



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

**COMPLIANCE INSPECTION REPORT FOR SOROTI DISTRICT LOCAL  
GOVERNMENT FOR THE FINANCIAL YEAR 2024/2025**

**MAY 2026**

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## **ACRONYMS**

AO	Accounting Officer
CAO	Chief Administrative Officer
DLG	District Local Government
ESHS	Environmental, Social, Health and Safety
ESMP	Environmental and Social Management Plan
FY	Financial Year
PDE	Procuring and Disposing Entity
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
UGX	Uganda Shillings

## EXECUTIVE SUMMARY

The Public Procurement and Disposal of Public Assets Authority conducted a compliance inspection of the procurement and asset disposal activities of Soroti District Local Government, covering a representative sample of 10 procurement transactions worth UGX 1,483,123,905 for the financial year 2024/2025.

The overall objective of the compliance inspection was to assess and determine the degree of compliance of Soroti District Local Government's procurement and disposal system and processes with the provisions of the PPDA Act, Cap. 205, and the attendant PPDA Regulations, and to assess the level of procurement and disposal performance over the audit period.

Based on the findings of the procurement and disposal inspection exercise, the performance of the Soroti District Local Government for the Financial Year 2024/2025 was Moderately Satisfactory, with an overall weighted average risk rating of **50%**. The risk rating was weighted to determine the Entity's overall risk level, as detailed in Chapter 3 of the inspection report.

### **The moderately satisfactory performance was due to the following exceptions:**

1. **Failure to implement 20% of the previous audit recommendations.** Section 10 (1) (a) of the PPDA Act, Cap. 205, obligates Entities to take corrective action on the recommendations issued by the Authority. It was noted that the Entity had not adequately implemented the recommendations from the Financial Year 2022/2023 audit report issued in September 2024. Of the 15 recommendations, 12 (80%) were fully implemented, and 3 (20%) were not. Failure to fully implement audit recommendations affects the performance of the procurement function and indicates a weak implementation mechanism within the Entity.
2. **Failure by Internal Audit to audit the procurement function in the Financial Year under review.** Regulation 27(a) of the PPDA (Procuring and Disposing Entities) Regulations, 2023 requires the Internal Audit Department of a Procuring and Disposing Entity to audit procurement methods and payments to determine whether supplies, works, and services are properly ordered, received, verified, and paid for in accordance with the Public Finance Management Act, 2015, and other applicable laws. However, a review of the Internal Audit reports for the Financial Year 2024/25 revealed that although the Internal Audit Unit issued several audit reports during the year, none addressed the Entity's procurement and disposal function. Failure to audit the procurement function may result in irregular expenditures, weak contract management, and increased exposure to fraud, waste, and inefficiencies in the use of public resources.
3. **Procurement plan implementation rate.** Section 60(7) of the PPDA Act, Cap. 205, mandates that Procuring and Disposing Entities review and update their procurement plans quarterly, as necessary. The inspection found that the Entity's procurement plan absorption rate was 82%, with a budget variance of UGX 1,078,214,463, representing 18%. A low procurement plan implementation rate hinders service delivery to the intended beneficiaries and could result in subsequent budget cuts for the entity due to failure to absorb allocated budgets.

4. **Low bidder participation.** Section 49 of the PPDA Act, Cap. 205 requires the Entity to conduct procurements in a manner that maximizes competition and achieves value for money. The inspection found that across six procurements totaling UGX 1,146,291,712, the Entity received an average of 1.6 bids in response to invitations to bid under both selective and open bidding, indicating a lack of confidence among bidders in the Entity's procurement processes. Inadequate competition hinders achieving value for money.
5. **Failure to dispose of obsolete items.** Regulation 2(1) of the PPDA (Disposal of Public Assets) Regulations 2023 requires an Accounting Officer, in each financial year, to cause the public assets of a Procuring and Disposing Entity to be reviewed to identify those to be disposed of in the following financial year. The Authority noted that the Entity prepared a Board of Survey report for the Financial Year 2024/2025 to verify the district's assets for disposal, with implementation to be undertaken in the Financial Year 2025/2026. Failure to dispose of obsolete assets in a timely manner continues to expose them to the risks of theft, misuse, and further loss of value due to ongoing depreciation.

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

1. The Accounting Officer should:
  - i. Appoint a task force to establish and operationalize a robust mechanism to track, monitor, and ensure the timely implementation of all audit recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205
  - ii. Regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 60 (7) of the PPDA Act, Cap. 205 to ensure improved absorption of the Entity's Procurement Plan;
  - iii. Direct the Internal Audit Department to incorporate the Procurement and Disposal function into its annual risk-based audit plans and to conduct periodic audits of procurement activities in accordance with Regulation 27(a) of the PPDA (PDE) Regulations, 2023.
  - iv. Regularly review or designate individuals to review the implementation of the Entity's Procurement Plan and update it in accordance with Section 60 (7) of the PPDA Act, Cap 205, to improve absorption of the Entity's Procurement Plan.
  - v. Prioritize the timely identification and resolution of implementation challenges to avoid delays that could lead to non-utilization of funds.
  - vi. Organize supplier forums to conduct training and also get feedback from bidders on factors that may be hindering competition and get appropriate remedies to boost competition in the Entity in accordance with Section 49 of the PPDA Act, Cap. 205;
  - vii. Dispose of obsolete assets as recommended by the board of survey report in accordance with Regulation 2 of the PPDA (Disposal) Regulations, 2023 and Section 60(2) of the PPDA Act, Cap. 205

The Contract Manager should;

- i. Direct the Contractor to immediately provide and ensure consistent use of adequate PPE for all site personnel, including helmets, reflectors, safety boots, and other necessary gear.
- ii. Strengthen daily site supervision to ensure adherence to safety standards, with any non-compliance recorded and promptly escalated.

A recommended action plan for Soroti District Local Government is on pages 15 and 16 of this report.

