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

COMPLIANCE INSPECTION REPORT FOR FINANCIAL YEAR 2024/2025

BUIKWE DISTRICT LOCAL GOVERNMENT

JUNE 2026

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ACRONYMS

FY	Financial Year
PDU	Procurement and Disposal Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
UGX	Uganda Shillings
ESHS	Environmental, Social, Health and Safety

EXECUTIVE SUMMARY

The Public Procurement and Disposal of Public Assets Authority (PPDA) conducted a compliance inspection of Bukwe District Local Government for Financial Year 2024/2025 and reviewed 10 sampled procurement transactions.

The overall objective of the inspection was to assess and establish the degree of compliance of the Entity's procurement system and processes with the provisions of the PPDA Act, Cap. 205, the Regulations, 2023, PPDA Regulations, 2014 on Force Account Mechanism, PPDA Guidelines, 2024 and the level of procurement performance over the inspection period.

From the findings of the compliance inspection exercise, the performance of Buikwe District Local Government for the Financial Year 2024/2025 was **Moderately Satisfactory** with an overall weighted average risk rating of **36.54%.** The risk rating was weighted to determine the overall risk level of the Entity as detailed in chapter three of this report.

The following key exceptions were noted:

1. Section 10 (1) (a) of the PPDA Act, Cap. 205 provides that; where there is persistent breach of this Act or Regulations or Guidelines made under this Act, the Authority may direct the concerned Procuring and Disposing Entity to take such corrective action as may be necessary in the circumstances, to rectify the breach. The Authority found that out of 10 previous audit recommendations, the Entity did not fully implement 6 (60%) of the recommendations i.e., two recommendations were not implemented and four recommendations were partially implemented. This undermined the intended improvement of the procurement function and indicated weak internal follow-up and accountability mechanisms within the Entity.

2. Regulation 3 (1) of the PPDA (Disposal of Public Assets) Regulations, 2023 requires the User Department or the appropriate department of a Procuring and Disposing Entity that is responsible for the management of public assets, to initiate a process for disposal of a public asset by making a request for disposal of the public asset to the Accounting Officer. The Authority found that the Entity responsible User Departments did not initiate the disposal of obsolete assets including motor vehicles and motor cycles, which resulted into continued holding of obsolete assets, leading to avoidable storage and maintenance costs, reduced accountability for public assets, and increased risk of loss, misuse, deterioration or vandalism.

3. Section 33(o) of the PPDA Act, Cap. 205 requires the Procurement and Disposal Unit to maintain records of procurement and disposal proceedings. The Authority found that the Head, Procurement and Disposal Unit did not maintain key procurement and contract management records for the design, supply and installation of solar-powered micro-scale irrigation systems worth UGX 1,038,474,640. Missing records included documentation on farmer participation (expressions of interest, installations completed, and co-funding compliance), contractor payment records, complete records of farmer co-funding payments, substantial completion certificates, and inspection reports, among others. This undermined transparency, accountability, and effective contract oversight, and limited traceability of deliveries to specific farmers.

4. Regulation 9(1)(a) and (b) of the PPDA (Contracts) Regulations, 2023 requires an Entity to prepare a contract that clearly identifies the obligations of each party and links all payments to

specific, identifiable, and measurable deliverables by the provider. The Authority found inconsistencies between the contract provisions and actual contract execution in the procurement for the supply of motor vehicle double cabin pick up for Finance Department worth UGX 200,000,000. For example, the contract was signed by Mr. Mafabi Muhammad despite the Powers of Attorney being granted to Mr. Kafeero Badru Kiggundu, and the contract did not provide for a Performance Security or Performance Securing Declaration even though the motor vehicle had not been delivered by the time of the compliance inspection. This exposed the Entity to significant financial and contractual risk.

5. Regulation 52 of the PPDA (Contracts) Regulations, 2023 requires the Contract Manager to make certain that the provider performs the contract in accordance with the terms and conditions of the contract. The Authority found that in two procurements worth UGX 563,768,269, the Entity did not monitor the contractor's compliance with environmental, social and health safeguards (ESHS). No follow-up/monitoring reports were availed to confirm implementation of the ESHS requirements, despite a total provision of UGX 3,300,000 in the Bills of Quantities. This exposed the projects to risks of environmental degradation, safety incidents affecting workers and communities, and unverified expenditure on ESHS items.

6. Section 130 (5) (e) of the PPDA Act, Cap. 205 requires an Entity applying the Force Account Mechanism to maintain and manage records, equipment and supplies of the works to ensure value for money. The Authority found that the Entity did not maintain procurement and contract management files for the road works on Kasubi-Ajjija-Kigaya, Nkokonjeru-Namukuma-Ssi, Lweru-Makindu and Kikakanya-Nkombwe roads among others. As a result, implementation records including comprehensive progress/status reports required from the Force Account Manager and Supervisor, and quarterly reports to URF/Ministry of Works & Transport were not available. This undermined transparency, accountability and value for money in the execution of Force Account works, since the absence of procurement and contract management files and key supporting records made it difficult to verify what was executed, by whom, at what cost, and whether the outputs met the required standards; and also increased the risk of unsupported expenditure, overpayments, diversion or misuse of materials (including culverts), weak supervision, poor quality works and delays going undetected.

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

1. The Accounting Officer should:
   (i) Task the Internal Auditor to follow up and ensure full implementation of the Authority's recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205;
   (ii) Take immediate corrective action to close the outstanding recommendations by preparing a time-bound implementation action plan for recommendations not fully implemented by assigning each action to a named responsible officer with clear deadlines; maintaining an implementation tracker with required evidence for each action; and periodic management reviews of progress until full implementation is achieved;
   (iii) Re-assess the reserve price of the assets to be disposed of by obtaining a valuation in accordance with Regulation 24 of the PPDA (Disposal of Public Assets) Regulations, 2023);
   (iv) Direct the Contract Managers, Head, Procurement and Disposal Unit, Production and Finance to regularise and strengthen contract documentation for the micro-scale irrigation

programme by availing and filing complete payment documentation; maintaining verified evidence of co-funding for each farmer; issuing and filing substantial completion/acceptance certificates for each installation; and providing the missing technical supervision reports and copies of contracts for the specified farmers;

(v) Strengthen contractual safeguards before payment by requiring all supply contracts especially for high-value items to provide for Performance Security or a Performance Securing Declaration, and ensuring these are obtained and valid before contract execution and/or any payment where delivery is outstanding;

(vi) Sign contracts only after confirming full funding availability for the contract sum, supported by where applicable, a written confirmation for any additional funding; and where available funds are below the contract sum, the Entity should either secure and document the additional funding before signature or revise the scope accordingly, and retain all evidence on the procurement file to prevent over-commitment and arrears;

(vii) Task the District Engineer to maintain all records on the implementation of Force Account Mechanism and share copies with the Procurement and Disposal Unit for filing in accordance with Section 130 (5) (e) of the PPDA Act, Cap. 205. Furthermore, the records should be made accessible efficiently whenever various mandated stakeholders require access; and

(viii) Direct the District Environment Officer and the District Community Development Officer, working with the Contract Managers, to prepare and file periodic comprehensive ESHS monitoring reports for all works contracts with ESHS provisions, supported by pictorial evidence, site inspection records and confirmation of ESHS items implemented.

2. The Head Procurement and Disposal Unit should:

(a) Group the public assets to be disposed of in lots to maximise competition and achieving value for money in accordance with Regulation 2 (3) of the PPDA (Disposal of Public Assets) Regulations, 2023, and guide the Entity on the use of most appropriate among Disposal methods provided under Section 95 (1) of the PPDA Act, Cap. 205; and

(b) Verify contractual authority and documentation before signature by confirming that the contract is signed by the properly authorised representative of the supplier in line with the Power of Attorney (PoA), and filing the verified PoA and identification documents on the procurement action file.

3. The Contract Managers should link payment certification of ESHS items to verified implementation, and ensure that the reports and evidence are maintained on the procurement action files to support compliance, accountability and value for money.

Buikwe District Local Government should implement the recommended action plan on pages **33** to **34** of this report.

CHAPTER ONE: INTRODUCTION

1.1 Background

The Public Procurement and Disposal of Public Assets Authority (PPDA) conducted a compliance inspection of Kyankwanzi District Local Government for the Financial Year 2024/2025 and reviewed 10 sampled procurement transactions. The inspection involved a review of procurement structures, procurement and asset disposal processes, as well as contract performance following the provisions of the PPDA Act, Cap. 205, the PPDA Regulations 2014 and 2023, and PPDA Guidelines, 2024.

1.2 Inspection Objectives

The overall objective of the compliance inspection was to assess and establish the degree of compliance of Entity's procurement system, process and disposal with the provisions of the PPDA Act, Cap. 205; PPDA Regulations, 2023; PPDA Regulations 2014 on Force Account Mechanism; and PPDA Guidelines, 2024 and the level of procurement performance over the inspection period.

The specific objectives of the inspection were to:

1. Establish the level of compliance by the Entity with the general provisions of the PPDA Act, Cap. 205 and PPDA Regulations 2014 and 2023 with regard to the performance of the procurement structures and conduct of procurement and disposal processes;
2. Assess the degree of compliance of the Entity' disposal process with the provisions of the PPDA Act, Cap. 205 and PPDA Regulations 2023;
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;
4. Assess the implementation of the Force on Account Mechanism for road works; and
5. Assess the performance of Microscale Irrigation Projects under the UGIFT program.

1.3 Structure of the Entity

According to Section 28 of the PPDA Act, Cap. 205, the Accounting Officer has the overall responsibility for the successful execution of procurement, disposal and contract management in the Procuring and Disposing Entity. The Accounting Officer of Buikwe District Local Government during the Financial Year under review was Mr. Robert Mulondo, the Chief Administrative Officer.

The Permanent Secretary/Secretary to the Treasury of the Ministry of Finance Planning & Economic Development approved the members of the Contracts Committee listed in Table 1 below:

Table 1: Contracts Committee for the FY 2024-2025

No.	Name	Job Title	Position on Committee	Date of Appointment
1.	Dr. Richard Bbosa Sserunkuuma	District Health Officer	Chairperson	4th October 2023
2.	Ms. Sarah Namirimu	Senior Assistant Secretary	Secretary	5th March 2024
3.	Ms. Rose Mary Zalwango	Statistician	Member	4th October 2023
4.	Mr. Moses Balimunsi	District Forest Officer	Member	13th November 2023
5.	Mr. John Paddy Boyo	Health Inspector	Member	31st May 2023

According to Section 33 of the PPDA Act, Cap. 205, all procurement or disposal activities of the Procuring and Disposing Entity except adjudication and the award of contract were to be managed by the Procurement and Disposal Unit. The Procurement and Disposal Unit was fully staffed during the period under review in accordance with Section 32 of the PPDA Act, Cap. 205 as indicated in Table 2 below:

Table 2: Staff in the Procurement and Disposal Unit

No.	Name	Position	Qualification	Date of appointment
1.	Ms. Suzan Namayanja	Senior Procurement officer	CIPS Level 5; PGD in Procurement and Supplies Management; Bachelor's Degree in Procurement and Logistics Management; and Diploma in Procurement and Logistics Management	25th July 2022
2.	Mr. Rogers Babaranda	Procurement Officer	MSC PSCM; CIPS; PGD in Procurement and Supplies Management; and Bachelor's Degree in Procurement and Logistics Management.	18th May 2018

1.4 Scope of the Inspection

The compliance inspection involved a review of the procurement process, disposal process, general compliance issues and contract implementation of 10 transactions under the Financial Year 2024/2025 vide Appendix 1.

