

PPDA/KYEN/877

12th September 2025

The Chief Administrative Officer
Kyenjojo District Local Government
P. O. Box 1002,
KYENJOJO

RE: BID PREPARATORY AUDIT REPORT FOR THE CONSTRUCTION OF A 2-CLASSROOM BLOCK AT NYAMABALE PRIMARY SCHOOL IN BUTUNDUZI SUB-COUNTY AND CONSTRUCTION MAHASA-KAWARUJU WATER SUPPLY SYSTEM IN KIHURRA SUB-COUNTY PHASE II

Reference is made to the above subject.

The Public Procurement and Disposal of Public Assets Authority conducted a bid preparatory audit for the construction of a 2-classroom block at Nyamabale Primary School in Butunduzi Sub-County, estimated at UGX 85,248,581 and construction of the Mahasa-Kawaruju water supply system in Kihurra Sub-County, phase II estimated at UGX 534,000,000 under section 8(1)(j)(i) of the PPDA Act, Cap 205.

The audit exercise involved a review of the procurement plan, requisition form, shortlisting procedures, and solicitation document to be issued to bidders following the Public Procurement and Disposal of Assets Act, Cap. 205, the attendant PPDA Regulations, 2023, and Guidelines 2024.

The objectives of the audit were to:

1. Ensure that public procurement planning, requisition, and shortlisting were conducted in a manner that promotes transparency, accountability, and fairness in accordance with the PPDA Act, Cap. 205, the attendant PPDA Regulations 2023, and Guidelines 2024; and
2. Establish whether the solicitation document issued to bidders was prepared in accordance with the provisions of the PPDA Act, Cap. 205, the attendant PPDA Regulations 2023, and Guidelines 2024.

The Authority identified a number of exceptions for the attention of Management. The purpose of this letter, therefore, is to communicate the following findings and recommendations for your attention and action.

The Authority found the following anomalies in the bidding document, as detailed in Table 1 below:

Table 1: Anomalies found in the bidding document for the construction of a 2-classroom at Nyamabale Primary School in Butunduzi Sub-County

No.	Anomalies found	Recommendations
Reference number		
1.	The Procurement Reference Number Kyen/877/works/2025-26/001 for the construction of a 2-Classroom Block at Nyamabale Primary School does not comply with Clause 2.1.2 of Guideline 2 of 2024, which requires a five-digit sequential number starting from 00001 instead of the three-digit number used.	The Procurement Reference Number should be changed to Kyen/877/works/2025-26/00001 in compliance with Clause 2.1.2 of Guideline 2 of 2024 that requires a five-digit sequential number starting from 00001.
2.	Inconsistency in the procurement reference number throughout the document Clause 2.1.1 of Guideline 2 of 2024 requires a single, consistent Procurement Reference Number to be used throughout the procurement process. However, inconsistencies were noted in the Procurement Reference Numbers used across different sections of the bidding document. The numbers used were: Kyen/877/works/2025-26/001 on the Statement of Requirements and Activity Schedule, Kyen/530/works/2025t-26/001 on the cover page, and Kyen/530/works/2025-26/001 on the Invitation to Bid contrary to Clause 2.1.1 of Guideline 2 of 2024.	The Procurement and Disposal Unit should review all sections of the bidding document to ensure that a single, consistent Procurement Reference Number is used throughout, in accordance with Clause 2.1.1 of Guideline 2 of 2024.
Part 1: Instructions to Bidders - Section 1: Bidding Procedures		
3.	Inadequate bid submission information The bid submission methodology was not clearly stated, as the bidding document specified the postal address (Kyenjojo District Local Government P.O. Box 1002, Kyenjojo) without indicating the specific office, floor, or room number where bids should be submitted.	The Procurement and Disposal Unit should revise the bidding document to include detailed bid submission information, including the specific office, floor, or room number where bids should be submitted, to ensure clarity and facilitate smooth bid receipt and handling.
4.	Inadequate Eligibility Criteria The bidding document required bidders to submit; i. A copy of their Tax Identification and proof of VAT registration, contrary to PPDA Circular No. 1 of 2015, which states that VAT registration should not be	The Procurement and Disposal Unit should revise the bidding documents; i. By removing the requirement for a copy of Tax Identification and proof of VAT registration, and request bidders to submit a

