



**PUBLIC PROCUREMENT AND DISPOSAL  
OF PUBLIC ASSETS AUTHORITY**  
*"Procurement That Delivers"*

**REPORT ON COMPLIANCE AUDIT FOR UGANDA BUREAU OF  
STATISTICS FOR THE FINANCIAL YEAR 2022/2023**

**JANUARY 2024**

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## **Acronyms**

AO	Accounting Officer
BEB	Best Evaluated Bidder
CC	Contracts Committee
EC	Evaluation Committee
FY	Financial Year
HPDU	Head, Procurement and Disposal Unit
UBOS	Uganda Bureau of Statistics
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 (PPDA) conducted a compliance audit of Uganda Bureau of Statistics that covered ten procurement transactions for the financial year 2022/2023. The overall objective of the audit was to assess and establish the degree of compliance of the Entity's procurement and disposal system and processes with the provisions of the PPDA Act, 2003 and PPDA Regulations, 2014 and assess the level of procurement performance over the period under review.

From the findings of the compliance audit exercise, the summary performance of Uganda Bureau of Statistics revealed an aggregate risk rating of **27.08%** which is **satisfactory** performance. The risk rating is detailed in Chapter 3 of the compliance audit report.

The following key positive matters were observed during the audit:

1. The Accounting Officer undertakes her roles in a timely and professional manner;
2. The key players in the procurement process of the Entity are efficient in the execution of their duties and responsibilities and as such there were no major delays observed in the Entity's procurement process;
3. The Contracts Committee of the Entity was fully constituted;
4. The Contracts Committee undertakes its duties in an effective manner; and
5. The Procurement and Disposal Unit is adequately staffed and facilitated with equipment and safe storage space.

Despite the satisfactory performance of the Entity, the following exceptions were noted:

1. Failure to fully implement the procurement plan by UGX 6,010,619,233 resulting in an implementation variance of was 63.32% which deprived service delivery to the intended beneficiaries;
2. Performance of function without delegation. The Authority noted that Mr. Vitus Mulindwa Kato signed the procurement requisition forms (PP Form 5s) on behalf of the Accounting Officer without formal delegation in three procurements worth UGX 71,964,000;
3. Submission of inadequate requirements by the User Departments in two procurements worth UGX 37,660,000 which resulted in the Procurement and Disposal Unit issuing inadequate bidding documents to the prospective bidders. Inconsistencies in the bidding document lead to disagreements which create unnecessary delays in the procurement process;

4. Low bidder participation was observed in three procurements worth UGX 82,237,212 where the Entity did not receive the required minimum of three bids for each of the procurements which casts doubt on the transparency of the procurement process with in the Entity; and
5. Irregularities during the evaluation of bids in three procurements worth UGX 169,160,000 which promotes unfairness and contravene the principles of public procurement enshrined in Section 43 (a) and (b) of the PPDA Act, 2003. Such irregularities may lead to award of contracts to incompetent providers.

In light of the above, the Authority recommends that:

1. The Accounting Officer should designate persons to conduct regular review of the procurement plan to harmonize with the existing circumstances at the Entity and the Head Procurement and Disposal Unit should update the procurement plan whenever necessary in accordance with Section 58 (4) of the PPDA Act, 2003;
2. The Accounting Officer should formally delegate any or certain procurement and disposal functions of the Entity in accordance with Section 39 (a) (ii) of the PPDA Act, 2003;
3. User Departments should ensure that a complete, precise, and unambiguous description of the supplies required is made during the preparation of statements of requirements as required under Regulation 25 (2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014. In addition, the Procurement and Disposal Unit should ensure that the statement of requirements defines the requirement precisely and in a manner that leaves no doubt or assumption by a bidder during the preparation of solicitation documents as provided under Regulation 32 (a) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014; The Contracts Committee should critically review the bidding documents submitted by the Procurement and Disposal Unit to ensure that there are no inconsistencies that could lead to misunderstandings between the Entity and the bidders;
4. The Accounting Officer should investigate the reasons behind the low bidder response and institute measures to attract a higher number of bidders to maximize competition in the Entity's procurement process and the Procurement and Disposal Unit should conduct all procurements in a fair, transparent and competitive manner in accordance with Section 45 and 46 of the PPDA Act, 2003 in order to attract bidders to participate in the Entity's procurement process; and
5. The Head Procurement and Disposal Unit should ensure that the Evaluation Committee members strictly adhere to the evaluation criteria in the bidding document in accordance with Section 71 (3) of the PPDA Act, 2003.

Uganda Bureau of Statistics should implement the recommended action plan on page 13 of the Compliance Audit Report.