1.5 Inspection Methodology

Under the supervision of the Regional Manager, Central Region, a Senior Officers Performance Monitoring and an Officer Performance Monitoring conducted the exercise. They examined records and documents for each sampled procurement transaction and obtained relevant and sufficient evidence to derive the compliance inspection conclusions. This involved a review of the Entity's procurement/disposal planning, initiation, bidding, evaluation, contract placement and management.

During the compliance inspection exercise, the inspection team met with the staff from the Procurement and Disposal Unit, Contracts Committee, Internal Audit and User Departments where necessary, to obtain crucial qualitative information about the internal control system and processes in place.

The inspection commenced on 23rd March 2026 and a debrief meeting to discuss preliminary findings was held with the Entity's management and staff on 25th March 2026 before the team could embark on preparation of the management letter. The management letter was sent to the Entity on 11th May 2026 with a request to submit a Management Response by 20th May 2026 which was submitted on 26th May 2026.

On completion of data collection and before writing the report, the Inspection Manager reviewed the working papers for completeness. The working papers contained chronology of findings on each of the sampled transactions. The inspection report presents the key findings and conclusion arising from the inspection.

CHAPTER TWO: FINDINGS AND RECOMMENDATIONS

2.1 COMPLIANCE WITH THE GENERAL PROVISIONS OF THE PPDA ACT, CAP. 205 AND PPDA REGULATIONS 2014 AND 2023 WITH REGARD TO THE PERFORMANCE OF THE PROCUREMENT STRUCTURES AND CONDUCT OF PROCUREMENT AND DISPOSAL PROCESSES

2.1.1 Failure to fully implement 60.0% of the previous recommendations

Section 10 (1) (a) of the PPDA Act, Cap. 205 provides that; ''*where there is persistent breach of this Act or regulations or guidelines made under this Act, the Authority may direct the concerned Procuring and Disposing Entity to take such corrective action as may be necessary in the circumstances, to rectify the breach*''.

Buikwe District Local Government was issued a compliance inspection report for the Financial Year 2022/2023 in March 2024. Out of 10 recommendations made, two recommendations representing 20.0% were not implemented, four recommendations representing 40.0% were partially implemented as indicated in Table 3 below:

Table 3: Implementation of Previous Audit Recommendations

No.	Recommended Action	Status	Management Response
1.	The Accounting Officer should task the Internal Audit to follow up and ensure full implementation of the Authority's audit recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205	Partially implemented	*Management acknowledged the Authority's observation and promised to comply*
2.	The Accounting Officer should investigate the revenues received by the District from Senyi Landing site market and Kiyindi landing site market revenue sources and submit a copy of such an investigation to the Authority	Not implemented	*Management acknowledged the Authority's observation and explained that the investigations were ongoing.* **Authority's comment:** Noted the Entity's response; however, no documentary evidence was provided to support the response.
3.	The Accounting Officer should expedite the disposal process to avoid further loss of asset value following the PPDA Disposal Regulations, 2023	Partially implemented	*Management noted the Authority's observation and explained that disposal process carried out by public bidding, however, bidder participation was low and the successful bidders did not pick the items.* **Authority's comment:** Noted the Entity's response; however, the Entity did not take an initiative to establish the cause of low bidder participation, re-evaluate the items

No.	Recommended Action	Status	Management Response
			and assessment for the use of best alternative disposal method.
4.	The Accounting Officer should recover or refund UGX 3,907,831 paid as VAT to International Project Management Services, a non-VAT Registered provider in the procurement for redesigning of Ssi Trading Centre water system extension and Kawomya system in Ngogwe HC III worth UGX 25,618,000	Not implemented	*Management acknowledged the Authority's observation and explained that the activity was ongoing.* **Authority's comment:** Noted the Entity's response; however, no documentary evidence was provided to support the response and no updates were provided on recovery or refund of UGX 3,907,831.
5.	The Head Procurement and Disposal Unit should 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 performance	Partially implemented	*Management noted the Authority's observation and explained that the procurement plan was regularly updated and submitted to the Authority* **Authority's comment:** Noted the Entity's response; however, planned procurements estimated at UGX 19,662,993,433 (80.96% of planned procurement expenditure) were not implemented and the plan was not updated to reflect changes in plan changes with justifications.
6.	The contract managers should always prepare and submit copies of all contract management records to key stakeholders including the Procurement and Disposal Unit for safe custody in accordance with Regulation 52 (3) (a) (vii) of the PPDA (Contracts) Regulations, 2023	Partially implemented	*Management acknowledged the Authority's observation and promised to improve*

Implication
Failure to implement audit recommendations hinders performance improvement of the Entity's procurement and disposal function and exposes the Entity to procurement risks such as repeated findings, escalated scrutiny, fraud, loss and leakage as well as loss of value for money.

Recommendations
The Accounting Officer should:
a) Task the Internal Auditor to follow up and ensure full implementation of the Authority's recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205.

b) Take immediate corrective action to close the outstanding recommendations by:
   i. Preparing a time-bound implementation action plan for the two not implemented and four partially implemented recommendations, assigning each action to a named responsible officer with clear deadlines;
   ii. Maintaining an implementation tracker with required evidence for each action; and
   iii. Conducting quarterly management reviews of progress until full implementation is achieved, and submitting the implementation status and supporting evidence to PPDA upon request.

2.1.2 Failure to implement 80.96% of the procurement plan

The Entity's total procurement budget for the Financial Year 2024/2025 was UGX 24,288,502,166 as noted from the Entity's consolidated procurement plan. The monthly reports submitted to the Authority indicated a total procurement spend of UGX 4,625,508,733 implying that the Entity did not implement planned procurements estimated at UGX 19,662,993,433 (80.96% of planned procurement expenditure). Details of implementation are summarized in Table 4 below:

Table 4: Procurement plan implementation rate

Total procurement plan value (UGX)	24,288,502,166
Actual procurement spends (UGX	4,625,508,733
Variance (UGX)	19,662,993,433
Percentage implementation rate (%)	19.04%
Variance (%)	80.96%

Notably, some of the planned procurements were also not implemented as indicated in Table 5 below:

Table 5: Planned procurements not implemented

No.	Subject of Procurement	Planned value (UGX)	Source of Funding
1.	Construction of infrastructures at Namusanga P/S	1,700,000,000	BDFCDP
2.	Procurement of Tree seedlings	560,000,000	BDFCDP
3.	Construction and equipping of Natural Resources Building	350,000,000	BDFCDP
4.	Construction of 2 new and extension of 6 water systems	9,000,000,000	BDFCDP
5.	Construction of a public waterborne toilet in Wakisi, Nyenga and Ssi	280,000,000	DWSDCG
6.	Construction of incinerators in schools	560,000,000	BDFCDP
7.	Upgrade of VIPs to aqua-privy	280,000,000	BDFCDP
8.	Construction of Kiyindi Market	4,500,000,000	BDFCDP
9.	Design and construction of outoda-Zziga Nagologye 1Km	415,000,000	RF
10.	Supply of concrete pillars	130,000,000	BDFCDP
11.	Supply of bicycles and personal protective gadgets	148,000,000	BDFCDP
12.	Provision of meals and refreshments	82,294,000	LR, PHC, PMG, Non-wage
	Total	**18,005,294,000**	

Implication
This significantly undermined service delivery and value for money, since most planned procurements were not undertaken within the year, potentially denying intended beneficiaries' goods, works and services worth UGX 19,662,993,433. The low level of implementation also indicates weak procurement planning and execution, may contribute to poor budget absorption and reallocation or reduction of funds in subsequent years.

Management Response
Management acknowledged the Authority's observation and explained that most of the projects identified were planned to be implemented during the Phase 3 of the Embassy of Iceland workplan through Buikwe District Fishing Community Development Program, however, the program was on hold waiting for approvals from Embassy of Iceland and MoFPED. The Embassy of Iceland didn't renew its Partnership Agreement between MoFPED and Buikwe DLG, thus the project not implemented as planned.

Authority's comment: Noted the Entity's response; however, there was no documentary evidence provided by the Entity to support the management response and the procurement plan was never updated to reflect the prevailing circumstances.

Recommendations
1. The Accounting Officer and Management should regularly carry out a review of the implementation of the procurement plan and update plan with justifications for projects not to be implemented in accordance with Section 60 (7) of the PPDA Act, Cap. 205 to ensure improved performance.
2. The Head Procurement and Disposal Unit should align the procurement plan to the Entity's expenditure programme and aggregate requirements by preparing a realistic, budget-backed procurement plan based on confirmed funding and prioritised needs, in accordance with Sections 60(2)(a) and 60(2)(d) of the PPDA Act, Cap. 205.

2.1.3 Low bidder participation
Sections 48 and 49 of the PPDA Act Cap. 205 provides that; *''all procurement and disposal shall be conducted in a manner to maximize competition and achieve value for money''*.

The Authority found that, the Entity, shortlisted and approved six bidders under quotation method in accordance with Regulation 20 (1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023. However, on average, two bids were received by the Entity for six procurements worth UGX 1,169,077,729, which reduced competition and value for money contrary to Sections 49 of the PPDA Act, Cap. 205. The procurements are as indicated in Table 6:

Table 6: Procurements with low bidder participation

No.	Subject of procurement	Amount (UGX)	Shortlist	No. of bids received
1.	Construction of piped water system Extension from Ssi to Ngogwe HC IV	175,817,640	7	2
2.	Construction of a 2 in1 Classroom block with lightening arrestor, ramp and 14 Primary school Desks at St. Kaloli Lukka	114,879,600	6	3

No.	Subject of procurement	Amount (UGX)	Shortlist	No. of bids received
3.	Construction of 2 in 1 classroom block at Nkompe ps with 10,000 ltr water tank, lightening arrestor, ramp and 14 primary school desks	114,612,220	6	3
4.	Supply of motor vehicle double cabin pick up for Finance department	200,000,000	6	2
5.	Construction of Buikwe District Administration Block Phase III	398,311,006	6	2
6.	Rehabilitation of 6 classroom Block at Luwombo P/S	165,457,263	12	2
	Total	**1,169,077,729**		

Implication
This reduced competitive pressure on price and quality, increasing the risk of inflated costs, limited choice of capable providers and suboptimal contract outcomes, thereby weakening value for money.

Management response
Management noted the Authority's observation and explained that a stakeholders' engagement meeting was held with service providers to ascertain the real cause of low bidder participation and Management came up with strategies. The Entity further promised to continuously engage the service providers.