## **CHAPTER ONE: INTRODUCTION**

### **1.1 Background**

The Public Procurement and Disposal of Public Assets Authority carried out a compliance inspection of Soroti District Local Government, covering a representative sample of 10 procurement transactions worth UGX 1,483,123,905 for the Financial Year 2024/2025. The inspection involved a review of procurement structures, procurement processes, and asset disposal processes, as well as contract performance in accordance with the provisions of the Public Procurement and Disposal of Assets Act, 2003, and the Local Governments (PPDA) Regulations, 2023.

### **1.2 Objective of the compliance inspection**

The overall objective of the procurement and disposal inspection was to assess and establish the degree of compliance of the Soroti District Local Government's procurement system and processes with the provisions of the PPDA Act, Cap 205, and the attendant PPDA Regulations, 2023, and to assess the level of procurement performance over the inspection period.

The specific objectives of the inspection were:

- i. To establish the level of the Entity's compliance with the provisions of the PPDA Act, Cap 205, and the Local Governments (PPDA) Regulations, 2023 regarding the performance of the procurement structures and the conduct of the procurement processes;
- ii. To assess the extent to which the Entity's disposal processes comply with the provisions of the PPDA Act, Cap 205, and the Local Governments (PPDA) Regulations, 2023; and
- iii. To assess the efficiency and effectiveness of contract implementation, including the application of Environmental, Social, Health, and Safety (ESHS) requirements.

### **1.3 Scope of the Compliance Inspection**

The Authority conducted a procurement and disposal compliance inspection of the Soroti District Local Government from July 3, 2025, to July 4, 2025. The exercise covered a sample of 10 procurement transactions totaling UGX 1,483,123,905 from the financial year 2024/2025, a review of procurement structures, and a review of the performance of the procurement plan. The list of sampled transactions is provided in Annex 3.

### **1.4 Methodology**

Soroti District Local Government was notified of the upcoming exercise on July 3, 2025. A sample of 10 procurement transactions was selected using stratified random sampling, drawing on Contracts Committee minutes, the contracts register, and quarterly procurement and disposal reports.

Two Senior Performance Monitoring Officers conducted the exercise under the supervision of the Regional Manager- Eastern Region. During the exercise, the team examined records and documents for each of the 10 sampled procurement transactions. The team also reviewed the procurement plan for the Financial Year 2024/2024.

After data collection was completed, team members met with various stakeholders, including the Accounting Officer, Contracts Committee members, Procurement and Disposal Unit staff, and

User Department representatives, to discuss and clarify preliminary findings. A debrief meeting was held with the Accounting Officer on **26<sup>th</sup> June 2025** to share the preliminary findings. A management letter was sent to the Entity on **8<sup>th</sup> October 2025**, requesting a management response by **17<sup>th</sup> October 2025**. The responses were submitted on **8<sup>th</sup> November 2025**. The inspection report presents the key findings and conclusions arising from the inspection.

### **1.6. Reporting**

Reporting is presented in a format that identifies findings by exception, the level of risk, and the recommendations. Procurements are rated in four categories based on the identified weakness, namely high risk, medium risk, low risk, and satisfactory. The definitions of the risk ratings are provided in Annex 2.

## CHAPTER TWO: FINDINGS OF THE AUTHORITY

### 2.1 Compliance by the Entity with the general provisions of the PPDA Act, Cap. 205 and PPDA Regulations 2023 with regard to the performance of the procurement structures and conduct of procurement and disposal processes

#### 2.1.1 Procurement structures

The key players in the procurement structure at Amuria District Local Government include the Chief Administrative Officer 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 overall responsibility for the successful execution of procurement, disposal, and contract management in the Procuring and Disposing Entity. The Chief Administrative Officer, Mr. Elly Piwang, was designated as the Entity's Accounting Officer for the Financial Year 2024/2025.

##### ii. Composition of the Contracts Committee

Schedule 4 of the PPDA Act, Cap. 205 requires the Contracts Committee to consist of five members: a chairperson, up to three other members, and a secretary. The Inspection revealed that the Entity's Contracts Committee was fully constituted. The composition of the Contracts Committee during the period is shown in Table 1 below:

**Table 1: List of Contracts Committee members**

No.	Name	Title	Position	Appointment Date by PS/ST
1.	Emmanuel Wakwesa	Senior Assistant Secretary	Chairperson	6 <sup>th</sup> February 2024
2.	Mildred Icimuyoyce	Inspector of Schools	Secretary	30 <sup>th</sup> October 2023
3.	Tom Vincent Olobo	Senior Assistant Secretary	Member	30 <sup>th</sup> October 2023
4.	Moses Okello Echeke	Senior Agricultural Officer	Member	30 <sup>th</sup> October 2023
5.	Rebecca Naikoba	Senior Assistant Secretary, Land Board	Member	30 <sup>th</sup> October 2023

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

Section 32 of the PPDA Act, Cap. 205, provides that a Procuring and Disposing Entity shall establish a Procurement and Disposal Unit staffed at an appropriate level. The Authority noted that the Entity's Procurement & Disposal Unit was staffed at an appropriate level, consistent with the Entity's structure. Details of the Procurement and Disposal Unit staff are shown in Table 2 below:

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

S/no	Name	Job Title	Academic Qualification
1.	Mr. Haggai Ewena	Senior Procurement Officer	Bachelor's Degree in Procurement and Logistics Management, Post Graduate

S/no	Name	Job Title	Academic Qualification
2.	Mr. Beatrice Isenyi	Procurement Officer	Diploma in Procurement and Supply Chain Management

### 2.1.2 Failure to implement 20% of the previous audit recommendations

Section 10 (1) (a) of the PPDA Act, Cap. 205, obligates Entities to take corrective action on the recommendations issued by the Authority. It was noted that the Entity had not adequately implemented the recommendations from the Financial Year 2022/2023 audit report issued in September 2024. Of the 15 recommendations, 12 (80%) were fully implemented, and 3 (20%) were not, as detailed in Table 3 below:

**Table 3: Implementation of previous audit recommendation**

No.	Recommendations	Implementation status
1.	The Accounting Officer should;	Not implemented
	i. Put in place a strong Internal mechanism and a dedicated team of staff to implement audit recommendations, ensuring the full implementation of the Authority's previous audit recommendations	
	ii. Regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 60 (8) of the PPDA Act Cap,205 as amended to ensure improved performance;	
iii.	Ensure disposal of obsolete assets is done as recommended by the board of survey report in accordance with Regulation 3 of PPDA (Disposal of Public Assets) Regulations, 2023	Not implemented

### Implication

Failure to fully implement audit recommendations undermines the performance of the procurement function and indicates a weak implementation mechanism by the Entity.