## CHAPTER 1: INTRODUCTION

### 1.1 Structure of the Entity

Uganda Bureau of Statistics is a central government agency which derives its mandate from the UBOS Act, 1998. The Act established established the Bureau as the coordinating, monitoring and supervisory body for the National Statistical System. In addition to being the source of official statistical information, the Bureau is responsible for providing high quality central statistics information services, promoting standardisation in the collection, analysis and publication of statistics to ensure uniformity in quality, adequacy of coverage and reliability of statistics information, providing guidance, training and other assistance as may be required to other users and providers of statistics, promoting cooperation, coordination and rationalization among users and providers of statistics at national and local levels so as to avoid duplication of effort and ensure optimal utilization of scarce resources and promoting and being the focal point of cooperation with statistics users and providers at regional and international levels.

According to Section 26 of the PPDA Act, 2003, the overall responsibility for the successful execution of procurement, disposal and contract management in a Procuring and Disposing Entity is the Accounting Officer. The Accounting Officer of Uganda Bureau of Statistics during the financial year under review was Mrs. Alizik Khaudha Lubega.

The Permanent Secretary/Secretary to Treasury (PSST) of Ministry of Finance, Planning & Economic Development (MoFPED) approved the following members of the Contracts Committee (CC) who acted during the period under review. Table 1 below lists the CC members

**Table 1: Contracts Committee members**

No.	Name	Designation	Date of Appointment	Committee Position
1.	Mr. Stephen Baryahirwa	Head of Department, Social Surveys and Census	19 <sup>th</sup> August 2021	Chairperson
2.	Mr. Hillary Muhanguzi	Principal Statistician	19 <sup>th</sup> August 2021	Secretary
3.	Ms. Josephine Kiyingi	Principal State Attorney	16 <sup>th</sup> July 2021	Member
4.	Ms. Sharon Apio	Senior Statistician	12 <sup>th</sup> January 2021	Member
5.	Mr. Edward Kizito	IT Officer	19 <sup>th</sup> August 2021	Member

According to Section 31 (a) of the PPDA Act, 2003, all procurement or disposal activities of the Procuring and Disposing Entity (PDE) except adjudication and the award of contract are to be

managed by the Procurement & Disposal Unit. The Procurement and Disposal Unit (PDU) during the financial year under review was headed by Mr. Ojok Victor Ogwal.

### **1.2 Background**

The Public Procurement and Disposal of Public Assets Authority (PPDA) carried out a Procurement and Disposal compliance audit of UBOS. The audit covered a representative sample of 10 procurement transactions carried out during the Financial Year 2022/2023. The audit involved a review of procurement structures, procurement and asset disposal processes, as well as contract performance following the provisions of the Public Procurement and Disposal of Public Assets Act 2003 and PPDA Regulations, 2014.

### **1.3 Main Audit Objectives**

The overall objective of the procurement and disposal audit was to assess and establish the degree of compliance of UBOS' procurement system and processes with the provisions of the PPDA Act 2003 as amended and PPDA Regulations, 2014 and assess the level of procurement performance over the audit period.

The specific objectives were to:

1. Establish level of compliance by the PDE with the general provisions of the PPDA Act, 2003 and Regulations, 2014;
2. Establish level of compliance by the PDE with the PPDA Act, 2003 and Regulations, 2014 in the conduct of procurement and disposal activities; and
3. Level of efficiency and effectiveness in contract implementation including the application of Environmental, Social, Health, and Safety safeguards (ESHS) where applicable.

### **1.4 Audit Scope**

The audit involved a review of the procurement process, disposal process, general compliance issues and contract implementation on a sample basis. The audit covered a representative sample of ten procurement transactions under the Financial Year 2021/2022. The list of sampled transactions is contained in **Annex 2**.

### **1.5 Audit Methodology**

The auditors 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.

## CHAPTER 2: AUDIT FINDINGS

### 2.1 Level of compliance by the PDE with the general provisions of the PPDA Act, 2003 and Regulations, 2014

#### 2.1.1 Procurement planning and procurement plan management

##### **Procurement Plan Implementation**

The Authority assessed the Entity's procurement plan for the FY 2022-23. Table 2 below details information about the plan and utilization of funds. The procurement plan absorption rate was 63.32% with a variance of UGX 6,010,619,233.

**Table 2: Procurement Plan Implementation**

<b>Analysis of procurement spend</b>	
Total procurement plan value inclusive of VAT (UGX)	16,384,486,548
Total procurement spend value inclusive of VAT (UGX)	10,373,867,315
Procurement plan implementation rate (%)	63.32%
Implementation variance (UGX)	6,010,619,233

##### **Risk implication**

Procurements worth UGX 6,010,619,233 were not implemented which deprived service delivery to the intended beneficiaries.