Authority's comment: The Authority noted management's response and the stakeholder engagement held on 5th August 2025 (30 participants, chaired by the DCAO), and acknowledged agreed strategies to address low bidder participation particularly on delayed payments, costing/profit margins, and procurement process challenges (including use of bid securing declarations where applicable). However, the Authority observed that resolutions for two issues raised by providers were not minuted:

(i) Payments often being less than providers' certified/claimed works, affecting progress and completion time; and
(ii) Some prequalified providers not being invited to participate throughout the financial year.

Recommendations
The Accounting Officer should:
a) Follow up on the implementation of the resolutions of the engagement with suppliers on the low bidder participation held on 5th August 2025 and also come up with the strategies on how best to manage the unresolved issues for improved bidder participation;
b) Direct the Head, Procurement and Disposal Unit to strengthen competition under the quotation method by:
   i. Issuing RFQs to all providers on the approved shortlist and confirming their capacity/availability before invitation in accordance with Regulations 20 (1) and 31 (1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023;

ii. Allowing adequate response time and ensuring requirements are clear and non-restrictive in accordance with Regulations 31 (2) and 56 (1) (e) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023; and
iii. Where fewer than six bids are received, documenting the reasons and re-inviting or applying an alternative method where appropriate, to comply with Sections 48 and 49 of the PPDA Act, Cap. 205 and achieve value for money.

2.2 COMPLIANCE OF THE ENTITY' DISPOSAL PROCESS WITH THE PROVISIONS OF THE PPDA ACT, CAP. 205 AND THE PPDA REGULATIONS

2.2.1 Failure to dispose obsolete assets

Regulation 3 (1) of the PPDA (Disposal of Public Assets) Regulations, 2023 provides that; "*a User Department or the appropriate department of a Procuring and Disposing Entity that is responsible for the management of public assets, shall initiate a process for disposal of a public asset by making a request for disposal of the public asset to the Accounting Officer*".

A review of the Board of Survey report for the Financial Year 2023/2024 dated 29th August 2024 and received on 30th August 2024 by Ministry of Finance, Planning and Economic Development, the Authority found that a number of items were recommended for disposal. However, no action was taken to dispose of the assets as indicated in Table 7:

Table 7: Unserviceable Items Recommended for Disposal

Item	Unique identifier (Tag/ Registration Number)	Quantity	Location
Motorcycle-Honda	UG 0535Y	1	Headquarters -Community
Motorcycle- Suzuki	UG 2226A	1	Headquarters - Administration
Motorcycle	UG 1470	1	Headquarters - Finance
Motorcycle- Yamaha DT	LG 0146-36	1	Headquarters – Health (Namulesa HC II)
Motorcycle- Yamaha	LG 0021-015	1	Headquarters – Health (Namulesa HC II)
Motorcycle- Honda	Plates withdrawn	1	Headquarters – Health
Motorcycle-Yamaha Crux	LG 0026-015	1	Headquarters – Health (Ddungi HC II)
Motorcycle-Honda XL 125	UG-4286M	1	Headquarters – Health (Bukaya HC II)
Motorcycle- Suzuki 125	UG 1470A	1	Headquarters - Production
Motorcycle-Suzuki TF 125	UDA 417Y	1	Nkokonjeru TC
Motorcycle-Yamaha DT	UDX 077Y	1	Nkokonjeru TC
Motorcycle-Yamaha DT 125	UDX 149Y	1	Buikwe S/C
Motorcycle-Honda	LG 010536	1	Najja S/C
Motorcycle-Yamaha	LG 012136	1	Najja S/C
Motorcycle-Yamaha	UDY 354Y	1	Najja S/C
Motorcycle- Jincheng	UG 1584 C	1	Najja S/C
Motorcycle- Jialing 124 L	UG 3295M	1	Najja S/C
Motorcycle-Yamaha DT 125	UDX 105Y	1	Buikwe T/C
Motorcycle-Yamaha DT 125	UDX 341Y	1	Buikwe T/C
Motorcycle-Suzuki	UDA 417	1	Buikwe T/C
Rice mill	Not specified	1	Buikwe S/C
Wooden doors	N/A	100	Kawolo Hospital
Mettalic tanks (1000ltrs)	N/A	13	Kawolo Hospital
Iron sheets (long and short)	N/A	293	Zzitwe, Sangazira and Ssi Primary Schools
Borehole spare parts	N/A	Assorted	Headquarters - Water Department

Implication
This resulted into continued holding of obsolete assets, leading to avoidable storage and maintenance costs, reduced accountability for public assets, and increased risk of loss, misuse, deterioration or vandalism.

Management Response

Management noted the Authority's observation and explained that; on 3rd March 2025, the Entity ran an advert for disposal of the items, however, bidder participation was low and the successful bidders did not pick the items.

Authority's comment: The Authority noted the Entity's response and reviewed the newspaper bid notice with a closing date of 21st March 2025. However, the Authority observed that the disposal process may have discouraged bidder participation because:

(i) The notice required a non-refundable fee of UGX 100,000 to purchase the bidding document, which was likely disproportionate for low-value items and may have deterred potential bidders.

(ii) The notice provided insufficient item details, listing only "disposal of motorcycles" and "obsolete items" without indicating the number of motorcycles or providing a clear list/summary of the obsolete items. This limited transparency and may have reduced participation, especially from bidders outside the district.

Recommendations

1. The Accounting Officer should:
   i) Provide sufficient and clear details of items for disposal in the invitation notice for publication in accordance with Regulation 6 (4) of the PPDA (Disposal) Regulations, 2023; and
   ii) Prepare a disposal plan for the public assets recommended for disposal in the board of survey report and after valuation for disposal in accordance with Regulation 2 of the PPDA (Disposal of Public Assets) Regulations, 2023.
2. The Contracts Committee should approve a non-refundable fee for the bidding document that is reasonable to cover costs of copying the documents in accordance with Regulation 6 (8) of the PPDA (Disposal) Regulations, 2023.
3. The Head, Procurement and Disposal Unit should group the public assets to be disposed of in lots to maximise competition and achieving value for money in accordance with Regulation 2 (3) of the PPDA (Disposal of Public Assets) Regulations, 2023; and guide the Entity on the appropriate Disposal methods to be used as provided under 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.

2.3.1 Failure to Maintain Contract Management Records

Section 33 (o) of the PPDA Act, Cap. 205 provides that "*a Procurement and Disposal Unit shall maintain and archive records of the procurement and disposal process*".

The Authority found that four contracts worth UGX 881,573,269 had missing contract management records including reports and payment records among others contrary to Section 33(o) of the PPDA Act, Cap. 205 as indicated in Table 8 below:

Table 8: Contract management records missing on the Procurement Action Files

No.	Subject of Procurement	Amount (UGX)	Missing Records
1.	Supply of motor vehicle double cabin pick up for Finance department	200,000,000	• Complete payment records worth UGX 200,000,000 the contract price. • Delivery documents including delivery note, invoice and Goods Received Note as indicated under GCC 1.1.
2.	Supply, Delivery, Installation, User training and commissioning of assorted medical equipment for 195 Health (Nkokonjeru HCIII)	117,805,000	• The following documents indicated under GCC 12: - - Certificate of origin - Inspection certificate issued by a nominated inspection agency - Supplier's factory inspection report • Performance Security of 5% of the contract price as required under GCC 19.1 of the signed contract
3.	Construction of Buikwe District Administration Block Phase III	398,311,006	Performance Security of 5% of the contract price as required under GCC 61.1 of the signed contract
4.	Rehabilitation of 6 classroom Block at Luwombo P/S	165,457,263	• Instructions to the contractor for the extra works executed i.e., fixing the six windows; construction of the extended ramp; rebuilding the cracked area; and fabrication and installation of guard rails (partially done), worth UGX 12,302,500 as indicated in the BOQs for extra works • Contracts Committee approval of the extra works.
Total		**881,573,269**	

Implication

Failure to maintain contract management records is a sign of non-transparency and weaknesses in the internal controls which illustrates an ineffective accountability system within the Entity.

Management Response

Management noted the Authority's observation and explained that the documents were on file.

Authority's comment: Noted the Entity's response; however, the documents in Table 8 above were not provided for verification.

Recommendations

1. The Head, Procurement and Disposal Unit should liaise with User Departments, Engineering Department and Finance Department for copies of all documentation relating to a procurement and archive on the procurement action file in accordance with Section 33 (o) of the PPDA Act, Cap. 205.
2. The Contract Managers should keep and archive all contract management records and distribute copies to key stakeholders including the PDU as required in accordance with Regulation 52 (3) (a) (vii) of the PPDA (Contracts) Regulations, 2023.

2.3.2 Irregularities in the contract for the Supply of motor vehicle double cabin pick up

Regulation 9 (1) (a) and (b) of the PPDA (Contracts) Regulations, 2023 provides that "*a contract shall clearly identify the obligations of each party; and correlate all payments by a Procuring and Disposing Entity with the corresponding inputs and the obligations or deliverables by a provider, in a specific identifiable and measurable manner*".

The Authority found that there were controversies in provisions of the contract and the actual execution of the contract for the supply of motor vehicle double cabin pick up for Finance department worth UGX 200,000,000 as follows:

i) GCC 18.1 of the contract did not require a Performance Security and there was also no provision for Performance Securing Declaration yet the motor vehicle had not been delivered by the time of the compliance inspection;
ii) GCC 18.2 of the contract indicated the advance payment as not applicable; however, the Entity made partial advance payments worth UGX 90,681,970, with delivery of the vehicle expected after full payments; and
iii) Contract was signed by Mr. Mafabi Muhammad on behalf of the supplier yet the Powers of Attorney had been granted to Mr. Kafeero Badru Kiggundu.

Implications

- This exposed the Entity to significant financial and contractual risk, since the contract lacked adequate performance safeguards while delivery had not been made, limiting the Entity's ability to enforce performance or secure a remedy in case of default.
- Making advance/partial payments contrary to the contract terms also increased the risk of loss of funds, delayed delivery and disputes, especially where delivery was conditional on full payment. In addition, execution of the contract by a person not authorised under the Power of Attorney raises enforceability concerns and may render the contract vulnerable to challenge, thereby exposing the Entity to the risk of potential nullification.

Management Response

No management response

Recommendations

1. The Accounting Officer should strengthen contractual safeguards before payment by requiring all supply contracts especially for high-value items to provide for Performance Security or a

Performance Securing Declaration, and ensuring these are obtained and valid before contract execution and/or any payment where delivery is outstanding.

2. The Accounting Officer should align payments strictly to the signed contract terms by prohibiting advance or partial payments where the contract states "not applicable," unless the contract is formally amended with the required approvals and clear conditions (amount, security, recovery schedule, delivery timelines). Where advance/partial payments are allowed, payment should be supported by an appropriate advance payment guarantee and recoverable terms.
3. The Head, Procurement and Disposal Unit and Legal Officer should verify contractual authority and documentation before signature by confirming that the contract is signed by the properly authorised representative of the supplier in line with the Power of Attorney (PoA), and filing the verified PoA and identification documents on the procurement action file.

2.3.3 Non-adherence to the Environmental, Social, Health, Safety Safeguards

Regulation 52 (1) (a) of the PPDA (Contracts) regulations, 2023 provides that; ''*a contract manager shall make certain that the provider performs the contract in accordance with the terms and conditions specified in the contract*''.

