





PUBLIC PROCUREMENT AND DISPOSAL  
OF PUBLIC ASSETS AUTHORITY  
*"Regulating for Results"*

**THE PUBLIC PROCUREMENT AND DISPOSAL OF PUBLIC  
ASSETS AUTHORITY**

**COMPLIANCE INSPECTION REPORT OF MARY HILL HIGH  
SCHOOL FOR THE ACADEMIC YEAR 2024**

**NOVEMBER 2025**

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## ACRONYMS

AO	Accounting Officer
BEB	Best Evaluated Bidder
CC	Contracts Committee
EC	Evaluation Committee
PDE	Procuring and Disposing Entity
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority

## EXECUTIVE SUMMARY

The Public Procurement and Disposal of Public Assets Authority carried out the procurement and disposal compliance inspection exercise of Mary Hill High School that covered a representative sample of 10 procurement transactions worth UGX 4,337,980,420 during the Academic Year 2024. Mary Hill High School is a catholic founded Girls' O & A-level Boarding Secondary school located at Nyamitanga Hill in Mbarara District in the Western Region of Uganda.

The overall objective of the Compliance Inspection exercise was to assess and establish the degree of compliance of Mary Hill High School's procurement system and processes with the provisions of the PPDA Act, Cap. 205, the PPDA Regulations, 2023 and the PPDA (Procurement and Disposal Guidelines for Schools in Uganda) 2014 and to assess the level of procurement performance over the period under review.

From the findings of the Compliance Inspection exercise, the performance of Mary Hill High School for the Academic Year 2024 was **moderately satisfactory** with an overall weighted average risk rating of **43.3%**. The risk rating was weighted to determine the overall risk level of the Entity as detailed in Chapter 3 of this compliance inspection report.

The following key exceptions were noted.

1. The Procurement and Disposal Unit was under-staffed with one staff Ms. Shibah Turyakira, employed as an Assistant Procurement Officer, to manage the Procurement and Disposal Unit contrary to Paragraph 4.4 of the Procurement and Disposal Guidelines for Schools in Uganda, 2014, which required at least two staff to manage the procurement function of an entity with a budget of over 150 million. This may lead to inefficient procurement processes, increased risk of errors, and potential delays in the procurement and disposal processes.
2. The Contracts Committee was not properly constituted. Ms. Winnie Nagbirano participated as a Contracts Committee member, before approval by the Governing Council, contrary to Paragraph 5.7.1 of the Procurement and Disposal Guidelines for Schools in Uganda, 2014. This undermines checks and balances in the public procurement system.
3. The Entity did not implement 27.2% of the previous audit recommendations for the Academic Year 2018, contravening Section 10 (1) (a) of the PPDA Act, Cap 205. This is an indicator of a weak implementation mechanism, which compromises the improvement of the procurement function in the school.
4. Two procurements for the Installation of 44 CCTV cameras, Batteries, and a Backup system and the Purchase of a new 14-seater Omni Bus worth UGX 135,870,000 were conducted without following the formal due procurement processes. The school lacked evidence of the procurement cycle, including invitation of bidders, preparation, issue, receipt and opening of bid documents, submission to the Contracts Committee, bid evaluation, award approval and display of the best evaluated bidder notice for two procurement transactions. This would lead to the award of contracts to unqualified service providers.
5. Failure by User Departments to review assets and prepare a disposal plan contrary to Regulation 2 of PPDA (Disposal) Regulations, 2023, resulting in irregular disposal processes of the ADB IV building through destruction and giving away of iron sheets and other salvaged materials without proper procedures, compromising value for money and potentially leading to loss of public funds;

6. The construction site for the dormitory block, worth UGX 3,989,269,919 by Block Technical Services Ltd lacked proper Environmental, Social, Health, and Safety (ESHS) measures, including workers without protective gear, poor waste disposal, unhygienic storage and preparation of food, insufficient safety signage and first aid facilities, and lack of contractual agreements for site workers, increasing the risk of accidents and harsh working conditions for site workers contrary to Section 66 of the PPDA Act, Cap. 205.
7. User departments failed to prepare departmental procurement plans, contrary to Paragraph 5.21 of the Procurement and Disposal Guideline for Schools in Uganda 2014, compromising effective procurement management.
8. The Authority observed that two bidders, Block Technical Services Limited and CK Associates, submitted unauthentic documentation during the procurement process for the construction of the proposed dormitory block worth UGX 3,989,269,919. Specifically, these were an unauthentic Tax Clearance Certificate Ref No. UGND240335981 and an unauthentic car log book for vehicle registration number UAY 048A.

The Authority recommends that:

1. The Accounting Officer should:
  - i. Ensure that the Procurement and Disposal Unit is sufficiently staffed with two procurement personnel in accordance with Paragraph 4.4 of the PPDA guideline No. 2/2025 on Procurement and Disposal for Schools and Section 28 (1) (c) of the PPDA Act, Cap 205;
  - ii. Ensure that the Contracts Committee is fully constituted and inducted into its roles by the Authority in accordance with Paragraphs 5.7 and 5.8 of the PPDA Guideline No.2/2025 on Procurement and Disposal for Schools;
  - iii. Establish a robust mechanism to monitor and implement audit recommendations, for instance by designating a team of at least two staff members to track and ensure timely implementation of audit recommendations in accordance with Section 10(1)(a) of the PPDA Act, Cap 205;
  - iv. Ensure all procurement and disposal activities strictly adhere to the procedure enshrined in Section 57 of the PPDA Act, Cap 205 and PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools and consider having the various stakeholders in the school trained by the Authority in public procurement and disposal procedures, as well as their roles and responsibilities.
  - v. Establish a Board of Survey to review and identify assets due for disposal annually and subsequently conduct disposal processes following the laid-out procedures in accordance with Paragraph 9 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.
  - vi. Ensure compliance with Environmental, Social, Health, and Safety procedures through constant monitoring during site visits in accordance with Section 66 of the PPDA Act, Cap 205. This ensures that the procurement processes don't create adverse, irreversible impacts on the environment and Society.
  - vii. Appoint Contract Managers for all procurements in accordance with Regulation 50 of the PPDA (Contracts) Regulations, 2023.
  - viii. Task the Procurement and Disposal Unit to always conduct due diligence on all the information submitted by bidders before signing contracts in accordance with Regulation 26 (1) of the PPDA (Procuring and Disposing Entities) Regulations, 2023.
  - ix. Consider having the various stakeholders in the school trained by the Authority in public procurement and disposal procedures, as well as their roles and responsibilities.

2. The Heads of Department should ensure that departmental work plans are prepared and submitted to the Procurement and Disposal Unit for onward consolidation of the procurement and disposal plan in accordance with Paragraph 5.21 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.
3. The Authority shall, in accordance with Section 128 of the PPDA Act, Cap 205, initiate suspension proceedings against Block Technical Services Limited and CK Associates for breaching the Code of Ethics of providers by submitting unauthentic documents in the bidding process for the construction of a proposed dormitory block worth UGX 3,989,269,919.

## CHAPTER 1: INTRODUCTION

### 1.1 Background

The Public Procurement and Disposal of Public Assets Authority carried out a compliance inspection on the procurement and Disposal activities of Mary Hill High School that covered a representative sample of 10 procurement transactions worth 4,337,980,420 during the Academic Year 2024. The exercise involved a review of the procurement system and procurement processes to establish compliance with the PPDA Act, Cap 205, the PPDA Regulations, 2023 and the Procurement and Disposal Guidelines for Schools in Uganda, 2014.

