



OFFICE OF THE CONTRACTOR GENERAL OF JAMAICA

Special Report of Investigation

Following OCG Enquiry into the National Contracts Commission Re-registration Application for Bacchus Engineering Works Limited

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INTRODUCTION

The Office of the Contractor General's (OCG) investigation into the matter follows an Enquiry which was undertaken into a National Contracts Commission (NCC) Works, Grade 1-4 Contractor Application for re-registration, which was submitted by Bacchus Engineering Works Limited on November 20, 2013. The findings of the Enquiry, dated March 10, 2014, revealed that a discrepancy was identified during the conduct of a Pre-Assessment. This includes a staff verification exercise of the Technical Staff represented on the said Application to the NCC.

The OCG's investigation into the matter commenced pursuant to Sections 15 and 16 of the Contractor General Act. Section 15 (1) of the Act provides that "... *a Contractor-General may, if he considers it necessary or desirable, conduct an investigation into ... the registration of contractors...*"

Further, Section 16 of the Contractor General Act expressly provides that "*An investigation pursuant to section 15 may be undertaken by a Contractor-General on his own initiative or as a result of representations made to him, if in his opinion such investigation is warranted.*"



The OCG, by way of its standard Pre-Assessment¹ of submitted Application Forms to its Technical Services Division (TSD), which operates as the Secretariat for the NCC, found that a Technical Staff who was represented on the subject Application Form, informed a Technical Services Officer of the OCG that he was no longer employed to the entity, Bacchus Engineering Works Limited.

The OCG, having received the foregoing information, sought to conduct an assessment of the matter and made further contact with the referenced former employee of the subject entity on December 9, 2013 and December 30, 2013, respectively, in an effort to assess the information received.

The OCG's rationale for conducting a comprehensive assessment of the Application emanates pursuant to Clause 15 of the ***"NATIONAL CONTRACTS COMMISSION REGISTER OF PUBLIC SECTOR CONTRACTORS GRADES 1-4 APPLICATION FORM"***, which states:

"IF THE INFORMATION PROVIDED BY THE APPLICANT ON WHICH EVALUATION AND AWARD(S) WERE BASED IS FOUND TO BE ERRONEOUS THEN THE CONTRACTOR(S) SHALL NOT BE REGISTERED, OR IF ALREADY REGISTERED, THE REGISTRATION WILL BE REVOKED..."

Further, and pursuant to Section 18 of the Contractor General Act, a series of interviews were held and statements were obtained from certain persons of interest, which formed a part of the investigation process.

¹ Review of National Contracts Commission (NCC) Contractor Registration - Pre-Assessment Report for Bacchus Engineering Works Limited, dated December 6, 2013.



FINDINGS OF FACT

1. The entity, Bacchus Engineering Works Limited, in its attempt to re-register with the NCC, submitted a “*National Contracts Commission – Register of Public Sector Contractors – Grades 1-4 Application Form*”, to the NCC Secretariat, on November 20, 2013.
2. The subject Application represented information on a Technical Staff which was found to be erroneous.
3. The Technical Staff, one “*Mark Randall*”, was represented as having worked with Bacchus Engineering Works Limited for 23 years, having up to 37 years of experience in the relevant categories applied for by Bacchus Engineering Works Limited.
4. Mr. Randall was found to be no longer employed with the stated entity at the time the 2013 Application was submitted to the NCC.
5. The following five (5) documents were appended to the subject NCC Application Form and found to be certified by a Justice of the Peace **for Mr. Mark Randall**: (OCG Emphasis)
 - i. A copy of Mr. Randall’s Resume;
 - ii. A copy of a Bachelor of Science Degree in Surveying and Geographic Information Sciences from the University of Technology, Jamaica, dated July 31, 2005;
 - iii. A copy of a Diploma in Land Surveying from the University of Technology, Jamaica, dated July 31, 2003;
 - iv. A copy of a Junior Certification in Construction Engineering Technicians Course from the College of Arts, Science and Technology, dated March 22, 1986; and



- v. A copy of a Certification in Land Surveying Technicians Course from the College of Arts, Science and Technology, dated March 28, 1979.
6. The Academic Qualifications of Mr. Randall were certified as being true copies of the original(s) by Justice of the Peace, Mr. Clifton Green, on November 18, 2013.
7. Mr. Green, by way of a signed statement collected by the OCG, advised that he sealed and signed the documents “...*having not actually seen the original documents.*”
8. Mr. Green, upon certification of Mr. Randall’s respective documents, included a written notation: “*I certify that this is a true copy of the original*”.
9. Mr. Green effectively certified the documents of Mr. Randall solely on a trust relationship with Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited.
10. All the documents which were appended to the subject Application Form were found to have been certified by Justice of the Peace, Mr. Clifton Green, on November 12, 2013 and November 18, 2013, respectively.

A significant observation is that on November 18, 2013, the only documents sealed, signed and dated by Justice of the Peace, Mr. Clifton Green, were with respect to Mr. Mark Randall and a Mr. Alton Bodley. Mr. Green stated that with respect to Mr. Bodley he had seen the original documents at the time of certification. This was not the case regarding the original documents of Mr. Randall.

11. At the time the 2013 NCC Application was submitted by Bacchus Engineering Works Limited, Mr. Mark Randall was employed to Rural Water Supply Limited on a full-time basis.



In point of fact, Mr. Randall's current employment contract with Rural Water Supply Limited is for three (3) years, which commenced on September 3, 2013, some two (2) months prior to the submission of the subject NCC Application.

12. Mr. Randall was previously employed to Bacchus Engineering Works Limited, as the Resident Engineer, during the period 1991 and 1993; and was re-employed for approximately six (6) months in 1997. Mr. Randall was required for jobs at the request of Mr. Adolphus Bacchus (deceased father of Mr. Robert Bacchus), and assisted with projects in 1998/1999.

Mr. Randall has had no working relationship with Bacchus Engineering Works Limited since the year 2000².

13. A Resume was submitted by Bacchus Engineering Works Limited for Mr. Mark Randall which represented that Mr. Randall was employed to Bacchus Engineering Works Limited from 2008 to present (as at November 20, 2013).

To the contrary, Mr. Randall's employment history with Rural Water Supply Limited has him working during the periods: July 1, 2011 to September 30, 2011; September 3, 2012 to September 2, 2013 and the current from September 3, 2013 through to September 2, 2016.

Consequent upon same, Mr. Randall was not employed to Bacchus Engineering Works Limited from September 2013 and the representation made by Bacchus Engineering Works Limited would be untrue.

14. The Resume which was submitted by Bacchus Engineering Works Limited for Mr. Randall, was rejected by Mr. Randall as being a genuine and recent copy of his Resume.

² Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph #9



In point of fact, Mr. Randall found certain information detailed, therein, as it relates to Bacchus Engineering Works Limited, to be questionable. Mr. Randall was only able to verify two (2) of the five (5) projects, between 2008 to present, which were listed as being undertaken by him, namely: the Construction of the Dunder Pond Project and the Transfer level and survey pipeline route.

15. In accordance with Mr. Randall's account, Bacchus Engineering Works Limited was last provided with a copy of a Resume and qualification certificates, by him, in the year 2010. The 2010 Resume was not the same Resume which was affixed to the 2013 NCC Application Form.

16. Mr. Bacchus was aware from as early as September 2013 that Mr. Randall was employed to Rural Water Supply Limited and "*...would not be able to work for the company anymore.*"³

17. The Longville Offsite Water Supply Project was a project that was familiar to Rural Water Supply Limited and Bacchus Engineering Works Limited for which both entities would have carried out works. The stated project was listed on the Resume submitted to the NCC for Mr. Randall, as a project he had worked on for Bacchus Engineering Works Limited.

There is no evidence to suggest that Mr. Randall carried out works for and on behalf of Bacchus Engineering Works Limited with respect to the stated project.

Mr. Randall's employment history at Rural Water Supply Limited has him conducting works on the stated project between the period July 1, 2011 through to September 30, 2011.

³ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph #8



18. Mr. Randall declared that he had been in receipt of two (2) cheques, in the sum of J\$50,000.00 each, from Mr. Robert Bacchus, in the year 2010, for the use of his name on the 2010/2011 NCC Application for Bacchus Engineering Works Limited.
19. Mr. Randall stated that he entered into a verbal Agreement with Mr. Robert Bacchus, where it was agreed that for the use of his name on the 2010/2011 NCC Application, as a Technical Consultant, “...any surveying works out of his Office, would be given to [him]...”⁴ The Agreement was also premised upon the understanding that Mr. Randall would not be employed to Bacchus Engineering Works Limited formally as the company was not able to afford same.
20. A Letter of November 8, 2010, was sent by Mr. Robert Bacchus to Mr. Mark Randall, confirming payments to be made to Mr. Randall for ‘*assisting the company*’⁵ in its (a) NCC 2010 Renewal and Projects and (b) NCC 2011 Renewal and future ones.
21. Mr. Robert Bacchus has denied entering into any verbal agreement or otherwise with anyone and, in particular, Mr. Mark Randall, with respect to the inclusion of their names and credentials for the submission of an NCC Application for Bacchus Engineering Works Limited. The exception being for persons listed as being employed to the said entity.

