



**PERFORMANCE AUDIT REPORT FOR FINANCIAL YEAR  
2021/2022**

**BULIISA DISTRICT LOCAL GOVERNMENT**

**MAY 2024**

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## ACRONYMS

Act	Public Procurement and Disposal of Public Assets Act, 2003
CC	Contracts Committee
FY	Financial Year
GCC	General Conditions of Contract
HPDU	Head, Procurement and Disposal Unit
ITB	Instruction to the Bidders
PDE	Procuring and Disposing Entity
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
SCC	Special Conditions of Contract

## EXECUTIVE SUMMARY

The Public Procurement and Disposal of Public Assets Authority carried out a performance audit of the procurement and disposal activities of Buliisa District Local Government that covered a sample of 17 procurement transactions and 33 revenue sources for Financial Year 2021/2022.

The overall objective of the performance audit was to assess and establish the degree of compliance of Buliisa District Local Government procurement and disposal systems and processes with the provisions of the PPDA Act, 2003 and the Local Government (PPDA) Regulations, 2006 and assess the level of procurement performance over the period.

From the findings of the performance audit exercise, the performance of Buliisa District Local Government for the Financial Year 2021/2022 was **Moderately satisfactory** with overall weighted average risk rating of **42%**. The risk rating was weighted to determine the overall risk level of the Entity as detailed in Chapter 3 of this audit report.

**Despite the moderately satisfactory performance, the following key exceptions were noted:**

1. Failure to implement previous audit recommendations, the Entity did not implement five (83%) out of the six recommendations issued in the previous audit hindering improvement in the Entity's procurement systems and practices;
2. The Entity implemented procurements worth Ugx 1,610,860,724 (60.8%) out of the total procurement plan of UGX 2,649,133,000 leaving procurements worth UGX 1,038,272,276. This hindered service delivery to the public and exposed the Entity to the risk of budget reductions in the subsequent financial years;
3. The Entity specified using a brand name in the procurement for the Construction of a four Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County under Discretionary Development Equalization Grant (DDEG) worth UGX 25,983,520. to describe accessories in Element 6: Mechanical Installation B and Floor trap which hindered competition and fairness in the procurement process hence limiting achievement of value for money;
4. The Entity had irregularities in bid evaluation of two procurements where detailed technical evaluations were not undertaken which exposes the Entity to the risk of awarding contracts to Contractors without capacity to perform the contracts leading to delays in procurement;
5. The Accounting Officer did not appoint Contract Supervisors in four procurements worth UGX 695,991,914 which exposed the Entity to the risk of delays in the contract implementation, unsatisfactory service delivery and hindered the Entity's ability to fully achieve the rights in the contract;
6. The Entity did not keep contract management records such as progress reports, minutes of site meetings, information on adherence to works program and contract implementation plans for six procurement action files worth UGX 574,660,120 contrary to Regulation 46 (1) of the Local Governments (PPDA) Regulations, 2006;
7. Slow progress of construction works which hinders service delivery to the intended beneficiaries; and
8. Wasteful expenditure due to poor planning for emptying of toilets worth UGX 49,000,000, some emptied toilets had been demolished at the time of audit.

**In light of the above exceptions, the Authority recommends the following:**

1. The Accounting Officer should:
  - a) Put in place a strong internal mechanism and a dedicated team of staff for implementation of audit recommendations that will always ensure full implementation of the Authority's previous audit recommendations;
  - b) Regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 58 (4) of the PPDA Act, 2003 to ensure improved performance;
  - c) Organize training and capacity building of key technical staff involved in bid evaluation; and
  - d) Always appoint Contract Managers for all contracts in accordance with Regulation 50 (1) of the PPDA (Contracts) Regulations, 2023.
2. The Head Procurement and Disposal Unit should guide Evaluation Committees in conducting detailed evaluation in accordance to Regulation 19 of the PPDA (Evaluation) Regulations, 2023.
3. The Procurement and Disposal Unit and the User Departments should:
  - a) Desist from use of Specification by brand in the procurement of works, supplies and services in accordance with Regulation 38 (1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023; and
  - b) Where there is no other sufficiently precise or intelligible way of characterizing a requirement except by the use of a reference in sub regulation (1), the description should be used, followed by the words "or equivalent", and should only serve as a benchmark during the evaluation process in line with Regulation 38 (2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023.
4. The Contract Managers should:
  - a) Ensure that all contract management records are kept and archived as required in accordance with Regulation 52 (3) (a) (vii) of the PPDA (Contracts) Regulations, 2023; and
  - b) Manage the obligations and duties of the procuring and disposing entity specified in the contract; and make certain that the provider performs the contract in accordance with the terms and conditions specified in the contract in line with Regulation 52 (1) of the PPDA Regulations, 2023.
5. The User Department should ensure that proper identification of need is done by determining the potential savings in time or transaction costs in accordance to Regulation 7 (2) (g) of the PPDA (Planning) Regulations, 2023.

Buliisa District Local Government should implement the recommended action plan on page **17** to **18** of this report

## CHAPTER 1: INTRODUCTION

### 1.1. Background

The Public Procurement and Disposal of Public Assets Authority carried out a performance audit on the procurement and disposal activities of Buliisa District Local Government that covered a sample of 17 procurement transactions for works, supplies and services and 33 revenue centers under Financial Year 2021/2022. The audit involved a review of procurement and disposal structures, systems and processes, as well as contract performance following the provisions of the Public Procurement and Disposal of Assets Act, 2003 and the Local Government Public Procurement and Disposal of Public Assets Regulations, 2006.

### 1.2. Main Audit Objectives

The overall objective of the performance audit was to assess and establish the degree of compliance of Buliisa District Local Government procurement and disposal system and processes with the provisions of the PPDA Act, 2003 and the Local Government Public Procurement and Disposal of Public Assets Regulations, 2006 and assess the level of procurement performance over the audit period.

The specific objectives were to:

1. Establish the level of compliance by the PDE with the general provisions of the PPDA Act and Regulations;
2. Establish the level of compliance with the PPDA Act, 2003 in the conduct of procurement and disposal activities; and
3. Assess the level of efficiency and effectiveness in contract implementation.

### 1.3. Scope of the Audit

The Audit involved a review of the procurement and disposal process, general compliance issues and contract implementation on sample basis. The exercise covered a sample of 17 procurement transactions worth UGX 1,491,920,214 and 33 revenue centers worth UGX 274,868,400 during the Financial Year 2021/2022. The sample size was assessed as representative of the population of all transactions. The list of sampled transactions is contained in **Annex 2**.

### 1.4. Audit Methodology

A sample of 17 procurement transactions was selected based on stratified random sampling using Contracts Committee minutes and monthly procurement and disposal reports. Under supervision of the Regional Manager, Central Region, two Senior Officers-Performance Monitoring examined records and documents for each sampled procurement transaction and obtained the relevant evidence to derive audit conclusions. This involved a review of the entity's procurement/disposal planning, initiation, bidding, evaluation, contract placement and processes. At the end of the document review, physical verification was undertaken to ascertain the level of contractual delivery and fitness for purpose. Special attention was given to reporting mechanisms within the Entity and internal controls due to repeated failures by the Entity as highlighted in previous audit reports. During the audit, the auditors held interviews with the staff from the Procurement and Disposal Unit (PDU) and User Departments that were necessary for obtaining crucial qualitative information about the internal control system and processes in place.

A debrief meeting to discuss preliminary findings was held with the Entity management and staff on 2<sup>nd</sup> June 2023 before the compliance audit team could embark on preparation of the management letter.

The management letter was sent to the Entity on 2<sup>nd</sup> October 2023 with a request to submit a management response by 13<sup>th</sup> October 2023 which was submitted on 23<sup>rd</sup> October 2023.

### 1.5. Procurement structures

The key players in the procurement structure at Buliisa District Local Government included the Chief Administrative Officer as Accounting Officer, the Contracts Committee (CC), the Procurement and Disposal Unit (PDU) and the User Departments. The Authority found that the Entity's procurement structures were fully functional at the time of Audit.

#### 1. Accounting Officer

Section 26 of the PPDA Act 2003 gives the Accounting Officer the overall responsibility for the successful execution of procurement, disposal and contract management in the Procuring and Disposing Entity. The Chief Administrative Officer; Mr. Erias Magumba was designated as the Accounting Officer of the Entity for financial year under review.