### 1.2 Objectives of the Compliance Inspection

The overall objective of the compliance inspection was to assess and establish the degree of compliance of Mary Hill High School's procurement processes with the provisions of the PPDA Act, Cap. 205, Regulations, Guidelines for Schools and assess the level of procurement performance in the inspection period.

The specific objectives were to:

1. Establish the level of performance with the general provisions of the PPDA Act, Cap. 205, and PPDA Regulations concerning the procurement structures and conduct of procurement processes;
2. Establish the level of compliance of the school's disposal process with the provisions of the PPDA Act, Cap. 205 and PPDA (Disposal) Regulations 2023; and
3. Assess the level of efficiency and effectiveness in contract implementation, including the application of Environmental, Social, Health and Safety (ESHS) requirements in the procurement process.

### 1.3 Procurement structure of the school

Maryhill High School is a catholic Girls' O&A level Boarding Secondary School located at Nyamitanga Hill in Mbarara District in the Western Region of Uganda. The school is affiliated with the Roman Catholic Diocese of Mbarara. It was started in 1961 to promote the education of the girl child to build the nation. Below are the details of the composition of the structure:

#### i. Accounting Officer

Section 28 of the PPDA Act, Cap. 205, gives the Accounting Officer the overall responsibility for the successful execution of procurement, disposal and contract management in a Procuring and Disposing Entity. The Headmistress, Sr. Sarah Tumuhimbise Kasya, was designated as the Accounting Officer of the school during the Academic Year 2024.

#### ii. Composition of the Contracts Committee

Mary Hill High School had an established Contracts Committee with four members during the Academic Year 2024. The composition of the Contracts Committee is detailed in Table 1 below:

**Table 1: Composition of the Contracts Committee**

No	Names of members	Position on the Committee	Designation	Date of Appointment	Duration	Expiry date
1.	Ms. Geradine Twebaze Kabacenga	Chairperson	Deputy Head Teacher in charge of Discipline	1 <sup>st</sup> May 2025	3 years	30 <sup>th</sup> April 2028
2.	Ms. Grace Tushabe	Member	Assistant Director of Studies	1 <sup>st</sup> May 2025	3 years	30 <sup>th</sup> April 2028
3.	Ms. Winfred Ngabirano Nkabakyenga	Member	Deputy Head Teacher in charge of welfare	1 <sup>st</sup> May 2025	3 years	30 <sup>th</sup> April 2028
4.	Mr. Pius Twebaze Kikooko	Member	Arts Teacher	1 <sup>st</sup> May 2025	3 years	30 <sup>th</sup> April 2028

**iii. Procurement and Disposal Unit**

According to Section 33 (a) of the PPDA Act, Cap. 205, all procurement or disposal activities of the Procuring and Disposal Entity, except adjudication and award of contract, are to be managed by the Procurement and Disposal Unit. The Procurement and Disposal Unit during the Academic Year 2024 was headed by the Assistant Procurement Officer, Ms. Shibah Turyakira, who holds a Bachelor's Degree in Procurement and Logistics Management.

**1.4 Scope of the inspection**

PPDA carried out the compliance inspection of the Mary Hill High School from **28<sup>th</sup> July 2025 to 30<sup>th</sup> July 2025**. The inspection covered a representative sample of 10 procurement transactions worth UGX 4,336,310,420 conducted during the Academic Year 2024, a review of procurement structures, and the procurement plan performance. The list of sampled transactions is contained in **Annex 1** and the analysis of the population and sample is detailed in Table 2 below:

**Table 2: Analysis of procurement population and sample**

No	POPULATION			SAMPLE		PERCENTAGE	
	Procurement Method	Value (UGX)	No	Value (UGX)	No	%Value	%No
1.	Open Domestic bidding	6,225,486,170	388	4,208,190,920	8	67.6	2
2.	Request for Quotation	177,388,000	8	128,119,500	2	72.2	25
3.	Micro Procurements	74,664,760	11	0	0	0	0
	<b>Total</b>	<b>6,477,538,930</b>	<b>407</b>	<b>4,336,310,420</b>	<b>10</b>	<b>67</b>	<b>2</b>

## **1.5 Inspection Methodology**

Mary Hill High School was notified about the inspection exercise on **16<sup>th</sup> July 2025**. A sample of 10 procurement transactions worth UGX 4,337,980,420 was selected based on stratified random sampling using Contracts Committee minutes, the contracts register, and monthly procurement and disposal reports. The team also reviewed the procurement and disposal plan for the Academic Year 2024. The inspection commenced on **28<sup>th</sup> July 2025**.

Two Senior Performance Monitoring Officers conducted the exercise under the supervision of the Regional Manager, Western Region. The inspection team examined records and documents for each sampled procurement transaction and obtained the relevant evidence to derive inspection conclusions. This involved a review of the school's procurement and disposal planning, initiation, bidding, evaluation, contract award and execution.

A debrief meeting was held on **30<sup>th</sup> July 2025** to clear all pending issues that arose during the inspection with the school management and staff before the inspection team could embark on the preparation of the management letter. The team prepared the management letter, which was sent to the school on **10<sup>th</sup> September 2025**, with a request to submit a management response by **19<sup>th</sup> September 2025**. However, the school submitted its response on **22<sup>nd</sup> September 2025**.

On completion of data collection and before writing the report, the Regional Manager reviewed the working papers for completeness. The working papers contain a detailed chronology of findings on each of the sampled transactions. The inspection report presents the key findings and conclusions arising from the inspection.

## CHAPTER TWO: FINDINGS OF THE AUTHORITY

### COMPLIANCE WITH THE PPDA ACT, CAP. 205, PPDA REGULATIONS AND GUIDELINES FOR SCHOOLS IN UGANDA CONCERNING THE PERFORMANCE OF THE PROCUREMENT STRUCTURES AND THE CONDUCT OF THE PROCUREMENT PROCESSES

#### 2.1.1 Inadequate staffing of the Procurement and Disposal Unit

Paragraph 4.4 of the Procurement and Disposal Guidelines for Schools in Uganda, 2014 requires all schools with budgets exceeding UGX 150 million to employ two procurement personnel to handle procurement activities.

However, Mary Hill High School, with an annual budget of UGX 6,212,414,500 for the Academic Year 2024, had one staff Assistant Procurement Officer, Ms. Shibah Turyakira, contrary to two staff enshrined in Paragraph 4.4 of the Procurement and Disposal Guidelines for Schools in Uganda, 2014.

#### **Implication**

An understaffed Procurement and Disposal Unit (PDU) may lead to inefficient procurement processes, increased risk of errors, and potential delays in the procurement and disposal processes.

#### **Management response**

*Management acknowledged the findings and cited budget constraints for not hiring a Procurement Officer. However, in the interim, a two-member PDU committee comprised of Mr. Joseph Kamagara, the Deputy Head Master in Charge of Academics and a Teacher Mr. Peter Kakuru, was appointed to assist.*

#### **Recommendations**

The Authority notes the management response and recommends that the Accounting Officer should:

- i. Prioritize staffing the Procurement and Disposal Unit to an appropriate level in accordance with Paragraph 4.4 of the PPDA Guideline 2/2025 on Procurement and Disposal for Schools, 2025, in future budget planning: and
- ii. Reallocate an existing staff member with appropriate skills and experience to assist and support the Procurement and Disposal Unit instead of a committee in accordance with Paragraph 4.4 of the PPDA Guideline No.2/2025 on Procurement and Disposal for Schools.