##### **Management Response**

*Management took note of the issue raised and after the audit has instituted regular reviews of the procurement plans and the consolidated plan will regularly be updated to take care of changes that occur during the course of the financial year.*

##### **Recommendations**

- The Accounting Officer should designate persons to conduct regular review of the procurement plan to harmonize with the existing circumstances at the Entity.
- The Head Procurement and Disposal Unit should update the procurement plan whenever necessary in accordance with Section 58 (4) of the PPDA Act, 2003.

#### 2.1.2 Performance of functions without delegation

Section 39 (a) (ii) of the PPDA Act, 2003 states that "An Accounting Officer may delegate certain procurement and disposal functions of the Accounting Officer, Contracts Committee or Procurement and Disposal Unit to a member of staff of the Procuring and Disposing Entity. However, in three procurements worth UGX 71,964,000, the Authority noted that Mr. Vitus Mulindwa Kato signed the procurement requisition forms (PP Form 5s) on behalf of the Accounting Officer without formal delegation as indicated in Table 3 below:

**Table 3: Procurements conducted without formal delegation**

No	Subject of Procurement	Contract value UGX
1.	Procurement of personal protective equipment for the mapping assistants Method: Request for Quotation Provider: Together in one Traders	24,160,000
2.	Procurement of sugar, tea leaves, and coffee for 3 months Method: Micro Provider: Shonia General Supplies	14,004,000
3.	Procurement for A4 Photocopying papers M/s Together in one Traders Request for Quotation	33,800,003
	<b>TOTAL</b>	<b>71,964,000</b>

**Risk implication**

This amounts to usurping of powers of the Accounting Officer.

**Management Response**

*Management accepted the recommendation and going forward this will be formally done.*

**Recommendation**

The Accounting Officer should formally delegate any or certain procurement and disposal functions of the Entity in accordance with Section 39 (a) (ii) of the PPDA Act, 2003.

**2.2 Level of compliance with the PPDA Act, 2003 and Regulations, 2014 in the conduct of procurement and disposal activities**

**2.2.1 Delayed initiation**

Section 48 of the PPDA Act, 2003 provides that; *“All procurement and disposal shall be conducted in a manner that promotes economy, efficiency, and value for money.”*

The procurement for IP PBX Telephony by MFI Document Solutions Ltd worth UGX 198,659,036 was not initiated within the timelines indicated in the procurement plan. Whereas the procurement transaction was planned to start in January 2023, the procurement was initiated in February 2023.

**Risk implication**

Delayed initiation of procurement requirements impedes timely service delivery.

**Management Response**

*Management accepted the recommendation and going forward the PDU is working closely with the departmental planning officers to ensure timely initiation of procurements.*

### Recommendation

The Accounting Officer should prevail over Heads of User Departments to always initiate timely the procurements in order to promote efficiency in accordance with Section 48 of the PPDA Act, 2003.

#### 2.2.2 Inadequate requirements in the bidding document

In two procurements worth UGX 37,660,000, the Procurement and Disposal Unit issued inadequate bidding documents to the prospective bidders as detailed in Table 4 below:

**Table 4: Procurements with inadequate bidding documents**

No	Subject of Procurement	Observations
1.	Subject: Procurement of Branded T-shirts and Corporate Shirts/blouses for GIS Provider: Winifred Fashion Designer Limited Contract value: UGX 13,500,000	Failure to avail technical specifications for the supplies; The Entity required branded T-shirts without the specification of size, colour, or required material of the t-shirts, shirts, or blouses. There was no basis of measuring whether the deliverables were according to the suitability of the user.
2.	Procurement of personal protective equipment for the mapping assistants UGX 24,160,000 Method: Request for Quotation Provider: Together in one Traders	The User Department did not develop technical specifications for the items; the Entity indicated the need for; a. 151 raincoats without stating colour, length, or retention capacity b. 151 umbrellas without stating colour, diameter, or length c. 151 black gumboots without stating sizes, material or length

### Risk implications

- Poor quality solicitation documents make it difficult for bidders to prepare and submit responsive bids.
- It may compromise the quality of service or product obtained by the Entity.
- Inconsistencies in the bidding document lead to disagreements which create unnecessary delays in the procurement process.

### Management Response

*Management accepted the recommendation and has strengthened the review of solicitation documents by the Directorate of Legal Services for compliance.*

### Recommendations

- User Departments should ensure that a complete, precise, and unambiguous description of the supplies required is made during the preparation of statements of requirements as required under Regulation 25 (2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014.

- The Procurement and Disposal Unit should ensure that the statement of requirements defines the requirement precisely and in a manner that leaves no doubt or assumption by a bidder during the preparation of solicitation documents as provided under Regulation 32 (a) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014.
- The Contracts Committee should critically review the bidding documents submitted by the Procurement and Disposal Unit to ensure that there are no inconsistencies that could lead to misunderstandings between the Entity and the bidders.

