



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

**COMPLIANCE INSPECTION REPORT FOR KISORO
MUNICIPAL COUNCIL FOR
THE FINANCIAL YEAR 2024/2025**

FEBRUARY 2026

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ACROYNMS

Cap	Chapter
CC	Contracts Committee
CIPS	Chartered Institute of Procurement and Supply Chain
CPAP	Continuous Positive Airway Pressure
Dr.	Doctor
ESHS	Environmental, Social, Health and Safety
FY	Financial Year
HC	Health Centre
KMC	Kisoro Municipal Council
LTD	Limited
No.	Number
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
SRVCS	Services
SUPLS	Supplies
TIN	Tax Identification Number
UGX	Uganda Shilling
URA	Uganda Revenue Authority
VAT	Value Added Tax
WRKS	Works

EXECUTIVE SUMMARY

The Public Procurement and Disposal of Assets Authority carried out the procurement and disposal compliance inspection exercise of Kisoro Municipal Council that covered a representative sample of nine procurement transactions worth UGX 459,671,682 during the Financial Year 2024/2025.

The overall objective of the Compliance Inspection exercise was to assess and establish the degree of compliance of Kisoro Municipal Council's procurement system and processes with the provisions of the PPDA Act, Cap. 205, the attendant PPDA Regulations and to assess the level of procurement performance over the period under review.

From the findings of the Compliance Inspection exercise, the performance of Kisoro Municipal Council for the Financial Year 2024/2025 was **satisfactory** with an overall weighted average risk rating of **23.9%**. The risk rating was weighted to determine the overall risk level of the Entity as detailed in Chapter 3 of this compliance inspection report.

Despite the moderately satisfactory performance, the Entity had the following anomalies:

1. Failure to implement 38% of the previous audit recommendations contrary to Section 10 (1) (a) of the PPDA Act, Cap. 205. Three out of eight previous audit recommendations issued to the Entity in the audit report for Financial Year 2022/23 were not implemented. Failure to implement audit recommendations compromises improvements of the procurement system and processes in the Entity;
2. The Municipal Council did not implement 21% of its procurement plan worth UGX 358,813,209, which denied delivery of services to the intended beneficiaries, non-realization of the Municipal Council's objectives and exposed the Entity to a risk of budget cuts;
3. The District Road User Committee retrospectively approved the road project's work plan on 11th October 2024, despite implementation starting on 17th July 2024, contrary to Clause 2.1 of the Ministry of Works and Transport Guidelines that necessitate prior approval. This raised the risk of misallocation of funds to non-prioritized roads that could result in domestic arrears;
4. Low bidder participation was found in five procurement transactions worth UGX 110,351,682, with an average of two bids per transaction, contrary to Section 49 of the PPDA Act, Cap. 205. Limited competition compromises the achievement of value-for-money in procurement processes;
5. Five procurement transactions worth UGX 10,320,000 were conducted outside the consolidated procurement plan contrary to Section 60 (10) of the PPDA Act, Cap. 205. This implies that the procurement plan was viewed merely as a compliance requirement rather than a strategic instrument for providing timely services to the community;
6. Failure to plan and initiate the disposal of obsolete assets contrary to Regulation 3 (2) of the PPDA (Disposal) of Public Assets Regulations 2023. This exposes the obsolete assets to risks such as damage, vandalism, theft, and further obsolescence;
7. Failure to implement safety requirements such as use of safety warning signage and personal protective equipment during plastering and office ceiling construction for Northern Division

(UGX 26,699,294) and the periodic maintenance of Chahi Road and Gatovu-Rwaramba Road, worth UGX 317,077,000, contrary to Section 66 of the PPDA Act, Cap. 205. Lack of proper safety measures increases the risk of accidents to the workers;

8. Lack of Contracts Committee approval for variations in the maintenance of 1.4Km Chahi Road contrary to Regulation 4 of the PPDA (Contracts) Regulations, 2023. Materials worth UGX 19,950,000 were procured and installed on 14th March 2025 before receiving authorization on 14th May 2025. This practice undermines procurement oversight and increases fraud risk;
9. Rodrisa Supplies Limited failed to deliver all items required under the supply of Medical Equipment contract worth UGX 135,620,000 contrary to Regulation 53 (3) (a) (i) of the PPDA (Contracts) Regulations 2023. Specifically, two Bubble CPAP Machines and two stopwatches worth UGX 1,980,000 were not delivered, which may disrupt healthcare services and negatively impact patient care and outcomes; and
10. The newly constructed staff house at Gisoro Primary School, worth UGX 35,725,468, was not in use due to the absence of a toilet facility. Procured items not in use due to missing components to make them functional could be a sign of poor planning and poor service delivery to users. Thus, compromising the achievement of value for money.
11. Progress reports for two road projects worth UGX 317,077,000 were missing essential details necessary for assessing performance in terms of cost, time, and quality contrary to Regulation 6 (5) (c) of the PPDA (Force Account Mechanism) Regulations 2014. This deficiency hinders decision-makers' ability to make timely interventions;
12. The Entity owned various untitled plots of land contrary to Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023. Untitled land increases the risk of land grabbing and theft by squatters if the land remains unregistered; and
13. Various movable assets lacked engraving or unique identification marks contrary to Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023. The absence of engraving increases the risk of theft and misplacement of these assets.

In light of the above findings and the Entity's management responses, Kisoro Municipal Council should implement the following recommendations

1. The Accounting Officer should:
 - (i) With the support of the Internal Audit Department, establish a robust mechanism to follow up, monitor and implement all audit recommendations within the specified time frame in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205;
 - (ii) Task the Heads of department and Procurement and Disposal Unit to review and update the procurement plan whenever necessary in accordance with Section 60 (7) of the PPDA Act, Cap. 205.

- (iii) Organize a supplier conference or baraza to engage prequalified firms and well-wishers for feedback on low bidder participation and develop strategies to improve competition by attracting more bidders;
 - (iv) Plan and conduct disposal of the obsolete assets identified by the Board of Survey in line with the disposal methods and procedures in accordance with Section 95 (1) of the PPDA Act, Cap. 205;
 - (v) Task contract managers to have contractors enforce Environmental, Social, Health, and Safety (ESHS) requirements as enshrined in the contract in line with Section 66 of the PPDA Act, Cap. 205;
 - (vi) Ensure that all contract variations are approved by the Contracts Committee before implementation, in accordance with the PPDA (Contracts) Regulations, 2023:
 - (vii) Ensure Rodrisa Supplies Limited delivers the pending medical equipment in accordance with Regulation 53 (3) (a) (i) of the PPDA (Contracts) Regulations 2023, or alternatively, use the Micro procurement method to procure the equipment from another supplier since the undelivered items had not been paid for;
 - (viii) Plan and allocate funds for the construction of a toilet facility to facilitate the use of the new 2-unit staff house at Gisoro Primary School;
 - (ix) Engrave all assets of the Council to ease their identification and tracking in accordance with Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023;
 - (x) Process land titles for all untitled Council land to ease identification and protection in accordance Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023; and
 - (xi) Ensure that the Road User Committee approves all road project work plans before implementation in accordance with the Ministry of Works and Transport Grant Implementation Guidelines 2024-2025.
2. The Procurement and Disposal Unit should:
- (i) Ensure that all procurement transactions conducted are within the procurement plan, except in emergencies, in accordance with Section 60 (10) of the PPDA Act, Cap. 205; and
 - (ii) Periodically review and update the list of pre-qualified providers to make it more competitive in accordance with Regulation 32 (3) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023.
3. The Contracts Committee should scrutinize all sections of the bidding documents for completeness and appropriateness before approving them for issue in accordance with Section 30 (e) of the PPDA Act, Cap. 205. Specific focus should be put on the accuracy and

completeness of the bid data sheet, statement of requirements, special conditions of contracts and use of appropriate evaluation methodologies among others.