The Authority found that the District Environment Officer and the District Community Development Officer did not prepare reports on the implementation of the Environmental, Health and Social safeguards (ESHS), yet provisions were made in the bills of quantities for two contracts worth UGX 563,768,269 as indicated in Table 9:

Table 9: Procurements without ESHS reports

No.	Subject of procurement	Value (UGX)	PPDA Finding
1.	Rehabilitation of 6 classroom Block at Luwombo P/S	165,457,263	No detailed ESHS reports with pictorial evidence were availed to confirm implementation of the ESHS activities, despite a provision of UGX 1,300,000 for these activities in the contractor's Bill of Quantities, as indicated below: • General Environment Supervision Mitigations worth UGX 500,000; and • Gender and HIV AIDS Supervision and mitigations worth UGX 800,000 (Amount Stated by Entity for contractors). **Note:** There were no breakdowns of required activities on ESHS aspects with UGX 1,300,000 above pre-stated by the Entity in the bill of quantities.
2.	Construction of Buikwe District Administration Block Phase III	398,311,006	No detailed ESHS reports with pictorial evidence were availed to confirm implementation of the ESHS activities, despite a provision of UGX 2,000,000 for these activities in the contractor's Bill of Quantities, as indicated below: • General Environment Supervision Mitigations worth UGX 1,000,000; and • Gender and HIV AIDS Supervision and mitigations worth 1,000,0000.

No.	Subject of procurement	Value (UGX)	PPDA Finding
			Note: There were no breakdowns of required activities on ESHS aspects with UGX 2,000,000 above pre-stated by the Entity in the bill of quantities.
Total		**563,768,269**	

Implication
This weakened oversight of environmental, health and social safeguards, since the Entity could not demonstrate that ESHS risks were identified, mitigated and monitored during implementation. It also increased the risk of accidents, environmental degradation, community complaints and non-compliance with safeguard obligations, and exposed the Entity to paying for unverified ESHS items provided for in the Bills of Quantities. This undermined value for money.

Management Response
Management noted the Authority's observation and explained that the reports were retrieved for verification

Authority's comment: The Authority noted the Entity's response; however, verification of the monitoring reports showed gaps in follow-up and evidence of ESHS implementation as detailed below:

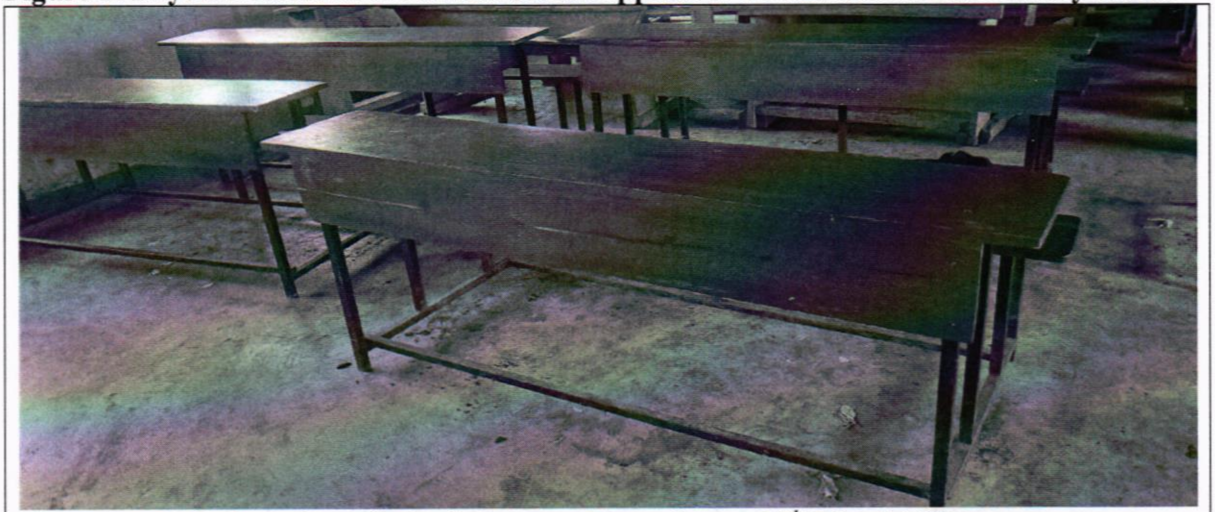
(i) Rehabilitation of the 6-Classroom Block at Luwombo Primary School: The Environment Department reports dated 28th March 2025 and 31st March 2025 raised issues (solid waste management, drainage/runoff, fire safety, site security/fencing, and tree planting), but no follow-up reports were provided to confirm implementation of the recommendations. In addition, there was no gender and HIV/AIDS supervision report from the District Community Development Officer.
(ii) Construction of Buikwe District Administration Block Phase III: The ESHS monitoring report dated 20th June 2025 indicated provision of PPE, but no pictorial evidence was provided to confirm usage. Further, there was no documentation (attendance, reports, or photos) to confirm gender and HIV/AIDS supervision, sensitisation, or mitigation activities by the responsible officers.

Recommendations
1. The Accounting Officer should direct the District Environment Officer and the District Community Development Officer, working with the Contract Managers, to prepare and file periodic comprehensive ESHS monitoring reports for all works contracts with ESHS provisions, supported by pictorial evidence, site inspection records and confirmation of ESHS items implemented.
2. The Contract Managers should link payment certification of ESHS items to verified implementation, and ensure that the reports and evidence are maintained on the procurement action files to support compliance, accountability and value for money.

2.3.4 Failure to Engrave Government Property
Section 34(2) of the Public Finance Management Act (PFMA) requires that an electronic or manual asset register, in the prescribed form (TF 26), be maintained for all assets and that all such assets be appropriately marked or engraved to enable easy identification as Government assets.

The Authority found that in the procurement for construction of a 2-in-1 classroom block (with lightning arrestor and ramp) and supply of 14 primary school desks at St. Kaloli Lukka Primary School worth UGX 114,879,600, the desks supplied were not engraved/marked for identification, as shown in Figure 1 below:

Figure 1: Physical status of the school desks supplied to St Kalooli Lukka Primary School



Three-seater desks and teacher's chairs not engraved as at 24th March 2026

Implication

This weakened asset accountability and control, since unmarked desks are difficult to uniquely identify, record and verify during inspections. It increases the risk of loss, theft, substitution or misallocation and complicates inventory management.

Management response

Management acknowledged the Authority's observation and explained that it was an oversight, therefore the District Education Officer was directed to take appropriate action.

Recommendation

The Accounting Officer should ensure the District Education Officer immediately follows up with the Headteacher to engrave/mark all supplied desks with the school's name and procurement reference and update the school asset register, with documented evidence (e.g., photos and the updated register extract) submitted to the Entity for filing. Going forward, the Accounting Officer should require that asset marking/engraving is included as a mandatory requirement in the solicitation documents and/or contract, and that compliance is verified and documented during inspection and acceptance as a precondition for payment.

2.4 IMPLEMENTATION OF FORCE ACCOUNT MECHANISM

2.4.1 Failure to maintain procurement and contract management files

Section 130 (5) (e) of the PPDA Act, Cap. 205 provides that, *"for the purpose of ensuring value for money in the application of the Force Account Mechanism, the Accounting Officer of a Procuring and Disposing Entity shall maintain and manage the records, equipment and supplies of the works in accordance with the Public Finance Management Act, Cap. 171"*.

During the review of the revised annual procurement and disposal plan 2024/2025 received on 15th July 2025, the Authority noted that the Entity, under Works Department, planned, among other requirements for execution of road maintenance works using Force Account Mechanism, procurement of supplies under framework contracts; and repair and servicing of road equipment, some of which are indicated in the Table 10 below:

Table 10: Planned supplies and services in the FY 2024-2025

No.	Subject of procurement	Amount (UGX)	Source of funding	Procurement Method
1.	Opening and grading of new roads 40.8Km	169,595,391	RF & DDEG	Open Domestic/ Framework
2.	Grabbing, grading and shaping of community access roads	62,077,384	RF & DDEG	Open Domestic/ Framework
3.	Mechanised routine of 27.5Km	42,000,000	RF	Open Domestic/ Framework
4.	Swamp raising on Kilamya-Sefuzi-Sengi 8Km and Bubiro-Kiwungi 4.5Km	398,370,000	District Grant	Open Domestic/ Framework
5.	Grading of roads 31Kms	62,077,384	RF & DDEG	Open Domestic/ Framework
6.	Maintenance of Kasubi-Kigaya 18Km, Nkokonjeru Ssi-17Km, Lweru-Makindu 7Km, Kikakanya-Nkombwe 14Km, Ziba-Kawomya 6Km	960,000,000	RF & MOWT	Open Domestic/ Framework
7.	Procurement and Installation of concrete culverts 600mm dia, 900mm dia, 1200mm	248,500,000	RF	Open Domestic/ Framework
8.	Supply and installation of culverts on Kalambya-Senfunzi -Senyi road 8Kms	89,900,000	RF	Open Domestic/ Framework
9.	Supply and installation of culverts on Nkokonjeru -Namukuma -Ssi road 18Km	100,500,000	RF	Open Domestic/ Framework
10.	Supply of spare parts for bulldozer and grader	9,710,000	RF	Open Domestic/ Framework
Total		**2,142,730,159**		

The Authority reviewed the monthly procurement reports for the financial year 2024-2025 and noted that the Entity procured supplies for road works executed using Force Account Mechanism under framework as indicated in Table 11 below:

Table 11: Road works without procurement and contract management files

S/No.	Force Account Activity	Provider	Supplies	Purchase Order No.	Value (UGX)
1.	Bush clearing, Grubbing, Grading and Reshaping Road section on Ziba-Kawomya Road in Ngogwe SC	Total Lugazi Service Station	Fuel and Lubricants	1637	5,408,312
2.	Spot gravelling works on Nkokonjeru-Namukuma-Ssi road in Ngoge/Ssi SC	Total Lugazi Service Station	Fuel and Lubricants	1638	12,498,200
3.	Supply and Installation of Culverts on Kikanya-Nkombwe road 14Kms	Ken General Contractors and Suppliers Ltd	Culverts	1724	97,350,000
4.	Bush clearing, grubbing, grading, and reshaping of Nkokonjeru-Namukuma-Ssi road section of 17 kms	Total Uganda Ltd	Fuel and Lubricants	1610	40,112,800
5.	Installation of culverts on Kalambya-Sefunzi road	Ken General Contractors & Supplies Ltd	Culverts	1587	85,505,000
6.	Installation of culverts on Nkokonjeru-Namukuma-Ssi road	Ken General Contractors & Supplies Ltd	Culverts	1589	100,500,000
7.	Gravelling of Kasubi-Koba section on Kasubi-Ajjija-Kigaya road	Total Uganda Ltd	Fuel and Lubricants	1542	28,025,960
8.	Dozing rocky section, Bush clearing and grading at Ngogwe Baskerville and Katovu Road	Total Uganda Ltd	Fuel and Lubricants	1507	19,677,000
9.	Gravelling slippery section of Ngogwe-Baskerville and Katovu-Nampanyi Road	Trenail Holdings Ltd	Fuel and Lubricants	1508	17,191,200
10.	Bush clearing, grubbing, grading and reshaping of Kasubi-Ajjija-Kasubi road Section 18Kms	Total Uganda Ltd	Fuel and Lubricants	1510	41,081,040
11.	Installation of culverts on Kasubi-Ajjija-Kigaya road	Ken General Contractors and Suppliers Ltd	Culverts	1511	76,170,000
12.	Gravelling of Ajjija-Buwooya section on Kasubi-Ajjija-Kigaya road	Trenail Holdings Ltd	Fuel and Lubricants	1512	49,400,000
	Total				**572,919,512**

In light of the above in Table 11, the Authority found that there were no procurement and contract management files for the road works executed using Force Account Mechanism.