### 2.2.3 Low bidder participation

In three procurements worth UGX 82,237,212, whereas the Contracts Committee approved a shortlist of three or more firms, less than three bids for the procurements which resulted in low bidder participation as detailed in Table 5 below:

**Table 5: Procurements without evidence of bidder invitation**

No	Subject of procurement	Contract value (UGX)	Findings
1.	Procurement of Branded T-shirts and Corporate Shirts/blouses for GIS Method: Quotation Provider: Winifred Fashion Designer Limited	13,500,000	Whereas the Contracts Committee approved three providers; Winifred Fashion Designers, Milkwell Ltd, and Smark Holdings Limited, only one bid was received.
2.	Procurement to manage engine service desk plus licenses Method: Request for Quotation Provider: Africa Data Edge Limited	68,737,212	The Contracts Committee approved three bidders; Africa data Edge Ltd, Converge Systems Ltd, and Express Automation Ltd, only one bid was received.
3.	Procurement for A4 Photocopying papers Provider: Together in one trader Restricted Domestic Bidding	196,003,100	Whereas the Contracts Committee approved four providers; Chakim Ltd, Together in One Traders Ltd, Daxtine Company Ltd, and Lindros Investments Ltd, only two bids were received from Together in One Traders Limited and Chakim Limited

#### Implication

This casts a doubt on the transparency of the procurement process.

### Management Response

Management accepts that documentation of the telephone calls made to the bidders were not filed. Going forward, in addition to telephones call, emails will be sent and filed appropriately

### **Recommendations**

- The Accounting Officer should investigate the reasons behind the low bidder response and institute measures to attract a higher number of bidders to maximize competition in the Entity's procurement process;
- The Procurement and Disposal Unit should conduct all procurements in a fair, transparent and competitive manner in accordance with Section 45 and 46 of the PPDA Act, 2003.

### **2.2.4 Irregularities during the evaluation process**

Regulation 7 (2) of the PPDA (Evaluation) Regulations 2014 provides that; "An evaluation committee shall not, during an evaluation, make an amendment or addition to the evaluation criteria stated in the bidding document, and shall not use any other criteria other than the criteria stated in the bidding document." The Authority found irregularities during the evaluation of bids in three procurements worth UGX 169,160,000 as indicated in Table 6:

**Table 6: Procurements with irregularities at evaluation**

No.	Subject of Procurement	Contract Value (UGX)	Observations
1.	Procurement of Branded T-shirts and Corporate Shirts/blouses for GIS Provider: Winifred Fashion Designer Limited	13,500,000	<ul style="list-style-type: none"><li>• The Best-Evaluated Bidder did not submit a detailed description of the kind of shirts they were to offer.</li><li>• Technical evaluation was not carried out during evaluation since the document did not have a basis against which this stage could be carried out.</li></ul>
2.	Provision of Media Management services for the national services delivery report. Provider: Media Direction Uganda	131,500,000	The experience of the BEB was limited as the company was incorporated on 14 <sup>th</sup> July 2022 yet the procurement required was highly specialised.
3.	Procurement of personal protective equipment for the mapping assistants Provider: Together in one Traders	24,160,000	The BEB presented no evidence of past performance in delivering similar items.

### Risk implications

- Irregular practices during evaluation promote unfairness and contravene the principles of public procurement enshrined in Section 43 (a) and (b) of the PPDA Act, 2003.
- Such irregularities may lead to award of contracts to incompetent providers.

### Management Response

- *Management accepts the observation and has since strengthened the PDD staff through training in those areas.*
- *The Head Procurement and Disposal Department shall ensure that the Evaluation Committee members strictly adhere to the evaluation criteria in the bidding documents according to the PPDA law.*

### Recommendation

The Head Procurement and Disposal Unit should ensure that the Evaluation Committee members strictly adhere to the evaluation criteria in the bidding document in accordance with Section 71 (3) of the PPDA Act, 2003.

## 2.3 Level of efficiency and effectiveness in contract implementation including the application of Environmental, Social, Health, and Safety safeguards (ESHS) where applicable

### 2.3.1 Observations during contracting and contract execution.

In two procurements worth UGX 330,159,036, the Authority observed irregularities during contracting as per table 7 below:

**Table 7: Transactions with irregularities in contract management**

No.	Subject of procurement	Contract Value (UGX)	Irregularities	Management response
1.	Provision of Media Management services for the national services delivery report. Restricted Domestic Bidding Media Direction Uganda	131,500,000	The Contract Manager Joshua Mubuliire was nominated on 1 <sup>st</sup> September 2022 before the procurement commenced on 11 <sup>th</sup> October 2022. Without an existing contract, it was unclear what he was managing.	<i>Management has corrected the irregularity by ensuring that Contracts Managers are appointed at the commencement of the contract.</i>
2.	Procurement of IP PBX Telephony MFI Document Solutions Ltd	198,659,036	Failure to enforce the contract-by-Contract Manager; whereas the contract GCC 12 stated that the date of delivery shall be two months from the day of contract signing (16 <sup>th</sup> May 2023). The	<i>The contract did not start on schedule and thus there was change in the timelines for implementation.</i>

No.	Subject of procurement	Contract Value (UGX)	Irregularities	Management response
			contract management plan prepared by the Contract Manager, Mr. Philip Arinaitwe stated that the contract start date was 14 <sup>th</sup> June 2023 and the delivery date 26 <sup>th</sup> June 2023 which resulted in a delay of 30 working days on delivery.	