4. The Force Account Managers should integrate Environmental, Social, Health, and Safety mitigation measures during the planning and implementation phases. Additionally, progress and completion reports should be enhanced to include detailed project information, such as material purchase dates, progress and percentages of work completed, verified by the Site Engineer.
5. The Works Department should implore contract supervisors to make sure that all construction staff members wear protective gear to avoid unnecessary accidents and protect the image of the Entity.

As the Accounting Officer, you are responsible for the overall procurement process in your Entity and are therefore required to ensure that the above recommendations and the specific actions listed under the action plan on **pages 24-26** of the report are implemented by the responsible persons within the specified period.

You are required to submit to the Authority a status of implementation of the recommendations within **four months** from the date of this letter. The Authority shall undertake a follow-up exercise on the implementation of these recommendations.

CHAPTER 1: INTRODUCTION

1.1 Background

The Public Procurement and Disposal of Public Assets Authority carried out a compliance inspection on the procurement and Disposal activities of Kisoro Municipal Council that covered a representative sample of nine procurement transactions worth 459,671,682 during the Financial Year 2024/2025. The exercise involved a review of the procurement system and procurement processes to establish compliance with the PPDA Act, Cap. 205 and attendant PPDA Regulations.

1.2 Objectives of the Compliance Inspection

The overall objective of the compliance inspection was to assess and establish the degree of compliance of Kisoro Municipal Council's procurement processes with the provisions of the PPDA Act, Cap. 205, attendant Regulations and assess the level of procurement performance in the inspection period.

The specific objectives were to:

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

1.3 Procurement structures

The key players in the procurement structure at Kisoro Municipal Council include the Town Clerk as Accounting Officer, the Contracts Committee, the Procurement and Disposal Unit and the User Departments.

(i) Accounting Officer

Section 28 (1) of the PPDA Act, Cap. 205 gives the Accounting Officer the overall responsibility for the successful execution of procurement, disposal and contract management in the Procuring and Disposing Entity. The Town Clerk, Mr. Alikwan Ayub Kisubi, was designated as the Accounting Officer of Kisoro Municipal Council during the Financial Year 2024/2025.

(ii) Procurement and Disposal Unit

Section 28 (1) (c) of the PPDA Act, Cap. 205 requires the Accounting Officer to establish a Procurement and Disposal Unit staffed at an appropriate level. Kisoro Municipal Council's Procurement and Disposal Unit was adequately staffed with a Senior Procurement Officer and a Procurement Officer during the Financial Year 2024/2025, as detailed in Table 1 below:

Table 1: Staff in the Procurement and Disposal Unit

No.	Name	Academic & Professional qualifications & certifications	Job title	Date of appointment in post	Years of experience at the Entity
1.	Ms. Getrude Ahimbisibwe	CIPS, Post Graduate Diploma in Procurement and Supply Chain Management, Bachelor's Degree in Procurement and Supply Chain Management	Senior Procurement Officer	7 th July 2021	4 years
2.	Mr. Daniel Mfitumukiza	Bachelor's Degree in Procurement and Logistics Management	Procurement Officer	20 th May 2025	6 months

(iii) Contracts Committee

The Permanent Secretary/Secretary to the Treasury (PS/ST), Ministry of Finance, Planning & Economic Development, approved the following Contracts Committee members, who also served during the audit period, as shown in Table 2 below:

Table 2: List of Contracts Committee members

No	Names of members	Designation	Role on the Committee	Appointment Date	Terms on the CC served
1.	Mr. Font Birungi	Principal Community Development Officer	Chairperson	10 th February 2023	1 st term
2.	Ms. Asumpta Mukankunsi	Ag. Senior Inspector of Schools	Secretary	10 th February 2023	1 st term
3.	Dr. Benon Nkomejimana	Principal Medical Officer	Member	10 th February 2023	1 st term
4.	Mr. Christopher Sebahire	Senior Assistant Engineering Officer	Member	10 th February 2023	1 st term
5.	Ms. Gloria Busingye	Senior Assistant Town Clerk-Central Division	Member	29 th September 2025	1 st term

1.4 Scope of the inspection

The Authority carried out the compliance inspection of the Kisoro Municipal Council from 22nd to 24th September 2025 focusing on procurement structures and performance. The inspection covered a representative sample of nine procurement transactions worth UGX 459,671,682 conducted during the Financial Year 2024/2025. However, two sampled transactions related to the construction of a staff house and the installation of solar street lights were not executed. The list of reviewed sampled transactions is contained in **Annex 1** and the analysis of the population and sample is detailed in Table 3 below:

Table 3: Analysis of procurement population and sample

No	POPULATION			SAMPLE		PERCENTAGE	
	Procurement Method	Value (UGX)	No	Value (UGX)	No	%Value	%No
1.	Direct Procurement	22497505	6	0	0	0%	0%
2.	Micro-Procurement	63,215,117	101	5,849,000	1	9%	1%
3.	Open Domestic Bidding	1,221,422,861	76	368,317,000	5	26%	6%
4.	Request for Quotation	8,135,450	6	85,505,682	3	47%	11%
	Total	1,378,943,791	189	459,671,682	9	27%	4%

1.5 Inspection Methodology

Kisoro Municipal Council was notified about the inspection exercise on **12th September 2025**. A sample of nine procurement transactions worth UGX 459,671,682 was selected based on stratified random sampling using Contracts Committee minutes, the contracts register, and monthly procurement and disposal reports. The team also reviewed the procurement and disposal plan for the Financial Year 2024/2025. The inspection commenced on **22nd September 2025**.

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

A debrief meeting was held on 24th September 2025 to clear all pending issues that arose during the inspection with the Municipal Council's management and staff before the inspection team could embark on the preparation of the management letter. The team prepared the management letter, which was sent to the Municipal Council on 14th November 2025, with a request to submit a management response by 28th November 2025. The Municipal Council submitted its response on 27th November 2025.

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

CHAPTER TWO: FINDINGS AND RECOMMENDATIONS OF THE AUTHORITY

This section presents the key findings arising from the audit based on the specific objectives of the exercise.

2.1 COMPLIANCE WITH THE PPDA ACT, CAP. 205, REGULATIONS REGARDING THE PERFORMANCE OF THE PROCUREMENT STRUCTURES AND CONDUCT OF PROCUREMENT PROCESSES

The following anomalies were found:

2.1.1 Non-Implementation of 38% Previous PPDA Audit Recommendations

Kisoro Municipal Council was issued its audit report for the FY 2022/2023 on 4th April 2024 and out of eight recommendations that were made, three recommendations (38%) were not implemented contrary to Section 10 (1) (a) of the PPDA Act, Cap. 205, The unimplemented recommendations are detailed in Table 4 below:

Table 4: Unimplemented previous PPDA recommendations

No	Recommended Action
1.	The Accounting Officer should organize a bidder conference to attract new bidders to the Council and provide reassurance to existing bidders that procurement processes are fair, transparent, and conducted competitively.
2.	The Procurement and Disposal Unit should regularly review the implementation of the procurement plan and update it whenever necessary.
3.	User Departments should initiate disposal proceedings for all the obsolete items identified by the Board of Survey in accordance with Regulation 3 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023.

Implication

Non-implementation of audit recommendations raises concerns about the Entity's commitment to improving its procurement processes, addressing identified risks, and ensuring accountability.