Additionally, the following records were missing, contrary to Section 130 (5) (e) of the PPDA Act, Cap. 205:

1) Quarterly reports to URF/Ministry of Works & Transport for all the roads implemented under Force Account Mechanism during the Financial Year 2024-2025;
2) The procurement and contract management files for the road works in Table 11 above, executed using Force Account Mechanism; and
3) Detailed progress/status reports prepared by the Force Account Manager and Supervisor indicating the periodic progress of road works, including ongoing works and after completion.

Implication
This undermined transparency, accountability and value for money in the execution of Force Account works, since the absence of procurement and contract management files and key supporting records made it difficult to verify what was executed, by whom, at what cost, and whether the outputs met the required standards. It also increased the risk of unsupported expenditure, overpayments, diversion or misuse of materials (including culverts), weak supervision, poor quality works and delays going undetected.

Management Response
Management noted the Authority's observation and explained that records were on file

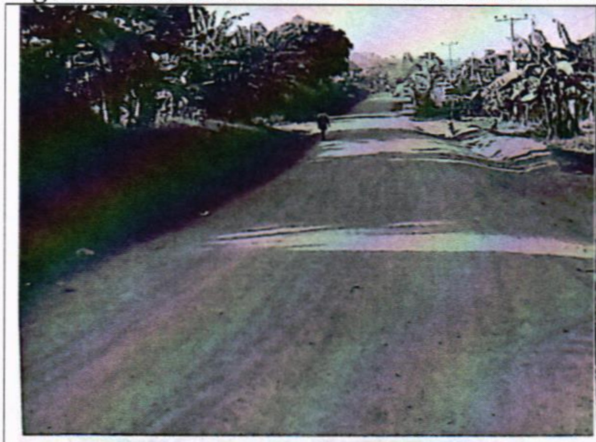
Authority's response: Noted the Entity's response; however, while the entity maintained that the records were on file, the aforementioned records were not provided to prove the claim. The Authority further noted that, the details in the procurement plan (indicated in Table 10 above) differed from the annual district workplan under Road Maintenance Grant for Buikwe District Local Government for the financial year 2024-2025 that was approved by the District Roads Committee on 28th June 2024 for implementation using the Force Account Mechanism and received by Uganda Road Fund on 1st July 2024, with the overall funding requirements as indicated in Table 12 below:

Table 12: Summary of roads and other activities executed under Force Account Mechanism

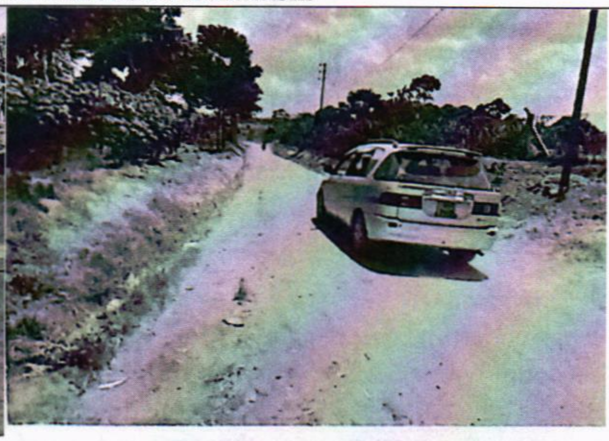
No.	Activity	Length to be treated (Km)	Estimated Cost (UGX)
1.	Kasubi-Ajjija-Kigaya Road	17	291,392,880
2.	Nkokonjeru-Namukuma-Ssi Road	17	277,845,495
3.	Lweru-Makindu Road	7.3	157,977,693
4.	Kikakanya-Nkombwe Road	14	222,767,610
5.	Equipment maintenance	N/A	16,016,322
6.	ADRICS/CROSS CUTTING ISSUES	N/A	10,000,000
7.	Material tests	N/A	3,000,000
8.	DRC/Works Committee	N/A	17,000,000
9.	Computer/ Stationary services	N/A	4,000,000
	Total		**1,000,000,000**

The Authority further noted that the reports showed captioned pictures for the road names i.e., Kikakanya-Nkombwe, Kasubi-Ajjija-Kigaya, Lweru-Makindu and Nkokonjeru-Namukuma-Ssi, without Force Account signboards for ease of identification and confirmation the roadworks indicated in Figure 2 below:

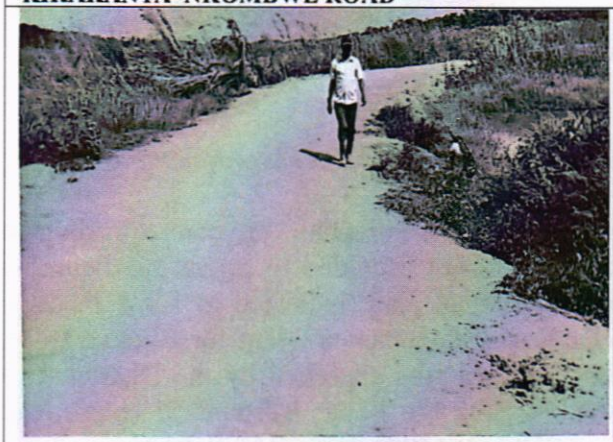
Figure 2: Status of roads executed under Force Account Mechanism



KIKAKANYA -NKOMBWE ROAD



KASUBI -AJIJA-KIGAYA



LWERU MAKINDU

NKOKONJERU -NAMUKUMA - SSI

No signboards for each road, therefore the Authority could not establish whether they were the exact roads executed in the financial year 2024-2025

Source: *Extracted from the responses submitted on 26th May 2026*

Recommendations

The Accounting Officer should:

a) Task the District Engineer to maintain all records on the implementation of Force Account Mechanism and share copies with the Procurement and Disposal Unit for filing in accordance with Section 130 (5) (e) of the PPDA Act, Cap. 205. Furthermore, the records should be made accessible efficiently whenever various mandated stakeholders require access;

b) Regularise and strengthen Force Account documentation and oversight by:
   i) Establishing and maintaining a complete Force Account file for each road work activity executed under the mechanism, including approvals, work plans, costing, material requisitions/issues, supervision records, and completion evidence; and
   ii) Preparing and filing periodic progress/status reports with pictorial evidence, and submitting the required quarterly reports to URF/MoWT for all Force Account works.

2.5 PROGRESS AND PERFORMANCE OF THE MICRO-SCALE IRRIGATION PROGRAM IN BUIKWE DISTRICT LOCAL GOVERNMENT

Background

The Government of Uganda, with support from the World Bank through the Uganda Intergovernmental Fiscal Transfers (UgIFT) Programme for Results – Additional Financing (UgIFT-AF), received funding to implement micro-scale irrigation schemes for low-income farmers. The initiative aimed to promote uptake of cost-effective micro-irrigation technologies to improve farmer productivity and livelihoods, in line with the National Irrigation Policy and Uganda Vision 2040.

The Micro-scale Irrigation Program supports farmers to purchase and use individual irrigation equipment through a matching grant scheme, in which the cost of the equipment is co-financed by the farmer and the Government of Uganda. The Government subsidises between 25% and 75% of the total cost of the irrigation equipment (which can be sprinkler, drip and drag hosepipe methods using either solar or petrol energy sources). The level of the subsidy varies according to the choice of the irrigation equipment/ technology selected by the farmer as indicated below:

- For solar-powered irrigation equipment, the maximum Government co-payment is 75% of the total cost of equipment and is capped at UGX 18,000,000.
- For petrol-powered irrigation equipment the maximum Government co-payment is 25% of the total cost of equipment and is capped at UGX 5,000,000.

Buikwe District Local Government received funds worth UGX 622,724,545 (as indicated in the amended procurement plan received by the Authority on 15th July 2025) for the design, supply and installation of the Solar power Micro-scale irrigation systems in the Financial Year 2024-2025.

2.5.1 Failure to provide information on the implementation of the Micro-Irrigation Schemes

Section 33 (0) of the PPDA Act, Cap. 205 provides that "*a Procurement and Disposal Unit shall maintain and archive records of the procurement and disposal process*".

Buikwe District Local Government provided for procurement of micro-scale irrigation equipment at an estimated cost of UGX 622,724,545, as indicated in the updated annual procurement and disposal plan received by the Authority on 15th July 2025.

The Authority found that the Entity did not maintain records to establish the number of farmers who expressed interest, had irrigation equipment successfully installed, or met their co-funding obligations, among other key programme tracking information.

The summary of procurement and implementation of the microscale irrigation program in Buikwe District Local Government in Financial Year 2024/25 is indicated in Table 13 below:

Table 13: Summary and status of the procurement of microscale irrigation equipment

Level	Definition	Buikwe DLG statistics by Number (FY 2024/25)
'Interested' Farmer	Those farmers who submitted an Expression of Interest (EOI) and met the basic self-assessed criteria	No details provided

Level	Definition	Buikwe DLG statistics by Number (FY 2024/25)
'Eligible' Farmer	Those farmers who had a farm visit and were found to meet the eligibility criteria	No details provided
'Approved' Farmer	Those farmers who made the co-payment, provided documentary proof of their land tenure (if possible) and signed an MOU with the Local Government	No details provided
'Installation Accepted' Farmer	Those farmers who had the irrigation equipment installed and the Local Government and farmer verified the equipment and installation was as per quotation and standards	No details provided
'Completed' Farmer	Those Farmers where the irrigation equipment supplier was paid by the Local Government and all paperwork is complete	No details provided
Total of microscale irrigation kits installed and completed in FY 2024/2025		No details provided

Implication
This undermined transparency and accountability for beneficiary selection and project delivery, since the Entity could not demonstrate who qualified, who received installations, and whether co-funding obligations were met.

Management response
Management noted Authority's observation and explained that missing records were available for verification.

Authority's comment: Noted the Entity's response; however, while it indicated that the records were available for verification, the aforementioned records were not provided to prove the claim..

Recommendation
The Accounting Officer should task the Head, Procurement and Disposal Unit to liaise with Production Department to avail all the records on the implementation of micro-scale irrigation systems in the financial year 2024-2025 for archive in accordance with Section 33 (o) of the PPDA Act, Cap. 205.