#### 2.1.2 Irregular composition of the Contracts Committee

Contrary to Section 28 (1) (a) of the PPDA Act Cap 205, the Accounting Officer failed to duly constitute a fully-fledged Contracts Committee. The following anomalies were found regarding the school's Contracts Committee composition:

- i. The Contracts Committee had four members as detailed in Table 1 above, which is within the allowed range of 3-5 members as per Paragraph 5.8.1 of the Procurement and Disposal Guideline for Schools in Uganda. However, having an even number of members may potentially lead to a deadlock in decision-making due to tied votes;
- ii. The Contracts Committee was not properly constituted. Ms. Winnie Nagbirano participated as a Contracts Committee member, before approval by the governing council, contrary to

Paragraph 5.7.1 of the Procurement and Disposal Guidelines for Schools in Uganda. This undermines checks and balances in the public procurement system.

- iii. Although Ms. Winfred Ngabirano Nkabakyenga was later appointed to the Contracts Committee on 1<sup>st</sup> May 2025, she had previously participated in 11 committee meetings without formal appointment, specifically on 25<sup>th</sup> March 2023, 14<sup>th</sup> June 2023, 10<sup>th</sup> July 2023, 26<sup>th</sup> July 2023, 26<sup>th</sup> October 2023, 5<sup>th</sup> December 2023, 10<sup>th</sup> January 2024, 29<sup>th</sup> February 2024, 13<sup>th</sup> March 2024, 22<sup>nd</sup> March 2024, and 3<sup>rd</sup> April 2024; and
- iv. The Accounting Officer did not organize the induction of the Contracts Committee members to equip them with the knowledge and skills to execute their duties.

### **Implications**

- Having an even number of Contracts Committee members may hinder decision-making through potential deadlocks.
- Not having the Contracts Committee members approved by the Governing Council undermines the checks and balances embedded within the public procurement system.
- Participating in Contracts Committee meetings when not a member may undermine the committee's legitimacy and credibility.
- Failure to induct the contracts committee members may result in the committee having limited knowledge of public procurement and disposal procedures.

### **Management response**

*Management agrees with the findings. The full membership of the Contracts Committee will be duly appointed after following the requisite approval processes by the relevant school committees. Induction for the new committee members will be conducted promptly upon their appointment, alongside ratification of the existing members.*

### **Recommendations**

The Accounting Officer should:

1. Streamline the composition of the Contracts Committee in accordance with Paragraphs 5.7 and 5.8 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.
2. Ensure that all members are formally appointed and inducted to equip them with the necessary knowledge and skills for effective committee functioning.

### **2.1.3 Procurement Plan Implementation**

Section 60 (2) of the PPDA Act, Cap. 205 requires Procuring and Disposing Entities to plan their procurement and disposal activities rationally. Section 60 (7) of the PPDA Act, Cap. 205 empowers Procuring and Disposing Entities to review and update their procurement plans quarterly and in any other case, wherever necessary.

A review of Mary Hill High School's procurement plan revealed the school planned to procure goods and services worth UGX 6,332,133,129. A review of the monthly procurement and disposal reports submitted to the Authority revealed that the school procured items worth UGX 6,477,538,930. The school had a procurement plan implementation rate of 99.8% for Academic Year 2024, which was a satisfactory performance as shown in Table 3 below:

**Table 3: Procurement Plan Implementation**

Total procurement plan value inclusive VAT (UGX)	6,490,519,970
Total procurement spend value inclusive VAT (UGX)	6,477,538,930
Procurement Plan Implementation Rate	99.8%
Procurement Plan Implementation Variance (UGX)	12,981,040

**Implication**

This is an indicator of the effective execution of planned procurements.

**Management response**

*We appreciate the commendation. The good practice of regular reviews of the procurement plan's implementation will continue to be worked upon.*

**Recommendation**

The Accounting Officer should sustain the current high procurement plan implementation rate of 99.8% and conduct regular reviews of the plan's implementation in accordance with Section 60 (7) of the PPDA Act, Cap. 205.

**2.1.4 Failure to implement 27.2% of previous audit recommendations**

The Authority noted that the school had been issued its previous audit report for the Academic Year 2018 on 4<sup>th</sup> July 2019. Out of 11 recommendations made, four (36.4%) were implemented, four (36.4%) were partially implemented and three (27.2%) were not implemented, as detailed in Table 4 below:

**Table 4: Status of implementation of previous audit recommendations**

No.	Recommendation	Status
1.	The Heads of User Departments should ensure that initiation forms are duly filled for each procurement transaction and the statement of requirements is attached for ease of preparation of the solicitation document.	Partially implemented
2.	The Accounting Officer should ensure that confirmation of funding is done for all procurement transactions in accordance with Paragraph 7.6 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.	
3.	The Heads of User Departments should ensure that contract managers prepare contract implementation plans for each contract in accordance with Paragraph 12.12.1 of the PPDA Guideline No.2/2025 on Procurement and Disposal for Schools.	
4.	The Head Procurement and Disposal Unit should ensure that all procurement documents are maintained on file in accordance with Paragraph 7.3 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.	
5.	The Head Procurement and Disposal Unit should always prepare and submit the bidding documents to the Contracts Committee for approval in accordance with Paragraph 5.10 of	Not implemented

No.	Recommendation	Status
	the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools.	
6.	The Head Procurement and Disposal Unit should always nominate an Evaluation Committee for each procurement exceeding 5 million shillings to the Contracts Committee for approval and subsequent evaluation of bids in accordance with Paragraph 12.10 of the PPDA Guideline No. 2/2025 on Procurement and Disposal Guidelines for Schools.	
7.	The Accounting Officer should request specialized training from the Authority on the PPDA Act, Cap 205 and the PPDA Guideline 2/2025 on Procurement and Disposal for Schools.	
8.	The Head of Procurement should ensure that a display of the best evaluated bidder is done five working days after the decision of the Contracts Committee to award a contract in accordance with Paragraph 12.10.6 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.	Implemented
9.	The Head, Procurement and Disposal Unit, should use the appropriate bidding document for framework agreements and ensure that call-off orders are prepared when individual orders are required by User Departments.	
10.	The Heads of User Departments should ensure that contract managers are appointed for each contract in accordance with Paragraph 12.12.1 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.	
11.	The Head Procurement and Disposal Unit should handle the bidding process in a manner that promotes transparency, accountability and fairness in accordance with Section 45 of the PPDA Act 2003.	

### **Implication**

Failure to fully implement audit recommendations affects the performance of the procurement function and is an indicator of a weak implementation mechanism by the Entity.

### **Management Response**

*Management agrees with the audit findings. We commit to ensuring adherence and observance of the previous audit recommendations fully during the current Academic Year. The previous audit reports were gradually implemented and are still being implemented.*

### **Recommendation**

The Accounting Officer should establish a robust mechanism to monitor and implement audit recommendations by designating a team of at least two staff members to track and ensure the timely implementation of audit recommendations in accordance with Section 10(1)(a) of the PPDA Act, Cap. 205.

### 2.1.5 Inadequate procurement planning

The Authority noted that the User Departments did not prepare departmental procurement plans contrary to Paragraph 5.21 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.

#### **Implication**

The absence of departmental procurement plans compromised compliance with regulatory requirements and hindered effective procurement management.