Management response

Management acknowledged the query and pledged to improve.

Recommendation

The Accounting Officer, with the support of the Internal Audit Department, should establish a robust mechanism to follow up, monitor and implement all audit recommendations within the specified time frame in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205.

2.1.2 Non-Implementation of 21% of the Procurement Plan.

A review of the Kisoro Municipal Council's procurement plan and monthly reports by the Authority revealed a procurement plan implementation rate of 79% for Financial Year 2024/2025. Although the Council had planned procurements worth UGX 1,737,757,000, procurements worth UGX 1,378,943,791 were conducted, leaving a variance of UGX 358,813,209 (21%) unimplemented as detailed in Table 5 below:

Table 5: Procurement plan implementation rate

Total procurement plan value inclusive VAT (UGX)	1,737,757,000
Total procurement spend value inclusive VAT (UGX)	1,378,943,791
Procurement Plan Implementation Rate	79%
Procurement Plan Implementation Variance (UGX)	358,813,209

The Authority further found that the above performance could be partially attributed to the following issues;

a) Procuring outside the plan

Five procurement transactions worth UGX 10,320,000 were conducted outside the consolidated procurement plan for the Financial Year 2024/2025, contrary to Section 60 (10) of the PPDA Act, Cap. 205, which requires that all procurements conducted are within the procurement plan unless an emergency arises. Procurements conducted outside the procurement plan are detailed in Table 6 below:

Table 6: Procurements conducted outside the procurement plan

No.	Subject of Procurement	Amount (UGX)
1.	Purchase of Council Hall curtains and fixing them	3,300,000
2.	Fencing land near the Jaguar bus terminal	250,000
3.	Purchase of trees for the northern division offices compound	100,000
4.	Supply of piglets	4,320,000
5.	Trimming of flowers and cutting grasses in the Central & Northern Division	2,350,000
Total		10,320,000

Implications

- Procuring outside the plan compromises the effectiveness of procurement planning and potentially diverts resources to non-essential activities, which could also result in domestic arrears.
- The procurement plan is treated as a mere compliance requirement, rather than a strategic tool for delivering timely and essential services to the community.

Management Response

Management acknowledged the query and pledged to regularly update the Procurement Plan and sensitize every stakeholder in the procurement process on their responsibilities and the latest government reforms.

Recommendations

The Authority noted the Entity's response and recommends that;

1. The Accounting Officer should ensure that all procurement transactions conducted are within the procurement plan, except in emergencies, in accordance with Section 60 (10) of the PPDA Act, Cap. 205.
2. User Departments should regularly review and update their procurement plans whenever necessary and submit them to the Procurement and Disposal Unit for consolidation and approval before implementing any changes in accordance with Section 60 (7) of the PPDA Act, Cap. 205.

b) Procurements not implemented

Kisoro Municipal Council did not implement eleven planned procurements worth UGX 338,500,000 contrary to Section 60 (2) of the PPDA Act, Cap. 205, which requires entities to plan their procurement and disposal transactions rationally. These procurements are as detailed in Table 7 below:

Table 7: Unimplemented procurements

No.	Subject of Procurement	Estimated cost (UGX)
1.	Titling land	10,000,000
2.	Supply of pedestrian roller	15,000,000
3.	Repair of toilets at Rusiza	2,000,000
4.	Purchase of uniforms	2,500,000
5.	Purchase of a safe	4,000,000
6.	Maintenance of Municipal Administration Block	50,000,000
7.	Garbage skips	5,000,000
8.	Garbage dumping site improvement	20,000,000
9.	Consultation Services/Valuation of properties	30,000,000
10.	Construction of staff house	150,000,000
11.	Installation of solar street lights	50,000,000
TOTAL		338,500,000

Implication

Failure to implement planned procurements denies delivery of services to the intended beneficiaries and exposes the Entity to the risk of budget cuts in subsequent periods due to non-performance, thus failure to meet planned objectives.

Management response

Management acknowledged the query, citing budget constraints and pledged to update the procurement plan going forward.

Authority's comment

The Authority noted the Entity's response that the above 11 procurements couldn't be implemented due to budget cuts. However, no evidence of funds that were released to the Entity was submitted for verification.

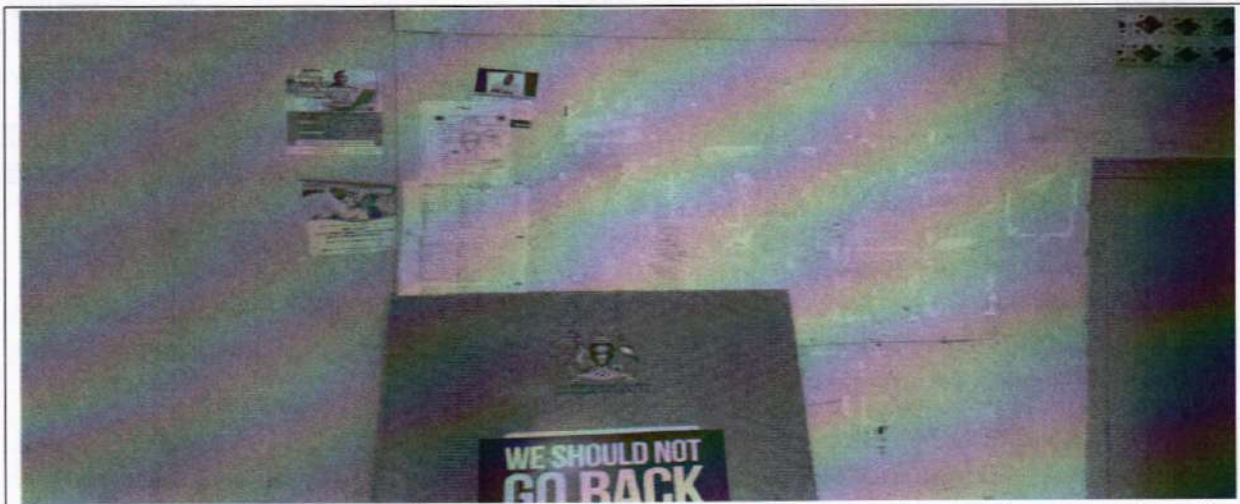
Recommendation

The Accounting Officer should ensure that all planned procurements are executed and where there are any changes or budget constraints, the User Departments and Procurement and Disposal Unit should review and update the procurement plan in accordance with Section 60 (7) of the PPDA Act, Cap. 205 to ensure improved performance.

2.1.3 Lack of a procurement noticeboard

Kisoro Municipal Council did not have a procurement noticeboard; instead, procurement notices and plans were displayed on the walls of the administration block, contrary to Regulation 17 (1) of the PPDA (Procuring and Disposing Entities) Regulation, 2023, which requires entities to have a notice board in a freely accessible location for displaying procurement-related information.

Figure 1: Wall where procurement notices are pinned



The above photo, taken on 23rd September 2025, shows the procurement notices pinned on the wall.

Implication

Displayed notices can be damaged or even plucked off, which in turn denies potential bidders and the public access to information.

Management Response

Management acknowledged the query and pledged to include a labelled procurement notice board that will be used purposely for PDU-related notifications in the budget for the Financial Year 2026/2027.

Recommendation

The Accounting Officer should provide a labeled noticeboard designated strictly for displaying procurement and disposal-related communications only, with unlimited public access to it in accordance with Regulation 17 (1) of the PPDA (Procuring and Disposing Entities) Regulation 2023.