### Management Response

*Management noted the observation and pledged to improve in the future.*

### Recommendation

The Accounting Officer should appoint a task force to establish and operationalize a robust mechanism to track, monitor, and ensure the timely implementation of all audit recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205

### 2.1.3 Failure by Internal Audit to audit the procurement function in the Financial Year under review

Regulation 27(a) of the PPDA (Procuring and Disposing Entities) Regulations, 2023 requires the Internal Audit Department of a Procuring and Disposing Entity to audit procurement methods and payments to determine whether supplies, works, and services are properly ordered, received, verified, and paid for in accordance with the Public Finance Management Act, 2015 and other applicable laws.

However, a review of the Internal Audit reports for the Financial Year 2024/25 revealed that although the Internal Audit Unit issued several audit reports during the year, none addressed the Entity's procurement and disposal function. This limited independent assurance regarding the Entity's compliance with procurement laws, regulations, and procedures during the period under review.

**Implication**

Failure to audit the procurement function may result in irregular expenditures, weak contract management, and increased exposure to fraud, waste, and inefficiencies in the use of public resources.

**Management Response**

*Management noted the observation and pledged to improve in future.*

**Recommendation**

The Accounting Officer should direct the Internal Audit Department to incorporate the Procurement and Disposal function into its annual risk-based audit plans and to conduct periodic audits of procurement activities in accordance with Regulation 27(a) of the PPDA (PDE) Regulations, 2023.

**2.1.4 Procurement plan implementation rate**

Section 60 (7) of the PPDA Act, Cap. 205 mandates that Procuring and Disposing Entities review and update their procurement plans quarterly, as necessary. The inspection found that the Entity's procurement plan absorption rate was 82%, with a budget variance of UGX 1,078,214,463 representing 18%, as detailed in Table 4 below.

**Table 4: Analysis of implementation of the procurement plan**

<b>Analysis of procurement spend</b>	
Total procurement plan value inclusive of VAT (UGX)	6,046,613,546
Procurement spend value inclusive of VAT (UGX)	4,968,399,083
Procurement plan Implementation Rate (%)	82
Budget variance (UGX)	1,078,214,463
Implementation variance (%)	18

**Source: Entity's procurement plan, monthly reports submitted to the Authority, and contracts committee minutes.**

**Implication**

Procurements worth UGX 1,078,214,463 were not implemented, which deprived service delivery to the intended beneficiaries of commensurate value

**Management Response**

*Management noted the observation and stated that regular reviews of the implementation plan had been conducted, and that the variance resulted from funds returned to the consolidated fund, as indicated in Table 5 below:*

**Table 5: Funds refunded to consolidated fund**

No	Details	Amount (UGX)

1.	The funds were swept to the consolidated account under the Education department (Dakabela Seed School). The Contractor for the seed school, M/S Acardian Construction and Alps Joint Venture, had not done sufficient work to warrant payment at the end of the financial year.	661,501,992
2.	The funds were swept to the consolidated account under microscale irrigation- Production. The department had not realized the committed farmers' co-funding as required to consume the above funds at the end of the financial year under review.	213,154,239
3.	The funds were planned in FY 2023/24 but paid in FY 2024/25 for low-cost sealing in Tubur Town Council. The delayed implementation was occasioned by an investigation that was conducted by SHACU	191,883,965
	<b>Total</b>	<b>1,066,554,196</b>

### Authority's comment

The Authority noted the entity's response. However, the response reveals weaknesses in contract implementation and management processes, which ultimately led to the failure to use the allocated funds within the prescribed period and the subsequent return of those funds to the Consolidated Fund. The entity is therefore advised to use all allocated funds within the prescribed timelines, in accordance with the approved work plans and budget provisions.

### Recommendation

The Accounting Officer should;

- Regularly review or designate individuals to review the implementation of the Entity's Procurement Plan and update it in accordance with Section 60 (7) of the PPDA Act, Cap 205, to improve absorption of the Entity's Procurement Plan.
- Prioritize the timely identification and resolution of implementation challenges to avoid delays that could lead to non-utilization of funds.

### 2.1.5 Low bidder participation

Section 49 of the PPDA Act, Cap. 205, requires the Entity to conduct procurements in a manner that maximizes competition and achieves value for money. The inspection revealed that in six procurements totaling UGX 1,146,291,712, the Entity received an average of 1.6 bids in response to invitations to bid under both the selective and open bidding procurement methods, indicating a lack of confidence among bidders in the Entity's procurement processes. The procurements with low bidder participation are shown in Table 6 below:

**Table 6: Procurements with low bidder participation**

S/No	Subject of Procurement	Amount (UGX)	Firms invited	No. of Bids received
1.	Supply of assorted science Kits and reagents at Kamuda Seed School	51,500,000	Advert	2
2.	Construction of a 5-stance, emptiable VIP latrine for boys in primary schools	47,475,648	6	2
3.	Fencing of Asuret Seed School in Asuret sub-county in Soroti District	437,928,515	6	2

S/No	Subject of Procurement	Amount (UGX)	Firms invited	No. of Bids received
4.	Supply of fuel, oils, and lubricants Lot 1 to the district under a framework arrangement.	306,690,247	Advert	1
5.	Procurement of Road construction materials under RRG under a framework contract	207,747,600	7	2
6.	Construction of a 2-classroom block with furniture and an office in Ogwolo Primary School in Katine	94,949,702	6	1
<b>Total</b>		<b>1,146,291,712</b>		<b>1.6</b>

### Implications

- Inadequate competition inhibits the achievement of value for money
- This could also be a sign of possible loss of confidence by bidders in the procurement processes of the Entity due to issues in the Entity, such as failure by members of the Evaluation Committees to adhere to the set criteria, thus failure to obtain competitive offers.