2.5.2 Award of contract above the procurement plan estimate
Regulation 4 (1) (a) and (c) of the PPDA (Rules and Methods for procurement of supplies, works and non-consultancy services) Regulations, 2023 provides that; "*a Procuring and Disposing Entity shall not initiate any procurement for which funds are not available or adequate in the budget of the Procuring and Disposing Entity except where the delivery of supplies, works or non-consultancy services and the consequent payments to a provider are to be effected under subsequent financial year; or the Secretary to the Treasury confirms in writing that the required funding shall be made available*".

The Authority found that contracts worth UGX 1,038,474,640 were awarded for 48 farmers to Waterfix Engineering (U) Ltd, Yistam Enterprises Ltd, W&S Consults International Ltd and Baata Engineering Co. Ltd. However, the procurement plan estimate for the supply and installation of irrigation equipment was UGX 622,724,545, resulting in a variance of UGX 415,750,095 above the planned estimate, contrary to Regulation 4(1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023.

Implication
This exposed the Entity to over-commitment and budget overruns, increasing the risk of domestic arrears, delayed payments and contract disputes, since the award value exceeded the approved procurement plan estimate. It also undermined procurement planning and commitment control.

Management response
Management noted the Authority's observation and explained that; due to the previous experience were farmers failed to pay the co-fund on time and causing funds to be returned to National Treasury, management resorted to awarding more contracts, anticipating that some farmers would fail to meet their co-fund as the case had been before. Therefore, contracts with 36 out of the 48 farmers were signed.

Authority's comment: Noted the Entity's response; however, the Entity did not provide proof for all the signed contracts. Only 27 were verified out of the 36 contracts claimed to have been signed. Therefore, the exact value of the signed contracts could not be obtained to established whether this did not exceed the planned estimate worth UGX 622,724,545.

Recommendations
The Accounting Officer should task the Head, Procurement and Disposal Unit to keep all records of signed contracts and ensure that contract value does not exceed the funds available as indicated in the approved procurement plan.

2.5.3 Missing records on the Procurement Action Files
Section 33 (0) of the PPDA Act, Cap. 205 provides that "*a Procurement and Disposal Unit shall maintain and archive records of the procurement and disposal process*".

a) The Authority found that the following procurement and contract management records for design, supply and installation of micro-scale irrigation systems were missing from the procurement action file for the farmers in Table 14 below:
   i) Payment records to contractors, with no payment certificates and payment vouchers;
   ii) Complete payments of co-fund;
   iii) Substantial completion certificates for 37 farmers; and
   iv) Contract management plan/plans (Form 49).

The details of farmers with missing records are as indicated in Table 14 below:

Table 14: Award summary of farmers and missing records

S/No	Farmer	Value (UGX)	Contractor	Contract date	Substantial completion certificates (date)	Inspection report (date)	Co-fund (UGX)
1.	Birungi Ritah	22,200,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
2.	Damba Charles	22,324,000	Yistam Enterprises Ltd	23rd January 2025	Missing	Missing	1,000,000
3.	Igumba Micheal Nicholas	25,420,000	W&S Consults International Ltd	Missing	Missing	29th May 2025	7,420,000
4.	Isiko Titus	17,724,000	Waterfix Engineering U Ltd	15th April 2025	Missing	Missing	4,431,000
5.	Kabahumuza Esther	28,040,000	Waterfix Engineering U Ltd	6th March 2025	Missing	Missing	10,000,000
6.	Kafeero Margaret	16,735,000	Waterfix Engineering U Ltd	26th November 2024	26th February 2025	4th March 2025	4,183,750
7.	Kafeero Mercy	15,770,000	Waterfix Engineering U Ltd	26th November 2024	26th February 2025	4th March 2025	3,942,500
8.	Kafeero Regnold Lwanga	18,405,000	Waterfix Engineering U Ltd	26th November 2024	26th February 2025	4th March 2025	4,601,250
9.	Kagame Paul	21,015,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
10.	Kakooza Ibrahim	23,540,000	Waterfix Engineering U Ltd	6th March 2025	Missing	Missing	5,877,000
11.	Kayondo Deo	22,126,000	Waterfix Engineering U Ltd	Missing	6th June 2025	6th June 2025	Missing
12.	Kikira Susan Sayuni	29,804,000	Waterfix Engineering U Ltd	15th April 2025	Missing	Missing	11,804,000
13.	Kiwombojjo Micheal	19,254,000	Yistam Enterprises Ltd	23rd January 2025	Missing	4th March 2025	4,813,500
14.	Kyeyune Muwadda	24,000,000	Waterfix Engineering U Ltd	17th December 2024	26th February 2025	4th March 2025	Missing
15.	Lubanga David Kamya	21,611,500	Waterfix Engineering U Ltd	7th April 2025	Missing	Missing	Missing

S/No	Farmer	Value (UGX)	Contractor	Contract date	Substantial completion certificates (date)	Inspection report (date)	Co-fund (UGX)
16.	Lutwama Abudal Azziz	22,240,000	Waterfix Engineering U Ltd	15th April 2025	Missing	Missing	3,950,000
17.	Matovu Ismail	17,110,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	13,997,500
18.	Mawanda Richard	19,895,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	4,973,750
19.	Mbabazi Gloria Kawaguzi	20,843,400	Yistam Enterprises Ltd	15th April 2025	Missing	Missing	5,250,000
20.	Mpalimuliwa Juliet	23,011,800	Baata Engineering Co. Ltd	7th April 2025	Missing	Missing	Missing
21.	Muhumuza Collin Mesaki	16,265,000	Waterfix Engineering U Ltd	26th November 2024	Missing	4th March 2025	4,066,250
22.	Mukasa Perez	16,095,000	Waterfix Engineering U Ltd	26th November 2024	26th February 2025	4th March 2025	4,023,750
23.	Mukiibi Charles	22,015,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
24.	Mutesasila Swaibu	20,925,000	Waterfix Engineering U Ltd	26th November 2024	Missing	Missing	5,025,000
25.	Muziransa Faham Dhakaba Mohammed	21,395,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	6,350,000
26.	Mwase Godfrey Jesers	19,820,300	Waterfix Engineering U Ltd	7th April 2025	Missing	Missing	Missing
27.	Nakacwa Swolo Rebecca	28,695,000	Waterfix Engineering U Ltd	26th November 2024	Missing	Missing	10,695,000

S/No	Farmer	Value (UGX)	Contractor	Contract date	Substantial completion certificates (date)	Inspection report (date)	Co-fund (UGX)
28.	Nakalembe Azidah	20,015,800	Waterfix Engineering U Ltd	Missing	Missing	Missing	5,012,950
29.	Nakiri Jazira Kyazze	21,694,000	Yistam Enterprises Ltd	15th April 2025	29th May 2025	6th June 2025	4,000,000
30.	Nakisekka Annet	24,755,250	W&S Consults International Ltd	Missing	Missing	Missing	Missing
31.	Nakyaze Muzibira Juliet	27,476,100	Baata Engineering Co. Ltd	7th April 2025	Missing	Missing	Missing
32.	Nalukwago Grace	12,680,000	Waterfix Engineering U Ltd	26th November 2024	26th February 2025	4th March 2025	3,170,000
33.	Nambowa Rosette	21,900,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
34.	Nami Robinah	21,355,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
35.	Ngabonziza Alex Gift	21,956,300	Baata Engineering Co. Ltd	15th April 2025	Missing	Missing	5,500,000
36.	Ntambi Robert	28,139,440	Baata Engineering Co. Ltd	26th November 2024	17th March 2025	12th March 2025	10,139,400
37.	Nyombi Yasin	12,580,000	W&S Consults International Ltd	Missing	Missing	Missing	Missing
38.	Otala Judith Nakiranda	14,440,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	4,360,000
39.	Sikyangwa Aisha Muziransa	25,090,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
40.	Sonko Ouko Patrick	22,880,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	11,270,000
41.	Ssempa Pablo	20,415,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	5,103,750

S/No	Farmer	Value (UGX)	Contractor	Contract date	Substantial completion certificates (date)	Inspection report (date)	Co-fund (UGX)
42.	Ssentongo Justine Nagawa	19,389,000	Waterfix Engineering U Ltd	15th April 2025	Missing	Missing	4,847,000
43.	Twinomujuni Julius	29,889,000	Waterfix Engineering U Ltd	15th April 2025	Missing	Missing	11,000,000
44.	Zziwa Paul	20,949,000	Waterfix Engineering U Ltd	6th March 2025	6th May 2025	6th May 2025	3,500,000
45.	Tuliwangala Joel	20,087,500	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
46.	Serutoke Christine	28,070,000	Waterfix Engineering U Ltd	Missing	Missing	Missing	Missing
47.	Nakyeyune Aidah	24,000,000	Waterfix Engineering U Ltd	Missing	26th February 2025	4th March 2025	Missing
48.	Kawoya Ahmed	22,324,000	Yistam Enterprises Ltd	Missing	Missing	Missing	Missing
Total		**1,038,474,640**					**184,307,350**

Implication
This undermined transparency, accountability and effective contract oversight, since the Entity could not demonstrate that payments were properly certified and supported, that beneficiary co-funding was received, or that the installations were completed and accepted. The absence of completion certificates, Form 49 contract management plans, supervision reports and some contracts also increased the risk of unsupported expenditure, overpayments, incomplete or substandard installations, disputes and weak value for money. It further limited traceability of what was delivered to specific farmers.

Management Response
Management noted the Authority's observation and explained that the documents were on file.

Authority's comment: Noted the Entity's response; however, the aforementioned records were not provided to prove the claim.

Recommendations

The Accounting Officer should direct the Contract Managers, Head PDU and Finance to regularise and strengthen contract documentation for the micro-scale irrigation programme by:

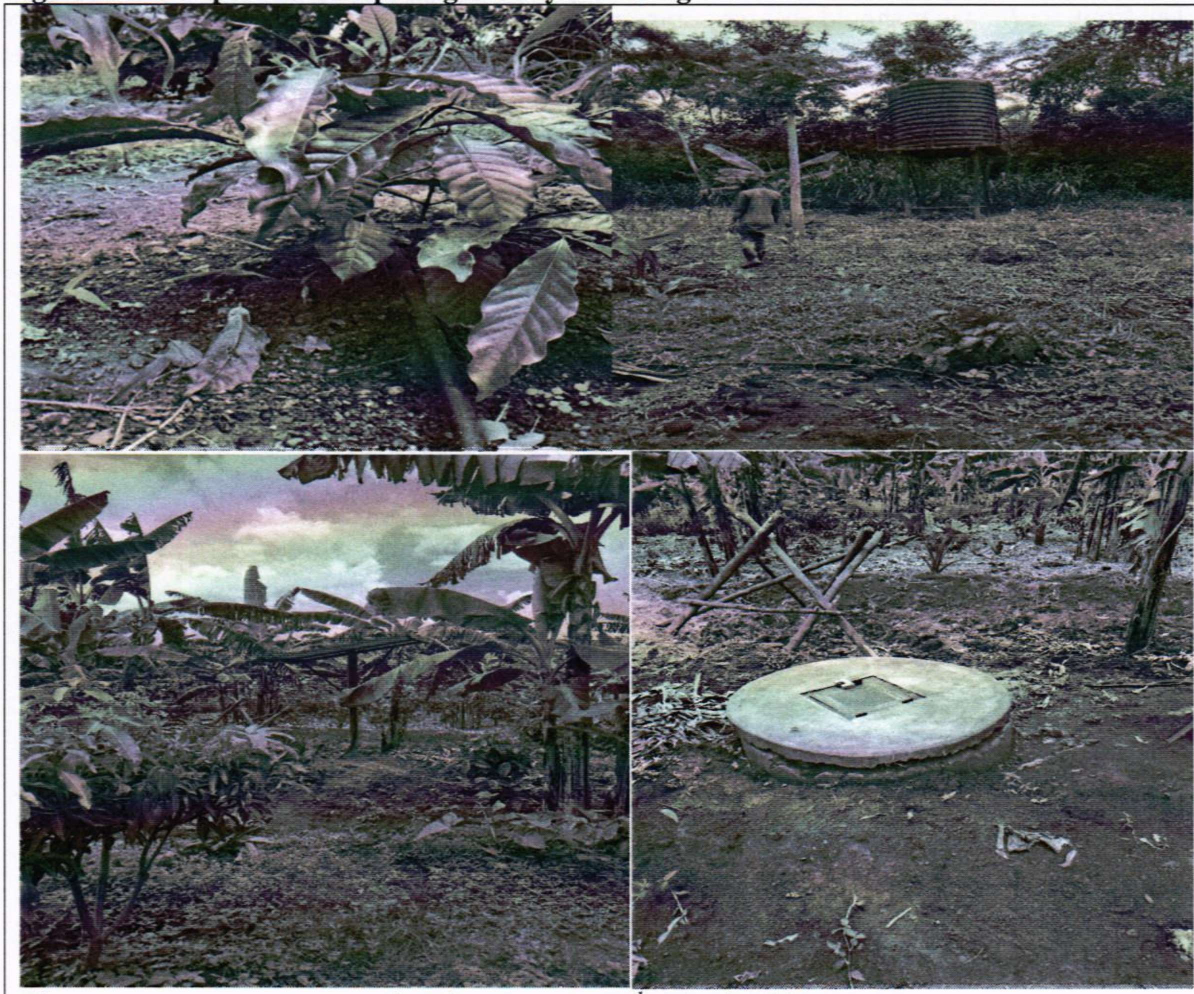
i) Availing and filing complete payment documentation (payment certificates, payment vouchers and any other supporting records) for all contractors;
ii) Maintaining verified evidence of co-funding for each of the 48 farmers (receipts, bank/payment records, and beneficiary register);
iii) Issuing and filing substantial completion/acceptance certificates for each installation;
iv) Preparing and filing contract management plans (Form 49) for each contract and ensuring they guide supervision and reporting; and
v) Providing the missing technical supervision reports and copies of contracts for the specified farmers, and instituting a standard contract file index/checklist with periodic file completeness reviews to prevent recurrence.

2.5.4 Failure to install signposts at Microscale Irrigation Projects

Regulation 52 (1) (a) of the PPDA (Contracts) regulations, 2023 provides that; "*a contract manager shall make certain that the provider performs the contract in accordance with the terms and conditions specified in the contract*".

During the verification exercise, the Authority found that the system installed at Igumba Micheal Nicholas's farm was operational; however, the contractor did not supply and install a signpost with details of the project at the site, as shown in Figures 3 below:

Figure 3: Solar powered drip irrigation system at Igumba Micheal Nicholas's Farm



There was no signpost erected at the site as at 24th March 2026

Implications

This undermined transparency and accountability for the project, since the absence of a signpost limits public disclosure of key project information (e.g., scope, contractor, cost, funding source and implementation period) and reduces the ability of stakeholders to monitor implementation and report concerns. It also indicates incomplete compliance with contract/implementation requirements, which may weaken supervision and acceptance controls.

Management response

Management noted the Authority's observation and explained that the scope of work did not include installation of signposts due to budget constraints. Therefore, installation of the sign posts was planned for the financial year 2025-2026.

Authority's comment: Noted the Entity's response; however, with the financial year 2025-2026 past midway as at the time of inspection, the Entity did not provide details of the availability of funds for the signposts and there was no evidence of the installation.

Recommendation

The Contract Manager should enforce contract completion obligations by requiring the contractor to install the required signpost within a specified timeframe, and to provide evidence of installation (inspection report and photos). Where the contractor fails to comply, the Entity should apply the applicable contractual remedies, including withholding payments and/or other sanctions in accordance with Regulation 52 of the PPDA (Contracts) Regulations, 2023.

CHAPTER THREE: OVERVIEW OF THE PERFORMANCE OF THE ENTITY

3.1 Overall Inspection Conclusion

The performance of Buikwe District Local Government for the Financial Year 2024/2025 was Moderately Satisfactory with an overall weighted average risk rating of **36.54%.**

3.2 Entity's risk assessment

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 15 below:

Table 15: Risk Computation

Risk Category	No.	No.%	Value (UGX)	Value %	Weights	Total Weighted Average	
						By No.	By Value
High	1	10	200,000,000	8.33	0.6	6.00	5.00
Medium	3	30	1,321,736,903	55.03	0.3	9.00	16.51
Low	4	40	803,620,466	33.46	0.1	4.00	3.35
Satisfactory	2	20	76,610,424	3.19	0	0.00	-
Total	**10**	**100**	**2,401,967,793**	**100**	**1**	**19.00**	**24.85**

$$\textbf{Weighted Average (By No.)} = \frac{\sum \text{Weighted Score X 100}}{60} = \frac{19.00 \text{ X } 100}{60} = 31.67\%$$

$$\textbf{Weighted Average (By Value)} = \frac{\sum \text{Weighted Score X 100}}{60} = \frac{24.85 \text{ X } 100}{60} = 41.42\%$$

$$\textbf{Combined Weighted Average} = \frac{31.67+41.42}{2} = \mathbf{36.54\%}$$

Since **36.54%** falls within the 31-70 risk range, the performance of the Entity is rated **Moderately Satisfactory** as detailed in Table 27 below:

Table 16: Risk rating Table

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

Figure 4: Graphical Representation of the Entity's Risk Assessment by Number

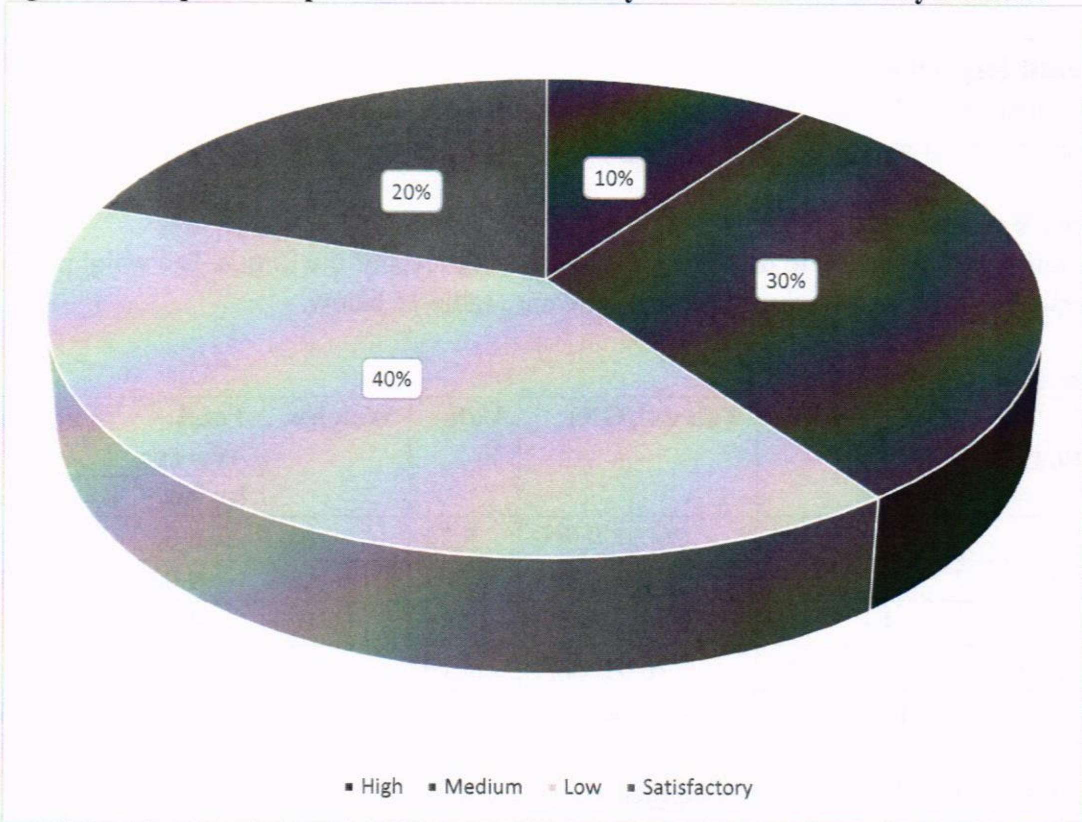
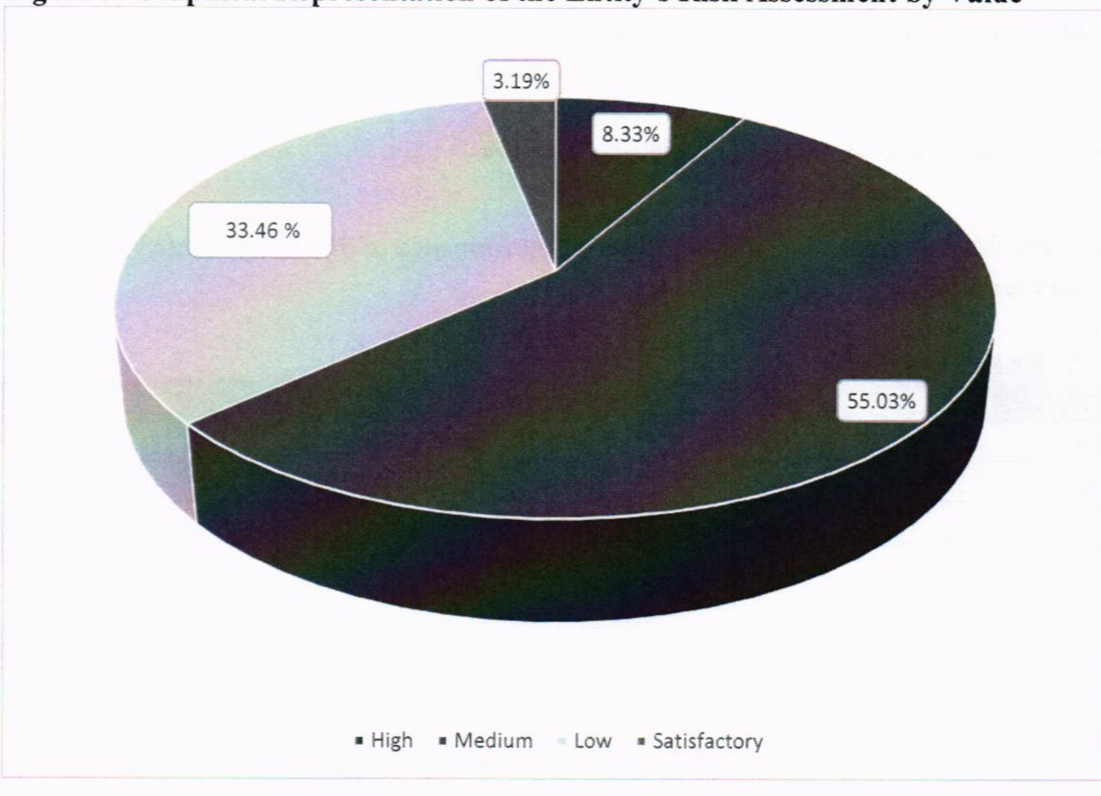


Figure 5: Graphical Representation of the Entity's Risk Assessment by Value



3.3 Inspection Opinion/Conclusion

The Procurement and Disposal activities of Buikwe District Local Government for the Financial Year 2024/2025 were generally conducted in compliance with the provisions of the PPDA Act, Cap. 205, the PPDA Regulations, 2023, PPDA Regulations, 2014 on Force Account Mechanism, and PPDA Guidelines, 2024. The Entity maintained the required procurement and disposal structures, and disposal activities were yet to be conducted as recommended in the board of survey report.