2.1.4 Use of ambiguous specifications and bills of quantities

The specifications and bills of quantities used in the construction of an incinerator at Zindiro Health Centre III, worth UGX 23,080,920, were unclear and ambiguous, contrary to Regulation 35(2) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023, which requires specifications to be complete, precise, and unambiguous.

Specifically, the Chain link gauge was specified as heavy instead of providing the gauge size, and the Supervision and monitoring component did not have a breakdown of the activities to be conducted in the Bills of Quantities (BOQs).

Implication

Ambiguous specifications and bills of quantities can lead to non-responsive bids, unnecessary reviews, and failure to meet procurement objectives.

Management response

Management acknowledged the query and pledged to ensure that User Departments prepare specifications and bills of quantities jointly with the Procurement and Disposal Unit.

Recommendation

The Procurement and Disposal Unit should guide User Departments on the preparation of specifications and bills of quantities that are complete, clear, and precise in accordance with Section 35 (h) of the PPDA Act, Cap. 205.

2.1.5 Poorly drafted solicitation documents

Two procurement transactions worth UGX 58,806,388 had poorly drafted solicitation documents with outdated eligibility criteria, unnecessary documentation requirements, incomplete bid validity details, and unclear Environmental Safeguard requirements.

This was contrary to Regulation 44 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023, which requires bidding documents for works to specify instructions to bidders, evaluation methodology and criteria, statement of requirements including design, specifications, bill of quantities, and execution schedule, environmental protection and social inclusion requirements, and contract terms and conditions. Details of the inadequate requirements are indicated in Table 8 below:

Table 8: Procurements with poorly drafted solicitation documents issued

No.	Subject of procurement	Amount (UGX)	PPDA Findings
1.	Construction of an incinerator at Zindiro Health Centre III	23,080,920	<p>Outdated eligibility criteria A VAT registration certificate was required, yet it's no longer necessary according to PPDA Circular No. 1 of 2015. A TIN Registration Certificate and Tax Clearance Certificate are sufficient and the VAT certificate is no longer being issued by the tax regulatory body.</p> <p>Unnecessary Documentation Prequalified bidders were required to resubmit certificates of registration, despite their eligibility already being verified during prequalification.</p> <p>Inadequate Tax Compliance eligibility document The Entity required Bidders to submit a copy of a Tax clearance certificate addressed to the Kisoro Municipal Council for the previous financial year instead of the one for the year in which bidding was done. This may lead to the award of a contract to non-tax compliant bidder.</p> <p>Bid Validity The date up to which the bid would be valid was not stated. Instead, the period was stated AS 190 days contrary to Regulation 62(1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and</p>

No.	Subject of procurement	Amount (UGX)	PPDA Findings
			<p>Non-Consultancy Services) Regulations, 2023.</p> <p>Inadequate ESHS Risk Assessment in the bidding document Specific environmental and social risks were not stated in the solicitation document, making it difficult for bidders to prepare an effective Environment and Social Management Plan.</p> <p>Unclear Requirements for Environmental Safeguards Bills of Quantity required to plant tree seedlings and grass as part of the Environment and Social Safeguards. However, the type and quantities of trees and grass to be planted were not specified, making it challenging for bidders to accurately quote for these items.</p> <p>Unclear tree seedling maintenance requirements Bidders were also required to maintain tree seedlings during the defect liability period. The activities to be conducted during the defect liability period for tree seedlings were not specified, and the maintenance of planted grass was not mentioned.</p>
2.	Completion of the Gisoro Primary School staff house	35,725,468	<p>Equipment requirements were not aligned with the scope of work The bidding document required bidders to have specific equipment (Tippertruck, concrete mixer, and a vibrator) to execute the works. However, the Bills of Quantity were primarily for works that involved installation, finishing, and minor construction activities that did not require such equipment.</p> <p>Outdated eligibility criteria A VAT registration certificate, which is no longer necessary according to PPDA Circular No. 1 of 2015, was required from bidders. A TIN Registration Certificate and a Tax Clearance Certificate are sufficient.</p> <p>Unnecessary Documentation Prequalified bidders were required to resubmit certificates of registration, despite their eligibility already being verified during prequalification.</p> <p>Inadequate Tax Compliance eligibility document The bidding document required bidders to submit a copy of a Tax clearance certificate addressed to the</p>

No.	Subject of procurement	Amount (UGX)	PPDA Findings
			<p>Kisoro Municipal Council for the last financial year instead of the current financial year in which bidding took place.</p> <p>Incomplete bid validity details The exact date of the bid validity expiry was not stated, as the document referred to a validity of 190 days.</p> <p>Inadequate ESHS Risk Assessment in the bidding document The bidding document lacked specific environmental and social risks, making it challenging for bidders to prepare an effective Environment and Social Management Plan.</p> <p>Unclear Requirements for Tree Seedlings Bidders were required to plant six tree seedlings as part of the Environmental Safeguards. However, the type of trees to be planted was to be determined by the Senior Environment Officer. Bidders will unlikely be able to accurately quote for the tree seedlings to be planted.</p>
Total		58,806,388	

Implication

There is a risk of bidders preparing non-responsive bids, resulting in procured items that do not meet user requirements.

Management response

Management explained that most of its contracts are VAT inclusive. They referenced a PPDA audit query in 2020 for paying VAT to a non-VAT-registered company, prompting them to include VAT registration as eligibility criteria. Management requested PPDA guidance and training for stakeholders on bidding document preparation to prevent future regulatory issues.

PPDA Comment

The Authority acknowledged management's response and noted that whereas the Entity was queried by the Authority in an audit conducted in 2020 for paying VAT to a non-VAT registered Company, the Entity's decision to seek a VAT registration certificate from bidders was contrary to the guidance given in Circular No. 1 of 2015 on the same. and reiterated that:

1. The VAT registration certificate was phased out by URA in September 2015 and the Authority in its Circular No. 1 of 2015 dated 17th September 2015 advised Entities not to make VAT registration a requirement in the bidding process but rather seek from bidders a TIN Registration certificate and Tax Clearance Certificate as sufficient proof of compliance that the bidder has fulfilled the obligation to pay taxes.
2. The Entity failed to respond to the other inadequacies noted in the bidding documents, including the requirement that pre-qualified bidders resubmit previously verified registration certificates, the omission of precise bid-validity expiry dates, the requirement for tax-clearance certificates

for the previous financial year, unrequired heavy-equipment requirements and the insufficient specification of tree-seedling and grass-maintenance obligations. Consequently, the query was maintained.

Recommendations

1. The Procurement and Disposal Unit should ensure that all solicitation documents are comprehensively prepared with all requirements clearly specified and aligned to the procurement needs in accordance with Regulation 44 of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023.
2. The Contracts Committee should scrutinize all sections of the bidding documents for completeness and appropriateness before approving them for issue in accordance with Section 30 (e) of the PPDA Act, Cap. 205.
3. The Accounting Officer should write to the Authority requesting for capacity building training for stakeholders on bidding document preparation.

2.1.6 Low bidder participation

There was low bidder participation in five procurement transactions worth UGX 110,351,682, with an average of two bids received, contrary to Section 49 of the PPDA Act, Cap. 205 that emphasizes the need to maximize competition in all procurement and disposal processes to achieve value for money. Details of procurements with low bidder participation are stated in Table 9 below;

Table 9: Procurements with low bidder participation

No	Subject of procurement	Amount (UGX)	Method of procurement	No. of prequalified bidders per category	Minimum number of providers to be shortlisted for the procurement method	Number of bidders invited	No. of bids received
1.	Completion of the Gisoro Primary School staff house	35,725,468	Request for Quotation	11	6	6	2
2.	Plastering and office ceiling construction for the Northern Division	5,849,000	Micro procurement	11	3	3	2
3.	Construction of an incinerator at Zindiro Health Centre III	23,080,920	Request for Quotation	11	3	1	1
4.	Completion of Council Hall (Floor and Painting Internally of the Council Hall	26,699,294	Request for Quotation	11	6	6	2
5.	Supply of fuel for periodic maintenance of the Gatovu-Rwaramba Road	18,997,000	Framework	1	NA	Open to all	1
Total		110,351,682				Average bids.	2 bids

Implication

Low bidder participation could be a sign of bidder collusion, lack of information to bidders and subjective award of tenders.