**Risk implications**

- This raises doubts on whether there was effective supervision of contracts.
- Irregularities during contract execution could lead to poor service delivery. The Entity may not obtain Value for Money.

**Management Response**

*Management took note of all the issues raised and vouched to ensure that contract managers are trained and sensitized. The contract agreement terms shall henceforth be followed and adhered to as provided in the PPDA Law.*

**Recommendation**

The Contract Manager should ensure that a provider meets all performance or delivery obligations in accordance with the terms and conditions of the contract in accordance with Regulation 53 (3) (a)(i) of the PPDA (Contracts) Regulation, 2014.

**2.3.2 Incomplete Records**

In the procurement for printing of village registers worth UGX 194,965,972 the Entity did not avail evidence of delivery. The Authority was unable to ascertain how the procurement was concluded.

**Risk implication**

Missing records affects the audit trail and hinders the principle of transparency and accountability

**Management Response**

*Pending discussions with the Ministry of ICT and National Guidance, was advised by the Executive Directors UBOS that this procurement be halted.*

**Recommendation**

The Authority took note of the Entity’s response, however, this record was not documented and therefore recommends that the Head Procurement and Disposal Unit should maintain procurement and disposal records and reports on their respective action files in accordance with Section 31(o) of the PPDA Act, 2003.

**2.4 Adherence to Environmental, Social, Health, and Safety (ESHS) safeguards**

During the course of the audit, the Authority did not find any material deviations in the application of Environmental, Social, Health, and Safety (ESHS) safeguards in the conduct of procurements.

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

**3.0 This Section presents the scores per area assessed under different compliance audit risk computation**

#### 3.1 Overall Compliance Audit Conclusion

The performance of Uganda Bureau of Statistics for the compliance audit of FY 2022/2023 was **satisfactory** with overall weighted average risk rating of **27.08%**.

The risk rating is as follows:

##### Risk Rating

Risk Rating (%)	Description of Performance
0 – 30	Satisfactory
31 – 70	Moderately Satisfactory
71 – 100	Unsatisfactory

#### 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 below:

#### 3.3 Risk Computation

Risk category	No.	No. %	Value (UGX)	Value %	Weights	Total weighted Average	
						By No.	By Value
High	2	20	37,660,000	2.7	0.6	12	1.62
Medium	1	20	131,500,000	23.7	0.3	6	7.11
Low	6	50	706,169,323	36.4	0.1	5	3.64
Satisfactory	1	10	520,000,000	37.3	0	0	0
<b>Total</b>	<b>10</b>	<b>100</b>	<b>1,395,329,323</b>	<b>100</b>	<b>1.0</b>	<b>23</b>	<b>9.5</b>

$$\text{Weighted Average (By no.)} = \frac{\sum \text{Weighted Score}}{60} \times 100 = \frac{23 \times 100}{60} = 38.33\%$$

$$\text{Weighted Average (By Value)} = \frac{\sum \text{Weighted Score}}{9.5} \times 100 = \frac{9.5 \times 100}{9.5} = 15.83\%$$