#### 2. Composition of the Contracts Committee

During the period under review, the Entity's Contracts Committee was fully constituted with five members as indicated in Table 1 below:

**Table 1: Contracts Committee Members**

S/N	Name	Job Title	Position on Committee	Date of Appointment
1.	Mr. Robert Ndozereho	Senior Assistant Secretary	Chairperson	13 <sup>th</sup> March 2020
2.	Mr. Denis Okot	Biostatistician /	Member	13 <sup>th</sup> March 2020
3.	Ms. Lydia Mulebeki	Physical Planner	Member	12 <sup>th</sup> January 2021
4.	Mrs. Sophia Kabonesa	Inspector of Schools	Member	3 <sup>rd</sup> March 2021
5.	Ms. Sarah S. Namirimu	Fisheries Officer-T/C	Member	3 <sup>rd</sup> March 2021

#### 3. Staffing of the Procurement and Disposal Unit

The Procurement and Disposal Unit was manned by the Senior Procurement Officer and a Procurement and Disposal Unit as indicated in Table 2 below:

**Table 2: Staff in the Procurement and Disposal Unit**

No.	Name	Position	Qualification	Date of appointment
1.	Mr. Wilfred Ronald Kasaija	Senior Procurement Officer	PGD SCM, and BPLM	8 <sup>th</sup> January 2008
2.	Ms. Gorret Atungonza	Procurement Officer	BPLM	13 <sup>th</sup> March, 2023

## CHAPTER 2: FINDINGS AND RECOMMENDATIONS

### 2.1 COMPLIANCE WITH THE GENERAL PROVISIONS OF THE PPDA ACT, 2003 AND THE LOCAL GOVERNMENT PUBLIC PROCUREMENT AND DISPOSAL OF PUBLIC ASSETS REGULATIONS, 2006

#### 2.1.1 Failure to Fully Implement Previous Audit Recommendations

Bullisa District Local Government was issued with a previous audit report for the Financial Year 2020-2021 on 15<sup>th</sup> July 2022. Out of six recommendations made, one (17%) was implemented, three (50%) were not implemented and two (33%) were partially implemented as detailed in Table 3 below:

**Table 3: Status of Implementation of Previous Audit Recommendations**

S/N	Recommended Action	Comment	Status
1	The Accounting Officer should ensure that all the Authority's procurement audit recommendations are implemented in accordance with Regulation 14 (k) of the Local Governments (PPDA) Regulations, 2006.	Re-occurred	Not implemented
2	The Accounting Officer should prevail over Contract Supervisors to submit progress reports/ contract management reports and all contract implementation documentation to the Procurement and Disposal Unit in accordance with regulation 119 (10) (f) of the Local Government (PPDA) Regulation, 2006	Re-occurred	Not implemented
3	The Accounting Officer should investigate the causes of the low bidder participation and ensure that the number of bidders participating increases	Re-occurred	Not implemented
4	The evaluation committee should always adhere to the criteria in the solicitation document during bid evaluation in accordance with regulation 73 of the Local Government (PPDA) Regulation, 2006	There were a few cases of reoccurrence	Partially implemented
5	The Accounting Officer should ensure that confirmation of availability of funding is done in a timely manner and bidders are invited in a timely manner	There were a few cases of reoccurrence	Partially implemented

#### Implication

Non-implementation of audit recommendations hinders performance improvement of the Entity's procurement and disposal function and exposes the Entity to procurement risks.

#### Management Response

Management acknowledged the audit finding and committed to implement audit recommendations going forward.

#### Recommendation

The Accounting Officer should put in place a strong internal mechanism and a dedicated team of staff for implementation of audit recommendations that will always ensure full implementation of the Authority's previous audit recommendations.

### 2.1.2 Failure to Implement 39.2% % of the Procurement Plan

Section 58 (4) of the PPDA Act, 2003 provides that a Procuring and Disposing Entity shall on a quarterly basis and in any other case wherever necessary, review and update its procurement plan.

The Entity's implemented procurements worth Ugx 1,610,860,724 (60.8%) out of the total procurement plan of UGX 2,649,133,000 leaving procurements worth UGX 1,038,272,276 (39.2%) un-implemented as indicated in Table 4 below:

**Table 4: Procurement Plan Implementation Rate**

Total procurement plan value (UGX)	2,649,133,000
Actual procurement spend (UGX)	1,610,860,724
Variance (UGX)	1,038,272,276
Percentage implementation rate (%)	60.8%
Variance (%)	39.2%

Some of the key planned procurements that were not implemented include the following in Table 5 below:

**Table 5: Planned Procurements not Implemented**

S/N	Subject of Procurement	Amount (UGX)	Management Response
1.	Maintenance of District roads and community access roads for Buliisa Butiaba, Ngwedo, Kihungya, Kigwera, and Biiso	173,234,000	Executed under a Force Account arrangement. The works were executed in accordance with the approval work plan. Key input like fuel and other consumables were acquired through framework contracts  <b>Authority's Comment</b> Documents not provided for verification
2.	Urban unpaved road maintenance	92,715,000	Maintenance of District Roads Procurement was under a Force Account arrangement. The works were executed in accordance with the approval work plan. Key input like fuel and other consumables were acquired through framework contracts  <b>Authority's Comment</b> Documents not provided for verification
3.	Repair and Maintenance of Road Machinery equipment and Vehicles	32,280,000	Repair and Maintenance of Road Machinery equipment and Vehicles was implemented under Frame Work arrangements.  <b>Authority's Comment</b> Documents not provided for verification
4.	Procurement of tree seedlings and planting for institutions in	8,185,000	<b>Authority Comment</b> No Management response.

	Kihungya Sub County and Kigwera Sub County, Ngwedo S/C HQTRS, Avogera HCIII and Ngwedo Seed SS.		
5.	Procurement of one Laptop computers for Kihungya Sub County	3,000,000	<b>Authority Comment</b> No Management response.
	<b>Total</b>	<b>309,414,000</b>	

### **Implication**

Failure to implement the procurement plan hindered service delivery to the public and exposed the Entity to the risk of budget reductions in the subsequent financial years.

### **Management Response**

Management acknowledged the audit findings and explained as per Table 5 above.

### **Recommendation**

The Accounting Officer and Management should regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 58 (4) of the PPDA Act, 2003 to ensure improved performance.

## **2.2 COMPLIANCE WITH THE PPDA ACT 2003 AND REGULATIONS 2006 IN THE CONDUCT OF PROCUREMENT AND DISPOSAL ACTIVITIES**

### **2.2.1 Specification by brand**

Regulation 48(8) of the Local Governments (PPDA) Regulations, 2006 states that the statement of requirements in the bid documents shall not be issued with reference to a particular trademark, brand name, patent, design, type, specific origin, producer, manufacturer, catalogue or numbered item.

The Authority noted that the Entity used a brand name of Armitage Shanks to describe accessories in Element 6: Mechanical Installation B and Floor trap as in the procurement for the Construction of a four Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County under Discretionary Development Equalization Grant (DDEG) worth UGX 25,983,520.

### **Implication**

Specifying specific brands hindered competition and fairness in the procurement process hence limiting achievement of value for money.

### **Management Response**

Management acknowledged that specifying by brands reduces competition and promotes unfairness and explained that in this case, Mechanical Installation and Floor trap are terminologies used in Construction Works to mean Plumbing works.

## Recommendations

The Authority notes management's response, however the Entity used a brand Armitage is a to specify mechanical installations and floor traps, the Authority therefore recommends that the Procurement and Disposal Unit and the User Departments should:

- i. Desist from use of Specification by brand in the procurement of works, supplies and services in accordance with Regulation 38 (1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023
- ii. Where there is no other sufficiently precise or intelligible way of characterising a requirement except by the use of a reference in sub regulation (1), the description should be used, followed by the words "or equivalent", and should only serve as a benchmark during the evaluation process in line with Regulation 38 (2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023

### 2.2.2 Irregularities in Bid Evaluation

Regulation 73 (2) of the Local Governments (PPDA) Regulations, 2006 provides that a substantially compliant and responsive bid shall be one that conforms to all the instructions, requirements, terms and conditions of the bid documents without material deviation, or omission.

The Authority observed irregularities in evaluation of bids in two procurement requirements worth UGX 345,598,600 as indicated in Table 6 below:

**Table 6: Irregularities in Bid Evaluation**

S/N	Subject of Procurement	Value (UGX)	Remarks
1.	Construction of a 5 Stance and 2 stance VIP latrine at Kakoora P/S in Buliisa Sub-County under SFG and Discretionary Development Equalization Grant (DDEG)	45,983,700	The evaluation report did not include detailed technical evaluation on the following: i. The capacity of the proposed personnel. ii. Contractor proposed equipment iii. Work experience of the contractor iv. Evidence of appointment and qualification of the proposed personnel as in the Health, Safety and Social plan such as Safety and Health Officer, Environmentalist, Sociologist and foreman.
2.	Construction of A Staff House at Avogera and Butiaba HC IIIS under Health Department Inter Governmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties	299,614,900	The submitted bid did not include a certificate of site visit which was a key requirement in the bidding document.
	<b>Total</b>	<b>345,598,600</b>	

### **Implication**

This exposed the Entity to the risk of awarding contracts to Contractors without capacity to perform the contracts leading to delays in procurement.