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	<p>a requirement for bidding and that a TIN Registration Certificate and Tax Clearance Certificate are sufficient proof of tax compliance.</p> <p>ii. Certificates of registration, which is unnecessary since their eligibility was already verified during prequalification and contrary to Regulation 17(4) of the PPDA (Evaluation) Regulations 2023.</p> <p>iii. documents demonstrating the availability of personnel for key positions. However, it lacks specific requirements for a detailed curriculum vitae, academic qualifications, and documents evidencing the required work experience for these personnel. This omission may hinder the evaluation of bidders' qualifications and experience.</p> <p>iv. Evidence of ownership, lease, or hire of the required equipment</p>	<p>TIN Registration Certificate and a valid Tax Clearance Certificate as proof of tax compliance in accordance with PPDA Circular No. 1 of 2015.</p> <p>ii. To exempt prequalified bidders from resubmitting certificates of registration, in accordance with Regulation 17(4) of the PPDA (Evaluation) Regulations 2023.</p> <p>iii. To require a detailed curriculum vitae, academic qualifications, and documents evidencing required work experience for key positions such as Civil Engineer, Foreman, Environment Officer, and Sociologist.</p> <p>iv. To include a requirement for bidders to submit evidence of ownership, lease, or hire of the required equipment. E.g., logbook, lease agreement, etc.</p>
5.	<p>Inadequate Statement of requirements in the Solicitation document</p> <p>There were no drawings and layouts for projects to be done.</p>	<p>The Procurement and Disposal Unit should revise the bidding document to include drawings and layouts for the 2-Classroom Block at Nyamabale Primary School.</p>
6.	<p>Management of Environmental, Social, Health, and Safety (ESHS) aspects.</p> <p>i. The Bills of Quantities (BOQs) require tree planting, but the quantity and species are not specified.</p> <p>ii. The evaluation criteria do not outline how ESHS issues will be assessed, nor do they require bidders to submit an Environmental and Social Management Plan.</p>	<p>The District Environment Officer should ensure that a detailed Environmental, Social Health and Safety assessment is conducted to identify possible risks and ensure that environmental protection and social inclusion issues are included in the bidding document.</p>
<p>Special Conditions of Contract (SCC)</p>		

No.	Anomalies found	Recommendations
7.	<p>Inconsistency in the contract duration definition</p> <p>The bidding document's General Conditions of Contract defines durations in terms of days and months but not weeks. However, GCC 17.1 stated that the Intended Completion Date for the whole of the Works shall be Twelve (12) weeks after commencement of works.</p>	<p>The Procurement and Disposal Unit should define all durations in terms of days and months as per the definitions provided under Clause 1.1k of the General Conditions of Contract, and revise GCC 17.1 accordingly to specify the Intended Completion Date in days or months.</p>

Table 2: Anomalies found in the bidding document for the construction of the Mahasa-Kawaraju water supply system in Kihurra Sub-County Phase II

No.	Anomalies found	Recommendations
Reference number		
1.	<p>The Procurement Reference Number Kyen/877/works/2025-26/016 for the construction of the Mahasa-Kawaraju water supply system in Kihurra Sub-County phase II does not comply with Clause 2.1.2 of Guideline 2 of 2024, which requires a five-digit sequential number starting from 00001 instead of the three-digit number used.</p>	<p>The Procurement Reference Number should be changed to Kyen/877/works/2025-26/00016 to comply with Clause 2.1.2 of Guideline 2 of 2024 that requires using a five-digit sequential number starting from 00001.</p>
Standard Invitation to Bidders		
1.	<p>Inconsistency in Bid Security Requirements</p> <p>There's an inconsistency between the Standard Invitation to Bidders and ITB 20.1 regarding bid security requirements. The Standard Invitation to Bidders mandates a bid security valid for 120 days, whereas ITB 20.1 explicitly states that Bid Security shall not be required.</p>	<p>The Procurement and Disposal Unit should revise either the Standard Invitation to Bidders or ITB 20.1 to ensure consistency.</p>
Section 2: Bid Data Sheet		
1.	<p>Insufficient Pre-Bid Meeting Details</p> <p>The pre-bid meeting details provided in ITB 9.3 were incomplete, as they specified the location as Kyenjojo District Local Government without mentioning the exact venue, building name, room number, or floor.</p>	<p>The bid data sheet should be revised to provide the full address and venue details for the pre-bid meeting scheduled.</p>
2.	<p>Inadequate eligibility criteria</p> <p>The bidding document under ITB 15.1 (i) (2) required prequalified bidders to resubmit certificates of registration, which is unnecessary since their eligibility was already verified during prequalification and contrary to Regulation 17(4) of the PPDA (Evaluation) Regulations 2023.</p>	<p>The bidding document should be revised to exempt prequalified bidders from resubmitting certificates of registration, in accordance with Regulation 17(4) of the PPDA (Evaluation) Regulations 2023.</p>
3.	<p>Redundant Requirement for Notarized Powers of Attorney</p>	<p>The Procurement and Disposal Unit should revise the bidding document</p>