To this, the OCG is of the considered opinion that Mr. Robert Bacchus’ statement is a blatant misrepresentation based on, *inter alia*, the following circumstances:

- a. The letter of November 8, 2010.
- b. Mr. Bacchus has indicated that Mr. Randall provided documents in 2010, in which Mr. Randall received an advance payment based upon “...*projects to come in...*”

⁴ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph #25

⁵ Letter from Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited, to Mr. Mark Randall, which was dated November 8, 2010.



This was not a normal practice of Bacchus Engineering Works Limited and in fact the only such instance.

- c. Mr. Randall advised the OCG that there was no employment or actual work carried out for or on behalf of Bacchus Engineering Works Limited subsequent to the year 1999.
 - d. Mr. Bacchus was unable to advise the OCG as to whether Mr. Randall did any work for Bacchus Engineering Works Limited in 2010 and 2011; but was able to recall that Mr. Randall was employed up to 2011 or 2012.
 - e. Mr. Clifton Green, Justice of the Peace, advised that he was asked by Mr. Robert Bacchus to “...come to his office to sign documents relating to the 2013 NCC Application...” Yet, Mr. Bacchus advised that he himself was not involved in this process and was unable to say whether Mr. Green came to the office.
22. The general duties of Justices of the Peace are to be undertaken in accordance with the Justice of the Peace (Appointment and Code of Conduct) Rules (2006) and governed by other stated legislation. The Code of Conduct provides, *inter alia*, that in the attestation and authentication of documents for members of the public same should reinforce the effective administration of Justice by promoting high moral and ethical conduct among Justices of the Peace and the eradication of any tendency to corrupt practices.



TERMS OF REFERENCE

The primary objectives of the OCG's Investigation into the circumstances surrounding the re-registration Works Grade 1-4 Contractor Application submitted to the NCC by Bacchus Engineering Works Limited, is to, *inter alia*, determine the following:

1. Whether the entity, Bacchus Engineering Works Limited, had misrepresented information on its NCC Application Form, which was submitted on November 20, 2013, regarding a Technical Staff, and had the necessary intent to misrepresent the erroneous information provided.
2. Whether the entity, Bacchus Engineering Works Limited, had made any other misrepresentations and submitted any false supporting documentation on the subject Application and/or any other previous NCC Applications which were submitted to the OCG for its assessment and consideration by the NCC.
3. Whether the purported Technical Staff of Bacchus Engineering Works Limited had, in fact, provided his credentials for the submission of the subject NCC Application and to determine the method by which such information was obtained by the stated entity.

Specific Objectives

1. To ascertain whether the submission of the subject NCC Application Form and/or any other previous Application Form submitted by Bacchus Engineering Works Limited, was completed truthfully, accurately and did not involve any level of impropriety.



2. To ascertain the employment status of the represented employee(s) of Bacchus Engineering Works Limited at the time the subject Application Form was submitted to the OCG for assessment and for the consideration of the NCC.

3. To determine the assessment and registration process which was employed by the Secretariat of the NCC to ensure that same fair, proper and void of irregularity and impropriety.



JURISDICTION

The OCG's jurisdiction into the matter is grounded in its oversight of the registration process for Contractors pursuant to the Contractor General Act.

Section 23(c) of the Act provides the following:

“The principal objects of the Commission are the promotion of efficiency in the process of award and implementation of government contracts and ensuring transparency and equity in the awarding of such contracts.”

Section 23 (e) states:

“The Commission may make regulations prescribing –

- a. the qualifications required of prospective contractors for registration and classification under this Part;*
- b. the procedure for the submission of tenders for government contracts;*
- c. the requirement for contractors to enter into performance bonds;*
- d. competitive bidding in relation to government contracts;*



e. the circumstances in which registration may be cancelled and the procedure for such cancellation.”



METHODOLOGY

The OCG's investigation commenced with the conduct of interviews and the collection of signed statements, both internally and from persons considered to be of interest in the matter. Interviews were conducted at the OCG during the period March 3, 2014 through to March 6, 2014.

Statements were collected from the following persons of interest:

1. Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited;
2. Mr. Mark Randall, former Technical Staff of Bacchus Engineering Works Limited; and
3. Mr. Clifton Green, Justice of the Peace, St. Catherine.

Statements were also collected from representative(s) of the NCC Secretariat who conducted the assessment of the subject Application. In addition, a signed statement was obtained from the respective Manager of the TSD.

Statutory Requisitions were also issued to the following Public Officers:

1. Mr. Audley Thompson, Managing Director, Rural Water Supply Limited, on March 6, 2014; and
2. Mrs. Carol Palmer, J.P., Permanent Secretary, Ministry of Justice, on July 29, 2014.

A detailed review of the **sworn** declared responses, certified statements and supporting documentation was undertaken.



DISCUSSION OF FINDINGS

Brief Overview of the NCC Verification Process

Upon the submission of a National Contracts Commission (NCC) Application Form, same undergoes a three (3) stage Assessment Process, which includes submission to the NCC for consideration for registration.

During the first stage of this process, a Pre-Assessment is conducted. This comprises of a verification of the premises and of the information provided on the NCC Application Form. The second phase involves a more detailed assessment of the Application, and at the third stage the Application is submitted to the Commissioners for consideration.

With respect to the subject Bacchus Engineering Works Limited Application Form, at the first stage of the process it was identified that a member of staff was not with the entity at the time the said Application was submitted. The named member of the staff was represented as having worked with the entity for 23 years.

The OCG discovered that the NCC Secretariat, as a part of its assessment exercise, made contact with each of the fifteen (15) staff members represented, via telephone calls, as is standard, with the intent to verify the information submitted by the entity, Bacchus Engineering Works Limited. Of the 15, one (1) such person indicated not being employed to the entity.



Representation of the Staff Complement of Bacchus Engineering Works Limited

Upon review of the subject Application Form submitted by the entity, Bacchus Engineering Works Limited, the OCG found, in accordance with the applicable NCC registration requirements, that the representation made of a Technical Staff was erroneous.

The NCC Application Form requires that an Applicant provide information of its Full-time Staff Members (inclusive of managerial and operational staff) and, in particular, details of the following:

- i. Professional Staff (i.e. individuals who have attained the minimum academic qualification of a first degree, or equivalent, and are either (a) registered with a professional registration board or (b) a member of a professional association or (c) both);
- ii. Technical Staff (i.e. individuals who have benefitted from relevant tertiary level training); and
- iii. Supervisory Staff (i.e. individuals with considerable practical experience in the construction industry with responsibility for on-site day-to-day activities).

The entity, Bacchus Engineering Works Limited, submitted the following as its staff complement:



Type of Staff	Name of Staff Member	Period of Time with Firm	Experience based on Category Applied for	No. of Years of Experience
Professional Staff	Peter Reid	3 years	Building Construction	37/38 years
			Electrical Works	15/16 years
			Civil Engineering	22 years
			General Road Works	28 years
Professional Staff	Tex Innerarity	1 year	Mechanical Works	28 years
			Pipe Laying	16 years
			Road Maintenance	28 years
			Steel Erection	39 years
Professional Staff	Tex Innerarity	1 year	Steel Fabrication	39 years
			Tank Erection	38 years
			Roofing	34 years
			Fencing	34 years
Professional Staff	Tex Innerarity	1 year	Road Maintenance	13 years
			Steel Fabrication	26 years
			Tank Erection	18 years
			Building Construction	34 years
Professional Staff	Tex Innerarity	1 year	Civil Engineering	34 years
			General Road Works	13 years
			Electrical	40 years
			Clifton Dawkins	None Provided
Technical Staff	Leonard Ramdial	9 years	Mechanical Works	42 years
	Cedric Law	10 years	Civil Engineering	42 years
			Mechanical Works	42 years
Sand Blasting			26 years	
Technical Staff	Cedric Law	10 years	Steel Erection	42 years
			Steel Fabrication	32 years
			Building Construction	16 years
Technical Staff	David C. Jones	18 years	Fencing	16 years
			General Road Works	16 years
			Pipe Laying	18 years
			Road Maintenance	16 years



Type of Staff	Name of Staff Member	Period of Time with Firm	Experience based on Category Applied for	No. of Years of Experience
			Roofing	27 years
			Steel Erection	7 years
			Steel Fabrication	16 years
			Tank Erection	16 years
	Ewan Barrett	22 years	Fencing	16 years
			Sand Blasting	12 years
	Mark Randall	23 years	Building Construction	31 years
			Civil Engineering	18 years
			Fencing	33 years
			General Road Works	37 years
			Pipe Laying	23 years
			Road Maintenance	37 years
		Roofing	31 years	
	Michael Lewis	1 year	Building	18 years
			General Road Works	18 years
			Road Maintenance	18 years
	Sydney Gapour	16 years	Electrical Works	31 years
	Alton Bodley	14 years	Pipe Laying	51 years
			Tank Erection	51 years
		Civil Engineering	51 years	
Supervisory Staff	Leroy McGregor	9 years	Electrical Works	34 years
	Carlton Hooper	18 years	Road Maintenance	18 years
			Roofing	38 years
Sand Blasting			18 years	
Steel Erection			18 years	
		Steel Fabrication	18 years	
		Civil Engineering	38 years	
		General Road Works	18 years	
		Mechanical Works	43 years	
		Pipe Laying	38 years	
	Michael Bacchus	22 years	Building Construction	22 years



Type of Staff	Name of Staff Member	Period of Time with Firm	Experience based on Category Applied for	No. of Years of Experience
			Civil Engineering Electrical Works Fencing General Road Works Mechanical Works Pipe Laying Roofing Steel Fabrication Tank Erection	22 years 22 years 22 years 22 years 22 years 22 years 22 years 22 years 22 years
	Wayne Bacchus	22 years	Building Construction Civil Engineering Electrical Works Fencing Mechanical Works Pipe Laying Road Maintenance Sand Blasting Steel Erection Steel Fabrication Tank Erection	22 years 22 years 22 years 16 years 22 years 22 year 18 years 22 years 11 years 22 years 22 years



Representation of Projects by Category

In keeping with the requirements as outlined on the NCC Application Form (Works), all Applicants are required to provide details of the two (2) most significant projects completed within the last ten (10) years in each category applied for. Where the project has multiple components, the Applicant is required to indicate such components and the respective values.