### **Management Response**

Management acknowledged the Authority's observation and explained that the invited firms went through prequalification with most of the documents submitted, hence there was no need to evaluate them again with the same criteria.

### **Recommendations**

The Authority noted the Management's response; however, these were requirements in the bidding documents that should have been considered in the Evaluation; the Authority therefore recommends that:

- The Head Procurement and Disposal Unit should guide Evaluation Committees in conducting detailed evaluation in accordance to Regulation 19 of the PPDA (Evaluation) Regulations, 2023; and
- The Accounting Officer should organize training and capacity building of key technical staff involved in bid evaluation.

### **2.2.3 Low bidder participation**

Sections 45 and 46 of the PPDA Act, 2003 requires that all procurement and disposal should be conducted in a manner which promotes transparency, accountability and fairness and in a manner to maximize competition and achieve value for money.

The Authority noted that there was low bidder participation in two procurements worth UGX 335,613,900. The Entity failed to obtain at least three bids for the procurements as indicated in Table 7 below:

**Table 7: Low Bidder Participation**

<b>S/N</b>	<b>Subject of procurement</b>	<b>Value (UGX)</b>	<b>Bids Received</b>
1.	Construction of A 2-2 Stance Lined VIP Latrine with A Urinal Shelter at Buliisa General Hospital Under Sector Development Grant	35,999,000	2
2.	Construction of A Staff House at Avogera and Butiaba HC IIIS under Health Department Inter Governmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties	299,614,900	1
	<b>Total</b>	<b>335,613,900</b>	

### **Implication**

The Entity may miss out on the benefits of maximum competition leading to costly procurements and deterrence of achievement of value for money.

### **Management Response**

Management acknowledged the audit finding and pledged to put in efforts to improve bidder participation.

## Recommendations

- The Accounting Officer should ensure that all procurements are conducted in a fair, transparent and competitive manner in accordance with Section 45 and 46 of the PPDA Act, 2003 and anomalies at solicitation document preparation such as inadequate specifications and also unfair evaluation should be addressed in order to rebuild the confidence that may have been lost by the bidders.
- The Accounting Officer should conduct a supplier appraisal to ascertain why providers, under Open domestic bidding, do not want to do business with the Entity and should develop strategies to maximize competition in accordance with Section 46 of the PPDA Act 2003.

## 2.3 LEVEL OF EFFICIENCY AND EFFECTIVENESS IN CONTRACT IMPLEMENTATION

### 2.3.1 Failure to Appoint Contract Supervisors

Regulation 119 (2) of the Local Governments (PPDA) Regulations, 2006 requires the user department to nominate an existing member of staff with appropriate skills and experience, or who is supervised by a member of staff with appropriate skills and experience to be appointed as a Contract Supervisor by the Accounting Officer.

The Authority noted that the Accounting Officer did not appoint Contract Supervisors in four of the sampled procurements worth UGX 695,991,914 as indicated in Table 8 below:

**Table 8: Procurements without Contract Supervisors**

S/N	Subject of Procurement	Value (UGX)
1.	Construction of 4 Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County Under Discretionary Development Equalization Grant (DDEG)	25,983,520
2.	Construction of Abattoir at Bugoigo Serule B Butiaba Sub County Under Discretionary Development Equalization Grant (DDEG)	18,812,000
3.	Construction of A 2-2 Stance Lined VIP Latrine with A Urinal Shelter at Buliisa General Hospital Under Sector Development Grant	35,999,000
4.	Construction of a multipurpose building/ward at Kihungya HC II or Upgrade of Kihungya Health Centre IIs to Health Centre IIIs in Kihungya Sub-County in Buliisa District	615,197,394
	<b>Total</b>	<b>695,991,914</b>

### Implication

This exposed the Entity to the risk of delays in the contract implementation, unsatisfactory service delivery and hindered the Entity's ability to fully achieve the rights in the contract.

### Management Response

Management acknowledged the audit finding and explained that letters appointing contract Managers were kept by the User Departments.

### Recommendation

The Authority noted the management's response, however, evidence of appointment of Contractor Managers was not provided. The Authority therefore recommends that the

Accounting Officer should always appoint Contract Managers for all contracts in accordance with Regulation 50 (1) of the PPDA (Contracts) Regulations, 2023.

### 2.3.2 Lack of Contract Management Records

Regulation 46 (3) of the Local Governments (PPDA) Regulations, 2006 requires a Procuring and Disposing Entity to keep contract management records such as copies of signed contracts, invoices, meeting minutes, and copy of all submissions to the contracts committee and decisions related to the contract management including, but not limited to, the approval of contract amendments.

The Authority noted that there were no contract management records such as progress reports, minutes of site meetings, information on adherence to works program and contract implementation plans for six procurement action files worth UGX 574,660,120 indicated in Table 9 below:

**Table 9: Procurements that Lacked Contract Management Records**

S/N	Subject of procurement	Value (UGX)
1.	Construction of 4 Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County Under Discretionary Development Equalization Grant (DDEG)	25,983,520
2.	Construction of A Staff House at Avogera and Butiaba HC IIS under Health Department Inter Governmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties	299,614,900
3.	Siting, Supervision, Drilling, Casting and Installation of 5 Deep Boreholes under District Water and Sanitation Grand” (DWSCG) Source of Water Bugana Ngazi, Kichoke Ukambo, Kanyaranyara, Nyalwera and Kakoora	148,267,000
4.	Construction of a 5 Stance and 2 stance VIP latrine at Kakoora P/S in Buliisa Sub- County under SFG and Discretionary Development Equalization Grant (DDEG)	45,983,700
5.	Construction of A 2-2 Stance Lined VIP Latrine with A Urinal Shelter at Buliisa General Hospital Under Sector Development Grant	35,999,000
6.	Construction of Abattoir at Bugoigo Serule B Butiaba Sub County Under Discretionary Development Equalization Grant (DDEG)	18,812,000
	<b>Total</b>	<b>574,660,120</b>

### Implications

- Lack of contract management records hinders smooth contract execution which exposes the Entity to the risk of failure to meet the contractual requirements and violation of contractual terms and conditions.
- Lack of contract management records hinder accountability and transparency in the procurement process.

### Management Response

Management acknowledged the audit finding and explained that the progress reports and minutes of site meetings were kept by the User Departments and were available for verification.

### Recommendation

The Authority noted Management's response, however, contract management records were not provided for verification. The Authority therefore recommends that:

The Contract Managers should ensure that all contract management records are kept and archived as required in accordance with Regulation 52 (3) (a) (vii) of the PPDA (Contracts) Regulations, 2023.

### 2.3.3 Slow Progress of Construction Projects

The Authority noted slow progress of works in two contracts worth UGX 914,812,294 as indicated in Table 10 and Figures 1 and 2 below:

**Table 10: Slow Progress of Works**

No.	Subject of procurement	Value Ugx)	PPDA Findings
1	Construction of a multipurpose building/ward at Kihungya HC II or Upgrade of Kihungya Health Centre IIs to Health Centre IIIs in Kihungya Sub-County in Buliisa District  <b>Contractor:</b> Bertllanz Engineering Limited	615,197,394	The Contract was signed on 5 <sup>th</sup> May 2022 with the duration of 180 days from date of contract signing. At the time of Audit in June 2023, the time progress was 100%, however, the physical progress was estimated at 55% <b>Ongoing Activities;</b> <ul style="list-style-type: none"><li>• Internal plastering</li><li>• Plumbing works</li><li>• Fixing external doors and window</li></ul> <b>Activities yet to be done:</b> <ul style="list-style-type: none"><li>• Painting</li><li>• External works</li><li>• Septic tank</li><li>• Electrical installation</li><li>• External doors and window glasses</li><li>• Site board</li></ul>
2	Construction of A Staff House at Avogera and Butiaba HC IIIs under Health Department Inter Governmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties  <b>Contractor:</b> Bertllanz Engineering Limited	299,614,900	The Contract was signed on 15 <sup>th</sup> March 2022 with the duration of 12 months days, with the completion date of 18 <sup>th</sup> March 2023. At the time of Audit in June 2023, the time progress was 100% with the physical progress estimated at 65% <b>Ongoing Activities;</b> <ul style="list-style-type: none"><li>• Plastering</li><li>• Plumbing works</li><li>• Fixing external doors and window</li></ul> <b>Activities yet to be done:</b> <ul style="list-style-type: none"><li>• Painting</li><li>• External works</li><li>• Electrical installation</li><li>• External doors and window glasses</li><li>• Site board</li></ul>
Total		<b>914,812,294</b>	

**Figure 1: Physical status of the Construction of a Multipurpose Ward at Kihungya HC**

*At time of Audit*



*The ward is incomplete and there are visible cracks on the side of the window. The site is also not hoarded off*



*Status as at exit of 3<sup>rd</sup> November 2023*

**Figure 2: Status of Staff House at Avogera III**



**Door and doors not fixed and incomplete ceiling**

**Implication**

Delayed execution of procurements hinders service delivery to the intended beneficiaries.