#### **Management response**

*We have noted the anomaly and commit to making a consolidated annual school procurement plan using departmental work plans.*

#### **Recommendation**

The Heads of Department should ensure that procurement plans at the departmental level are prepared and submitted to the Procurement and Disposal Unit in accordance with Paragraph 5.21 of PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.

### 2.1.6 Failure to follow formal bidding procedures

Section 2 of the PPDA Act, Cap. 205, defines a procurement process as the successive stages in the procurement cycle, including planning, choice of procedure, measures to solicit offers from bidders, examination and evaluation of those offers, award of contract and contract management.

The Authority found that Mary Hill High School procured supplies worth UGX 135,870,000 without conducting procurement processes. The school lacked evidence of the procurement cycle, including invitation of bidders, preparation, issue, receipt and opening of bid documents, submission to Contracts Committee, bid evaluation, award approval and display of the best evaluated bidder notice for two procurement transactions as detailed in Table 5 below:

**Table 5: Procurement transaction without formal bidding procedures**

No.	Procurement subject	Provider's name	Amount (UGX)
1	Installation of 44 CCTV cameras, Batteries, and a Backup system	Ser-Mejor Technologies	25,870,000
2	Purchase of a new 14-seater Omni Bus	Japan Auto Traders(U) Ltd	110,000,000
<b>Total</b>			<b>135,870,000</b>

#### **Implication**

There were no clear terms of reference, scope of works, or specifications, evaluation methodologies for the intended procurements, which would lead to the award of contracts to unqualified service providers.

#### **Management response**

*Management acknowledged the query. The Procurement Officer has been written to and advised to observe compliance, ensuring that all procurements are prepared and submitted to the Contracts Committee for approval before issuance of solicitation documents. Going forward, the school will ensure that every procurement done will follow the PPDA Guidelines and Regulations of the School.*

### Recommendations

- i. The Accounting Officer should ensure all procurement and disposal activities strictly adhere to the procedure enshrined in Section 57 of the PPDA Act, Cap 205 and PPDA Guideline 2/2025 on Procurement and Disposal for Schools in Uganda should consider having the various stakeholders in the school trained by the Authority in public procurement and disposal procedures as well as their roles and responsibilities as enshrined in the PPDA Act Cap,205.
- ii. The Procurement and Disposal Unit should ensure that all necessary submissions for approval of the Contracts Committee are made in accordance with Paragraph 5.19 of the PPDA Procurement and Disposal Guidelines for Schools in Uganda, 2025.
- iii. The Contracts Committee should ensure that bidding documents are approved in accordance with Paragraph 5.10 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools.

#### 2.1.7 Submission of unauthentic documents

Regulation 26 (1) of the PPDA (Procuring and Disposing Entities) Regulations, 2023 states that a Procuring and Disposing Entity may undertake due diligence on a bid, at any time, from the commencement of the evaluation process to before the signing of the contract.

The Authority observed that two bidders submitted unauthentic documentation during the procurement process for the construction of the proposed dormitory block worth UGX 3,989,269,919, as detailed in Table 6 below:

**Table 6: Procurement transactions with unauthentic documentation submitted**

No	Subject of Procurement	Best evaluated bidder	PPDA finding
1.	Construction of the proposed dormitory block worth UGX 3,989,269,919	Block Technical Services Limited	<ul style="list-style-type: none"> <li>• Block Technical Services Limited, the Best Evaluated Bidder, submitted an unauthentic Tax Clearance Certificate Ref No. UGND240335981 addressed to Mary Hill High School issued on 8<sup>th</sup> October 2024. A URA online verification conducted by the inspection team on 30<sup>th</sup> July 2025 revealed that the Tax Clearance Certificate was invalid.</li> <li>• Block Technical Services Limited submitted an unauthentic NSSF Clearance Certificate with Serial No. 00035909 with altered details, claiming it was issued on 24<sup>th</sup> August 2024 and valid up to 24<sup>th</sup> October 2024, with the last month paid indicated as August 2024. However, an NSSF online verification conducted by the inspection team on 30<sup>th</sup> July 2025 revealed that the NSSF Clearance Certificate Serial No. 00035909 was issued to Block Technical Services on 2<sup>nd</sup></li> </ul>

No	Subject of Procurement	Best bidder	evaluated	PPDA finding
				November 2023 and was valid up to 2 <sup>nd</sup> December 2023.
				CK Associates failed at the detailed evaluation stage. The reasons for elimination included: submission of an unauthentic car log book for UAY 048A and personnel signatures.
<b>Total</b>				

### **Implication**

Companies with unauthentic documentation can potentially defraud the Entity and this also amounts to a breach of the ethical code of providers, which undermines the principle of ethics and integrity.

### **Management Response**

*The correct Tax Clearance Certificate and NSSF certificates are available for verification.*

### **PPDA Comment**

The Authority notes that the valid Tax Clearance Certificate Ref No. UGND260514543 and NSSF certificate with Serial No 00064296 for Block Technical Services Limited were issued on 18<sup>th</sup> September 2025, after the contract signing date of 2<sup>nd</sup> December 2024. Since the unauthentic documents were used to award the contract, the query is upheld. Additionally, the query regarding CK Associates is also upheld due to the lack of response.

### **Recommendations**

1. The Authority shall, in accordance with Section 128 of the PPDA Act, Cap 205, initiate suspension proceedings against Block Technical Services Limited and CK Associates for breaching the Code of Ethics of providers.
2. The Accounting Officer should task the Procurement and Disposal Unit to always conduct due diligence on all the information submitted by bidders before signing contracts in accordance with Regulation 26 (1) of the PPDA (Procuring and Disposing Entities) Regulations, 2023.

## **COMPLIANCE OF THE ENTITY'S DISPOSAL PROCESSES WITH THE PROVISIONS OF THE PPDA ACT, CAP. 205, PPDA (DISPOSAL) REGULATIONS, 2023 AND THE PROCUREMENT AND DISPOSAL GUIDELINES FOR SCHOOLS IN UGANDA, 2014**

The Authority made the following findings in regard to the level of compliance of Mary Hill High School's disposal process with the provisions of the PPDA Act, Cap. 205 and Regulations 2023.

### **2.2.1 Failure to review assets and prepare a disposal plan**

Regulation 2 of the PPDA (Disposal of Public Assets) Regulations, 2023 requires the Accounting Officer to review the public assets of the Entity for each financial year and identify those due for disposal through a Board of Survey or a User Department.

Mary Hill High School lacked a Board of Survey report and designated User Departments to identify assets for disposal, hindering disposal planning in the Academic Year 2024. Consequently, the school failed to prepare and submit a disposal plan to the Authority.

#### **Implication**

Failure to review assets and prepare a disposal plan resulted in the school disposing of the obsolete assets without following the proper disposal procedures as laid out in Paragraph 9 of PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools. This could have compromised competition and achievement of value.

#### **Management Response**

*Management agrees with the finding and the Board of Survey has been proposed, which awaits approval by the Board of Governors. After approval, members will start to review assets and books of accounts, which practice will be adhered to going forward.*

#### **Recommendation**

The Accounting Officer should, for each Academic Year, set up a Board of Survey to review the school's assets and identify those due for disposal, develop a disposal plan and, in accordance with Regulation 2 of the PPDA (Disposal of Public Assets) Regulations, 2023, that should guide the disposal process.

### **2.2.2 Non-Compliance with disposal procedures for assets**

According to the disposal procedure outlined in Paragraph 9.2 of the Procurement and Disposal Guideline for Schools in Uganda, 2014, the User Department declares the asset for disposal. The asset is then presented to the governing body for approval. Notably, the governing body invites the Board of Survey for a report and, upon receiving it, approves the write-off. The Contracts Committee approves the requirements, disposal method, and reserve price.