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	The bidding document under ITB 15.1 (i) (4) requires prequalified local bidders to submit a copy of a registered/notarized Power of Attorney (registered by URSB). However, since the procurement is restricted to local providers only, the requirement for notarization is unnecessary. This redundant requirement may create an undue burden on bidders without adding value to the procurement process.	by removing the requirement for notarization of Powers of Attorney to streamline the bidding process for local providers and ask for a registered Power of Attorney.
4.	<p>Inadequate eligibility criteria</p> <p>The bidding document requires bidders to submit documents demonstrating the availability of personnel for key positions. However, it lacks specific requirements for a detailed curriculum vitae, academic qualifications, and documents evidencing the required work experience for these personnel. This omission may hinder the evaluation of bidders' qualifications and experience.</p>	The bidding document should clearly state the required qualifications, experience and personnel for the project. E.g key positions such as Civil Engineer, Foreman, Environment Officer, and Sociologist. Etc.
5.	<p>Insufficient bid submission details</p> <p>The bid submission details in ITB 23.1 are incomplete, specifying the location as District Headquarters, Kyenjojo District Local Government, without providing the exact venue, building name, room number, or floor.</p>	Precise submission details, including the exact venue, building name, room number, floor, and submission methodology should be included in the solicitation document.
Bills of Quantity		
6.	<p>Inconsistency in Office Accommodation Requirements</p> <p>A potential inconsistency exists between Item A210.2 and A210.3 regarding office accommodation for the Engineer's staff. Clarification is needed to determine whether the 8-month maintenance period (A210.3) includes or follows the initial 2-month rental period.</p>	The Procurement and Disposal Unit should revise the Bills of Quantity in the bidding document to clarify whether the 8-month maintenance period for office accommodation includes or follows the initial 2-month rental period.
7.	<p>Provisional sum for borehole siting and drilling</p> <p>Item No. A420.4 includes a provisional sum for drilling boreholes, which may not be suitable for a major project component. Developing a proper scope of work with detailed specifications and quantities would provide clarity and accuracy, allowing bidders to price the work more effectively.</p>	The Procurement and Disposal Unit should revise the Bills of Quantity, develop a proper scope of works with detailed specifications and quantities for the siting and drilling of the borehole. The entity should therefore remove the provisional sum and provide the details in the BOQ for the bidders to price appropriately

No.	Anomalies found	Recommendations
8.	Equipment Ownership and Disposal Items A255.1, A255.2, and A255.3 of the Bills of Quantity require the contractor to provide furniture, surveying, and laboratory equipment for the Engineer's staff, but the clauses lack clarity on ownership and disposal of the equipment after project completion.	The bidding document should be revised provide clarify on ownership and disposal of the equipment provided by the contractor for the Engineer's staff, specifying whether the equipment shall revert to the Entity, remain with the contractor, or be disposed of.
9.	Inconsistency in Spares Provision Item ME 1.1.2 requires manufacturer's recommended spares for three years of operation, but the contract duration is only eight months.	Item ME 1.1.2 should be revised to align the spares provision from 3 years to a contract period proportionate to the 8-month contract duration.
10.	Missing Geotechnical Investigations Item No. A420.9 of the Bills of Quantity lacks a quantity provision for Geotechnical Investigations at the Reservoir Site.	Bills of Quantity should be revised to include Geotechnical Investigations at the Reservoir Site.
11.	Management of Environmental, Social, Health, and Safety (ESHS) aspects. The evaluation criteria do not outline how ESHS issues will be assessed, nor do they require bidders to submit an Environmental and Social Management Plan.	The District Environment Officer should ensure that a detailed Environmental, Social Health and Safety assessment is conducted to identify possible risks and ensure that environmental protection and social inclusion issues are included in the bidding document.
Completion Schedule		
12.	The completion schedule was incomplete, lacking specific project details and key deliverables.	The completion schedule should be revised to include the project timeline, milestones, and key performance indicators for the works to be done,
Special Conditions of Contract (SCC)		
13.	The Special Conditions of Contract (SCC) part was not filled in the solicitation document and all were left blank.	The Procurement and Disposal Unit should appropriately fill in the Special conditions of contract in the solicitation document so that bidders are guided on the terms and conditions of the resultant contract.

The purpose of this letter is to forward to you the findings from the bid preparatory audit exercise for your implementation. Please note that the Authority has amended the Standard Bidding Document for Works under Quotation Method, effective 8th September 2025, which can be accessed on the Authority's website.

In order to administer and enforce compliance with the provisions of the PPDA Act, Cap. 205, the Accounting Officer should ensure that the bidding document is revised accordingly before issuing it to bidders.



Moses Ojambo

For: EXECUTIVE DIRECTOR

cc: Chairperson Contracts Committee

cc: Head Procurement and Disposal Unit