$$\text{Combined Weighted Average} = \frac{38.33 + 15.83}{2} = 27.08\%$$

2

### 3.4 Chart Representation of Risk Rating

Figure 1: Chart Representation of Risk Rating by Number

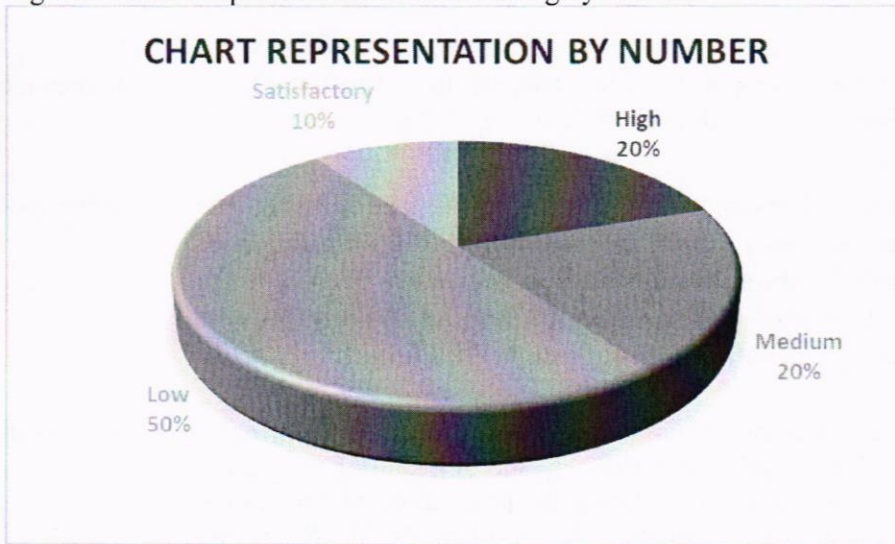
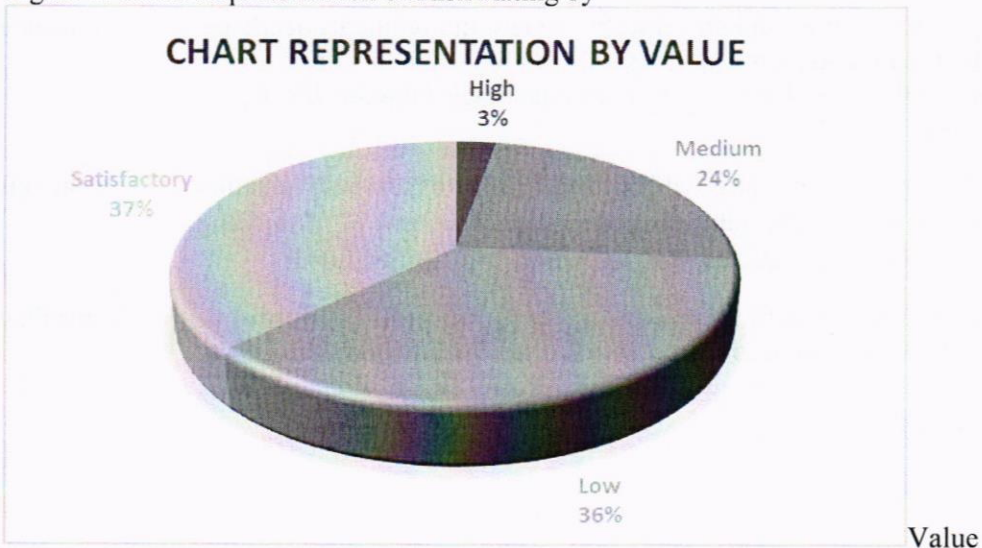


Figure 2: Chart Representation of Risk Rating by Value



Uganda Bureau of Statistics should implement the recommended action plan on page 13.

### 3.5 Recommended Action Plan

Uganda Bureau of Statistics should implement the following recommendations within the timeframe given in order to improve its performance in Procurement and Disposal function.

**Table 8: Action Plan**

No.	Recommended Action	Target Date
1.	The Head Procurement and Disposal Unit should update the procurement plan whenever necessary in accordance with Section 58 (4) of the PPDA Act, 2003.	Immediate
2.	The Accounting Officer should formally delegate the responsibility in accordance with Section 39 (a) (ii) of the PPDA Act, 2003.	Immediate
3.	User Departments should ensure that a complete, precise, and unambiguous description of the supplies required is made during the preparation of statements of requirements as required under Regulation 25 (2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014.	Continuous
4.	The Procurement and Disposal Unit should ensure that the statement of requirements defines the requirement precisely and in a manner that leaves no doubt or assumption by a bidder during the preparation of solicitation documents as provided under Regulation 32 (a) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2014.	Continuous
5.	The Contracts Committee should critically review the bidding documents submitted by the Procurement and Disposal Unit to ensure that there are no inconsistencies that could lead to misunderstandings between the Entity and the bidders.	Immediate
6.	The Head Procurement and Disposal Unit should ensure that the Evaluation Committee members strictly adhere to the evaluation criteria in the bidding document in accordance with Section 71 (3) of the PPDA Act, 2003.	Continuous
7.	The Contract Manager should ensure that a provider meets all performance or delivery obligations in accordance with the terms and conditions of the contract in accordance with Regulation 53 (3) (a)(i) of the PPDA (Contracts) Regulation, 2014.	Immediate