**Management Response**

Management acknowledged the audit findings and explained that the projects were estimated to be at 87% Complete.

### Recommendation

The Authority noted Management response; however, the progress reports were not submitted for verification. The Authority therefore recommends that:

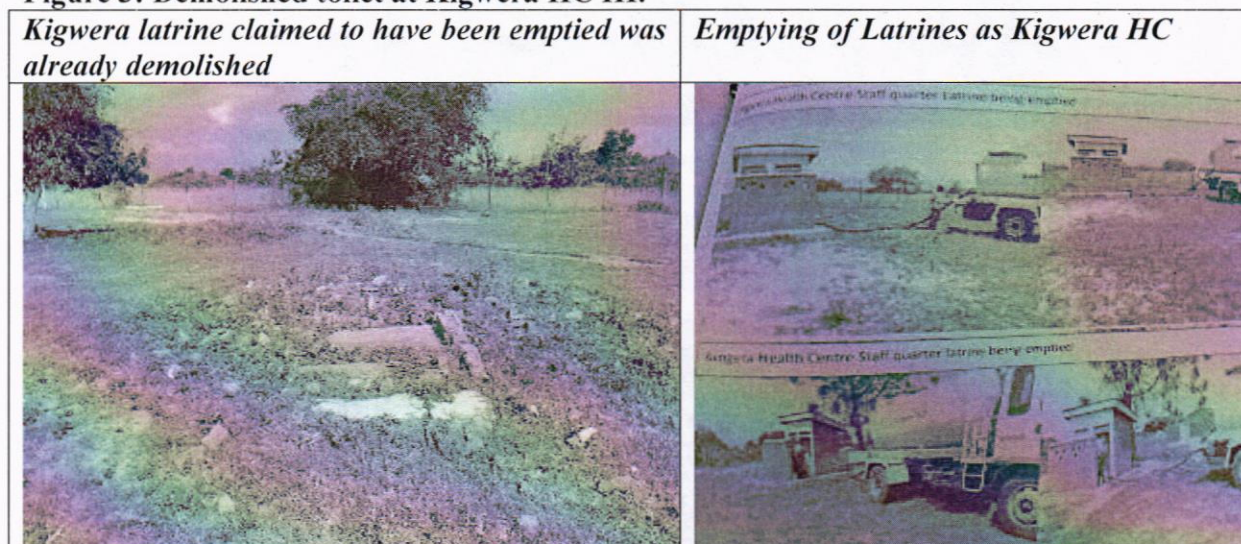
The Contract Manager should manage the obligations and duties of the procuring and disposing entity specified in the contract; and make certain that the provider performs the contract in accordance with the terms and conditions specified in the contract in line with Regulation 52 (1) of the PPDA Regulations, 2023.

### 2.3.4 Wasteful Expenditure

The entity entered into a contract with Amboli Enterprises Limited for Emptying of 29 stance VIP Lined Latrine and 1 Septic tank of in Health Centres under Discretionary Development Equalization Grant (DDEG), at Buliisa General Hospital, Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Butiaba HC III and Biiso HC IV at a contract price of UGX 49,000,000.

At the time of audit and physical verification, the Authority noted that two toilets, one at Kigwera HC and another at Avogera HC III which were claimed to have been emptied had been demolished within a year for various reasons including being located near a gate. Figure 3 below shows a demolished site of a toilet at Kigwera HC III.

**Figure 3: Demolished toilet at Kigwera HC III.**



### Implication

This led to negatory expenditure of public funds that could have been put to a better use.

### Management response

Management submitted a report dated 27<sup>th</sup> December 2022 with pictorial evidence of emptying in process.

### **Recommendation**

The Authority acknowledges management's response regarding emptying toilets. However, the original issue wasn't about a lack of emptying, but rather about emptying toilets scheduled for demolition. Therefore, the Authority recommends that:

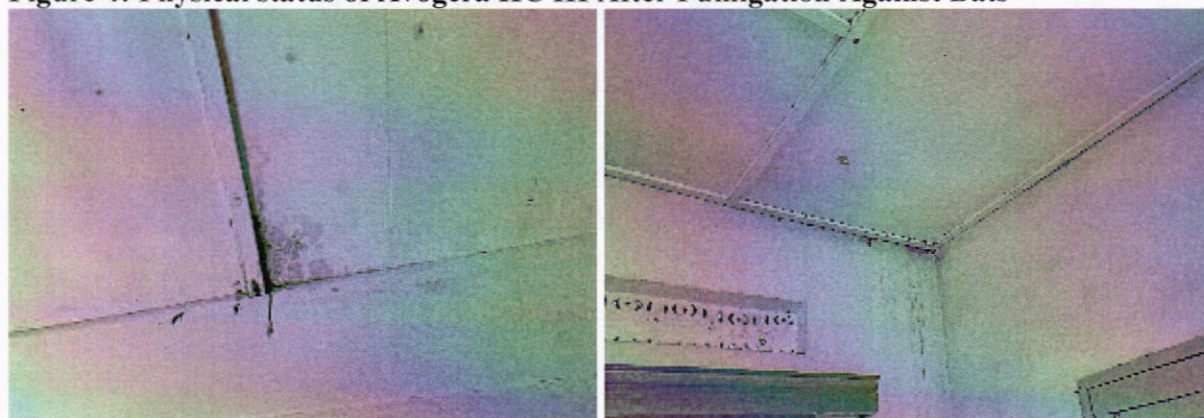
The User Departments should ensure that adequate needs identification is done to ensure value for money in line with Regulations 7 (2) (g) of the PPDA (Planning) Regulations, 2023.

### **2.3.5 Inadequate Planning for Fumigation Services**

The Entity carried out procurement for fumigation against bats in Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Biiso HC IV, Kihungya HC II and Bugana HC III under Sector Development Grant (UGFT) at a contract price of UGX 45,000,000 by Amboli Enterprises Limited.

Despite fumigation efforts, Avogera HC III still has a significant bat problem, requiring regular treatment every 6 months according to the health centre administration. The current status is shown in Figure 4 below.

**Figure 4: Physical status of Avogera HC III After Fumigation Against Bats**



### **Implication**

This implies limited-service delivery for long term end User requirement.

### **Management Response**

Management acknowledged the audit finding and explained that this was due to limited funds to plan for every financial year.

### **Recommendation**

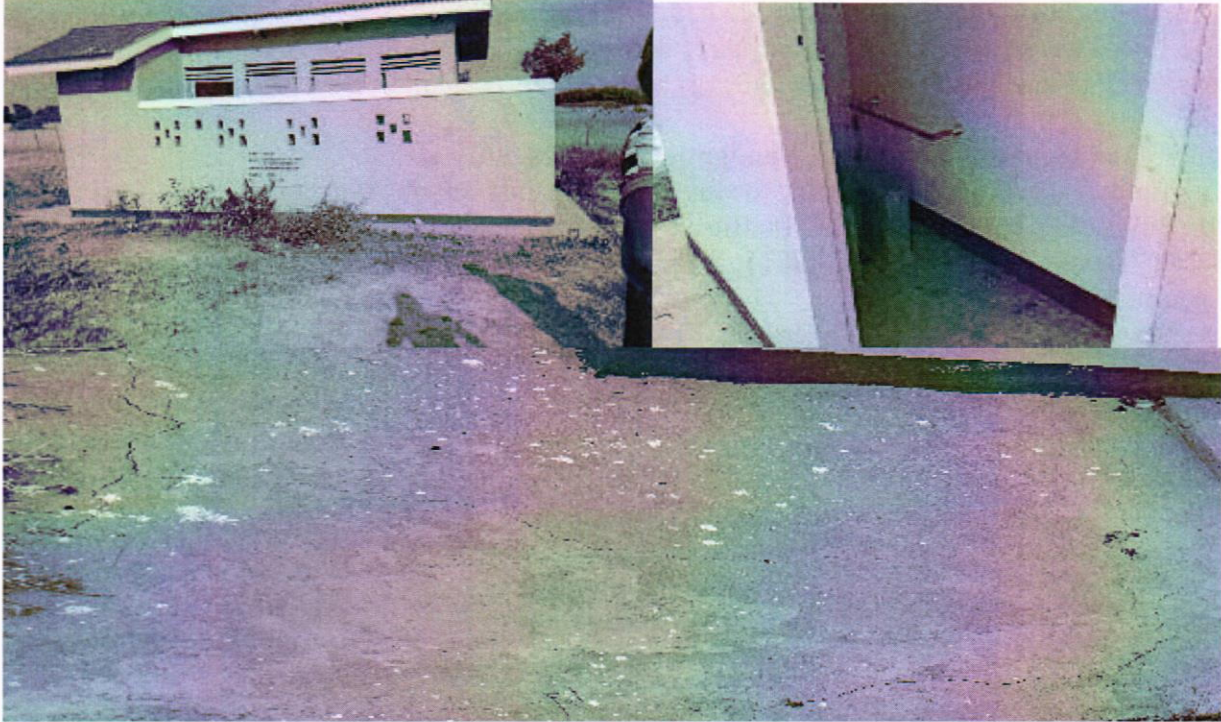
The Accounting Officer should ensure that the User Department plans effectively within its budget.