However, the Authority noted that Mary Hill High School disposed of some assets, including iron sheets from renovated staff houses and salvaged items from the demolished ADB IV building, without adhering to these procedures. Specifically, the school did not:

- i. Conduct a Board of Survey;
- ii. Obtain approvals from the Board of Governors or Contracts Committee; and
- iii. Document the disposal process.

The Authority noted that the demolition of the ADB IV building was not approved by the Board of Governors. The school irregularly gave away salvaged items, such as iron sheets, without proper authorization to the UPDF Engineering Brigade, the government contractor that demolished the building. Additionally, iron sheets from the renovated staff houses were given to staff without payment. The pictures below show the ADB IV building and the site after its demolition.

**Figure 1: The picture shows the ADB IV building and the site after its demolition**



The pictures above show the ADB IV building and the site after the demolition of the building.

The Contracts Committee meeting minutes dated 29<sup>th</sup> October 2024 reveal that the school's disposal of ADB IV block materials, including iron sheets, was irregular. Notably, the Committee had recommended proper procedures, including thorough checks and upfront payment, which were not followed.

### **Implication**

The irregular disposal of assets may result in financial losses and undermine accountability.

### **Management Response**

*The irregular disposal procedure is regretted and we commit to always developing a disposal plan based on the recommendation of the Board of Survey that will be appointed.*

### **Recommendation**

Mary Hill High School should conduct a board of survey, obtain necessary approvals, ensure proper documentation of the disposal process, and dispose of the identified assets in accordance with Paragraphs 9.1 and 9.2 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools.

## **EFFICIENCY AND EFFECTIVENESS IN CONTRACT IMPLEMENTATION INCLUDING THE APPLICATION OF ENVIRONMENTAL, SOCIAL, HEALTH AND SAFETY (ESHS) REQUIREMENTS.**

The Authority made the following findings in regard to the level of efficiency and effectiveness in contract implementation at Mary Hill High School, including the application of Environmental, Social, Health and Safety (ESHS) Requirements in the procurement process.

### **2.3.1 Failure to appoint contract managers and prepare contract management plans**

There was no evidence that the User Departments nominated Contract Managers for all 10 sampled procurement transactions worth UGX 4,337,980,420 for subsequent appointment by the Accounting Officer, contrary to Regulation 51 (l) of the PPDA (Contracts) Regulations, 2023. As such, there was no preparation of contract implementation plans.

#### **Implication**

Failure to appoint contract managers and to prepare contract implementation plans makes monitoring of contract performance difficult, which may lead to delays in contract execution and/or delivery of substandard items.

#### **Management Response**

*We acknowledge the omission and the school is committed to ensuring that contract managers are assigned for each project.*

#### **Recommendation**

The Accounting Officer should task Heads of User Departments to ensure that contract managers are nominated for the Accounting Officer's appointment for each procurement in accordance with Regulation 52 (l) of the PPDA (Contracts) Regulations, 2023.

### **2.3.2 Lack of proper Environmental, Social, Health and Safety measures**

The contract for the construction of the proposed ground and first floor of a dormitory block, worth UGX 3,989,269,919, was signed on 2<sup>nd</sup> December 2024 with Block Technical Services Ltd for a 24-month duration intended to end on 27<sup>th</sup> December 2026. The details of the contract and the financial performance are shown in Table 7 below:

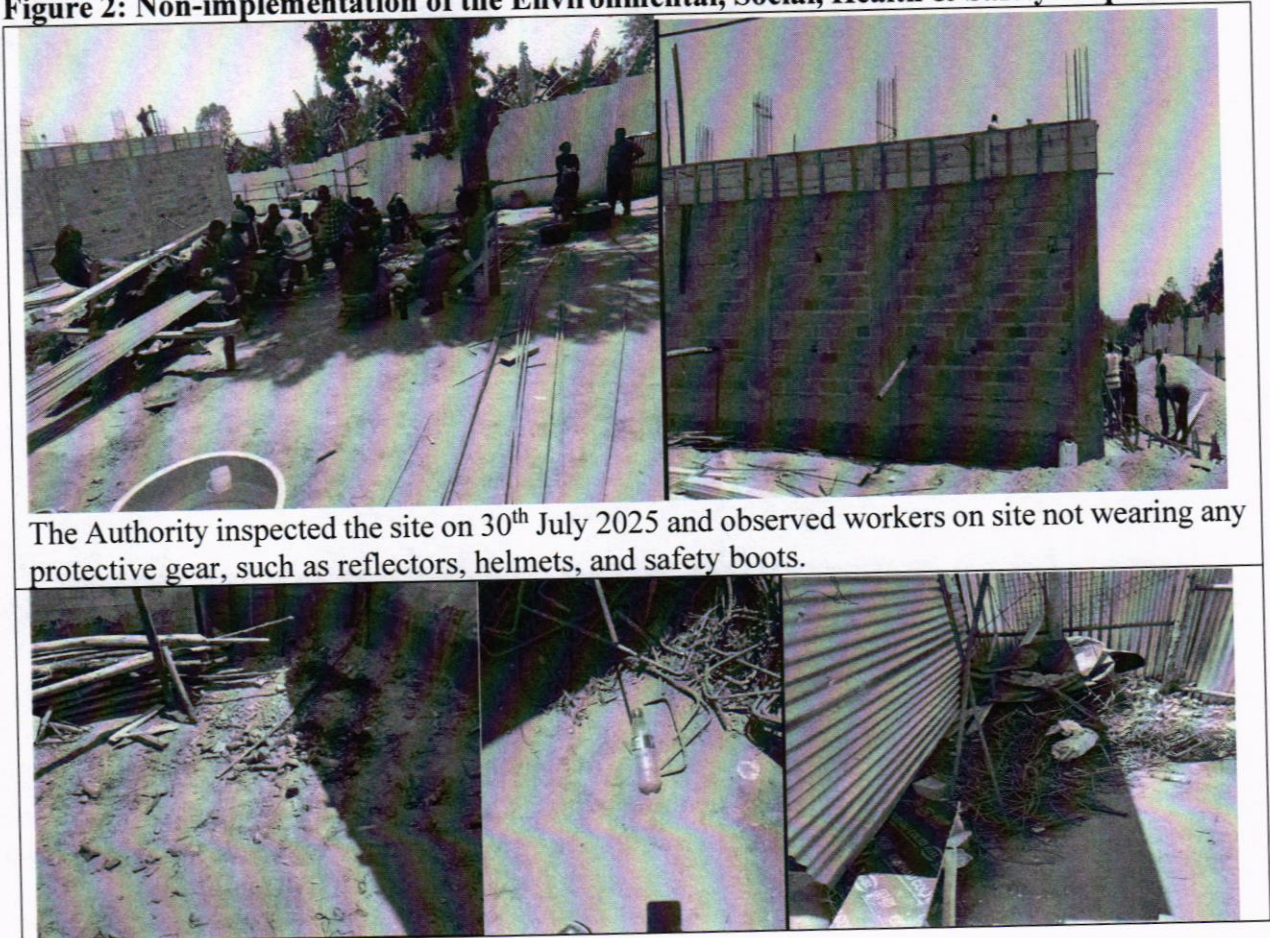
**Table 7: Contract details**

<b>Item</b>	<b>Description</b>
Procurement Ref No.	MHHS/WRKS/2024/00001
Contract Title	Proposed construction of the ground and first floor of a dormitory block
Name of Contractor	Block Technical Services
Method of procurement	Open National Bidding
Type of Contract	Admeasurement
Contract Price	UGX 3,989,269,919/= (Three Billion nine hundred Eighty-nine million, two hundred sixty-nine thousand nine hundred nineteen shillings only)
Project Manager	Eng. Byabashaija Achilles – SEO-MUST
Contract Signing date	2 <sup>nd</sup> December 2024