### Management Response

*Management noted the observation and stated that a minimum of six bidders were always invited for a particular procurement, and that two or three bidders returned their bids.*

### Authority's comment

The Authority noted the entity's response; however, the explanation remains insufficient, as the six procurements presented in Table 6 above attracted an average of only 1.6 bids, indicating limited competition and potential weaknesses in market engagement.

### Recommendation

The Accounting Officer should organize supplier forums to conduct training, gather feedback from bidders on factors that may be hindering competition, and identify appropriate remedies to boost competition within the Entity, in accordance with Section 49 of the PPDA Act, Cap. 205.

## 2.2 Compliance of the Entity's disposal process with the provisions of the PPDA ACT, Cap 205, and PPDA Regulations, 2023

### 2.2.1 Failure to dispose of obsolete items

Regulation 2(1) of the PPDA (Disposal of Public Assets) Regulations 2023 requires an Accounting Officer, in each financial year, to cause the public assets of a Procuring and Disposing Entity to be reviewed to identify those to be disposed of in the following financial year. The Authority noted that the Entity prepared a Board of Survey report for the Financial Year 2024/2025 to verify the district's assets to be disposed of, with implementation to be undertaken in Financial Year 2025/2026.

### Implication

Failure to dispose of obsolete assets in a timely manner continues to expose them to the risks of theft, misuse, and further loss of value through continued depreciation.

### Management Response

Management stated that the Entity was in the process of valuing all the assets recommended for disposal. The Ministry of Works and Transport nominated an Officer to serve on the ad hoc Board of Survey before the disposal process could be conducted.

### Authority's comment

The Authority noted the entity's response. However, the delay in undertaking the valuation and disposal processes indicates inadequate disposal planning and delayed action by Management.

### Recommendation

The Accounting Officer should dispose of obsolete assets as recommended by the board of survey report in accordance with Regulation 2 of the PPDA (Disposal) Regulations, 2023 and Section 60(2) 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.

### 2.3.1 Physical verification

The Authority conducted physical verification of three projects worth UGX.499, 801,315 on 25<sup>th</sup> June 2025, and one project worth UGX.38, 941,800 had minor defects for management's attention as per Table 7 below:

**Table 7: Issues noted during physical verification**

**Subject:** Fencing of Asuret Seed Secondary School in Asuret Subcounty in Soroti District  
**Reference number:** SORO930/WRKS/2024-2025/00014  
**Procurement method:** Selective bidding  
**Contractor:** Homeland and Technical Services  
**Defects liability period:** 6months  
**Contract value:** UGX. 437,928,515  
**Completion date:** 26<sup>th</sup> - 05-2025





**Observation**

Works were completed at the fencing of Asuret Seed Secondary School in Asuret sub-county in Soroti District.

**Ref Number:** SORO/WRKS/24-25/00005

**Subject of Procurement:** Construction of a Two Classroom Block with an office and store and furniture at Abule Tubur Primary School

**Method of Procurement:** Request for Quotations

**Contract Amount:** UGX. 38,941,800

**Contractor:** Sajo General Sroees Ltd

**Contract signing date:** 26<sup>th</sup> March 2025

**Contract Completion date:** 16<sup>th</sup> June 2024

**Defects liability period:** 90 days





Galaxy A54 5G



Galaxy A54 5G



Galaxy A54 5G

**Observations:**

Works were in progress on the construction of a classroom block. However, the workers were not in protective gear, such as helmets and reflectors.

**Reference number:** SORO930/Wrks/20242025/00010

**Subject:** Design, supply and installation of solar powered irrigation system Lot 3

**Procurement method:** Selective bidding

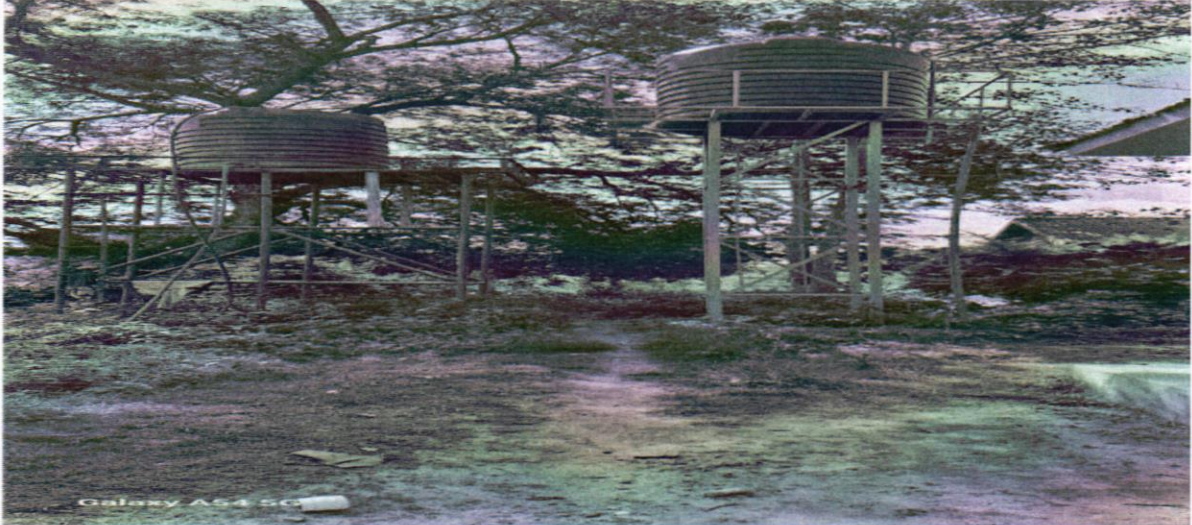
**Contractor:** Techsys Limited

**Contract signature date:** 16<sup>th</sup> May 2025

**Contract Completion date :** 16<sup>th</sup> June 2025

**Contract value:** UGX. 22,931,000

**Defect Liability:** 6 months



**Observation**

Works were completed for the Design, supply, and installation of a solar-powered irrigation system for Lot 3, and it was in use.