Management Response

Plastering and office ceiling construction in the Northern Division complied with PPDA regulations by comparing multiple quotations. The completion of the Council Hall utilized direct procurement for continuity. Management acknowledged the need for bidder sensitization.

PPDA Comment

The Authority acknowledged management's response. However, there was no evidence submitted to the Authority for verification. Therefore, the query was maintained.

Recommendation

- i. The Accounting Officer should organize a supplier conference or baraza to engage prequalified firms and well-wishers for feedback on low bidder participation and develop strategies to improve competition by attracting more bidders;
- ii. The Procurement and Disposal Unit should ensure that at least the minimum number of six providers are shortlisted and issued with bid invitations in accordance with Regulation 32 (3) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 and there should evidence of receipt of invitation from the shortlisted bidders

2.1.7 Delay in bidding process

The Procurement and Disposal Unit delayed by 52 working days to start the bidding process for the construction of an incinerator at Zindiro HC III. Although the Accounting Officer confirmed funding and approved the procurement on 23rd October 2024, the bid invitation was issued on 17th January 2025. This was contrary to Section 51 of the PPDA Act, Cap. 205 that emphasizes the need to maximize efficiency in all procurement and disposal processes to achieve value for money.

Implication

Delays in the bidding process may affect the timely completion of the incinerator construction, ultimately impacting the health facility's waste management capabilities.

Management response

Management acknowledged the delay and attributed it to understaffing in the PDU, particularly because the sole staff member was on maternity leave. Management pledged to improve since a new employee had been recruited to assist with procurement activities.

Recommendation

The Procurement and Disposal Unit should ensure that each stage of the procurement process is completed efficiently, in accordance with Section 51 of the PPDA Act, Cap. 205.

2.1.8 Assets Management

The audit revealed the following exceptions:

a) Failure to title land

Kisoro Municipal Council owned various untitled plots of land contrary to Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023, which requires the Accounting Officer to review all assets of the Council annually. The untitled land is detailed in Table 10 below:

Table 10: Untitled land

S/N	Land Location	Current activity	Issue observed
1.	Housing Estate and COPE Centre along Rukeribuga Road	Vacant	Untitled land
2.	Garbage site- Nyakabande Sub-County	Proposed landfill	Untitled land
3.	Public open space on Gasasira Road	Farming	Untitled land
4.	Northern Division Offices along Mutolere Road, Kamonyi Village	Office	Untitled land
5.	Land at the sewage treatment plant-Sesame	Vacant	Untitled land
6.	Market with Lock-ups along Muhabura Road	Trade	Untitled land
7.	Slaughterhouse at Kisoro Main Market	Abattoir	Untitled land
8.	Public toilet at Rusiza Market – Muhabura Road	Public toilet	Untitled land

Furthermore, the Board of Survey report lacked details on the date of acquisition of these plots and their title deed numbers, making identification of the land difficult, contrary to the above PPDA Regulation.

Implication

This implies that the Council's land is susceptible to grabbing and theft by squatters if it remains surveyed.

Management Response

Management acknowledged the query and confirmed the land titling process was underway.

Recommendation

The Accounting Officer should ensure that land titles are processed for all untitled Council land to ease identification and protection.

b) Engraving of Kisoro Municipal Council's assets

The Board of Survey report for the Financial Year 2023/2024 revealed that various movable assets belonging to Kisoro Municipal Council, such as furniture and ICT equipment, were neither engraved nor labeled with a unique identification mark contrary to Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023 which states that the Accounting Officer should review all assets of the Council annually to identify obsolete assets. The assets that require engraving are detailed in Table 11 below:

Table 11: Assets that require engraving

S/N	Location	Asset Description	Quantity
1.	Town Clerk's Office	Chairs	6
		Tables	2
		Cupboards	1
		Visitor's seat	2

S/N	Location	Asset Description	Quantity
		Cabinets	1
2.	Deputy Town Clerk's Office	Chairs	3
		Wall clock	1
		Office desk	1
3.	Internal Audit	Chairs	3
		Office desk	3
		Printer	1
		Cupboard	1
4.	Health and Environment	Not all assets in this office were engraved.	
5.	Environment Office		
6.	Treasurer Office		
7.	Public Library		
8.	Production and Marketing		
9.	Education Department		
10.	Mayor's Office		
11.	Southern Division		
12.	Northern Division		

Implication

Unengraved assets of the Council are prone to theft and misplacement since they cannot be easily identified tracked and traced. This compromises accountability of public assets.

Management Response

Management acknowledged the query and was engraving all the assets in a phased manner.

Authority's comment.

The Authority acknowledged the Entity's response; however, no evidence was provided to show that engraving work was being done in a phased manner.

Recommendation

The Accounting Officer should ensure that all assets of the Council are engraved to ease their identification and tracking thus improving the accountability of public assets.

2.2 COMPLIANCE OF THE MUNICIPAL COUNCIL'S DISPOSAL PROCESSES WITH THE PROVISIONS OF THE PPDA ACT, CAP. 205 AND PPDA (DISPOSAL) REGULATIONS, 2023

The following anomalies were found:

2.2.1 Failure to plan for and carry out disposal

Whereas the Board of Survey identified several assets for disposal, including motor vehicles, old garbage skips, and metallic doors, the Entity neither planned for nor commenced on the disposal of obsolete assets contrary to Regulation 3 (2) of the PPDA (Disposal) of Public Assets Regulations 2023. The details of the assets due for disposal are provided in Table 12 below:

Table 12: Obsolete assets recommended for disposal

S/N	Asset Description	Quantity
1.	Pick Up Truck Registration No. UAF 492G	1
2.	Plastic water tanks	1
3.	Wash hand basin	1
4.	Metallic doors	1
5.	An assortment of vehicle parts and old wheelbarrows	Several
6.	Old Computer Parts (Monitors)	2
7.	Type writer	1
8.	Grounded vehicle Reg. No. UG2226R was donated by the Ministry of Local Government in 2021	1
9.	Solar power inverters at Zindiro Health Centre III	3
10.	Old Garbage Skips	3

Below is one of the obsolete vehicles due for disposal.

Figure 2: Obsolete vehicles due for disposal



Figure 2: Picture showing obsolete vehicles at the Kisoro Council Municipal Council headquarters. The picture was taken on 23rd September 2025.

Implication

Obsolete assets are vulnerable to damage, vandalism, obsolescence, theft, destruction and further loss of value, thereby denying the Entity achievement of value for money as funds are held up in these assets.

Management response

Management acknowledged the query and pledged to improve.

Recommendation

The Accounting Officer should plan and conduct disposal of the obsolete assets identified by the Board of Survey in line with the disposal methods and procedures in accordance with Section 95 (1) of the PPDA Act, Cap. 205.