### **2.3.6 Cracks on the Constructed Toilet**

The entity carried out procurement for the Construction of Five Stance Lined VIP Latrine at Ndandamire Primary School Under Discretionary Development Equalization Grant (DDEG) at a contract price of UGX 29,873,800.

During the physical verification, the latrine was complete, however the Authority noted that some cracks had developed around the veranda as indicated in Figure 5 below:

**Figure 5: Status of Five Stance Lined VIP Latrine at Ndandamire Primary School**



**Implication**

The procurement might not have achieved value for money.

**Management Response**

Management acknowledged the audit finding and explained that the District Engineer had been instructed to verify the same for correction.

**Recommendation**

A contract manager should manage the obligations and duties of the procuring and disposing entity specified in the contract; and make certain that the provider performs the contract in accordance with the terms and conditions specified in the contract in line with Regulation 52 (1) of the PPDA Regulations, 2023.

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

This section will present graphically the scores per area assessed under different performance audit objectives.

#### 3.0 Overall Audit Conclusion

The performance of Buliisa District Local Government for the Financial Year 2021/2022 was **Moderately Satisfactory** with overall weighted average risk rating of **42%**. The risk rating is as in Table 11 below:

**Table 11: Risk rating Table**

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

#### 3.1 Entity's risk assessment

Table 12 below shows the Entity's performance per risk category:

**Table 12: Summary of risk assessment of Buliisa District Local Government**

Risk Category	Number of Sampled Procurements	% Number	Value (UGX)	% Value
High	3	17	120,857,500	6.84
Medium	7	39	1,418,742,214	80.30
Low	1	6	45,000,000	2.55
Satisfactory	7	39	182,188,900	10.31
<b>Total</b>	<b>18</b>	<b>100</b>	<b>1,766,788,614</b>	<b>100</b>

#### 3.2 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 13 below: -

**Table 13: Weighted risk assessment of Buliisa District Local Government**

Risk category	Rating (By Number)	Weights	Total weighted Average	Rating (By Value)	Weights	Total weighted Average
High	17	0.6	10	7	0.6	4.10
Medium	39	0.3	12	80	0.3	24.09
Low	6	0.1	1	3	0.1	0.25
Satisfactory	39	0	0	10	0	-
<b>Total</b>	<b>100</b>	<b>1</b>	<b>22</b>	<b>100</b>	<b>1</b>	<b>28.45</b>

$$\text{Weighted Average (By no.)} = \frac{\sum \text{Weighted Score} \times 100}{60} = \frac{22 \times 100}{60} = 37\%$$

$$\text{Weighted Average (By Value)} = \frac{\sum \text{Weighted Score} \times 100}{60} = \frac{28.45 \times 100}{60} = 47\%$$

Combined Weighted Average =  $\frac{37+47}{2} = 42\%$

Figure 6: Graphical Representation of the Entity's Risk Assessment by Number

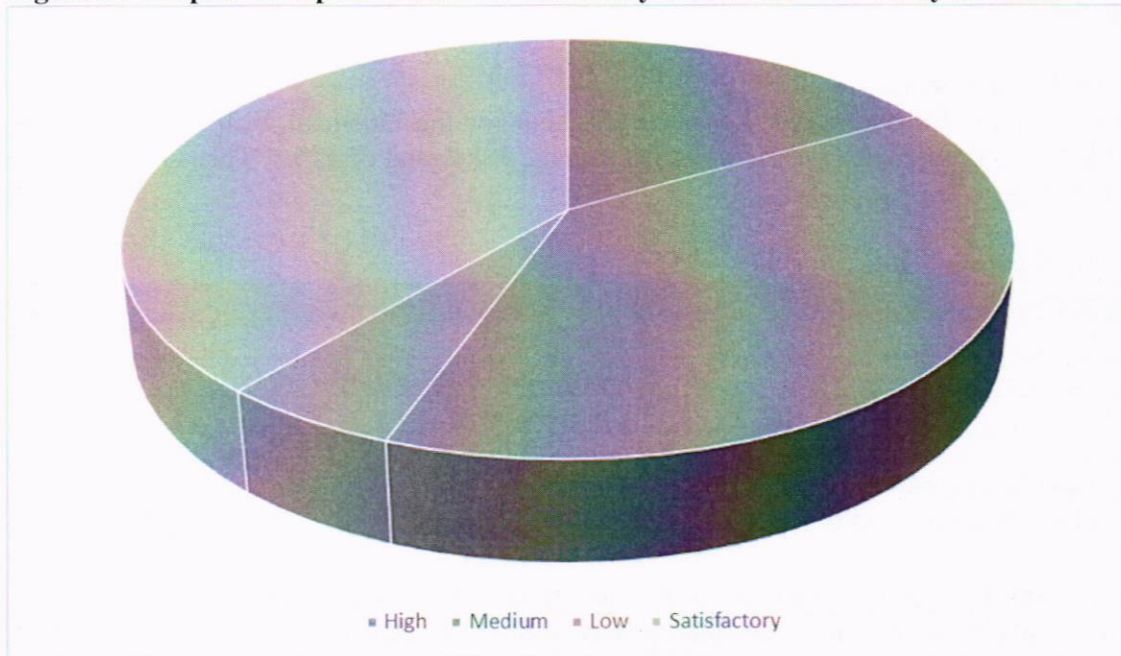
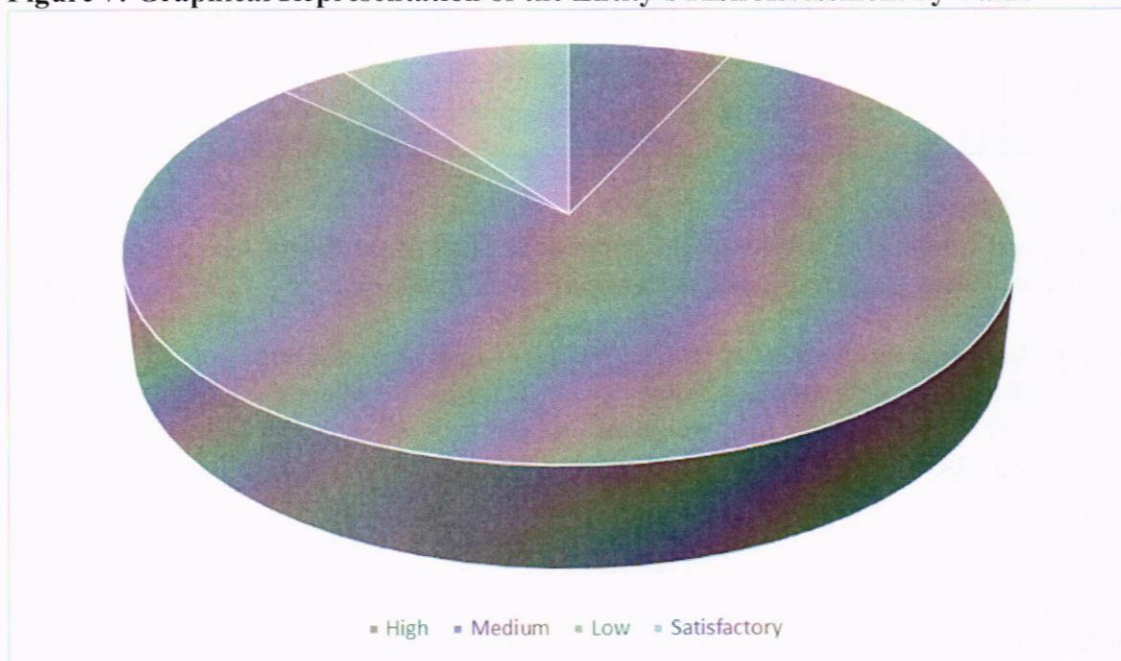


Figure 7: Graphical Representation of the Entity's Risk Assessment by Value



### 3.3 Recommended Action Plan

Buliisa District Local Government should implement the following recommendations in Table 14 below within the timeframe given in order to improve its performance in Procurement and Disposal.