The Projects submitted by Bacchus Engineering Works Limited via its NCC Application, dated November 20, 2013, are detailed in the table below:

No.	Project & Location	Category	Value of Works Executed	Start Date	Completion Date	Nature of Works	Client
1	Proposed Addition to Processing Plant - Brampton Farms, Old Harbour	Building Construction	\$3,500,000.00	September 2003	January 2004	Construction of a Processing Plant	Jamaica Agricultural Development Foundation
2	Central Village Integrated Infrastructure (PKG.5) - Big Lane, Central Village, St. Catherine	Civil Engineering	\$26,402,650.00	December 2010	July 2011	Water Supply, Fire Hydrants, Storm Water Drainage and Road Works	Jamaica Social Investment Fund



No.	Project & Location	Category	Value of Works Executed	Start Date	Completion Date	Nature of Works	Client
3	The KMA Water Supply Project Lot 2A – Development of New Ground Water Sources for Greater Spanish Town	Civil Engineering & Pipe Laying	\$291,023,577.53	June 2009	November 2010	Pipelaying and Road Reinstatement, Construction of Air Valve Chambers. Electro/Mechanical Works	National Water Commission
4	Longville Offsite Water Supply Project – Supply and Installation of Material and Equipment – Hanbury Well Station Pump & Discharge Pipe Works – Longville, Clarendon	Electrical Works	\$13, 282,570.00	August 27, 2012	September 28, 2012	Installation of 200 HP Submersible Deep Well Pump, Motor Control Center, Chlorination Equipment and Associated Electrical Works	National Housing Trust



No.	Project & Location	Category	Value of Works Executed	Start Date	Completion Date	Nature of Works	Client
5	Construction of Hit & Miss Timber Fence – Twickenhan Park Housing Development, St. Catherine	Fencing	\$3,923,500.00 & Variation of \$1,737,272.63. Total \$5,660,772.63	April 2012	December 2012	Fabricate & Construct Timber Hit & Miss Fence	National Housing Trust
6	Bush and Drain Cleaning – Hartlands, St. Catherine	Road Maintenance Works	\$3,900,000.00	September 2006	November 2006	Bushing Embankment and Drain Cleaning	National Works Agency
7	Extension of Roof at Bybrook Factory – Bog Walk, St. Catherine	Roofing	\$6,455,807.89	April 2008	September 2008	Install Roofing	Nestle JMP Ltd.
8	1.14ML (250,000 gallons) Reservoir – Providence Heights, St. James	Sandblasting & Tank Erection	\$14,348,903.84	June 7, 2004	September 7, 2004	Fabricate, Sandblast and Erect Steel Reservoir and Install necessary piping and fittings	Relocation 2000 – National Housing Trust

The OCG places focus on the categories and grades which were applied for by Bacchus Engineering Works Limited, as follows:

1. Building Construction - Grade 4



2. Civil Engineering	- Grade 2
3. Electrical Works	- Grade 2
4. Fencing	- Grade 3
5. General Road Works	- Grade 3
6. Mechanical Works	- Grade 2
7. Pipe Laying	- Grade 1
8. Road Maintenance Works	- Grade 2
9. Roofing	- Grade 4
10. Sandblasting	- Grade 3
11. Steel Erection	- Grade 3
12. Steel Fabrication	- Grade 3
13. Tank Erection	- Grade 2

Of note, and when cross-referenced against the projects represented and the categories which applied to Mr. Randall, the OCG found that Mr. Randall's stated experience, between 18-37 years, were represented for:

- Building Construction;
- Civil Engineering;
- Fencing;
- General Road Works;
- Pipe Laying;
- Road Maintenance; and
- Roofing.

It is also to be noted that Mr. Randall's Resume, as provided with the subject Application, indicated that he (Mr. Randall), in the capacity of a Project Surveyor, worked on, *inter alia*, the Longville Offsite Water Supply Project. The works undertaken, as detailed in the subject



Application Form, was in relation to the “*Installation Of 5.1 km Of 400m D.I. Pipeline From Bustamante Highway To Inverness in Clarendon*”.



Identification of Breach of Clause 15 of the NCC Application Form

The entity, Bacchus Engineering Works Limited, submitted a National Contracts Commission (NCC) Works Grade 1-4 Re-registration Application Form to the NCC Secretariat, on November 20, 2013. Some of the information was misrepresented and found to have been erroneous with respect to a Technical Staff.

In point of fact, the Application Form represented that a *'Mr. Mark A. Randall'* was (a) one of eight (8) Technical Staff and (b) employed to the entity for 23 years.

The information submitted included a Resume and qualification documents which indicated that Mr. Randall, as a Technical Staff, had up to 37 years of experience in the respective field. The documents enclosed were as follows:

- i. A copy of Mr. Randall's Resume;
- ii. A copy of a Bachelor of Science Degree in Surveying and Geographic Information Sciences from the University of Technology, Jamaica, dated July 31, 2005;
- iii. A copy of a Diploma in Land Surveying from the University of Technology, Jamaica, dated July 31, 2003;
- iv. A copy of a Junior Certificate in Construction Engineering Technicians Course from the College of Arts, Science and Technology, dated March 22, 1986; and
- v. A copy of a Certificate in Land Surveying Technicians Course from the College of Arts, Science and Technology, dated March 28, 1979.

All academic qualifications for Mr. Mark Randall were certified as being a true copy of the original by Justice of the Peace, Mr. Clifton G. Green (St. Catherine – F00058) on November 18, 2013.



In keeping with the standard TSD Pre-Assessment process, a comprehensive verification was undertaken of the Technical Staff represented by Contractors on Application Forms submitted, prior to consideration by the NCC.

In the premise, in conducting such verification exercise on the subject Application, and having made contact with all individuals represented as Staff, Mr. Mark Randall, who was represented as a Technical Staff, indicated on December 6, 2013, that “...*he is no longer working with Bacchus Engineering Works Limited. He stated that he is only employed to the Rural Water Commission [sic] on a three (3) year contract.*” A second telephone call was made to Mr. Randall, by an OCG Officer, on December 9, 2013, during which he advised that “...*he stopped working with the company over a year.*”⁶

Employment Status of Mr. Mark Randall

The OCG, having been informed by Mr. Randall that he was not employed to Bacchus Engineering Works Limited at the time the subject NCC Application was submitted on November 20, 2013, found it prudent to collect a statement from Mr. Randall on March 3, 2014, in an effort to clarify the error represented.

The signed statement by Mr. Randall indicated, *inter alia*, the following:

1. That Mr. Mark Randall had been employed at Rural Water Supply Limited since September 2012.
2. That Mr. Randall was previously employed to Bacchus Engineering Works Limited, as the Resident Engineer, between 1991 and 1993, and was re-employed for

⁶ A copy of a document prepared by NCC Secretariat representative entitled “*Review of National Contracts Commission (NCC) Contractor Registration*”, dated December 6, 2013.



approximately six (6) months in 1997. Mr. Randall also explained that he was required for jobs at the request of Mr. Adolphus Bacchus, and assisted with projects in 1998/1999.

3. Mr. Randall explained that since 2000 he has had no “...*real working relationship...*”⁷ with the entity, Bacchus Engineering Works Limited.
4. Mr. Randall explained that with respect to the Resume which was submitted with the subject Application and presented as being his, under cover of letter dated November 19, 2013, and which bore his name, same “...*was not prepared by me. However the layout of the Resume looks familiar.*” Of note, Mr. Randall also informed the OCG that “...*with specific reference to the period 2008-present as indicated on the referenced Resume, as employment duration for Bacchus Engineering Works Limited, **the information is most definitely incorrect. I have no knowledge of several projects listed therein.***”⁸ (OCG Emphasis)
5. With respect to the Longville Offsite Water Supply Project, which is listed on the referenced Resume, as work which was being carried out while at Bacchus Engineering Works Limited, Mr. Randall stated that he “...*had surveyed the said area as a part of my contractual arrangement with Rural Water Supply and I know that Bacchus Engineering Works Limited did some work out there, but I was not working on or [sic] behalf of Bacchus...for that project.*”⁹
6. Mr. Randall advised that he had only submitted a Resume and qualification certificates to Bacchus Engineering Works Limited in 2010. This was following a discussion he had with Mr. Robert Bacchus, who requested of him to provide Consultancy Services

⁷ Witness Statement of Mark Anthony Randall, dated March 3, 2014. Paragraph 9

⁸ Witness Statement of Mark Anthony Randall, dated March 3, 2014. Paragraph 10

⁹ Witness Statement of Mark Anthony Randall, dated March 3, 2014. Paragraph 10



for the said entity. He explained, however, having being shown a copy of the Resume attached to the subject Application Form, that that was “...not the one which was submitted by me to Bacchus Engineering Works Limited in the year 2010.”¹⁰

Most importantly, he informed the OCG that since this time, he had not submitted any other Resume or other qualification document to Bacchus Engineering Works Limited or its representative(s).