2.3 EFFICIENCY AND EFFECTIVENESS IN CONTRACT IMPLEMENTATION INCLUDING THE APPLICATION OF ENVIRONMENTAL, SOCIAL, HEALTH AND SAFETY (ESHS) REQUIREMENTS IN THE PROCUREMENT PROCESS


The following anomalies were found:

2.3.1 Non-implementation of Environmental, Social, Health and Safety requirements

Kisoro Municipal Council failed to implement Health and Safety requirements in two procurement transactions worth UGX 343,776,294, contrary to Section 66 of the PPDA Act, Cap. 205 which emphasizes sustainable procurement. The construction sites were missing safety signage and workers were not equipped with necessary personal protective gear, such as reflectors, helmets, gumboots, and gloves as detailed in Table 13 below:

Table 13: Procurements with ESHS Safeguards not implemented

No	Subject of procurement	Amount UGX	PPDA Finding
1.	Plastering and office ceiling construction for Northern Division	26,699,294	 <p>The above pictures extracted from the completion report dated 21st August 2024 and reviewed by the Authority on 23rd September 2025 show construction workers on site working without wearing any personal protective gear.</p>

No	Subject of procurement	Amount UGX	PPDA Finding
2.	Periodic maintenance of Chahi Road and Gatovu-Rwaramba Road,	317,077,000	 <p>The above pictures show road construction workers on site without protective gear.</p>
Total		343,776,294	

Implication

This increases the risk of accidents on the construction site.

Management Response

Management acknowledged the query and pledged to improve.

Recommendation

Contract supervisors should ensure that all construction staff members wear protective gear to avoid unnecessary accidents and protect the image of the Entity.

2.3.2 Road Maintenance Grant Utilization

The Government of Uganda allocated a UGX 1,000,000,000 road maintenance grant to each district, city, and municipality to address the road maintenance backlog. The grant, guided by the Ministry of Works and Transport Grant Implementation Guidelines 2024-2025, covers routine mechanized maintenance activities, including grading, gravelling, culvert procurement, and drainage repair. The grant can also fund other road improvement activities.

Works are to be implemented using the Force Account Mechanism, utilizing district-owned equipment, and adhering to PPDA Regulations and Ministry guidelines, without contractor involvement.

Kisoro Municipal Council was a beneficiary of the road maintenance grant during the Financial Year 2024/2025. The Council planned and spent the grant through periodically maintaining, including gravelling 10.09km on 11 municipal roads worth UGX 846,424,500, routine mechanized maintenance of 6.53km on 10 municipal roads worth UGX 35,575,501 and other expenses worth UGX 118,000,000 as detailed in Table 14 below;

Table 14: Planned force account road works conducted

Periodic Maintenance, including gravelling			
SN	Road Name	Distance (Kms)	Amount (UGX)
1.	Gishegera road	1.50	80,026,000
2.	Senyabugunzu road	0.77	62,575,500

Periodic Maintenance, including gravelling			
SN	Road Name	Distance (Kms)	Amount (UGX)
3.	Chahi road	1.40	188,264,000
4.	Kibande road	0.70	46,892,500
5.	Mateke Street	0.45	44,524,500
6.	Bikoro road	1.00	73,123,500
7.	Gasasira road	0.60	44,524,500
8.	Rukeribuga	0.77	70,832,000
9.	Gatovu-Rwaramba	1.20	128,813,000
10.	Chuhu road	1.40	72,924,500
11.	Camp road	0.30	33,924,500
Total		10.09	846,424,500
Routine Mechanised Maintenance			
SN	Road Name	Distance (Kms)	Amount (UGX)
1.	Busamba road	1.00	5,447,175
2.	Teddy Nteziryayo (Kabaya)	1.11	6,046,364
3.	Bitunguramy road	0.77	4,194,325
4.	Bazanyamaso road	0.30	1,634,153
5.	Mugindi road	0.27	1,476,184
6.	Pentecostal road	0.39	2,124,398
7.	Bakenga road	0.35	1,906,511
8.	Circular road	0.34	1,852,040
9.	Ndikuyeze road	0.50	2,723,588
10.	Nyagashinge road	1.50	8,170,763
Total		6.53	35,575,501
Other expenses			
1.	Maintenance and repairs of vehicles and road equipment	NA	50,000,000
2.	Pothole patching of paved roads & Other emergencies	NA	36,000,000
3.	Office operations	NA	32,000,000
Total			118,000,000

The Authority audited road works for two road projects worth UGX 317,077,000 implemented using the Force Account Mechanism, shown in Table 15 below:

Table 15: Force account road works audited

No	Road Name	(Kms)	Amount (UGX)
1.	Periodic Maintenance, including gravelling of Chahi Road	1.40	188,264,000
2.	Periodic Maintenance, including gravelling of Gatovu-Rwaramba	1.20	128,813,000

No	Road Name	(Kms)	Amount (UGX)
Total			317,077,000

The Authority audited the procurement procedures followed to procure supplies of lava ash and murrum on Chahi Road and the supply of murrum and fuel for the periodic maintenance of Gatovu-Rwaramba Road.

The Authority found the following anomalies in the grant utilization;

a) Retrospective approval of the road project's work plan by the District Road Committee

The road project's work plan was approved retrospectively by the District Road User Committee on 11th October 2024, after project implementation had commenced on 17th July 2024, contrary to Clause 2.1 of the Ministry of Works and Transport Grant Implementation Guidelines 2024-2025, which requires work plans to be approved by the District Road Committee before project implementation begins. Furthermore, the work plan copy submitted to the audit team was unsigned by the Road User Committee.

Implication

Implementation of road works before approval of the road project workplan by the District Road User Committee could result in the misallocation of funds to non-prioritized roads, resulting in domestic arrears.

Management response

Implementation of road maintenance works is usually done before the approval of the District Roads Committee due to the delays or no sittings at all to discuss and approve Workplans and yet the department has deadlines to hit as per the Ministry of Works and Transport guidelines.

Authority's comment

The Authority acknowledged the Entity's response. However, there was no evidence to show that the road project work plan had been submitted to the District Road User Committee in time for approval and the Committee delayed to consider it.

Recommendation

The Accounting Officer should ensure that all road project work plans are approved by the Road User Committee before implementation of any roads works in accordance with the Ministry of Works and Transport Grant Implementation Guidelines 2024-2025.a

b) Inadequate progress and completion reports

Progress reports prepared by the Project Managers lacked essential details required to assess the project's performance in terms of cost, time, and quality in accordance with Regulation 6 (5) (c) of the PPDA (Force Account Mechanism) Regulations 2014. Specifically, the reports did not include key information such as planned project costs, actual project costs, details of personnel on site, physical progress per activity, equipment mobilization, work programme, quality control measures, including tests undertaken, and dates when works were conducted.

Implication

Inadequate details in progress reports provide insufficient information to decision-makers to make timely interventions.

Management Response

Management acknowledged the query and pledged to improve.

Recommendation

The Force Account Managers should improve the quality of the progress and completion reports by including relevant details like actual costs incurred, level of mobilisation, project work program, quality control measures, among others.

c) Issuance of contract amendments without prior approval of the Contracts Committee

Additional materials for the periodic maintenance of 1.40km Chahi Road, including 40 trips of volcanic ash, 35 trips of murrum, and two extra lines of culverts, were procured and used without prior approval from the Contracts Committee. The Committee approved the supply of these materials on 14th May 2025, two months after the work was completed on 14th March 2025. Notably, there was no approval for the additional line of culverts.

This was contrary to Regulation 4 of the PPDA (Contracts) Regulations, 2023, which states that a contract amendment shall not be issued to a provider without obtaining the approval of the Contracts Committee.

Implication

Issuance of contract amendments before Contracts Committee approval may result in legal reputational challenges to the Entity in case of any conflict with the Contractors and could also expose the Entity to fraud and risk of not achieving value for money.