**Implication**

The lack of required personal protective equipment (PPE), such as helmets and reflectors, exposes workers to significant occupational health and safety risks, including serious injury or death in the event of site accidents.

**Management Response**

No response was provided.

**Recommendation**

The Contract Manager should;

- Direct the Contractor to immediately provide and ensure consistent use of adequate PPE for all site personnel, including helmets, reflectors, safety boots, and other necessary gear.
- Strengthen daily site supervision to ensure adherence to safety standards, with any non-compliance recorded and promptly escalated.

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

This section presents graphically the compliance inspection scores.

### 3.1. Overall Compliance Inspection Conclusion

The performance of Soroti District Local Government for the Financial Year 2024/2025 was **Moderately Satisfactory**, with an overall weighted average risk rating of **50%**.

### 3.2. Entity's Performance

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

**Table 8: Risk Score**

Risk Rating	No.	%No	Value (UGX)	%Value	Weights	Total Weighted Score	
						By No.	By Value
High	0	-	0	-	0.6	0	0
Medium	10	100	1,483,123,905	100	0.3	30	30
Low	0	-	0	-	0.1	0	0
Satisfactory	0	-	0	-	0	0	0
<b>Total</b>	<b>10</b>	<b>100</b>	<b>1,483,123,905</b>	<b>100</b>	<b>1</b>	<b>30</b>	<b>30</b>

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

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

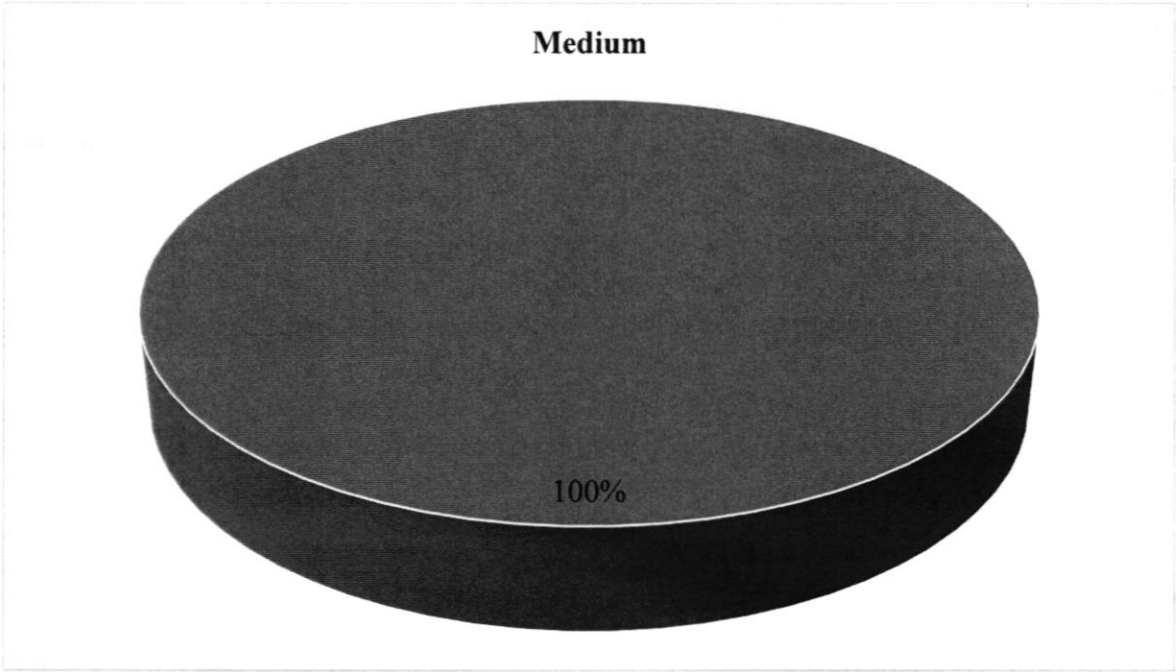
$$\text{The average weighted risk rating} = \frac{50 + 50}{2} = 50\%$$

Since 50% falls within the 31%-70% risk range, the Entity's performance is rated Moderately Satisfactory, as detailed in Table 9 below.