7. Mr. Randall states that in August 2013, he was contacted by Mr. Robert Bacchus of Bacchus Engineering Works Limited by way of a telephone call. During this telephone call, Mr. Robert Bacchus informed Mr. Randall that he wished to use his name on the NCC Application Form. **Mr. Randall advised the OCG Officers that he then informed Mr. Bacchus that he could not use his name as he was currently working at Rural Water Supply Limited** (OCG Emphasis).

The OCG, by way of a letter dated March 6, 2014, wrote to Mr. Audley Thompson, Managing Director, Rural Water Supply Limited, in an effort to ascertain the employment status of Mr. Mark Randall.

Mr. Thompson responded to the OCG’s request on March 7, 2014 and provided, *inter alia*, the following information:

1. “Mr. Randall is employed under a full-time fixed term contractual basis.
2. Mr. Randal [sic] commenced his employment with RWSL on July 1, 2011.

¹⁰ Witness Statement of Mark Anthony Randall, dated March 3, 2014. Paragraph 11



3. *As per schedule #3 of Mr. Randall's current contract, his hours of work is Monday to Thursday 8:30 a.m. to 5:00 p.m. and Fridays 8:30 a.m. to 4:00 p.m. The contract also states that Mr. Randal [sic] must conform to the working hours of RWSL unless permission is granted by RWSL authorized officers. He may also be asked to work beyond normal working hours.*
4. *From the inception of Mr. Randall's employment to RWSL, his position is Engineering Surveyor (Special Assignment). Mr. Randall's employment period are as follows:*
 - *July 1, 2011 – September 30, 2011 (3 months)...*
 - *September 3, 2012 – September 2, 2013 (1 year)*
...
 - *September 3, 2013 – September 2, 2016 (3 years)*
...
5. **For the period July 1, 2011 to September 30, 2011, Mr. Randall was employed on the National Housing Trust (NHT) Longville Project as Engineering Surveyor (Special Assignment).**
Since September 3, 2012 and throughout his current contract (September 3, 2013 to September 2, 2016) Mr. Randall has been assigned primarily to NWA K-Factor Projects islandwide and has been providing Engineering Surveying Services to the following projects: (OCG Emphasis)
 - *Cascade Water Supply, Hanover*



- *Nonpariel Water Supply, Westmoreland*
- *Mason River Water Supply, Clarendon*
- *Agualta Vale, St. Mary*
- *Richmond hall Water Supply. St. Catherine*

Also, in addition to the above, between July and December 2013, he provided services on the NWC Tank and Pump Project, performing condition assessment and survey of tanks in St. Mary, St. Thomas and Kingston and St. Andrew. Mr. Randall also has responsibility for all land related issues at Rural Water Supply Limited.

6. *As per schedule #7 of Mr. Randal's [sic] current contract September 3, 2013 to September 2, 2016, which states that RWSL is a government owned company and employees will be subject to all government rules and regulations, two section of this regulation speaks to conflict of interest in conducting private business during work hours and the engaging in private activities similar to official functions. Hence, no Mr. Randal [sic] is not permitted to undertake employment outside of the RWSL. If any member of staff of RWSL wishes to undertake other employment outside that of RWSL, prior permission and approval must be given by the Managing Director or the Board of Directors of RWSL.*
7. *RWSL did not receive any Declaration of Interest from Mr. Mark Randall, disclosing, inter alia, his*



involvement as Consultant/Employee with Bacchus Engineering Works Limited and/or any other company.”¹¹

Having regard to the foregoing response from Rural Water Supply Limited, the OCG found it prudent to highlight the following:

1. Mr. Randall was employed to Rural Water Supply Limited on a full time basis at the time the subject NCC Application was submitted by Bacchus Engineering Works Limited, on November 20, 2013.
2. The ‘NHT Longville Project’ and the ‘Cascade Water Supply Project’ outlined in Mr. Thompson’s response as being two (2) of the projects Mr. Randall was assigned to work on for Rural Water Supply Limited; were also listed on the Resume submitted by Bacchus Engineering Works Limited, as two (2) of six (6) projects Mr. Randall would have allegedly worked on for its entity between the period 2008 to present.
3. The Longville Offsite Water Supply Project – Supply and Installation of Material & Equipment – Hanbury Well Station Pump & Discharge Pipe Works was submitted by Bacchus Engineering Works Limited, as one of the significant projects completed in the category of Electrical Works, in the amount of \$13,282,570.00 for the National Housing Trust. In keeping with the information provided on the NCC Application Form for Bacchus Engineering Works Limited, the project commenced on August 27, 2012 and the work executed involved the “*Installation of 200 HP Submersible Deep Well Pump, Motor Control Center, Chlorination Equipment & Associated Electrical Works*”.

¹¹ Letter of Response received from Mr. Audley Thompson, Managing Director, Rural Water Supply Limited, dated March 7, 2014.



Submission of Resume and Qualification Particulars of Mr. Mark Randall

The NCC Application which was submitted by Bacchus Engineering Works Limited included a copy of a Resume, two (2) Certificates, a Diploma and Bachelor of Science Degree as credentials belonging to a “*Mark A. Randall*”.

Of note, Mr. Randall, in his signed statement to the OCG, advised that “*...the Resume which was submitted on the NCC Application for Bacchus Engineering Works Limited which was submitted under cover of letter dated December 6, 2010, with the name Mark A. Randall, which was presented to me by the OCG Representatives on March 3, 2014, looks familiar.*”¹²

Mr. Randall was able to confirm two (2) of five (5) of the projects, between 2008 to present, which were represented on the Resume enclosed on the Application Form. These were:

1. The Construction of Dunder Pond at Clarendon Distillery, Monymusk, Clarendon; and
2. Transfer levels and Survey Pipeline Route.

Of significant note, Mr. Randall advised that some of the sections which related to Bacchus Engineering Works Limited were ‘questionable’.

In relation to the qualification documents enclosed by Bacchus Engineering Works Limited as belonging to Mr. Mark Randall, the OCG was informed by Mr. Randall that the **“...original of the above listed documents were in my possession on the date which the said documents were stated as being certified by the Justice of the Peace on November 18, 2013. The Justice of the Peace would have only been able to review the original documents if he came to my house; which he did not.”**¹³ (OCG Emphasis)

¹² Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 20

¹³ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 22



Mr. Randall also informed the OCG that he does not know Justice of the Peace, Mr. Clifton G. Green, who certified the referenced qualification documents.

Statement of Mr. Clifton George Green, Justice of the Peace

The OCG, during the course of its investigation, found it prudent to obtain a statement from the named Justice of the Peace responsible for certifying the qualification documents of Mr. Mark Randall. This was in addition to documents which were certified for other named staff members for the 2013 NCC Application of Bacchus Engineering Works Limited.

In his statement, Mr. Clifton G. Green informed the OCG, *inter alia*, that “...*For verifying documents, I would see the original and I sign that the copy is a true copy. **However, if I have known the person for a while and can speak to their character I would sign the copies of documents without seeing the original documents.***”¹⁴ (OCG Emphasis)

Mr. Green, when questioned with respect to his knowledge of (a) the subject entity and (b) the certification of the documents, he stated, *inter alia*, the following:

1. That he has known the entity, Bacchus Engineering Works Limited, since 1980, and was an associate of the father, Mr. Adolfus Bacchus.
2. That the year 2013 was the first time he was signing documents for the named entity related to its NCC Application. He stated, *inter alia*, that “...**I was asked by Mr. Robert Bacchus to sign the NCC Application documents...**”¹⁵ (OCG Emphasis)

¹⁴ Witness Statement of Mr. Clifton George Green, JP., dated March 6, 2014. Paragraph 3

¹⁵ Witness Statement of Mr. Clifton George Green, JP., dated March 6, 2014. Paragraph 6



3. Mr. Green also advised the OCG that **“...I was asked by Mr. Robert Bacchus himself, to come to his office to sign documents related to the 2013 NCC Application for Bacchus Engineering Works.”**¹⁶ (OCG’s Emphasis)
4. Mr. Green confirmed that the qualification documents of Mr. Mark Randall, which were presented to him by OCG representatives, during the conduct of the Interview, on March 6, 2014, bears his Justice of the Peace seal. These documents, he acknowledged, were signed by him on November 18, 2013, without having seen the original documents related to same.