Management Response

Management acknowledged the query and pledged to improve.

Recommendation

The Accounting Officer should ensure that all contract variations are approved by the Contracts Committee before implementation, in accordance with the PPDA (Contracts) Regulations, 2023.

2.3.3 Non-Delivery of Medical Equipment

The audit revealed non-delivery of items under the Supply of Medical Equipment contract with Rodrisa Supplies Limited, worth UGX 135,620,000, contrary Regulation 53 (3) (a) (i) of the PPDA (Contracts) Regulations 2023 that requires a Contract Manager to ascertain that the provider meets all the performance or delivery obligations in accordance with the terms and conditions of the contract. Specifically, two Bubble CPAPs worth UGX 1,960,000 and two stopwatches worth UGX 20,000 were not delivered.

Implication

Non-delivery of medical equipment may disrupt healthcare services, compromising patient care and outcomes.

Management Response

Management acknowledged the query and explained that the two items were out of stock, but noted that the remaining budget would cater for these unsupplied items.

Recommendation

The Accounting Officer should ensure that Rodrisa Supplies Limited delivers the outstanding equipment promptly in accordance with Regulation 53 (3) (a) (i) of the PPDA (Contracts) Regulations 2023 or explore the use of Micro procurement method to engage another prequalified supplier to deliver the equipment since the items had not been paid for.

2.3.4 Procured items not in use

The audit revealed that the 2-unit staff house at Gisoro Primary School, worth UGX 35,725,468, was not in use due to the lack of a toilet facility, which was excluded from the construction contract. According to the Accounting Officer, the Council plans to construct a pit latrine in the current financial year to make the staff house operational. As of the physical verification conducted on 23rd September 2025, the facility remained idle, as shown in Figure 3:

Figure 3: Newly constructed 2-unit staff house at Gisoro Primary School that is not in use



The picture above shows the newly constructed 2-unit staff house at Gisoro Primary School not in use. The house lacked a toilet facility to enable it to function.

Implication

This delays utilization and use of the staff house by the would-be beneficiaries and exposes it to early deterioration and compromises the achievement of value for money.

Management Response

Regarding the Municipal budget, most of our projects are phased due to limited funding. However, a VIP Latrine was incorporated in the current budget and the procurement process is already underway.

Recommendation

The Accounting Officer should ensure that a toilet facility is constructed quickly to enable the use of the newly constructed 2-unit staff house at Gisoro Primary School.

CHAPTER THREE: OVERVIEW OF THE PERFORMANCE OF THE ENTITY

3.1 Overall compliance inspection conclusion

The performance of Kisoro Municipal Council for the Financial Year 2024/2025 was **satisfactory**, with an overall weighted average risk rating of **23.9%**

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 16 below:

Table 16: Summary of performance of Kisoro Municipal Council

Risk category	No	No. %	Value	Value %	Weights	Total weighted Average	
						By No.	By Value
High	2	22	58,806,388	13	0.6	13.2	7.8
Medium	1	11	5,849,000	1	0.3	3.3	0.3
Low	1	11	135,620,000	30	0.1	1.1	3
Satisfactory	5	56	259,396,294	56	0	0	0
Total	9	100	459,671,682	100	1	17.6	11.1

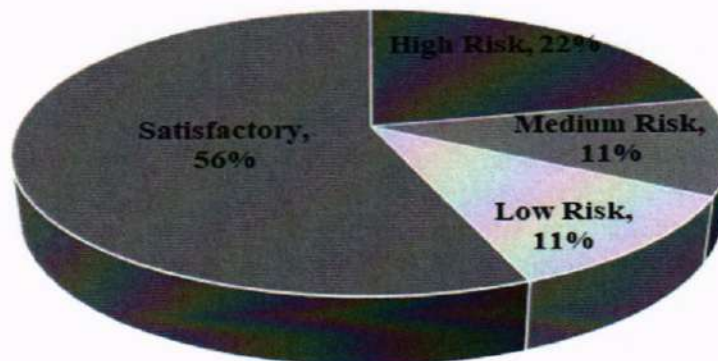
$$\text{Performance by Number} = \frac{17.6 \times 100}{60} = 29.3$$

$$\text{Performance by Value} = \frac{11.1 \times 100}{60} = 18.5$$

$$\text{The average weighted risk rating} = \frac{29.3 + 18.5}{2} = 23.9\%$$

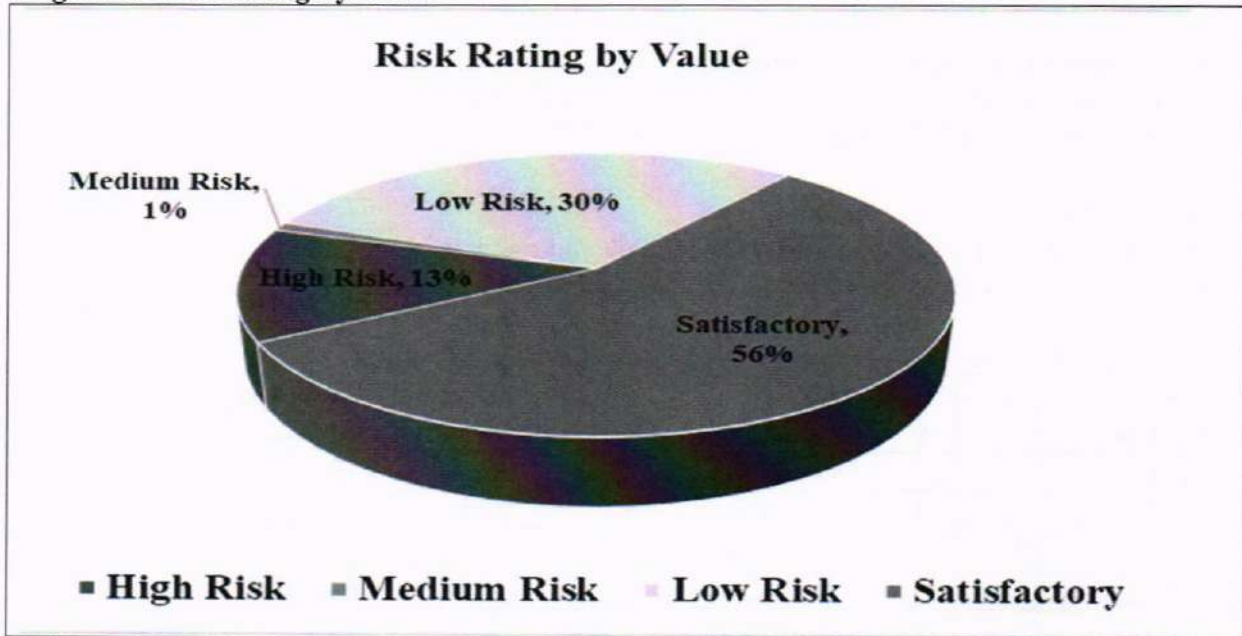
Figure 4: Risk Rating by Number

Risk Rating by Number



High Risk
 Medium Risk
 Low Risk
 Satisfactory

Figure 5: Risk Rating by Value



Since 23.9% falls within the 0% - 30% risk range, the performance of the Entity is rated satisfactory as detailed in Table 17 below.