Item	Description
Contractual Start Date	28 <sup>th</sup> December 2024 (Two weeks from contract signing)
Site handover date	22 <sup>nd</sup> December 2024
Actual Start date	18 <sup>th</sup> January 2025
Contractual completion period	27 <sup>th</sup> December 2026 (24 months)
Date of inspection site visit	30 <sup>th</sup> July 2025
Time elapsed	8 Months
Contract extension	N/A
Advance Payment	UGX 800,000,000 (Eight Hundred million shillings only)
Certified Payment	UGX 444,444,444
Retention;	10% of the certified Amount
Defects Liability period	365 days
Project Management Team	Eng. Byabashaija Achilles– Contract Manager
<b>Status of Work:</b>	Overall Physical progress for the works stood at 33.3% with 8 months of the contract time elapsed

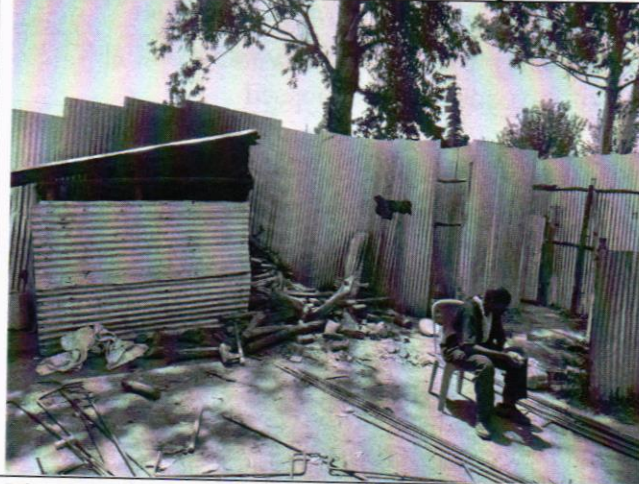
Physical verification revealed that Environmental, Social, Health and Safety requirements were ignored during construction of the dormitory block, as shown in the pictures below;

**Figure 2: Non-implementation of the Environmental, Social, Health & Safety Requirements**





Poor disposal of rubbish on site, with plastic bottles and polythene bags spread all over the site



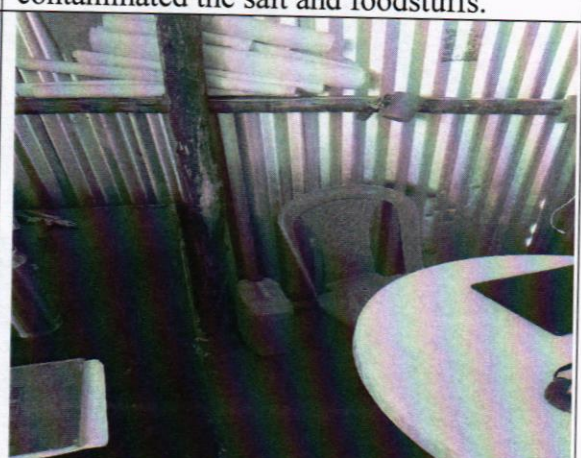
The temporary kitchen was next to the temporary toilet on-site. This was unhygienic and would lead to food contamination.



The food was stored together with the cement. As a result, the cement had contaminated the salt and foodstuffs.



The food was prepared in an unhygienic manner and a dirty wooden board was used to cover the food.



There was only one cup used by all workers to drink water. A 20-liter jerrycan of water was provided for all 55 staff.



Site lacked safety signage

There was no First Aid box provided on site.

**Lack of appointment letters for site workers**

During a site visit on 30<sup>th</sup> July 2025, the Authority interacted with site workers and observed that none of the workers had received appointment letters.

**Implication**

This increases the risk of accidents on the construction site and site workers are subject to harsh working conditions and dismissal without compensation due to the lack of contractual agreements and terms of reference.

**Management Response**

*Management acknowledged the query. The school also observed during a site visit, workers were not wearing safety gear, prompting the project manager to suspend non-compliant workers. The contractor has since taken corrective measures, including relocating the kitchen, creating an alternative food store, providing protective equipment to all workers, positioning a first aid box in a visible location, and displaying site safety signage. The contractor also provided appointment letters for workers, which are kept at the school.*

**Recommendation**

The Authority noted the management response and recommends that the Accounting Officer ensure compliance with Environmental, Social, Health and Safety procedures on protection of all its needs in accordance with Section 66 of the PPDA Act, Cap. 205.

## CHAPTER THREE: OVERVIEW OF THE PERFORMANCE OF THE ENTITY

### 3.1.1 Overall compliance inspection conclusion

The performance of Mary Hill High School for the Academic Year 2024 was **moderately satisfactory**, with an overall weighted average risk rating of **43.3%**

### 3.1.2 Entity's Performance

The risk rating was weighted to determine the overall risk level of the Entity. The weighting was derived using the average weighted index as shown in Table 8 below:

**Table 8: Summary of performance of Mary Hill High School**

Risk category	No	No. %	Value	Value %	Weights	Total weighted Average	
						By No.	By Value
High	2	20	135,870,000	3.1	0.6	12.0	1.9
Medium	1	10	3,989,269,919	92.0	0.3	3.0	27.6
Low	7	70	211,170,501	4.9	0.1	7.0	0.5
Satisfactory	-	-	-	-	-	-	-
<b>Total</b>	<b>10</b>	<b>100</b>	<b>4,336,310,420</b>	<b>100</b>	<b>1</b>	<b>22</b>	<b>30</b>