Mr. Green advised the OCG, *inter alia*, that **“...I took Mr. Robert Bacchus’ word regarding the fact that the documents were true copies of the originals, as he (Mr. Robert Bacchus) is a Justice of the Peace. I knew Mr. Robert Bacchus from he was a youngster, so I know him to be a man of integrity. Mr. Robert Bacchus is known to be trustworthy, so on the strength of that I signed the ...documents as true copies of the original documents, having not actually seen the original documents.”**¹⁷ (OCG Emphasis)

5. Mr. Green also confirmed that the qualification documents of Mr. Clifton Dawkins, Mr. Alton Bodley, in addition to other staff members, appended to the subject NCC Application, which bears his Justice of the Peace Seal were, in fact, signed by him **“...having actually seen the original documents related to same”**.¹⁸
6. Mr. Green confirmed that the Affidavit under the Voluntary Declaration Act, which accompanied the 2013 NCC Application and the Declarations for the respective Directors of the subject entity, bear his Justice of the Peace Seal and was, in fact, signed

¹⁶ Witness Statement of Mr. Clifton George Green, JP., dated March 6, 2014. Paragraph 7

¹⁷ Witness Statement of Mr. Clifton George Green, JP., dated March 6, 2014. Paragraph 9

¹⁸ Witness Statement of Mr. Clifton George Green, JP., dated March 6, 2014. Paragraph 9



by him on October 30, 2013. It is also instructive to note that Mr. Clifton Green also advised the OCG that at the time of signing the Affidavit and staff qualifications, Mr. Robert Bacchus and another gentleman were present.

The OCG observed, having reviewed the documents which were certified by Mr. Clifton Green, that in addition to the documents being sealed, signed and dated, a notation was also made at the top of same stating **“I certify that this is a true copy of the original”**. (OCG Emphasis)

The aforementioned notation was also made for the qualification documents of Mr. Mark Randall which were sealed, signed and dated by Mr. Green on November 18, 2013.

Mr. Clifton Green certified the appended documents for Bacchus Engineering Works Limited 2013 NCC Application for re-registration on November 12, 2013 and November 18, 2013, respectively. The OCG also observed that the documents submitted for Mr. Mark Randall and a ‘Mr. Alton Bodley’, were the only documents which were certified on November 18, 2013. Of significant note, Mr. Green was provided with the original documents for Mr. Bodley.

Statement of Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited

On March 4, 2014, the OCG collected a statement from Mr. Robert Mohammed Bacchus, Managing Director of Bacchus Engineering Works Limited.

The OCG deems it prudent to highlight the following extracts from Mr. Bacchus’ Witness Statement (OCG Emphasis):

1. That as it relates to the NCC Application “*...in my capacity as Managing Director, I will provide the persons responsible for the preparation of the application with project*



- information which by [sic] result in an upgrade of the NCC grade. I am also responsible for reviewing the final application and for signing of the Director's declaration and affidavit forms.*"¹⁹
2. On being asked to review the subject NCC Application, Mr. Bacchus stated, *inter alia*, that "...said documents appear to be the application which was submitted, with the exception that Mr. Mark Randall's name appears."²⁰
 3. That Mr. Randall was no longer working with Bacchus Engineering Works Limited and indicated that "...Mr. Randall had been employed...up to 2011 or 2012."²¹
 4. That he "...spoke to Mr. Randall and Mr. Lue Lim, during September or October 2013 while compiling documents for the NCC application, and I was told that they are working at Rural Water Supply and would not be able to work for the company anymore."²²
 5. In his response to the reason Mr. Mark Randall's name and supporting documents were included with the subject Application, Mr. Bacchus stated that "...given that the forms were being processed from early September 2013...the staff may have included Mr. Randall and there may have been an oversight in the removal of his name upon the confirmation that he was unable to work with the Company."²³
 6. That with respect to all the staff members represented on the subject Application Form all, except Mr. Mark Randall, were employed to Bacchus Engineering Works Limited.²⁴

¹⁹ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 2

²⁰ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 4

²¹ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 7

²² Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 8

²³ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 17

²⁴ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 19



7. In terms of the certification of documents which were submitted to be signed by Mr. Clifton Green, Justice of the Peace, on November 18, 2013, Mr. Bacchus indicated that *“...I am not sure if Mr. Green would have seen the originals on the date he signed. Mr. Green may have seen the originals from before. I however confirm that the original qualification certificates of the new staff members would have been shown to the JP on the date that he signed.”*²⁵

In addition, Mr. Bacchus stated that as it relates to Mr. Randall *“...the JP would have previously seen the originals and did not need to see them again.”*²⁶

8. That a Mr. Omar Johnson, Accounts Clerk, was responsible for having the documents certified by the JP and stated that he (Mr. Bacchus) was not involved in the process. He stated that: *“I am unable to say whether...Mr. Green came into the Bacchus Engineering Works Limited’s office, but from time to time Mr. Johnson goes to him...”*²⁷
9. That he was *“...unable to say whether Mr. Randall did any work for Bacchus Engineering Works Limited in 2010 and 2011...”*²⁸

²⁵ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 22

²⁶ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 27

²⁷ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 23

²⁸ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph 41



Impropriety in the NCC Registration Process

During the conduct of the OCG's investigation, Mr. Mark Randall, also advised the OCG of the following:

“...in the year 2010, as a result of the discussion between Mr. Bacchus and I...a verbal agreement was made; and I had received two cheques in the sum of J\$50,000.00 each, which were delivered by Bearer, from Mr. Robert Bacchus for the use of my name on the NCC Application for Bacchus Engineering Works Limited.

The first cheque was accompanied by a letter dated November 8, 2010 from Bacchus Engineering Works Limited under signature of Mr. Robert Bacchus...I received the second cheque in December 2010. (OCG Emphasis)

The cheques were for 2010/2011 NCC Application for Bacchus Engineering Works Limited. The verbal agreement which was made between Mr. Robert Bacchus and I, was that he would use my name as a Technical Consultant for the purpose of the NCC Application for Bacchus Engineering Works Limited and any surveying works out of his Office, would be given to me. So I would not be employed to the company formally



as Mr. Robert Bacchus indicated that he could not afford it.

Subsequent to the referenced agreement between Mr. Robert Bacchus and I, I have not done any actual work for or on behalf of Bacchus Engineering Works Limited or its representatives. Additionally, subsequent to the year 2010, I have not received any cheques, gifts or money from Bacchus Engineering Works Limited or its representatives.”²⁹

It is necessary to reiterate Mr. Randall’s statement to the OCG in which he advised that since 1998/1999 he was “...not really on staff, they simply needed assistance with a project. I just visited and sorted out whatever was required. It was a short period; I am not certain whether it was for six (6) months or shorter.”³⁰ Mr. Randall further advised that in the year 2000, on the basis that he went back to school, he has had no real working relationship with the entity.

However, and quite interesting, in 2010, Mr. Robert Bacchus made contact with Mr. Randall. Mr. Randall indicated that he was requested to provide Consultancy Services on a needs basis. Mr. Randall, however, stated that subsequent to that discussion, no agreements, employment, retainer or otherwise, were entered into with the entity.

When the question was put to Mr. Robert Bacchus in respect of whether he has ever provided monies, cheque or otherwise to an individual not employed to Bacchus Engineering Works Limited for the inclusion of their particulars on the NCC Application Form he negated the

²⁹ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph #25

³⁰ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph #8



assertion. Mr. Bacchus also advised the OCG that he has not “...entered into any verbal or other agreement with anyone over the past five years regarding the inclusion of their names and particulars for the NCC Application for Bacchus Engineering Works Limited, except for the persons listed on the NCC application form as being employed to Bacchus Engineering Works Limited.”³¹

More importantly, with respect to Mr. Mark Randall, Mr. Bacchus stated the following:

“I have not entered into any verbal or other agreement with Mr. Mark Randall for the inclusion of his name and particulars for the NCC Application for Bacchus Engineering Works Limited.”³²

Of significant note is a letter of November 8, 2010, from Mr. Robert Bacchus to Mr. Mark Randall, which states as follows:

**“In follow up to meeting, R.Bacchus/M.Randall,
we now provide agreement as detailed.”**

- 1. NCC 2010 Renewal and Projects – Payment
of \$100,000.00**
- a. Monday November 8, 2010 50% Payment
\$50,000.00**
- b. Balance by November 23, 2010 Payment
\$50,000.00**

³¹ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph #33

³² Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph #34



2. ***NCC 2011 Renewal and future ones – Minimal payment of \$25,000.00 to maximum of \$100,000.00 which will be based on amount of works undertaken during the period.***

We thank you for assisting the Company.³³

(OCG Emphasis)

When questioned about the foregoing letter by the OCG, Mr. Bacchus, having confirmed his signature on the said letter, stated, *inter alia*, the following:

“...Mr. Randall worked on and off contractually, that is why we did this letter. As far as I can recall Mr. Randall would have requested the advance payment and the letter was worded that way.

*As it related to Item #1 of the letter, ***Mr. Randall provided documents in 2010, and we gave him an advance payment based upon projects to come in.*** As it related to Item #2 of the letter, ***Mr. Randall was paid an advance payment and based upon projects he got a salary.***³⁴ (OCG Emphasis)*

³³ Letter from Mr. Robert Bacchus to Mr. Mark Randall, dated November 8, 2010.

³⁴ Witness Statement of Robert Bacchus, dated March 4, 2014. Paragraph #40



There is a glaring disparity in the information contained in the letter of November 8, 2010, bearing the signature of Mr. Robert Bacchus, and the explanations which he has now sought to provide to the OCG, during the conduct of its investigation.