**Table 14: Action Plan**

No.	Recommendation	Responsible Officer	Target Date
1.	The Accounting Officer should put in place a strong internal mechanism and a dedicated team of staff for implementation of audit recommendations that will always ensure full implementation of the Authority's audit recommendations.	Accounting Officer	August, 2024
2.	The Accounting Officer and Management should regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 58 (4) of the PPDA Act, 2003 to ensure improved performance	Accounting Officer	August, 2024
3.	The Accounting Officer should organize training and capacity building of key technical staff involved in evaluation	Accounting Officer	August, 2024
4.	The Accounting Officer should ensure that all procurements are conducted in a fair, transparent and competitive manner in accordance with Section 45 and 46 of the PPDA Act, 2003 and anomalies at solicitation document preparation such as inadequate specifications and also unfair evaluation should be addressed in order to rebuild the confidence that may have been lost by the bidders.	Accounting Officer	August, 2024
5.	The Accounting Officer should conduct a supplier appraisal to ascertain why providers, under Open domestic bidding, do not want to do business with the Entity and should develop strategies to maximize competition in accordance with Section 46 of the PPDA Act 2003.	Accounting Officer	August, 2024
6.	The Accounting Officer should ensure that Contract managers kept and archived all contract management records as required in accordance to Regulation 52 (3) (a) (vii) of the PPDA (Contracts) Regulations, 2023.	Accounting Officer	August, 2024
7.	The Accounting Officer should ensure that the appointed contract managers perform their roles and responsibilities to ensure that contract terms and conditions are adhered to in accordance to Regulation 52 (3) (a) of the PPDA (Contracts) Regulations, 2023.	Accounting Officer	August, 2024
8.	The Accounting Officer should ensure that proper identification of need is done by determining the potential savings in time or transaction costs in accordance to Regulation 7 (2) (g) of the PPDA (Planning) Regulations, 2023	Accounting Officer	August, 2024

No.	Recommendation	Responsible Officer	Target Date
9.	The Accounting Officer should ensure that the User Department plans effectively within its budget.	Accounting Officer	August, 2024
10.	The Accounting Officer should ensure that corrective works are done to correct any shoddy works.	Accounting Officer	August, 2024
11.	The Contracts Committee should critically review bidding documents submitted by the Procurement and Disposal Unit to ensure that there are no inconsistencies in accordance with Regulation 10 of the PPDA (Procuring and Disposing Entities) Regulations, 2023	Contracts Committee	August, 2024
12.	The Procurement and Disposal Unit and User Departments should desist from use of Specification by brand in the procurement of works, supplies and services in accordance to Regulation 38 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023	HPDU and User Departments	August, 2024
13.	The Head Procurement and Disposal Unit should guide Evaluation Committees in conducting detailed evaluation in accordance to Regulation 19 of the PPDA (Evaluation) Regulations, 2023	HPDU	August, 2024
14.	User Departments should nominate contract supervisors for all contracts in accordance with Regulation 51 (1) of the PPDA (Contracts) Regulations, 2023.	User Departments	August, 2024

### ANNEX 1: CASE BY CASE ANALYSIS

NO	HIGH RISK CONTRACTS	REASONS FOR HIGH RISK
1.	<p>Construction of a 5 Stance and 2 stance VIP latrine at Kakoora P/S in Buliisa Sub- County under SFG and Discretionary Development Equalization Grant (DDEG)</p> <p><b>Ref:</b> BULI576/ WRKS /21-22/00007</p> <p><b>Actual:</b> UGX 45,983,700</p> <p><b>Provider :</b> Bakajjo Enterprises Limited</p>	<ul style="list-style-type: none"> <li>• The evaluation report did not include detailed technical evaluation on the capacity of the proposed personnel, equipment and work experience of the contractor, evidence of appointment and qualification of the proposed personnel as in the Health, Safety and Social plan i.e. Project Manager, Safety and Health Officer, Environmentalist, Sociologist and foreman.</li> <li>• No contract management records</li> </ul>
2.	<p>Construction of Five Stance Lined VIP Latrine at Ndandamire Primary School Under Discretionary Development Equalization Grant (DDEG)</p> <p><b>Ref:</b> BULI576/ WRKS /21-22/00008</p> <p><b>Actual:</b> UGX 29,873,800</p> <p><b>Provider:</b> Amboli Enterprises Limited</p>	<ul style="list-style-type: none"> <li>• Shoddy works</li> </ul>
3.	<p>Emptying of 29 stances VIP Lined Latrine and 1 Septic tank of in Health Centers under Discretionary Development Equalization Grant (DDEG), Buliisa General Hospital, Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Butiaba HC III, Biiso HC IV</p> <p><b>Ref:</b> BULI576/SRVCS/21-22/00004</p> <p><b>Actual:</b> UGX 45,000,000</p> <p><b>Provider:</b> Amboli Enterprises Limited</p>	<ul style="list-style-type: none"> <li>• Wasteful expenditure</li> </ul>

NO	MEDIUM RISK CONTRACTS	REASONS FOR MEDIUM RISK
1.	<p><b>Subject:</b> Construction of a multipurpose building/ward at Kihungya HC II or Upgrade of Kihungya Health Center IIs to Health Center IIIs in Kihungya Sub-County in Buliisa District</p> <p><b>Ref:</b> MoH/UgIFTWorks/2021/2022/00013 Lot 8</p> <p><b>Actual:</b> UGX 615,197,394</p> <p><b>Method:</b> Open Domestic Bidding</p> <p><b>Provider:</b> Bertllanz Engineering Limited</p>	<ul style="list-style-type: none"> <li>• Failure to nominate contract supervisors</li> <li>• Slow progress of construction works</li> </ul>
2.	<p>Construction of Abattoir at Bugoigo Serule B Butiaba Sub County Under Discretionary Development Equalization Grant (DDEG)</p> <p><b>Ref:</b> BULI576/WRKS/21-22/00013</p> <p><b>Actual:</b> UGX 18,812,000</p> <p><b>Provider :</b> Kabasim Limited</p>	<ul style="list-style-type: none"> <li>• Bid validity period expressed as 90 days instead of exact date</li> <li>• Failure to nominate contract supervisors</li> <li>• No contract management records</li> </ul>
3.	<p>Construction of A 2-2 Stance Lined VIP Latrine with A Urinal Shelter at Buliisa General Hospital Under Sector Development Grant</p> <p><b>Ref:</b> BULI576/WRKS/21-22/00009</p> <p><b>Actual:</b> UGX 35,999,000</p> <p><b>Provider:</b> Kabasim Limited</p>	<ul style="list-style-type: none"> <li>• Bid validity period expressed as 90 days instead of exact date</li> <li>• Low bidder participation</li> <li>• Failure to nominate contract supervisors</li> <li>• No contract management records</li> </ul>
4.	<p>Construction of 4 Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County Under Discretionary Development Equalization Grant (DDEG)</p> <p><b>Ref:</b> BULI576/WRKS/21-22/00017</p> <p><b>Actual:</b> UGX 25,983,520</p> <p><b>Provider:</b> Kibs General Services Limited</p>	<ul style="list-style-type: none"> <li>• Specification by brand</li> <li>• Failure to nominate contract supervisors</li> <li>• No contract management records</li> </ul>
5.	<p>Construction of A Staff House at Avogera and Butiaba HC IIIs under Health Department InterGovernmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties</p> <p><b>Ref:</b> MoH-UgIFT/BULI576/WRKS/21-22/00004</p>	<ul style="list-style-type: none"> <li>• The submitted bid did not include a certificate of site visit</li> <li>• Low bidder participation</li> <li>• No contract management records</li> <li>• Slow progress of construction works</li> </ul>

NO	MEDIUM RISK CONTRACTS	REASONS FOR MEDIUM RISK
	<p><b>Actual:</b> UGX 299,614,900</p> <p><b>Method:</b> Open Domestic Bidding</p> <p><b>Provider:</b> Bertllanz Engineering Limited</p>	
6.	<p>Siting, Supervision, Drilling, Casting and Installation of 5 Deep Boreholes under District Water and Sanitation Grand” (DWSCG) Source of Water Bugana Ngazi, Kichoke Ukambo, Kanyaranyara, Nyalwera and Kakoora</p> <p><b>Ref:</b> BULI576/WRKS/21-22/00001</p> <p><b>Actual:</b> UGX 148,267,000</p> <p><b>Method:</b> Open Domestic Bidding</p> <p><b>Provider:</b> Icon Project Limited</p> <p><b>Completion date</b> 15 March 2022</p>	<ul style="list-style-type: none"> <li>• No contract management records</li> </ul>
7.	<p><b>Review of Management of Revenue Sources</b></p> <p><b>Actual:</b> UGX 274,868,400</p>	<ul style="list-style-type: none"> <li>• Low bidder participation</li> <li>• Failure to nominate contract supervisors</li> <li>• No contract management records</li> </ul>