**Annex 1: Summary of case by case**

**HIGH RISK CASES**

No.	Procurement Details	Reasons for high-risk rating
1.	<p>UBOS-DM&amp;PR/SUPLS/22-23/00331</p> <p>Procurement of Branded T-shirts and Corporate Shirts/blouses for GIS</p> <p>Request for Quotations</p> <p>Winifred Fashion Designer Limited</p> <p>UGX 13,500,000</p>	<p><b>Bidding</b></p> <ul style="list-style-type: none"> <li>• <b>Inadequate solicitation document;</b> the bid document did not avail technical specifications for the supplies. The Entity required branded T-shirts without the specification of size, colour, or required material of the t-shirts, shirts, or blouses. There was no basis of measure of whether deliverables were satisfactory or not.</li> <li>• <b>Low bidder participation;</b> Whereas the Contracts Committee approved three providers; Winifred Fashion Designers, Milkwell Ltd, and Smark Holdings Limited, there was no evidence to show that all three providers were invited to participate in the procurement process. As a result, only one bid was received.</li> </ul> <p><b>Evaluation</b></p> <ul style="list-style-type: none"> <li>• The best-evaluated bidder did not submit a detailed description of the kind of shirts they were to offer.</li> <li>• Technical evaluation was not carried out during evaluation since the document did not have a basis against which the evaluation could be carried out.</li> </ul>
2.	<p>UBOS-DSDC/SUPLS/22-23/00292</p> <p>Procurement of personal protective equipment for the mapping assistants</p> <p>Request for Quotations</p> <p>Together in one Traders</p> <p>UGX 24,160,000</p>	<p><b>Initiation</b></p> <p>Performance of function without delegation; Mr. Vitus Mulindwa Kato signed the procurement requisition forms (PP Form 5s) on behalf of the Accounting Officer without formal delegation.</p> <p><b>Bidding</b></p> <p>Inadequate solicitation document; the User Department did not develop technical specifications for the items; the Entity indicated the need for;</p> <ol style="list-style-type: none"> <li>a. 151 raincoats without stating colour, length, or retention capacity</li> <li>b. 151 umbrellas without stating colour, diameter, or length</li> <li>c. 151 black gumboots without stating sizes, material or length</li> </ol>

No.	Procurement Details	Reasons for high-risk rating
		<p><b>Evaluation</b> The BEB presented no evidence of past performance delivering similar items and was evaluated compliant.</p>

### MEDIUM RISK CASES

No.	Procurement Details	Reasons for medium risk rating
3.	<p>UBOS-DSDC/SRVCS/22-23/00221</p> <p>Provision of Media Management services for the national services delivery report</p> <p>Restricted Domestic Bidding</p> <p>Media Direction Uganda</p> <p>UGX 131,500,000</p>	<p><b>Evaluation</b> The experience of the BEB was limited as the company was incorporated on 14<sup>th</sup> July 2022 for a highly specialized procurement.</p> <p><b>Contract management</b> The Contract Manager Joshua Mubuliire was nominated on 1<sup>st</sup> September 2022 before the procurement commenced on 11<sup>th</sup> October 2022. Without an existing contract, it was unclear on what he was managing.</p>
4.	<p>UBOS-DSDC/SUPLS/22-23/00549</p> <p>Procurement of IP PBX Telephony</p> <p>Open Domestic Bidding</p> <p>MFI Document Solutions Ltd</p> <p>UGX 198,659,036</p>	<p><b>Initiation</b> <b>Delayed initiation of procurement process;</b> Whereas the procurement transaction was planned to start in January 2023, the procurement was initiated in February 2023.</p> <p><b>Contract management</b> Failure to enforce the contract by Contract Manager; whereas the contract GCC 12 stated date of delivery shall be 2 months from the day of contract signing (16<sup>th</sup> May 2023). The contract management plan prepared by the Contract Manager, Mr. Philip Arinaitwe stated that the contract start date was 14<sup>th</sup> June 2023 and the delivery date 26<sup>th</sup> June 2023.</p>

## LOW RISK CASES

No	Procurement Details	Reasons for low-risk rating
5.	UBOS-ADMIN/SUPLS/22-23/00883  Procurement for A4 Photocopying papers Restricted Domestic Bidding  Together in one Traders  UGX 196,003,100	<b>Low bidder participation;</b> whereas the Contracts Committee approved four providers; Chakim Ltd, Together in One Traders Ltd, Daxtine Company Ltd, and Lindros Investments Ltd, there was no evidence to show that all four providers were invited to participate in the procurement process. As a result, only two bids were received from Together in One Traders Limited and Chakim Limited
6.	UBOS-DSDC/SRVCS/22-23/00548  Procurement to manage engine service desk plus licenses  Request for Quotations  Africa Data Edge Limited  UGX 68,737,212	<b>Low bidder participation;</b> the Contracts Committee approved three bidders; Africa data Edge Ltd, Converge Systems Ltd, and Express Automation Ltd; there was no evidence that these were invited to participate in the procurement process As a result, only one bid was received.
7.	UBOS-HR/SUPLS/22-23/00108  Procurement of sugar, tea leaves and coffee for 3 months  Micro procurement  Shonia General Supplies  UGX 14,004,000	Performance of function without delegation; Mr. Vitus Mulindwa Kato signed the procurement requisition forms (PP Form 5s) on behalf of the Accounting Officer without formal delegation.
8.	Procurement for A4 Photocopying papers M/s Together in one Traders Request for Quotation  UGX 33,800,003	Performance of function without delegation; Mr. Vitus Mulindwa Kato signed the procurement requisition forms (PP Form 5s) on behalf of the Accounting Officer without formal delegation.
9.	UBOS-DLG/SUPLS/22-23/00734  Procurement for Printing of Village Registers	<b>Incomplete procurement file;</b> procurement process was allegedly halted however no evidence was availed to the auditors