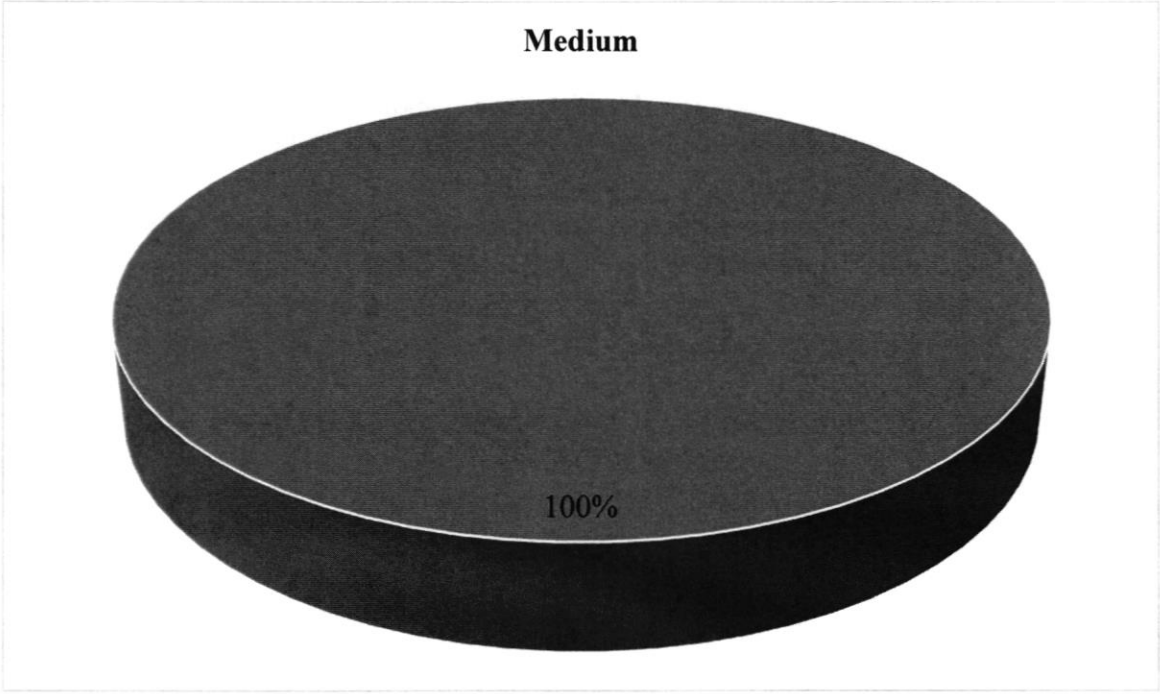
**Table 9: Risk Rating**

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

**Figure 2: Risk Rating by Number**



**Figure 3: Risk Rating by Value**



### 3.3. Recommended Action Plan

Soroti District Local Government should implement the recommendations detailed in Table 10 within the specified period to improve its performance in Procurement and Disposal.

**Table 10: Recommended Action Plan**

No.	Recommended Action	Target Date
1.	<p>The Accounting Officer should:</p> <ul style="list-style-type: none"> <li>i. Appoint a task force to establish and operationalize a robust mechanism to track, monitor, and ensure the timely implementation of all audit recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205</li> <li>ii. Regularly carry out a review of the implementation of the procurement plan and update the procurement plan in accordance with Section 60 (7) of the PPDA Act, Cap. 205 to ensure improved absorption of the Entity’s Procurement Plan;</li> <li>iii. Direct the Internal Audit Department to incorporate the Procurement and Disposal function into its annual risk-based audit plans and to conduct periodic audits of procurement activities in accordance with Regulation 27(a) of the PPDA (PDE) Regulations, 2023.</li> <li>iv. Regularly review or designate individuals to review the implementation of the Entity’s Procurement Plan and update it in accordance with Section 60 (7) of the PPDA Act, Cap 205, to improve absorption of the Entity’s Procurement Plan.</li> <li>v. Prioritize the timely identification and resolution of implementation challenges to avoid delays that could lead to non-utilization of funds.</li> <li>vi. Organize supplier forums to conduct training and also get feedback from bidders on factors that may be hindering competition and get appropriate remedies to boost competition in the Entity in accordance with Section 49 of the PPDA Act, Cap. 205;</li> <li>vii. Dispose of obsolete assets as recommended by the board of survey report in accordance with Regulation 2 of the PPDA (Disposal) Regulations, 2023, and Section 60(2) of the PPDA Act, Cap. 205</li> </ul>	July, 2026
2.	<p>The Contract Manager should;</p> <ul style="list-style-type: none"> <li>i. Direct the Contractor to immediately provide and ensure consistent use of adequate PPE for all site personnel, including helmets, reflectors, safety boots, and other necessary gear.</li> </ul>	July 2026

<b>No.</b>	<b>Recommended Action</b>	<b>Target Date</b>
	ii. Strengthen daily site supervision to ensure adherence to safety standards, with any non-compliance recorded and promptly escalated.	

## ANNEX 1: CASE-BY-CASE RISK ANALYSIS

### Medium risk contracts

No.	MEDIUM RISK CONTRACTS	REASONS FOR MEDIUM RISK
1.	<p><b>Subject:</b> Construction of a 2-classroom block with furniture and office in Ogwolo Primary School in Katine sub-county</p> <p><b>Reference number:</b> SOR0930/Supls/20142025/00004</p> <p><b>Procurement method:</b> Request for Quotations</p> <p><b>Contractor:</b> ABD Ecotech Solutions Limited</p> <p><b>Contract Signing Date:</b> 4<sup>th</sup> April 2025</p> <p><b>Commencement date:</b> 4<sup>th</sup> April 2025</p> <p><b>Contract value:</b> UGX. 94,949,702</p> <p><b>Contract Completion date:</b> 16<sup>th</sup> June 2025</p> <p><b>Defects liability period:</b> 6 months</p>	<p><b>Bidding</b></p> <p>There was low Bidder Participation. It was noted that out of the 6 firms that were invited to bid, only 1 bidder returned their bid.</p>
2.	<p><b>Subject of Procurement:</b> Construction of a Two Classroom Block with an office and store and furniture at Abule Tubur Primary School</p> <p><b>Ref Number:</b> SORO/WRKS/24-25/00005</p> <p><b>Method of Procurement:</b> Request for Quotations</p> <p><b>Contract Amount:</b> UGX. 38,941,800</p> <p><b>Contractor:</b> Sajo General Sroees Ltd</p> <p><b>Contract signing date:</b> 26<sup>th</sup> March 2025</p> <p><b>Contract Completion date:</b> 16<sup>th</sup> June 2024</p> <p><b>Defects liability period:</b> 90 days</p>	<p><b>Bidding</b></p> <p>There was low Bidder Participation. It was noted that out of the 6 firms that were invited to bid, only 3 bidders returned bids.</p>
3.	<p><b>Subject of Procurement:</b> Supply of ICT equipment at Kamude Seed School in Kamude S/c</p> <p><b>Reference Number:</b> SOR0930/SUPLS/242025/00011 LOT 1</p> <p><b>Method of Procurement:</b> Open Domestic Bidding</p> <p><b>Contract Amount:</b> UGX. 148,016,984.84</p> <p><b>Contractor:</b> Service and Computers Ltd</p> <p><b>Contract signing date:</b> 19<sup>th</sup> March 2025</p> <p><b>Contract Completion date:</b> 23<sup>rd</sup> June 2025.</p> <p><b>Defects liability period:</b> 6 months</p>	<p><b>Contracting</b></p> <p>There was breach of contract by Service and Computers Ltd to deliver the ICT equipment. However, it's vital to note that on 5<sup>th</sup> June 2025, the Entity wrote to Service and Computers Ltd citing failure to supply the ICT equipment by the supplier and the company responded back on 10<sup>th</sup> June 2025 acknowledging the failure to deliver the equipment.</p> <p><b>Missing records</b></p> <p>Contract implementation plan</p>