$$\text{Performance by Number} = \frac{22 \times 100}{60} = 36.7$$

$$\text{Performance by Value} = \frac{30 \times 100}{60} = 50$$

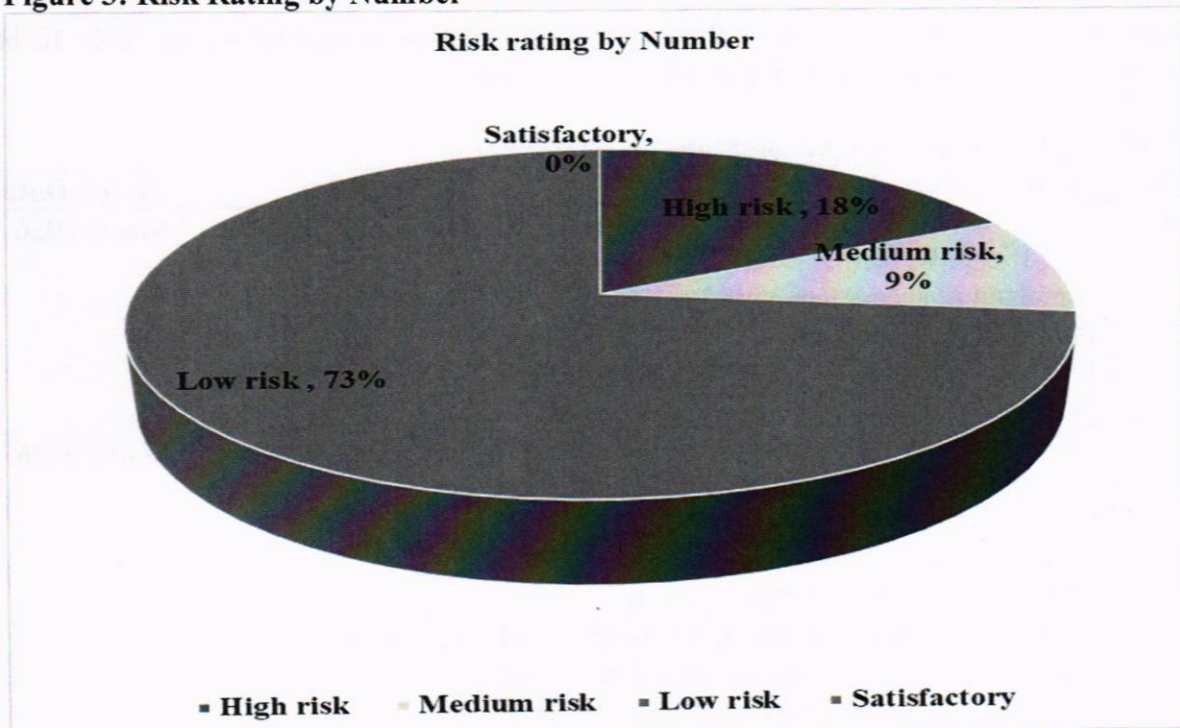
$$\text{The average weighted risk rating} = \frac{36.7 + 50}{2} = 43.3$$

Since **43.3%** falls within the **31% - 70%** risk range, the performance of the Entity is rated moderately satisfactory as detailed in Table 9 below.

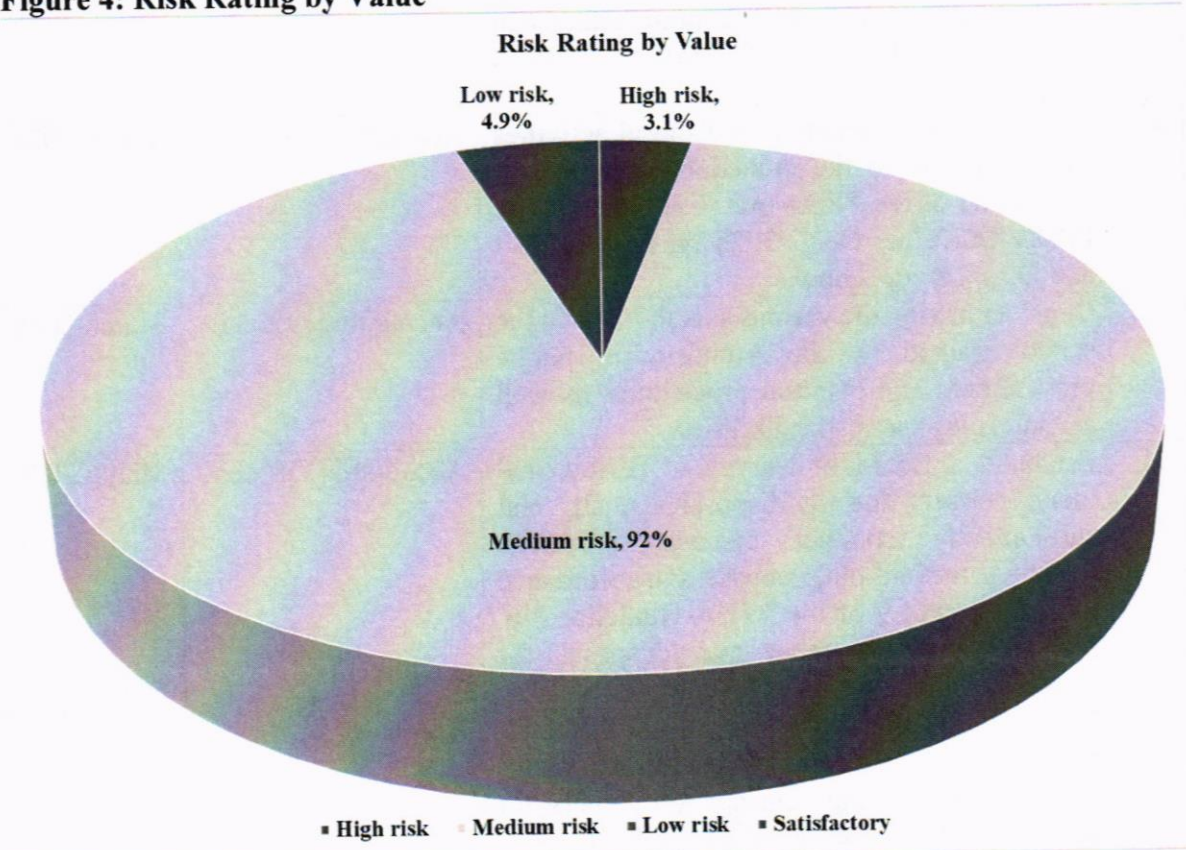
**Table 9: Risk rating**

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

**Figure 3: Risk Rating by Number**



**Figure 4: Risk Rating by Value**



### 3.1.3 Recommended Action Plan

Mary Hill High School should implement the following recommendations in Table 10 below within the time frame given to improve its performance:

**Table 10: Recommended Action Plan**

No.	Recommended Action	Action Party	Target Date
1.	Ensure that the Procurement and Disposal Unit is sufficiently staffed with two procurement personnel in accordance with Paragraph 4.4 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools and Section 28 (1) (c) of the PPDA Act, Cap 205.	Accounting Officer	March 2026
2.	Fully constitute the Contracts Committee and have the members inducted into their roles by the Authority in accordance with Paragraphs 5.7 and 5.8 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools;	Accounting Officer	March 2026
3.	Establish a robust mechanism to monitor and implement audit recommendations, for instance, designating a team of at least two staff members to track and ensure timely implementation of audit recommendations in accordance with Section 10(1)(a) of the PPDA Act, Cap 205.	Accounting Officer	March 2026
4.	Ensure all procurement and disposal activities strictly adhere to the procedure enshrined in Section 57 of the PPDA Act, Cap 205 and the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools.	Accounting Officer	March 2026
5.	Consider having the various stakeholders in the school trained by the Authority in public procurement and disposal procedures, as well as their roles and responsibilities.	Accounting Officer	March 2026
6.	Establish a Board of Survey to review and identify assets due for disposal annually and subsequently conduct disposal processes following the laid-out procedures in accordance with paragraph 9 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for Schools.	Accounting Officer	March 2026
7.	Ensure compliance with Environmental, Social, Health, and Safety procedures through constant monitoring during site visits in accordance with Section 66 of the PPDA Act, Cap 205. This ensures that the procurement	Accounting Officer	March 2026

No.	Recommended Action	Action Party	Target Date
	processes don't create adverse, irreversible impacts on the environment and Society.		
8.	Appoint Contract Managers for all procurements in accordance with Regulation 50 of the PPDA (Contracts) Regulations, 2023.	Accounting Officer	March 2026
9.	Task the Procurement and Disposal Unit to always conduct due diligence on all the information submitted by bidders before signing contracts in accordance with Regulation 26 (1) of the PPDA (Procuring and Disposing Entities) Regulations, 2023.	Accounting Officer	March 2026
10.	Heads of Department should ensure that departmental work plans are prepared and submitted to the Procurement and Disposal Unit for onward consolidation of the procurement and disposal plan in accordance with Paragraph 5.21 of the PPDA Guideline No. 2/2025 on Procurement and Disposal for schools.	Heads of Department	March 2026