No	Procurement Details	Reasons for low-risk rating
	Restricted Domestic Bidding Together in one Traders UGX 194,965,972	

**SATISFACTORY CASE**

No.	Procurement details	Amount (UGX)
10.	UBOS-DHR/SRVCS/21-22/0680 Procurement of Human Resource Information Management System Direct procurement Makerere University Council	520,000,000

**Annex 1: SAMPLE LIST FOR THE COMPLIANCE INSPECTION OF UBOS FOR THE FINANCIAL YEAR 2022/2023**

No.	Reference Number	Subject of Procurement	Method of procurement	Provider	Contract value (UGX)	Rating
1.	UBOS-DM&PR/SUPLS/22-23/00331	Procurement of Branded T-shirts and Corporate Shirts/blouses for GIS	Request for Quotations	Winifred Fashion Designer Limited	13,500,000	High
2.	UBOS-DSDC/SRVCS/22-23/00548	Procurement to manage engine service desk plus licenses	Request for Quotations	Africa Data Edge Limited	68,737,212	Low
3.	UBOS-DSDC/SRVCS/22-23/00221	Provision of Media Management services for the national services delivery report	Restricted Domestic Bidding	Media Direction Uganda	131,500,000	Medium
4.	UBOS-DSDC/SUPLS/22-23/00292	Procurement of personal protective equipment for the mapping assistants	Request for Quotations	Together in one Traders	24,160,000	High
5.	UBOS-HR/SUPLS/22-23/00108	Procurement of sugar, tea leaves and coffee for 3 months	Micro procurement	Shonia General Supplies	14,004,000	Low
6.	UBOS-DHR/SRVCS/21-22/0680	Procurement of Human Resource Information Management System	Direct procurement	Makerere University Council	520,000,000	Satisfactory
7.	UBOS-DSDC/SUPLS/22-23/00549	Procurement of IP PBX Telephony	Open Domestic Bidding	MFI Document Solutions Ltd	198,659,036	Medium
8.	UBOS-DLG/SUPLS/22-23/00734	Procurement for Printing of Village Registers	Restricted Domestic Bidding	Together in one Traders	194,965,972	Low
9.	UBOS-DLG/SUPLS/22-23/00734	Procurement for A4 Photocopying papers	Request for Quotations	Together in one Traders	33,800,003	Low
10.	UBOS-ADMIN/SUPLS/22-23/00883	Procurement for A4 Photocopying papers	Restricted Domestic Bidding	Together in one Traders	196,003,100	Low
				<b>Total</b>	<b>1,395,329,323</b>	

**Annex 2: Risk Rating Criteria**

<b>RISK</b>	<b>DESCRIPTION</b>	<b>AREA</b>	<b>IMPLICATION</b>
<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	<b>Planning:</b> Lack of initiation of procurements and confirmation of funds.	This implies committing the Entity without funds thereby causing domestic

RISK	DESCRIPTION	AREA	IMPLICATION
	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	<p><b>Bidding Process:</b> Deviations from standard procedures namely bidding periods, standard formats, use of PP Forms and records of issue and receipts of bids, usage of non-pre-qualified firms and splitting procurement requirements.</p>	arrears. This implies lack of efficiency, standardisation and avoiding competition.
	would normally be graded "medium" provided that there is sufficient evidence of "hands on management control and oversight" at an appropriate level of seniority.	<p><b>Procurement Structures:</b> Lack of procurement structures</p> <p><b>Record Keeping:</b> Missing Contracts Committee records and incomplete contract management records.</p> <p><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.</p>	<p>This implies lack of independence of functions and powers and interference in the procurement process.</p> <p>This implies that one cannot ascertain the audit trail namely; whether the necessary approvals were obtained in a procurement process.</p> <p>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.</p>
		<p>Failure by the Entity to incorporate in the solicitation document aspects of gender, social inclusion, environment, health and safety.</p> <p>Aspects of gender, social inclusion, environment, health and safety not covered by the contractor</p>	

RISK	DESCRIPTION	AREA	IMPLICATION
		during contract implementation.	
<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>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 signing the Ethical Code of Conduct	This leads to failure to 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.