4.	<p><b>Subject of Procurement:</b> Supply of assorted science Kits and reagents at Kamuda Seed School  <b>Ref Number:</b> SOR0930/WRKS/24-25/0007 LOT 2  <b>Contract Amount:</b> UGX.51,500,000  <b>Method of procurement:</b> Open National Bidding  <b>Contractor:</b> AN Ddamulira Ltd  <b>Contract signing date:</b> 19<sup>th</sup> March 2025  <b>Contract Completion date:</b> 23<sup>rd</sup> June 2025  <b>Defects liability period:</b> 6 months</p>	<p><b>Bidding</b>  There was low bidder participation. It was noted that only 2 bidders returned bids under open invitation. <b>Missing records</b>  Contract implementation plan record is not on file</p>
5.	<p><b>Subject:</b> Construction of 5 stance, emptiable VIP latrine for boys in primary schools  <b>Reference number:</b>  SOR0930/Wrks/20242025/00006  <b>Procurement method:</b> Selective bidding  <b>Contractor:</b> Sure Friends Civil and Agro input consultants  <b>Contract Signing date :</b>4<sup>th</sup> February 2025  <b>Intended completion date:</b> 16<sup>th</sup> June 2025  <b>Contract value:</b> UGX. 47,475,648  Defects liability period: 6 months</p>	<p><b>Bidding</b>  There was low bidder participation. It was noted that out of the 6 firms that were invited to submit bids, only 3 bidders returned the bids.</p>
6.	<p><b>Subject:</b> Design, supply and installation of solar powered irrigation system Lot 3 Procurement  <b>Referencenumber:</b>SOR0930/Wrks/20242025/00010  <b>Procurement method:</b> Selective bidding  <b>Contractor:</b> Techsys Limited  <b>Contract signature date:</b> 16<sup>th</sup> May 2025  <b>Contract Completion date:</b> 16<sup>th</sup> June 2025  <b>Contract value:</b> UGX. 22,931,000  <b>Defect Liability:</b> 6 months</p>	<p><b>Bidding</b>  There was low bidder participation. It was noted that out of the 15 firms that were invited only 3 bidders returned the bids.</p>
7.	<p><b>Subject:</b> Fencing of Asuret Seed School in Asuret sub county in Soroti District  <b>Reference number:</b> SOR0930/Wrks/202425/00014  <b>Procurement method:</b> Selective bidding  <b>Contractor:</b> Homeland and Technical Services Ltd  <b>Contract signature date:</b> 26<sup>th</sup> March 2025  <b>Contract value:</b> UGX. 437,928,515  <b>Intended completion date:</b> 2 and half (2.5) calendar months from start date 20<sup>th</sup> June 2025 Site possession date: 27<sup>th</sup> March 2025</p>	<p><b>Bidding</b>  There was low bidder participation. It was noted that out of the 6 firms that were invited, only 2 bidders returned the bids.</p>

8.	<p><b>Subject:</b> Supply of fuel, oils and lubricants Lot I to District under framework arrangement</p> <p><b>Reference number:</b> SOR0930/Wrks/20142025/00008</p> <p><b>Procurement method:</b> Open Domestic bidding Framework contracts</p> <p><b>Contractor:</b> Total Energies Marketing Ltd, Contract Signing date: 22<sup>nd</sup> April 2025 Contract completion date :30<sup>th</sup> June 2025 Contract value: UGX. 306,690,247</p>	<p><b>Bidding</b> There was low Bidder participation. It was noted that only 1 bidder returned the bid under open invitation / bidding</p>
9.	<p><b>Subject:</b> Procurement of Road construction materials under RRG under framework contract Procurement</p> <p><b>Reference number:</b>SOR0930/Supls/20242025/00012</p> <p><b>Procurement method:</b> Restricted domestic bidding</p> <p><b>Contractor:</b> Vain Investment Ltd</p> <p><b>Contract Amendment signature date:</b> 22<sup>nd</sup> April 2025</p> <p><b>Contract value:</b> UGX. 207,747,600</p> <p><b>Contract Completion date:</b> 30<sup>th</sup> June 2025</p>	<p><b>Bidding</b> There was low bidder participation. It was noted that out of the 7 firms that were invited to submit bids, only 2 bidders returned the bids.</p>
10.	<p><b>Subject:</b> Design, supply and installation of solar powered irrigation system Lot 3 Procurement</p> <p><b>Reference number:</b> SOR0930/Wrks/20142025/00012</p> <p><b>Procurement method:</b> Selective bidding</p> <p><b>Contractor:</b> Sime Contractors Ltd</p> <p><b>Contract signature date:</b> 16<sup>th</sup> May 2025</p> <p><b>Completion date:</b> 16<sup>th</sup> June 2025</p> <p><b>Contract value:</b> UGX. 70,365,000</p> <p><b>Defects liability period:</b> 6 months</p>	<p><b>Bidding</b> There was low bidder participation. It was noted that out of the 15 firms that were invited to submit bids, only 3 bidders returned bids.</p>