The OCG contends, in light of (a) the signed letter, (b) the statements of Mr. Mark Randall, and (c) the patently contradictory and unsubstantiated explanations given by Mr. Robert Bacchus, that there is no weight and/or merit to certain declarations which have been put forward by Mr. Robert Bacchus. As such, the OCG unequivocally rejects Mr. Robert Bacchus' claims to suggest a possible link between payments to Mr. Randall for NCC Renewal as being advancements for future projects.

In the absence of any proof of projects worked on by Mr. Randall for Bacchus Engineering Works Limited, the explanation received by Mr. Bacchus is highly disingenuous and an affront to commonsense.

Further, it is important to reiterate that when questioned as to whether Mr. Randall had conducted works for Bacchus Engineering Limited in 2010 and 2011, Mr. Bacchus was unable to provide that information. Mr. Bacchus also advised the OCG that *"As it relates to the aforementioned letter of November 8, 2010, I have indicated that this is not the norm of the Company to prepare such letters, and that **this is the only such instance where such a letter was prepared.**"*³⁵ (OCG Emphasis)

The OCG has found no evidence to suggest that Mr. Randall was working for Bacchus Engineering Limited in 2010/2011. This brings into question Mr. Bacchus' assertion that the payments to Mr. Randall, in the stated years, were in relation to advancement for *"...projects to come in..."*³⁶ This account is a bald assertion which we find untrue.

³⁵ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph #42

³⁶ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph #40



In fact, Mr. Randall has explicitly indicated to the OCG that “*There was no employment or actual work carried out for or on behalf of Bacchus Engineering Works Limited subsequent to the year 1999.*”³⁷ The OCG, therefore, questions the basis upon which Mr. Randall would have been deserving of advanced payments from a company to which he was not employed.

Based upon the outline of facts, the OCG has found that Mr. Randall was paid in 2010 and 2011, for the use of his name and qualification particulars to support the registration of Bacchus Engineering Works Limited with the NCC.

In relation to the 2013 Application to the NCC, Mr. Randall rejected Mr. Bacchus’ request for the use of his name on the 2013 NCC Application. Notwithstanding, Mr. Bacchus included Mr. Randall’s information having knowledge that Mr. Randall was employed to Rural Water Supply Limited.

³⁷ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph #14



Protocols, Procedures, Policies and Laws for the Verification of Documents by Justices of the Peace

Mr. Clifton Green advised, *inter alia*, that “...For verifying documents, I would see the original and I sign that the copy is a true copy. However, if I have known the person for a while and can speak to their character I would sign the copies of the documents without seeing the original documents.”³⁸

In this regard, the OCG wrote to Mrs. Carol Palmer, J.P., Permanent Secretary in the Ministry of Justice, by way of its Statutory Requisition, dated July 29, 2014, in an effort to clarify any and all such protocols, policies, procedures, rules and/or any applicable legislation which govern the functions which are to be employed by Justices of the Peace when documents are being verified and certified.

Based upon the sworn response submitted by the Permanent Secretary, under the cover of letter dated August 14, 2014, the OCG received the following information:

Pursuant to Section 2 of the Attestation of Instruments (Facilities) Act (1949), a Justice of the Peace has, *inter alia*, the authority to:

“...administer oaths, affidavits, declarations or affirmations, to administer, take and receive the oath, affidavit, declaration or solemn affirmation of any person touching any deed, instrument, writing, matter or thing required to be sworn to, declared to, affirmed or attested under the

³⁸ Witness Statement of Mr. Clifton Green, JP., which was dated March 6, 2014. Paragraph #3



provisions of any enactment, regulations or instrument whatsoever...”

Further and pursuant to Section 4 of the said Act:

“Every oath, affidavit, declaration or other affirmation taken, administered or received by a Justice from any person in writing, in accordance with section 2, shall bear the official seal of that Justice.”

Pursuant to Section 4 of the Justices of the Peace (Official Seals) Act (2004):

“...every document which is attested to or authenticated by a Justice in the execution of his functions shall bear the official seal, the date of execution thereof and the signature of that Justice.”

The Permanent Secretary in the Ministry of Justice, in her sworn response, also guided the OCG as follows:

“Applicable legislations...are not worded to specify that an original copy of a document must be verified by a Justice of the Peace in the carrying out of his functions.”



The OCG is of the considered opinion that although the legislation does not explicitly state that a Justice of the Peace should or should not verify the original document while discharging his duties of authenticating and/or attesting to documents, it is a best practice and within the spirit of the law that the source document shall be viewed as proof of verification.

In the instant matter, the Justice of the Peace, Mr. Clifton Green, whilst discharging his duties pursuant to the Attestation of Instruments (Facilities) Act (1949), attested to and authenticated the documents and asserted as follows: *“I certify that this is a true copy of the original”*. This certification was made without (a) sight and/or knowledge of the true copies of the documents and (b) on the basis of trust relationship between himself and Mr. Robert Bacchus. However, the Justice of the Peace, could not have reasonably, frankly or truthfully made the representation which he did in the absence of the original documents. His attestation and/or certification is consequently false, untrue, a misrepresentation and brings into disrepute the administration of justice and his commission as a Justice of the Peace.

Further, the Justice of the Peace (Appointment and Code of Conduct) Rules (2006), Section 5 (c), speaks to the fact that Justices of the Peace, as a part of their duties, are *“...available and willing to attest or authenticate documents for members of the public...”* and, in so doing, are required, pursuant to Schedule 1, *“...to reinforce the effective administration of Justice by promoting high moral and ethical conduct among Justices of the Peace and the eradication of any tendency to corrupt practice.”*

In addition, Schedule 2 provides that Justices of the Peace have a duty to act with integrity, independence and fairness and, *inter alia*, shall:-

- (a) *“act to the best of his or her ability, professionally, fairly, diligently and expeditiously;*



(b) be unbiased in the exercise of his or her duties and shall take all necessary and precautionary steps to avoid conflict of interest, real or perceived, uphold the integrity of the Office, and should scrupulously preserve his or her independence in the discharge of his or her professional duties;”

Further and pursuant to Schedule 3, a Justice of the Peace shall:

- (b) “avoid impropriety or the appearance of impropriety;*
- (c) disclose any interest or relationship likely to lead to a conflict of interest in any matter with which he is concerned in the capacity of Justice of the Peace.”*

The Permanent Secretary, in keeping with her guidance, advised the OCG, that pursuant to the general duties provided for under Schedule 3, that “...*a Justice of the Peace must be guided by this code of conduct.*” Mrs. Palmer explained that these duties include “...*the attestation or authentication of documents pursuant to Section 4(1) of the Justices of the Peace (Official Seals) Act, 2004 and Section 2 of the Attestation of Instruments (Facilities) Act, 1949.*”³⁹

³⁹ Response received from Mrs. Carol Palmer, JP., Permanent Secretary, Ministry of Justice, which was dated August 14, 2014. Response #



Review of Previous NCC Applications for Bacchus Engineering Works Limited

The OCG deemed it prudent to conduct a comprehensive review of the previous NCC Applications which were submitted by Bacchus Engineering Works Limited, with specific regard to the submission of information for Mr. Mark Randall.

This is on the premise that Mr. Mark Randall advised, by way of his statement to the OCG, that he *“...had submitted a Resume to Bacchus Engineering Works Limited in the year 2010. However, the one which was presented to me by the OCG representatives on March 3, 2014, is not the one which was submitted by me to Bacchus Engineering Works Limited in the year 2010.”*⁴⁰

Mr. Randall also stated that *“Since 2010, I have not submitted a Resume or any other qualification documents to Bacchus Engineering Works Limited or its representatives.”*⁴¹

Upon review of the Resumes which were submitted in 2010⁴² and 2013, as belonging to Mr. Randall, observed a difference in the information represented regarding Mr. Randall’s experience at Bacchus Engineering Works Limited.

In point of fact, the following were the differences identified:

1. The 2010 Resume represented that Mr. Randall’s experience at Bacchus Engineering Works Limited was from *“2008 to 2009”*.
2. The 2013 Resume represented that Mr. Randall’s experience at Bacchus Engineering Works Limited was from *“2008 to present”*.

⁴⁰ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 11

⁴¹ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 15

⁴² The referenced Resume was appended to Bacchus Engineering Works Limited NCC Application, dated December 7, 2010.



3. The 2010 Resume represented that Mr. Randall was employed in the capacity of a Project Surveyor at Bacchus Engineering Works Limited from 2008-2009 in which he carried out works in four (4) projects, namely:

- Cascade Water Supply – Construction Of Sand Filter Treatment Plant;
- Peace River Water Supply;
- Construction of Dunder Pond At Clarendon Distillery, Monymusk, Clarendon; and
- Transfer Levels and survey pipeline route.

Further, Mr. Randall was required to prepare Bill of Quantities for submission of contractor's payment.

4. The 2013 Resume represented that Mr. Randall was employed in the capacity of a Project Surveyor at Bacchus Engineering Works Limited from 2008 to present, in which he carried out works on five (5) projects, inclusive of the four (4) listed above. The new project that was added was for works on the *“Longville Offsite Water Supply – Installation Of 5.1 km Of 400 mm D.I. Pipeline From Bustamante Highway To Inverness In Clarendon”*.⁴³

In light of the comparative analysis of the information represented on the Resumes of 2010 and 2013, the only project that Mr. Randall worked on for Bacchus Engineering Works Limited, since 2010 to present, was the Longville Project.

