(a). With relevant examples, various stages in the bidding according to the PPDA Act cap 205 (10 marks).

(b). Elaborate on the benefits of procurement planning (10 marks).

Question 6:

Discuss the aspects of the procurement budget clearly, highlighting the functions, types, and benefits of the budget (20 marks).

Question 7:

Explain the term "procurement method" clearly, describing the different methods, conditions for their use, and the thresholds (20 marks).

Question 8:

(a) Examine the term "contract management" and state the factors that determine the choice of a contract (10 marks).

(b) Explain the different types of contracts according to the PPDA Act Cap 205 (10 marks).

Question 9:

(a). Describe the contract management process (10 marks).

(b) Assess the best practices of the contract management process.

Question 10:

(a) Define the term "administrative review" as used in procurement (02 marks).

(b). Describe systematically the process of administrative review (18 marks)

Question 11:

1. (a) Before commencing a procurement audit, the auditing team needs to prepare thoroughly for the activity. As a student of procurement, discuss the various steps involved in preparing for the procurement audit. (10 marks).

(b). Explain the steps for conducting a procurement audit. (10 marks).

Question 12:

Evaluate the disposal process in public procurement, focusing on the disposal methods and the rationale for the use of each method. (20 marks).