No	LOW RISK CONTRACTS	REASONS FOR LOW RISK
1.	<p>Fumigation against Bats in Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Biiso HC IV, Kihungya HC II and Bugana HC III under Sector Development Grant (UGFT).</p> <p><b>Ref:</b> BULI576/SRVCS/21-22/00003</p> <p><b>Actual:</b> UGX 45,000,000</p> <p><b>Provider:</b> Amboli Enterprises Limited</p>	<ul style="list-style-type: none"> <li>• Inadequate planning for the fumigation of bats</li> </ul>

SATISFACTORY		
1.	<p>Supply of 120 Three-Seater Desks to Bugoigo and Walukuba Primary Schools (Lower Primary School) in Butiaba Sub- County Local Government under Discretionary Development Equalization Grant (DDEG)</p> <p><b>Ref:</b> BULI576/SUPLS/21-22/00002</p> <p><b>Actual:</b> UGX 22,800,000</p> <p><b>Provider:</b> Ndoas Holdings</p>	
2.	<p>Siting, Supervision, Drilling, Casting and Installation of a Production Well at Uribo Nyamitete Parish in Buliisa Sub- County under District Water and Sanitation Grand” (DWSCG)”</p> <p><b>Ref:</b> BULI576/WRKS/21-22/00001</p> <p><b>Actual:</b> UGX 64, 551, 900</p> <p><b>Method:</b> Open Domestic Bidding</p> <p><b>Provider:</b> Icon Project Limited</p> <p><b>Completion date</b> 15 March 2022</p>	
3.	<p>Supply of 400 Pyramidal Tsetse Traps in Production and Marketing Department under Agriculture Extension Grant – Buliisa District Local Government as per the Specifications and Drawings are attached.</p> <p><b>Ref:</b> BULI576/SRVCS/21-22/00007</p> <p><b>Actual:</b> UGX 20, 000, 000</p>	

	<b>Provider:</b> Kibs General Enterprises Limited	
4.	<p>Rehabilitation of Protected Springs in Biiso and Kihungya Sub Counties</p> <p><b>Ref:</b> BULI576/ WRKS/21-22/00019</p> <p><b>Actual:</b> UGX 20,000,000</p> <p><b>Method:</b> Selective Bidding</p> <p><b>Provider:</b> Mukem (U) Limited</p>	
5.	<p>Subject: Supply and Installation of Autoclave Medintry Model to Buliisa General Hospital under Result Based Financing from MOH</p> <p><b>Ref:</b> BULI576/SUPLS /21-22/00003</p> <p><b>Actual:</b> UGX 17,000,000</p> <p><b>Provider:</b> Medequip (U) Limited</p>	
6.	<p>Subject: Supply of Patient /Admission Beds to Avogera Healthy Centre III in Ngwedo Sub-County Local Government under Discretionary Development Equalization Grant (DDEG).</p> <p><b>Ref:</b> BULI576/ SUPLS/21-22/00001</p> <p><b>Actual:</b> UGX 25,300,000</p> <p><b>Method:</b> Frame Work, (Call- Off- Order)</p> <p><b>Provider:</b> Ndoas Holdings Limited</p>	
7.	<p><b>Subject:</b> Fumigation against Bats in 8 Classroom Blocks and 9 Staff Houses in Selected Primary Schools of Garasoya Primary School, St. Mary's Primary School, Nyamasoga Primary School, and Mirembe Primary School in Buliisa District Local Government under Non- Wage- Sector Condition Grant</p> <p><b>Ref:</b> BULI576/SRVCS/21-22/00002</p> <p><b>Actual:</b> UGX 12,537,000</p> <p><b>Method:</b> Frame Work, (Call- Off- Order)</p> <p><b>Provider:</b> Bakajjo Enterprises Limited</p>	

**ANNEX 2: PROCUREMENT AND DISPOSAL SAMPLE LIST FOR BULIISA DISTRICT LOCAL GOVERNMENT FOR FINANCIAL YEAR 2021/2022**

<b>S/No</b>	<b>Procurement Reference No.</b>	<b>Subject of Procurement</b>	<b>Method of Procurement</b>	<b>Provider/ Purchaser</b>	<b>Contract Value (UGX)</b>
1	BULI576/WRK S /21-22/00001	“Sitting, Supervision, Drilling, Casting and Installation of 5 Deep Boreholes under District Water and Sanitation Grand” (DWSCG) Source of Water Bugana Ngazi, Kichoke Ukambo, Kanyaranyara, Nyalwera and Kakoora	Open Domestic Bidding	Icon Project Limited	148,267,000
2	BULI576/WRK S /21-22/00002	Sitting, Supervision, Drilling, Casting and Installation of a Production Well at Uribo Nyamitete Parish in Buliisa Sub- County under District Water and Sanitation Grand” (DWSCG)”	Open Domestic Bidding	Icon Project Limited	64,551,900
3	MoH-UgIFT /BULI576/WRK S /21-22/00004	Construction of A Staff House at Avogera and Butiaba HC IIIS under Health Department Inter Governmental Fiscal Transfer (UGIFT) Program in Ngwedo and Butiaba Sub – Counties	Open Domestic Bidding	Bertllanz Engineering Limited	299,614,900
4	MoH/UgIFTWorks/2021/2022/0013 Lot 8	Construction of a multipurpose building/ward at Kihungya HC II or Upgrade of Kihungya Health Center IIs To Health Center IIIs in Kihungya Sub-County in Buliisa District	Open Domestic Bidding	Bertllanz Engineering Limited	615,197,394
5	BULI576/WRK S /21-22/00008	Construction of Five Stance Lined VIP Latrine at Ndandamire Primary School Under Discretionary Development Equalization Grant (DDEG)	Selective Bidding	Amboli Enterprises Limited	29,873,800
6	BULI576/WRK S /21-22/00007	Construction of a 5 Stance and 2 stance VIP latrine at Kakoora P/S in Buliisa Sub- County under SFG and Discretionary Development Equalization Grant (DDEG)	Selective Bidding	Bakajjo Enterprises Limited	45,983,700
7	BULI576/WRK S /21-22/00013	Construction of Abattoir at Bugoigo Serule B Butiaba Sub County Under Discretionary Development Equalization Grant (DDEG)	Selective Bidding	Kabasim Limited F	18,812,000
8	BULI576/WRK S/21-22/00009	Construction of A 2-2 Stance Lined VIP Latrine with A Urinal Shelter at Buliisa General Hospital Under Sector Development Grant	Selective Bidding	Kabasim Limited	35,999,000
9	BULI576/WRK S /21-22/00017	Construction of 4 Stance Lined VIP Latrine with Bathing Shelters at Kijangi Auction Market Buliisa Sub County Under Discretionary Development Equalization Grant (DDEG)	Selective Bidding	Kibs General Services Limited	25,983,520

10	BULI576/WRKS /21-22/00019	Rehabilitation of Protected Springs in Biiso and Kihungya Sub Counties	Selective Bidding	Mukem (U) Limited	20,000,000
11	BULI576/SUPLS /21-22/00007	Supply of 400 Pyramidal Tsetse Traps in Production and Marketing Department under Agriculture Extension Grant – Buliisa District Local Government as per the Specifications and Drawings are attached.	Frame Work, (Call-Off Order)	Kibs General Service Limited	20,000,000
12	BULI576/SUPLS /21-22/00002	Supply of 120 Three-Seater Desks to Bugoigo and Walukuba Primary Schools (Lower Primary School) in Butiaba Sub- County Local Government under Discretionary Development Equalization Grant (DDEG).	Frame Work, (Call-Off Order)	Ndoas Holdings	22,800,000
13	BULI576/SUPLS /21-22/00003	Supply and Installation of Autoclave Medinty Model to Buliisa General Hospital under Result Based Financing from MOH	Frame Work, (Call-Off Order)	Medequip (U) Limited	17,000,000
14	BULI576/SUPLS /21-22/00001	Supply of Patient /Admission Beds to Avogera Healthy Centre III in Ngwedo Sub- County Local Government under Discretionary Development Equalization Grant (DDEG).	Frame Work, (Call-Off Order)	Ndoas Holdings Limited	25,300,000
15	BULI576/SRVC S/21-22/00002	Fumigation against Bats in 8 Classroom Blocks and 9 Staff Houses in Selected Primary Schools of Garasoya Primary School, St. Mary's Primary School, Nyamasoga Primary School, and Mirembe Primary School in Buliisa District Local Government under Non- Wage- Sector Condition Grant	Frame Work, (Call-Off Order)	Bakajjo Enterprises Limited	12,537,000
16	BULI576/SRVC S/21-22/00003	Fumigation against Bats in Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Biiso HC IV, Kihungya HC II and Bugana HC III under Sector Development Grant (UGFT).	Frame Work, (Call-Off Order)	Amboli Enterprises Limited	45,000,000
17	BULI576/SRVC S/21-22/00004	Emptying of 29 stances VIP Lined Latrine and 1 Septic tank of in Health Centers under Discretionary Development Equalization Grant (DDEG), Buliisa General Hospital, Avogera HC III, Kigwera HC III, Buliisa HC IV, Bugoigo HC II, Butiaba HC III, Biiso HC IV	Frame Work, (Call-Off Order)	Amboli Enterprises Limited	49,000,000
18	Review of the revenue sources for 2021-2022				274,868,400
19	Review of the Force Account for 2021-2022				166,039,592