⁴³ Resume of Mr. Mark Randall submitted by Bacchus Engineering Works Limited via its NCC Application on November 20, 2013.



Mr. Randall was further questioned in relation to the projects and advised that he “...*had no knowledge of several projects listed.*”⁴⁴ Mr. Randall explained that in relation to the Longville Project he had surveyed the area as a part of his contractual arrangements with Rural Water Supply Limited. He advised that although Bacchus Engineering Works Limited had conducted works on the said project, he was not working for and on behalf of Bacchus Engineering Works Limited. Consequently, this information outlined in the Resume is untrue.

Mr. Randall was able to confirm, at best, the Dunder Pond Project and Transfer Levels Project on the Resume which was submitted for the 2013 NCC Application. Two (2) projects which were also listed in the 2010 Resume as being undertaken between 2008 to 2009.

Quite important is the fact that Mr. Randall advised that in 2012, “...*the Secretary for Mr. Robert Bacchus contacted me and informed that I should expect a call from Mr. Bacchus. Mr. Robert Bacchus subsequently contacted me on my cellphone. Mr. Robert Bacchus asked if I was employed and I informed him that I was working with National Works Agency. Mr. Robert Bacchus informed me about the renewal of the NCC Application for the Bacchus Engineering Works Limited. Mr. Robert Bacchus informed me that he wished to use my name on the NCC Application; I informed him that it was a conflict of interest as I was working with the government. He said I should call him if I am not working.*”⁴⁵

Mr. Robert Bacchus, when asked by the OCG of Mr. Randall’s work employment, he advised that “*In 2010, Mr. Randall worked for me contractually...*”⁴⁶

Interestingly, Mr. Bacchus was able to recall projects that Mr. Randall had worked on with him between 1990 through to 2001. However, when asked about the last project Mr. Randall had worked on for Bacchus Engineering Works Limited, Mr. Bacchus was not able to recall.⁴⁷

⁴⁴ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 10

⁴⁵ Witness Statement of Mr. Mark Randall, dated March 3, 2014. Paragraph 17

⁴⁶ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 7



Mr. Bacchus was also unable to recall a meeting with Mr. Randall in 2010 where an updated Resume and qualification documents were presented, however, he indicated that “...*Mr. Randall must have come to the Office and submit documents.*”⁴⁸

Mr. Bacchus explained that “...*Bacchus Engineering Works Limited does not pay a retainer to engineers. They are paid based upon their fees per project, although, at times they may ask for advance...*”⁴⁹ It is important to reiterate that Mr. Bacchus advised that it is not the norm of the stated entity to prepare letters as the November 8, 2010 letter to Mr. Randall for an advancement, in which that was the only such instance.

⁴⁷ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 37

⁴⁸ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 35

⁴⁹ Witness Statement of Mr. Robert Bacchus, dated March 4, 2014. Paragraph 36



CONCLUSIONS

The OCG, having undertaken a comprehensive assessment of the National Contracts Commission (NCC) Applications submitted by Bacchus Engineering Works Limited and review of the statements collected from the respective persons of interest, arrived at the following considered Conclusions:

1. The NCC Works Application Form for the registration of Bacchus Engineering Works Limited which was submitted on November 20, 2013 contained erroneous information as it regards Mr. Mark Randall, a former employee of the stated entity. This information was misrepresented to the NCC at the time of the submission to include that Mr. Randall was currently employed to the stated entity as a Technical Staff.
2. The full application of Clause 15⁵⁰ of the “*NATIONAL CONTRACTS COMMISSION REGISTER OF PUBLIC SECTOR CONTRACTORS GRADES 1-4 APPLICATION FORM*” should be effected. In this respect, the OCG concludes that the entity, Bacchus Engineering Works Limited, ought not to be considered for re-registration by the NCC. Further, the matter will be referred to the relevant State Authority(ies) for further investigation and/or consideration into the matter.
3. Mr. Mark Randall was employed to Bacchus Engineering Works Limited between 1991 and 1993 under the directorship of Mr. Adolphus Bacchus (deceased). Subsequent to this period, Mr. Randall’s employment with the company was ad hoc and on a project basis, in which he declared that he had “...no real working relationship...” with the stated entity since 2000.

⁵⁰ Clause 15 provides “*IF THE INFORMATION PROVIDED BY THE APPLICANT ON WHICH EVALUATION AND AWARD(S) WERE BASED IS FOUND TO BE ERRONEOUS THEN THE CONTRACTOR(S) SHALL NOT BE REGISTERED, OR IF ALREADY REGISTERED, THE REGISTRATION WILL BE REVOKED...*”



4. The Resume that was submitted by Bacchus Engineering Works Limited with its 2013 NCC Application for Mr. Mark Randall listed at least one (1) project that Mr. Randall has rejected as carrying out works for **Bacchus Engineering Works Limited**. (OCG Emphasis)

In point of fact, Mr. Randall (a) only recalled two (2) projects of the five (5) listed on the referenced Resume, as works he carried out between the period 2008 to present, (b) was employed by Rural Water Supply Limited to carry out works on the same Longville Offsite Water Supply Project that was listed on the subject Resume and (c) denied working for Bacchus Engineering Works Limited on the said project.

5. The Resume which was submitted by Bacchus Engineering Works Limited as belonging to Mr. Mark Randall, with its 2013 NCC Application, was not the same Resume that was submitted by Mr. Randall in 2010.

In keeping with Mr. Randall's witness statement, the year 2010 was the last occasion on which he had submitted an updated Resume and qualification particulars to Bacchus Engineering Works Limited.

6. Mr. Randall was employed on a full-time basis at Rural Water Supply Limited, from September 2013. As such, given Mr. Randall's (a) employment status and the requirements of same and (b) representations made to the OCG, there is no question that Mr. Randall was not in the employ of Bacchus Engineering Works Limited at the time the subject Application for re-registration by the NCC was submitted.
7. Mr. Robert Bacchus was aware that Mr. Mark Randall was no longer employed to the entity, Bacchus Engineering Works Limited, prior to the submission of the 2013 NCC Application, and was in fact employed to Rural Water Supply Limited.



8. The Justice of the Peace, Mr. Clifton Green, certified documents shown to him by Bacchus Engineering Works Limited, for the 2013 NCC Application “...as true copies of the original documents, having not seen the original documents.”⁵¹
9. Mr. Clifton Green, the Justice of the Peace who attested to and authenticated certain documents appended to the 2013 NCC Application, undertook his duties without a moral compass and was unethical by (a) misrepresenting that he verified the respective documents shown to him for Mr. Mark Randall as being true copies of the originals without having sight of said original documents and (b) declaring that he certified the documents of Mr. Randall solely on a trust relationship with Mr. Robert Bacchus. Mr. Green’s actions are flagrantly wanting and run counter to the Justice of the Peace (Appointment and Code of Conduct Rules (2006)). Mr. Clifton Green has, therefore, breached his position of trust.

The circumstances surrounding communication had between Mr. Robert Bacchus and Mr. Clifton Green, Justice of the Peace, to certify the documents of Mr. Mark Randall, further brings Mr. Robert Bacchus’ statement to the OCG into disrepute.

This is on the basis that (a) Mr. Clifton Green has declared that it was Mr. Robert Bacchus who had made a direct request for him to visit his Office to sign documents related to the 2013 NCC Application, while (b) and to the contrary, Mr. Robert Bacchus has advised the OCG that he was neither responsible nor involved in the process of having the documents certified. In point of fact, Mr. Robert Bacchus declared that it was one Mr. Omar Johnson, Accounts Clerk of Bacchus Engineering Works Limited who had the responsibility of having the documents certified by a Justice of the Peace.

⁵¹ Witness Statement of Mr. Clifton Green, JP, dated March 6, 2014. Paragraph 9.



Mr. Robert Bacchus' attempt to shift blame from himself to his Account Clerk is also rejected by the OCG and considered to be untrue. In the premise, the account of the circumstances given to the OCG by Mr. Clifton Green is accepted.

10. Mr. Robert Bacchus paid Mr. Mark Randall \$100,000.00 in November 2010 for 'assisting' the entity, Bacchus Engineering Works Limited, to secure its (a) NCC 2010 Renewal and Projects and (b) NCC 2011 Renewal and future ones, as detailed in the letter of November 8, 2010.

The explanations which have been provided by Mr. Robert Bacchus, regarding the letter of November 8, 2010, is currently devoid of evidence to substantiate any advance payments to Mr. Mark Randall. Further, and in light of the actions of Mr. Robert Bacchus, as it regards the unauthorised use of the particulars of Mr. Mark Randall for the 2013 NCC application, the OCG has unequivocally found and concluded that his declarations are neither factual nor do they carry weight to counter the stated intent and meaning of the letter of November 8, 2010.

The OCG's conclusion is further supported by Mr. Randall's statement to the OCG that (a) the payments of two (2) cheques in the sums of \$50,000.00 each were for the use of his name as a Technical Consultant, (b) he (Mr. Randall) had a verbal Agreement with Mr. Bacchus that for the use of his particulars all surveying works would be given to him and (c) subsequent to said Agreement, he has not done any actual work for the company.