**Annex 1: Case-by-case findings and rating on the individual contracts reviewed**

<b>High-risk-rated individual contracts reviewed</b>			
<b>No</b>	<b>Subject of Procurement</b>	<b>Amount (UGX)</b>	<b>Reasons for the risk rating</b>
1.	New 14-Seater Omnibus	110,000,000	<b>Failure to follow formal bidding procedures</b> Lack of bidding documents on file, and consequently, there was no evidence of key procurement steps, including invitation of bidders, preparation, issue, receipt and opening of bid documents submission to the Contracts Committee, bid evaluation, award approval, and display of the best evaluated bidder notice.
2.	Installation of 44 CCTV Cameras, Batteries and Backup System	25,870,000	
<b>Total</b>		<b>135,870,000</b>	
<b>Medium-risk-rated individual contracts reviewed</b>			
3.	Construction of the proposed dormitory block	3,989,269,919	Lack of proper Environmental, Social, Health, and Safety (ESHS) measures, such as workers without protective gear, poor waste disposal, unhygienic storage and preparation of food, insufficient safety signage and first aid facilities.
<b>Satisfactorily-rated individual contracts reviewed</b>			
4.	Renovation of O-Level Biology and Chemistry Science Labs	28,888,524	No exceptions noted
5.	Roofing staff house blocks 16-18 and renovation of house No. 17	37,594,977	
6.	Renovation of S. 2 & S.3 classrooms, physics lab, and sports room	47,991,100	
7.	Paving works of parade ground, Access to sports room, walkways in front and behind S.3 blocks	12,304,000	
8.	Purchase of 20 computers	39,600,000	
9.	Development of a Master Plan	26,672,400	
10.	Repair of staff house no. 14 & 15	18,119,500	
<b>Total</b>		<b>211,170,501</b>	

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**Annex 2: Sample list with risk rating for Mary Hill High School for the Academic Year 2024**

No.	Reference No.	Subject of Procurement	Method of procurement	Provider	Amount (UGX)	Risk Rating
1.	MHHS/WRKS/2024/0001	Construction of the proposed dormitory block	Open Bidding	Block Technical Services	3,989,269,919	Medium Risk
2.	MHHS/SUPLS/2024/00003	New 14-Seater Omnibus	Direct Procurement	Japan Auto Traders (U) Ltd	110,000,000	High Risk
3.	MHHS/WRKS/2024/00002	Renovation of O-Level Biology and Chemistry Science Labs	Open Bidding	Agile Contractors and Logistics Limited	28,888,524	Low Risk
4.	MHHS/WRKS/2024/00004	Roofing staff house blocks 16-18 and renovation of house No. 17	Open Bidding	Agile Contractors and Logistics Limited	37,594,977	Low Risk
5.	MHHS/WRKS/2024/00001	Renovation of S. 2 & S.3 classrooms, physics lab, and sports room	Open Bidding	Karugaba Godfrey	47,991,100	Low Risk
6.	MHHS/WRKS/2024/00003	Paving works of parade ground, Access to sports room, walkways in front and behind s.3 blocks	Open Bidding	Katoto Juliius	12,304,000	Low Risk
7.	MHHS/WRKS/2024/00006	Installation of 44 CCTV Cameras, battery, and Back Up System	Open Bidding	Ser-EI Major Technologies Supplies	25,870,000	High Risk
8.	MHHS/WRKS/2024/00005	Purchase of 20 computers	Open Bidding	PC-World Computers	39,600,000	Low Risk
9.	MHHS/SRVCS/24/000019	Development of a Master Plan	Open Bidding	Muwaga Nicholas Bataire	26,672,400	Low Risk
10.	MHHS/WRKS/2024/00005	Repair of staff house no. 14 & 15	Direct procurement	Kabaterine Julius	18,119,500	Low Risk
<b>Total</b>					<b>4,336,310,420</b>	

**Annex 3: Risk Rating Criteria**

<b>RISK</b>	<b>DESCRIPTION</b>
<b>HIGH</b>	Such procurements are considered to have serious weaknesses, which could cause material financial loss or carry risk for the regulatory system or the Entity's reputation. Such cases warrant immediate attention by Senior Management. Significant deviations from established policies and principles and/or generally accepted industry standards will normally be rated "high".
<b>MEDIUM</b>	Procurements that were considered to have weaknesses, which, although less likely to lead to material financial loss or to risk damaging the regulatory system or the entity's reputation, warrant timely management action using the existing management framework to ensure a formal and effective system of management controls is put in place. Such procurements would normally be graded "medium" provided that there is sufficient evidence of "hands-on management control and oversight" at an appropriate level of seniority.
<b>LOW</b>	Procurements with weaknesses where resolution within the normal management framework is considered desirable to improve efficiency or to ensure that the business matches current market best practice. Deviations from laid down detailed procedures would normally be graded "low", provided that there is sufficient evidence of management action to put in place and monitor compliance with detailed procedures.
<b>SATISFACTORY</b>	Relates to following the laid down procurement procedures and guidelines, and no significant deviation is identified during the conduct of the procurement process based on the records available at the time.

**Annex 4: Physical Verification as at 30<sup>th</sup> July 2025**

<b>Entity:</b> Mary Hill High School	<b>Provider:</b> Block Technical Services
<b>Contract:</b> Construction of the proposed dormitory block	<b>Actual cost:</b> UGX 3,989,269,919
Project Manager	Eng. Byabashaija Achilles – SEO-MUST
Contract Signing date	2 <sup>nd</sup> December 2024
Contractual Start Date	28 <sup>th</sup> December 2024 (Two weeks from contract signing)
Site handover date	22 <sup>nd</sup> December 2024
Actual Start date	18 <sup>th</sup> January 2025
Contractual completion period	27 <sup>th</sup> December 2026 (24 months)
Date of inspection site visit	30 <sup>th</sup> July 2025
Time elapsed	8 Months
Advance Payment	UGX 800,000,000 (Eight Hundred million shillings only)
Certified Payment	UGX 444,444,444
Retention;	10% of the certified Amount
Defects Liability period	365 days
<b>Status of Work:</b>	Overall Physical progress for the works stood at 33.3% with 8 months of the contract time elapsed



<b>Entity:</b> Mary Hill High School	<b>Provider:</b> Ser-EI Major Technologies Supplies
<b>Contract:</b> Installation of 44 CCTV Cameras, battery and Back Up System	<b>Actual cost:</b> UGX 27,540,000

**Status of Work:** Complete



*The cameras were delivered and installed.*

<b>Entity:</b> Mary Hill High School	<b>Provider:</b> Katoto Julius
<b>Contract:</b> Paving works of parade ground, Access to sports room, walkways in front and behind s.3 block	<b>Actual cost:</b> UGX 12,304,000

**Status of procurement:** Completed



<b>Entity:</b> Mary Hill High School	<b>Provider:</b> Agile Contractors and Logistics Limited
<b>Contract:</b> Renovation of O-Level Biology and Chemistry Science Labs	<b>Actual cost:</b> UGX 28,888,524

**Status of Work:** complete

**Verification pictures**



<b>Entity:</b> Mary Hill High School	<b>PC-World Computers</b>
<b>Contract:</b> Purchase of 20 computers	<b>Actual cost:</b> UGX 39,600,000
<b>Status of Work:</b> Completed	