### ANNEX 3: RISK RATING CRITERIA

RISK	DESCRIPTION	AREA	IMPLICATION
<b>HIGH</b>	Such procurements were 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>Planning:</b> Lack of or failure to procure within the approved plan	This implies emergencies and use of the direct procurement method which affects competition and value for money.
		<b>Bidding Process:</b> Use of wrong/inappropriate procurement methods, failure to seek Contracts Committee approvals and usurping the powers of the PDU.	This implies use of less competitive methods which affects transparency, accountability and value for money.
		<b>Evaluation:</b> Use of inappropriate evaluation methodologies or failure to conduct evaluation.	This implies financial loss caused by awarding contracts at higher prices or shoddy work caused by failure to recommend award to a responsive bidder.
		<b>Record Keeping:</b> Missing procurement files and missing key records on the files namely; solicitation document, submitted bids, evaluation report and contract.	This implies that one cannot ascertain the audit trail namely; whether there was competition and fairness in the procurement process.
		<b>Fraud/forgery:</b> Falsification of Documents	This implies lack of transparency and value for money.
		<b>Contract Management:</b> Payment for shoddy work or work not delivered.	This implies financial loss since there has been no value for money for the funds spent and the services have not been received by the intended beneficiaries
<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	<b>Planning:</b> Lack of initiation of procurements and confirmation of funds.	This implies committing the Entity without funds thereby causing domestic arrears.
		<b>Bidding Process:</b> Deviations from standard procedures namely bidding periods, standard formats, use of PP Forms	This implies lack of efficiency, standardisation and avoiding competition.

RISK	DESCRIPTION	AREA	IMPLICATION
	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.	and records of issue and receipts of bids, usage of non-pre-qualified firms and splitting procurement requirements.	
		<b>Procurement Structures:</b> Lack of procurement structures	This implies lack of independence of functions and powers and interference in the procurement process.
		<b>Record Keeping:</b> Missing Contracts Committee records and incomplete contract management records.	This implies that one cannot ascertain the audit trail namely; whether the necessary approvals were obtained in a procurement process.
		<b>Contract and Contract Management:</b> Failure to appoint Contract Supervisors, failure to seek the Solicitor General's approval for contracts above UGX. 200 million and lack of notices of Best Evaluated Bidders.	This leads to unjustified contract amendment and variations which lead to unjustified delayed contract completion and lack of value for money. Bidders are not given the right of appeal.
		Failure by the Entity to incorporate in the solicitation document aspects of gender, social inclusion, environment, health and safety.  Aspects of gender, social inclusion, environment, health and safety not covered by the contractor during contract implementation.	
<b>LOW</b>	Procurements with weaknesses where resolution within the normal management framework is considered desirable to improve efficiency or to	<b>Planning:</b> Lack of procurement reference numbers.	This leads to failure to track the procurements which leads to poor record keeping.
		<b>Bidding Process:</b> Not	This leads to failure to

RISK	DESCRIPTION	AREA	IMPLICATION
	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.	signing the Ethical Code of Conduct	declare conflict of interest and lack of transparency.

**SATISFACTORY**

Relates to following 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: MANAGEMENT OF REVENUE CENTERS

S/No.	Subject of Procurement	Procurement Reference No.	Awarded Bidder	Contract Price
1	Ngwedo main Market	BULI576/SRVCS/2021-22/00021	Mugisha Canary	3,060,000
2	Butiaba daily market	BULI576/SRVCS/2021-22/00011	Kutegeka Oliver	3,000,000
3	Kigwera S/C charcoal, papyrus and firewood market	BULI576/SRVCS/2021-22/00024	Kiiza Alfred Akoli	1,206,000
4	Kigoya Fish landing market	BULI576/SRVCS/2021-22/00031	Mugume Raymond	5,412,000
5	Masaka Fish landing market	BULI576/SRVCS/2021-22/00028	Kiiza Alfred Akoli	3,606,000
6	Wanseko Fish landing market	BULI576/SRVCS/2021-22/00013	Nfundize Cosmas	16,800,000
7	Kihungya Main Market	BULI576/SRVCS/2021-22/00040	Mbabazi Esther	2,436,000
8	Buliisa Auction & other commodities market	BULI576/SRVCS/2021-22/00034	Mugume Raymond	5,532,000
9	Wanseko boat park	BULI576/SRVCS/2021-22/00018	Businge Julius	4,806,000
10	Biiso Main Market	BULI576/SRVCS/2021-22/00016	Kansime David	24,120,000
11	Butiaba Fish Landing Market	BULI576/SRVCS/2021-22/00027	Matongo Kagoro Enock	12,000,000
12	Wanseko cowrie shell loading	BULI576/SRVCS/2021-22/00032	Bayonza Fred	840,000
13	Musizi Daily Market	BULI576/SRVCS/2021-22/00041	Babyenda Johnson	840,000
14	Walukuba Daily Market	BULI576/SRVCS/2021-22/00008	Bitamale Stanley	50,400,000
15	Wankende cowrie shell loading	BULI576/SRVCS/2021-22/00029	Abikuha Nicholas	4,200,000
16	Buliisa S/C Livestock Loading Fees	BULI576/SRVCS/2021-22/00039	Kiiza Christine	6,024,000
17	Kigwera S/C Slaughter Fees	BULI576/SRVCS/2021-22/00030	Mbabazi Robert	1,800,000
18	Katala Fish Landing Market	BULI576/SRVCS/2021-22/00022	Kaahwa Samson	3,908,400
19	Nyamukuta-Sonsio Fish Landing Market	BULI576/SRVCS/2021-22/00027	Yosia Micheal	12,000,000
20	Walukuba Fish	BULI576/SRVCS/2021-	Honda	22,800,000

	Landing Market	22/00007	Charles	
21	Buliisa T.C Slaughter Fees	BULI576/SRVCS/2021-22/00044	Ntare Whitney Biita	612,000
22	Kigwera Livestock Market	BULI576/SRVCS/2021-22/00025	Bigirwenkya Samuel	1,800,000
23	Kabolwa Daily Market	BULI576/SRVCS/2021-22/00020	Kiiza Christine	4,596,000
24	Karakaba Fish Landing Market	BULI576/SRVCS/2021-22/00019	Ayebale Margret	6,024,000
25	Kabolwa Fish Landing Market	BULI576/SRVCS/2021-22/00015	Tumuhaise Robert	12,666,000
26	Biiso S/C Slaughter Fees	BULI576/SRVCS/2021-22/00037	Makandi William	1,596,000
27	Wanseko Main Market	BULI576/SRVCS/2021-22/00012	Rugadya Anjello	15,000,000
28	Kisomere Market	BULI576/SRVCS/2021-22/00042	Balikurungi Gilbert	6,480,000
29	Buliisa S/C Livestock Market	BULI576/SRVCS/2021-22/00039	Kyahurwa Cathebert	8,400,000
30	Buliisa T.C Daily Market	BULI576/SRVCS/2021-22/00035	Atugonza Sadique	384,000
31	Bugoigo Fish Landing Market	BULI576/SRVCS/2021-22/00009	Kato Victor	14,400,000
32	Kalolo Fish Landing Market	BULI576/SRVCS/2021-22/00043	Muhangi Patrick	6,120,000
33	Bugoigo Daily Market	BULI576/SRVCS/2021-22/00010	Mukunda Nurudiin	12,000,000
<b>Grand Total</b>				<b>274,868,400</b>