The OCG has, therefore, rejected the assertions of Mr. Robert Bacchus that Mr. Randall worked for him on a project basis and that the payments made to Mr. Randall were advancements for future projects.



11. There were several inconsistencies in the statement which was collected from Mr. Robert Bacchus, when cross-referenced with the statements which were obtained from Mr. Randall and Mr. Green, and noted responses to certain questions posed, in particular regard to (a) the certification of the documents appended to the subject NCC Application for Mr. Mark Randall, (b) the engagement of Mr. Randall on the Longville Project and (c) the alleged advanced payments to Mr. Randall for certain unspecified works.
12. Further, having regard to the cross-referencing of the statements collected, the OCG is of the considered opinion that several declarations made by Mr. Robert Bacchus' were disingenuous. It is opined that these statements were made in an attempt to mislead the OCG into believing that the inclusion of Mr. Randall's credentials with the 2013 NCC Application was an oversight on the part of the staff of Bacchus Engineering Works Limited. This argument has been summarily dismissed after due consideration.
13. The OCG is unable to determine the rationale Mr. Robert Bacchus had in his submission of Mr. Mark Randall's credentials for the entity's 2013 NCC Application Form, as the OCG is of the considered opinion that Mr. Bacchus had sufficient requirements to satisfy the threshold of the NCC for the Grades applied for in the subject Application.
14. The assesment which was undertaken by the NCC Secretariat of the re-registration Application Form which was submitted by Bacchus Engineering Works Limited on November 20, 2013 was fair, proper and void of any level of impropriety and/or irregularity.



REFERRAL

1. In keeping with the Findings and Conclusions cited herein, the Contractor General refers Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited, to the Commissioner of Police for due consideration and/or further investigation to be undertaken in regard to forgery/falsification of documents and uttering of forged documents as it relates to the amendment and reliance upon the Resume of Mr. Mark Randall, in the absence of Mr. Randall's knowledge, for the 2013 NCC Application.
2. The Contractor General also refers Mr. Mark Bacchus, Director, Bacchus Engineering Works Limited, to the Commissioner of Police for investigation, on the grounds that the Affidavit under the Voluntary Declarations Act, was signed by both himself and Mr. Robert Bacchus, attesting to the truthfulness and correctness of the information provided within the subject 2013 Application Form. In furtherance of the Findings and Conclusions herein, it has been revealed that information submitted by Bacchus Engineering Works Limited on its 2013 NCC Application was erroneous.
3. The Contractor General refers Mr. Clifton Green, Justice of the Peace, to the Commissioner of Police for such further investigation, as deemed appropriate, regarding the common law offence of misconduct in a Public Office on the grounds that Mr. Green neglected to view the original documents at the time of attesting to the authenticity and legitimacy of Mr. Randall's documents which appended to the subject NCC Application. Mr. Mark Randall to whom the documents belong has categorically stated that the original documents were in his possession at the time that the Justice of the Peace purportedly verified same. This would amount to an abuse of the public's trust in Mr. Green's commission as a Justice of the Peace.



4. In furtherance of the Findings and Conclusions attending the matter, the OCG refers same to the Commissioners for consideration, as it regards effecting Clause 15 of the ***“NATIONAL CONTRACTS COMMISSION REGISTER OF PUBLIC SECTOR CONTRACTORS GRADES 1-4 APPLICATION FORM”***, and, consequent upon same, consider our recommendation to reject the re-registration of the entity, Bacchus Engineering Works Limited, for a decided period of time as they deem fit.

This Referral is being made on the following grounds:

- a. The submission of erroneous documents and information by Bacchus Engineering Works Limited for its 2013 NCC Application for re-registration.
 - b. The revelation that Mr. Robert Bacchus, Managing Director, Bacchus Engineering Works Limited, entered into an Agreement with Mr. Mark Randall and made certain payments for the use of his name in November 2010 to satisfy the requirements of the NCC in the submission of an Application for re-registration.
5. In light of the circumstances surrounding the attestation and authentication of documents by Justice of the Peace, Mr. Clifton Green, for Bacchus Engineering Works Limited 2013 NCC Application for re-registration, without being in possession of the original documents, the OCG has deemed it prudent to refer the matter to the Custos Rotulorum for the parish of St. Catherine, in keeping with Section 11(1) of the Justice of the Peace (Appointment and Code of Conduct) Rules (gazetted on December 14, 2006).

Further, and pursuant to Section 10(4) of the Code of Conduct:



“An appointment to the Commission of Justice of the Peace may be revoked by the Governor-General whenever the Justice of the Peace-

- a) behaves in such a manner as to-*
 - i. Taint the Office of the Justice of the Peace; or*
 - ii. be likely to bring the Office into public ridicule, to cause public scandal or bring the administration of justice into disrepute.”*

The OCG is of the considered opinion that the actions of Mr. Green in authenticating the documents of Mr. Mark Randall, as being a true copy of the original document without having sight of said original and certifying such documents on the notation that *“I certify that this is a true copy of the original”* is tantamount to gross misconduct, a breach of duty, is highly immoral and unethical. Such behaviour runs counter to the standards required of Justices of the Peace pursuant to the Justice of the Peace (Appointment and Code of Conduct) Rules (2006).

Section 9(2) of the Code of Conduct stipulates that a Justice is required to observe the provisions of the Code of Conduct for Justices of the Peace, as prescribed in the Schedule, and failure to do so is regarded as an act of misconduct. A Justice of the Peace, in keeping with Section 2(a) of the Schedule of the Code of Conduct, has a duty to *“act to the best of his or her ability, professionally, fairly, diligently and expeditiously”*. On a full interpretation, to act diligently would be to require a Justice to authenticate a document as being a true copy only after he has had sight of the original in order to, as best as possible, reduce the possibility of perpetuating a fraud.



On this Referral, and in keeping with the spirit of the applicable pieces of legislations and the Code of Conduct, the OCG recommends, upon the provision of Section 5(2)(a) of the Justices of the Peace (Official Seals) Act, that the Justice's seal be returned to the Custos and his name be removed from the Register of Justices for the Parish, in accordance with Section 8(1)(a) and (b) of the said Act.



RECOMMENDATIONS

Section 20 (1) of the Contractor-General Act mandates that “*after conducting an Investigation under this Act, a Contractor-General shall, in writing, inform the principal officer of the public body concerned and the Minister having responsibility therefore of the result of that Investigation and make such Recommendations as he considers necessary in respect of the matter which was investigated.*” (OCG’s Emphasis)

1. The OCG recommends, having regard to the irrefutable evidence presented, herein, which places the entity, Bacchus Engineering Works Limited, as providing the National Contracts Commission (NCC) with erroneous information on its 2013 Application Form, that the stated entity, not be re-registered by the NCC for applicability for the award of Government contracts within the Public Sector, for a time period to be decided by the Commission, in keeping with Clause 15 of the “*NATIONAL CONTRACTS COMMISSION REGISTER OF PUBLIC SECTOR CONTRACTORS GRADES 1-4 APPLICATION FORM*”.

This is further buttressed by the fact, having undertaken a comprehensive investigation, that the entity, Bacchus Engineering Works Limited, also paid monies in 2010 to Mr. Mark Randall for the use of his name and particulars for assisting the company in its (a) NCC 2010 Renewal and Projects and (b) NCC 2011 Renewal and future ones.

2. The OCG recommends that Contractors cease and desist from engaging persons, by whatever means, who are not ostensibly employed to them on a full time or part time basis, for the sole purpose of using their credentials in order to qualify for and obtain registration with the NCC. The foregoing practice, as evidenced herein, amounts to a fraudulent misrepresentation and the abuse of the Contractor Registration process.



Further, when all is considered, such a misrepresentation invariably affects the integrity, aptitude and capacity of the Contractor.

3. The OCG recommends that all Contractors seeking registration with the NCC take great precaution in the preparation of their Applications. It should be noted that there is no latitude for Contractors who provide false information or misrepresent any information represented on their Application Forms.
4. The OCG recommends that in an effort to prevent any conflict of interest and to ensure that all steps are taken to avoid such situations, it should become common practice for Justices of the Peace to declare their associations and/or affiliations with persons who require their service(s).
5. The OCG recommends that a Protocol be established to ensure that upon the attestation and authentication of documents by Justices of the Peace, it be made mandatory for original documents to be (a) verified before a Justice of the Peace and (b) bear the official seal, as well as the date of execution and signature of that Justice. This, in itself, will ensure that in the conduct of their functions, Justices of the Peace are undertaking their duties professionally and fairly and will further prevent any appearance of impropriety.

Special Recommendation

Justices of the Peace are charged with an important mandate to, *inter alia*, display the highest standards of professionalism and moral and ethical conduct in their service to Jamaica and as standard bearers in their communities.



In recognition of the significance of such role and functions to society, it has become increasingly critical that Justices of the Peace become more vigilant in the exercise of their mandate. As Justices of the Peace, and in keeping with the Justice of the Peace (Appointment and Code of Conduct), the society relies on you to exercise the highest level of vigilance in the performance of your duties. This responsibility requires that you be on guard when persons approach you to authenticate documents or to perform any other functions and categorically reject perceivably corrupt and unscrupulous acts.