**ANNEX 2: RISK RATING CRITERIA**

RISK	DESCRIPTION	AREA	IMPLICATION
<p><b>HIGH</b></p>	<p>Such procurements were considered to have serious weaknesses, which could cause material financial loss or carry a risk to the regulatory system or the entity's reputation. Such cases warrant immediate attention by senior management.</p> <p>Significant deviations from established policies and principles and/or generally accepted industry standards will normally be rated "high".</p>	<p><b>Planning:</b> Lack of or failure to procure within the approved plan</p>	<p>This implies emergencies and the use of the direct procurement method that affects competition and value for money.</p>
		<p><b>Bidding Process:</b> Use of wrong/inappropriate procurement methods, failure to seek Contracts Committee approvals, and usurping the powers of the PDU.</p>	<p>This implies the use of less competitive methods that affects transparency, accountability, and value for money.</p>
		<p><b>Evaluation:</b> Use of inappropriate evaluation methodologies or failure to conduct an evaluation.</p>	<p>This implies financial loss caused by awarding contracts at higher prices or shoddy work caused by failure to recommend an award to a responsive bidder.</p>
		<p><b>Record Keeping:</b> Missing procurement files and missing key records on the files namely; solicitation documents, submitted bids, evaluation reports, and contracts.</p>	<p>This implies that one cannot ascertain the compliance inspection trail namely; whether there was competition and fairness in the procurement process.</p>
		<p><b>Fraud/forgery:</b> Falsification of Documents</p>	<p>This implies a lack of transparency and value for money.</p>

RISK	DESCRIPTION	AREA	IMPLICATION
		<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, although less likely to lead to material financial loss or to risk damaging the regulatory system or the entity's reputation, warrant timely management action using the existing management framework to ensure a formal and effective system of management controls is put in place. Such procurements would normally be graded "medium" provided that there is sufficient evidence of "hands-on management control and oversight" at an appropriate level of seniority.	<b>Planning</b> Lack of initiation of procurements and confirmation of funds.	This implies committing the Entity without funds thereby causing domestic arrears.
		<b>Bidding Process:</b> Deviations from standard procedures namely bidding periods, standard formats, use of PP Forms and records of issue and receipts of bids, usage of non-pre-qualified firms, and splitting procurement requirements.	This implies a lack of efficiency, standardization, and avoiding competition.
		<b>Procurement Structures:</b> Lack of procurement structures	This implies a lack of independence of functions and powers and interference in the procurement process.
		<b>Record Keeping:</b> Missing Contracts Committee records and incomplete contract management records.	This implies that one cannot ascertain the compliance inspection trail namely; whether the necessary approvals were obtained in a procurement process.
		<b>Contract and Contract Management:</b>	This leads to unjustified contract

RISK	DESCRIPTION	AREA	IMPLICATION
		<p>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>amendments 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>The contractor does not cover aspects of gender, social inclusion, environment, health, and safety during contract implementation.</p>	
<b>LOW</b>	<p>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 practices. 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.</p>	<p><b>Planning:</b> Lack of procurement reference numbers.</p>	<p>This leads to failure to track the procurements that leads to poor record keeping.</p>
		<p><b>Bidding Process:</b> Not signing the Ethical Code of Conduct</p>	<p>This leads to failure to declare a conflict of interest and a lack of transparency.</p>
<b>SATISFACTORY</b>	<p>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.</p>		

**Annex 3: Soroti District Local Government compliance inspection sample list for the Financial Year 2024/2025.**

No.	Reference Number	Subject of Procurement	Method of Procurement	Provider	Contract Amount (UGX)	Risk rating
1.	Soro930/Supls/2024-2025/00008	Supply of fuel, lubricants and oils Lot 1 to the district	Open Domestic bidding	Total Energies & marketing services Ltd	306,690,247	Medium
2.	Soro930/Wrks/2024-2025/00006	Construction of a 5 stance VIP latrine pit latrine for boys in Opucet P/S in Gweri S/C and Amoroto P/S in Awaiwal S/C	Request for quotation	Sure Friends Civil and Agro-input Consultants	50,000,000	Medium
3.	Soro930/Wrks/2024-2025/00010	Design, supply and installation of solar powered irrigation system – Lot 1 (Edyegu Stephen in Otac-Katine S/C	Selective bidding	Technford Contractors and Suppliers Limited	22,931,000	Medium
4.	Soro930/Wrks/2024-2025/00014	Fencing of Asuret Seed Secondary School in Asuret sub county	Request for quotation	Homeland Technical Services(u) Ltd	437,928,515	Medium
5.	Soro930/Wrks/2024-2025/00012	Design, supply and installation of solar powered irrigation system Lot 3 (Edimu Francis, Elebo George William and Obol Jacob	Selective bidding	Sime Contractors	70,365,000	Medium
6.	Soro930/Supls/2024-2025/00007	Supply of science equipment and reagents to Kamuda Seed Secondary School in Kamuda Sub County	Open Domestic bidding	Ddamulira Limited	51,500,000	Medium
7.	Soro930/Supls/2024-2025/00011	Supply of ICT equipment and reagents to Kamuda Seed Secondary in Kamuda Sub County	Open Domestic bidding	Service and Computer Limited	148,016,984	Medium
8.	Soro930/Supls/2024-2025/00012	Procurement of road construction materials under RMG	Request for quotation	Vain Investments Limited	207,747,600	Medium
9.	Soro930/Wrks/2024-2025/00005	Construction of a 2 classroom with an office in Abule-Tubur Primary School in Tuber Sub County	Request for quotation	Sajo General Stores	93,014,857	Medium
10.	Soro930/Wrks/2024-2025/00004	Construction of a 2-classroom block with an office in Ogwolo Primary School in Katrine Sub-County	Request for quotation	Japemo Holdings Uganda Ltd	94,929,702	Medium
	<b>Total</b>				<b>1,483,123,905</b>	