Table 17: Risk rating

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

3.3 Recommended Action Plan

Kisoro Municipal Council should implement the following recommendations in Table 18 below within the time frame given to improve its performance:

Table 18: Recommended Action Plan

No.	Recommended Action	Action Party	Target Date
1.	With the support of the Internal Audit Department, establish a robust mechanism to follow up, monitor and implement all audit recommendations within the specified time frame in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205.	Accounting Officer	June 2026
2.	Organize a supplier conference or baraza to engage prequalified firms and well-wishers for feedback on low bidder participation and develop strategies to improve competition by attracting more bidders;		June 2026

No.	Recommended Action	Action Party	Target Date
3.	Task the Heads of department and Procurement and Disposal Unit to review and update the procurement plan whenever necessary in accordance with Section 60 (7) of the PPDA Act, Cap. 205.		June 2026
4.	Plan and conduct disposal of the obsolete assets identified by the Board of Survey in line with the disposal methods and procedures in accordance with Section 95 (1) of the PPDA Act, Cap. 205.		June 2026
5.	Road User Committee approves all road project work plans before implementation in accordance with the Ministry of Works and Transport Grant Implementation Guidelines 2024-2025.		June 2026
6.	Rodriska Supplies Limited delivers the pending medical equipment in accordance with Regulation 53 (3) (a) (i) of the PPDA (Contracts) Regulations 2023, or alternatively, use the Micro procurement method to procure the equipment from another supplier.		June 2026
7.	Engrave all assets of the Council to ease their identification and tracking in accordance with Regulation 2 (2) of the PPDA (Disposal of Public Assets) Regulations, 2023		June 2026
8.	Expedite the construction of a toilet facility to facilitate the use of the new 2-unit staff house at Gisoro Primary School.		June 2026
9.	Process land titles for all untitled Council land and ensure that all assets of the Council are labeled to ease identification and protection.		June 2026
10.	Organize a supplier conference or baraza to engage prequalified firms and well-wishers for feedback on low bidder participation and develop strategies to improve competition by attracting more bidders.		June 2026
11.	Conduct procurement processes for items outlined in the procurement plan except in emergency situations in accordance with Section 60 (10) of the PPDA Act, Cap. 205.	Procurement and Disposal Unit	June 2026
12.	Prepare comprehensive solicitation documents with the eligibility and evaluation requirements clearly specified and aligned to the procurement needs.		June 2026
13.	Ensure that at least the minimum number of six		

No.	Recommended Action	Action Party	Target Date
	providers are shortlisted and issued with bid invitations in accordance with Regulation 32 (3) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 and there should evidence of receipt of invitation from the shortlisted bidders		June 2026
14.	Scrutinize all sections of the bidding documents for completeness and appropriateness in accordance with Section 30 (e) of the PPDA Act, Cap. 205.	Contracts Committee	June 2026
15.	Approve all contract variations before implementation in accordance with the PPDA (Contracts) Regulations, 2023.		
16.	Contract supervisors should ensure that all construction staff members wear protective gear to avoid unnecessary accidents and protect the image of the Entity.	User Departments	June 2026
17.	The Force Account Managers should improve the quality of progress and completion reports by adding details like actual costs, mobilization levels, project work programs, quality control measures, and Environmental, Social, Health, and Safety mitigation measures during implementation.	Works Department	Immediate

Annex 1: Compliance inspection sample list for the Financial Year 2024/2025

No.	Procurement subject	Procurement method	Provider	Amount (UGX)	Risk Rating
1.	Supply of medical equipment	Open Domestic Bidding	Rodriska Supplies Limited	135,620,000	Low risk
2.	Supply of lava ash on Chahi Road	Framework	Forward Investments (U) Ltd	85,000,000	Satisfactory
3.	Supply of Murram from Bukimbiri to Chahi Road	Framework	Forward Investments (U) Ltd	69,300,000	Satisfactory
4.	Supply of murram to Gatovu-Rwaramba Road	Framework	Forward Investments (U) Ltd	59,400,000	Satisfactory
5.	Completion of the Gisoro Primary School staff house	Request for Quotation	Preen Post Company Limited	35,725,468	High risk
6.	Plastering and office ceiling construction for the Northern Division	Micro procurement	Uzabakiriho Denis	5,849,000	Medium risk
7.	Construction of an incinerator at Zindiro Health Centre III	Request for Quotation	MCWILL Uganda Ltd	23,080,920	High risk
8.	Supply of fuel for periodic maintenance of the Gatovu-Rwaramba Road	Framework	Kindly Service Station	18,997,000	Satisfactory
9.	Completion of Council Hall (Floor and Painting Internally of the Council Hall	Request for Quotation	Forward Investments (U) Ltd	26,699,294	Satisfactory
TOTAL				459,671,682	

Annex 2: Case-by-case findings and rating on the individual contracts reviewed

No	Subject of Procurement	Amount (UGX)	Reasons for the risk rating
High-risk-rated individual contracts reviewed			
1.	Completion of the Gisoro Primary School staff house	35,725,468	<ul style="list-style-type: none"> • Poorly drafted solicitation document with inadequate requirements • Low bidder participation • The newly constructed 2-unit staff house was not in use.
2.	Construction of an incinerator at Zindiro Health Centre III	23,080,920	<ul style="list-style-type: none"> • Ambiguity in the bills of quantities • Poorly drafted solicitation document • Low bidder participation • Delay in starting the bidding process
Total		58,806,388	
Medium-risk-rated individual contracts reviewed			
1.	Plastering and office ceiling construction for the Northern Division	5,849,000	<ul style="list-style-type: none"> • Low bidder participation • Construction workers on site are working without any personal protective gear.
Low-risk-rated individual contracts reviewed			
1.	Supply of medical equipment	135,620,000	2 Bubble CPAPs worth UGX 1,960,000 and two stopwatches worth UGX 20,000 were not delivered.
Satisfactorily-rated individual contracts reviewed			
1.	Supply of lava ash on Chahi Road	85,000,000	No exceptions noted
2.	Supply of Murram from Bukimbiri to Chahi Road	69,300,000	
3.	Supply of murram for Gatovu Road	59,400,000	
4.	Supply of fuel for periodic maintenance of the Gatovu-Rwaramba Road	18,997,000	
5.	Completion of Council Hall Floor and Painting	26,699,294	
Total		259,396,294	

Annex 3: Physical verification conducted on 23rd September 2025

Out of nine projects worth at UGX 459,671,682, only three projects worth UGX 128,106,388 were verified, with one project worth UGX 35,725,468 showing issues.

Date of Physical verification	23 rd September 2025
Number of sampled projects	11
Value of sampled projects	459,671,682
Number of projects verified	3
Value of the projects verified	UGX 128,106,388
Number of projects verified with issues	1
Value of projects verified with issues	UGX 35,725,468
Physical verification findings	
Case No: 5	Contract value (UGX): 35,725,468
Contract: Completion of Gisoro Primary School staff house	
Provider:	Preen Post Company Limited
Status of Works: The Staff House at Gisoro Primary School remains unusable due to the lack of a toilet facility, which was not included in the original construction contract.	



The newly constructed 2-unit staff house at Gisoro Primary School is not in use because the house lacks a toilet facility to enable it to function. The toilet was not part of the scope for the contract, but is crucial to the staff house utilization.

Case No: 7	Contract value (UGX): 23,080,920
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Contract: Construction of an incinerator at Zindiro Health Centre III
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Provider:	MCWILL Uganda Ltd
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Status of Works: The Incinerator at Zindiro HC III was completed and is in use



Case No: 3	Contract value (UGX): 69,300,000
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Contract: Supply of Murram from Bukimbiri to Chahi Road
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Provider:	Forward Investments (U) Ltd
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Status of Works: Works were completed and the road is in use. Five culvert lines were installed.



The road works were completed and are currently in use. The works included the installation of 5 culvert lines, laying of murram on the road surface, and installation of a signpost.

Annex 4: Risk Rating Criteria

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