However, the inspection identified several control and performance weaknesses that require management attention. These include failure to fully implement previous audit recommendations; failure to dispose of obsolete assets; failure to maintain key procurement, Force Account and contract management records; inconsistencies between the contract provisions and actual contract execution; and failure to monitor contractors' compliance with **environmental, social, health and safety safeguards.**

While these weaknesses did not materially undermine the overall integrity of the procurement system, they indicate deficiencies in procurement planning, contract management, disposal process and monitoring mechanisms that may adversely affect service delivery, value for money, supplier confidence and achievement of Government policy objectives if not addressed.

Accordingly, the performance of Buikwe District Local Government for the FY 2024/2025 is assessed as **Moderately Satisfactory**, with an overall weighted average risk of **36.54%**, but requiring targeted management interventions to strengthen procurement efficiency, contract management and compliance with statutory and regulatory requirements.

3.4 Recommended Action Plan

Buikwe District Local Government should implement the following recommendations in Table 17 below within the timeframe given in order to improve its performance in Procurement and Disposal.

Table 17: Action Plan

Finding	Action/Recommendation	Responsible Officer	Timeline
Failure to fully implement 60.0% of the previous recommendations	Internal Auditor to follow up and ensure full implementation of the Authority's recommendations in accordance with Section 10 (1) (a) of the PPDA Act, Cap. 205.	Accounting Officer/ Internal Auditor	Quarterly
Failure to fully implement 60.0% of the previous recommendations	Take immediate corrective action to close the outstanding recommendations by preparing a time-bound implementation action plan for recommendations not fully implemented by assigning each action to a named responsible officer with clear deadlines; maintaining an implementation tracker with required evidence for each action; and periodic management reviews of progress until full implementation is achieved.	Accounting Officer	Within 30 days
Failure to dispose obsolete assets	Re-assess the reserve price of the assets to be disposed of by obtaining a valuation in accordance with Regulation 24 of the PPDA (Disposal of Public Assets) Regulations, 2023).	Accounting Officer	October 2026
Failure to Maintain Contract Management Records	Direct the Contract Managers, Head, Procurement and Disposal Unit, Production and Finance to regularise and strengthen contract documentation for the micro-scale irrigation programme by availing and filing complete payment documentation; maintaining verified evidence of co-funding for each farmer; issuing and filing substantial completion/acceptance certificates for each installation; and providing the missing technical supervision reports and copies of contracts for the specified farmers.	Accounting Officer	Within 30 days
Irregularities in the contract for the Supply of motor vehicle double cabin pick up	Strengthen contractual safeguards before payment by requiring all supply contracts especially for high-value items to provide for Performance Security or a Performance Securing Declaration, and ensuring these are obtained and valid before contract execution	Accounting Officer	Continuous

Finding	Action/Recommendation	Responsible Officer	Timeline
	and/or any payment where delivery is outstanding.		
Failure to maintain procurement and contract management files	The District Engineer to maintain all records on the implementation of Force Account Mechanism and share copies with the Procurement and Disposal Unit for filing in accordance with Section 130 (5) (e) of the PPDA Act, Cap. 205. Furthermore, the records should be made accessible efficiently whenever various mandated stakeholders require access.	Accounting Officer/ District Engineer	Continuous
Non-adherence to the Environmental, Social, Health, Safety Safeguards	Direct the District Environment Officer and the District Community Development Officer, working with the Contract Managers, to prepare and file periodic comprehensive ESHS monitoring reports for all works contracts with ESHS provisions, supported by pictorial evidence, site inspection records and confirmation of ESHS items implemented.	Accounting Officer	Continuous
Failure to dispose obsolete assets	Group the public assets to be disposed of in lots to maximise competition and achieving value for money in accordance with Regulation 2 (3) of the PPDA (Disposal of Public Assets) Regulations, 2023, and guide the Entity on the use of most appropriate among Disposal methods provided under Section 95 (1) of the PPDA Act, Cap. 205.	Head, PDU /User Department	October 2026
Irregularities in the contract for the Supply of motor vehicle double cabin pick up	Verify contractual authority and documentation before signature by confirming that the contract is signed by the properly authorised representative of the supplier in line with the Power of Attorney (PoA), and filing the verified PoA and identification documents on the procurement action file.	Head, PDU /Accounting Officer	Continuous
Non-adherence to the Environmental, Social, Health, Safety Safeguards	Link payment certification of ESHS items to verified implementation, and ensure that the reports and evidence are maintained on the procurement action files to support compliance, accountability and value for money	Contract Managers/ District Engineer	Continuous

APPENDIX 1: CASE BY CASE ANALYSIS

No.	HIGH RISK CONTRACTS	REASONS FOR HIGH RISK
1.	**Subject:** Supply of motor vehicle double cabin pick up for Finance department **Ref:** Buik816/Spls/24-25/00014 **Actual:** UGX 200,000,000 **Method:** Request for quotation **Provider**: Suma Bolt Logistics Ltd	• Low bidder participation • Missing Records - Complete payment records worth UGX 200,000,000 the contract price. - Delivery documents including delivery note, invoice and Goods Received Note as indicated under GCC 1.1 • Controversies in provisions of the contract and the actual execution of the contract - GCC 18.1 of the contract did not require a Performance Security; however, there was no provision for Performance Securing Declaration yet the motor vehicle had not been delivered by the time of the compliance inspection; - GCC 18.2 of the contract indicated the advance payment as not applicable; however, the Entity made partial payments, with delivery of the vehicle expected after full payments; and - Contract was signed by Mr. Mafabi Muhammad on behalf of the supplier yet the Powers of Attorney indicated Mr. Kafeero Badru Kiggundu. • Signing contract without adequate availability of funds
2.	**Subject:** Design, supply and installation of micro scale Irrigation Equipment to selected beneficiary Farmers **Ref:** Buik816/Wrks/24-25/00019 **Actual:** UGX 1,038,474,640 **Method:** Request for quotation **Providers**: a) Baata Engineering Co Ltd b) Yistam Enterprises Ltd c) W&S Consult International Ltd	• Missing records to establish the number of farmers who expressed interest, had irrigation equipment successfully installed, or met their co-funding obligations, among other key programme tracking information • Award of contract above the procurement plan estimate • Payment records to contractors, with no payment certificates and payment vouchers; • Complete payments of co-fund; • Substantial completion certificates for 37 farmers; and • Contract management plan/plans (Form 49) • Inspection report • Failure to install signposts at Microscale Irrigation Projects
No.	**MEDIUM RISK CONTRACTS**	**REASONS FOR MEDIUM RISK**
1.	**Subject:** Supply, Delivery, Installation, User training and commissioning of	• Missing Records. The following documents indicated under GCC 12: - - Certificate of origin

	assorted medical equipment for 195 Health (Nkokonjeru HCIII) **Ref:** MOH/Supls/24-25/00023-Lot2 **Actual:** UGX 117,805,000 **Method:** Open Domestic Bidding **Provider**: Nairobi Enterprises (U) Ltd	- Inspection certificate issued by a nominated inspection agency - Supplier's factory inspection report • Performance Security of 5% of the contract price as required under GCC 19.1 of the signed contract
2.	**Subject:** Rehabilitation of 6 classroom Block at Luwombo P/s **Ref:** Buik816/Wrks/24-25/00005-2 **Actual:** UGX 165,457,263 **Method:** Restricted Domestic Bidding **Provider**: Kano Building Contractors Ltd	• Low bidder participation • No instructions to the contractor for the extra works executed i.e., fixing the six windows; construction of the extended ramp; rebuilding the cracked area; and fabrication and installation of guard rails (partially done), worth UGX 12,302,500 as indicated in the BOQs for extra works • No Contracts Committee approval of the extra works • No detailed reports with pictorial evidence on the implementation of the ESHS with a provision of UGX 1,300,000 made in the contractor's bill of quantities
No.	**LOW RISK CONTRACTS**	**REASONS FOR LOW RISK**
1.	**Subject:** Construction of Buikwe District Administration Block Phase III **Ref:** Buik816/Wrks/24-25/00012 **Actual:** UGX 398,311,006 **Method:** Request for quotation **Provider**: Mason Consult Ltd	• Low bidder participation • Performance Security of 5% of the contract price as required under GCC 61.1 of the signed contract • No detailed reports with pictorial evidence on the implementation of the ESHS with a provision of UGX 2,000,000 made in the contractor's bill of quantities
2.	**Subject:** Construction of piped water system Extension from SSI to Ngogwe HC IV **Ref:** Buik816/Wrks/24-25/00011 **Actual:** UGX 175,817,640 **Method:** Request for quotation **Provider**: Aeonang Investments Ltd	• Low bidder participation
3.	**Subject:** Construction of a 2 in1 Classroom block with lightening arrestor,	• Low bidder participation • School desks supplied were not engraved

	ramp and 14 Primary school Desks at St. Kaloli Lukka **Ref:** Buik816/Wrks/24-25/00004-1 **Actual:** UGX 114,879,600 **Method:** Restricted Domestic Bidding **Provider**: Build 4 Uganda Ltd	
4.	**Subject:** Construction of 2 in 1 classroom block at Nkompe PS with 10,000 ltr water tank, lightening arrestor, ramp and 14 primary school desks **Ref:** Buik816/Wrks/24-25/00004-2 **Actual:** UGX 114,612,220 **Method:** Restricted Domestic Bidding **Provider**: Fatah Investment Ltd	Low bidder participation
No.	**SATISFACTORY CONTRACTS**	
1.	**Subject:** Consultancy service for Road Design and Bills of Quantities and monitoring for upgrading of utoda -Zzinga – Nagologye 1km to Tarmac and Monitoring works **Ref:** Buik816/CONSVCS/24-25/0 00001 **Actual:** UGX 29,730,000 **Method:** Request for quotation **Provider**: Techno Design Engineering Ltd	
2.	**Subject:** Construction of a Maternity at Makindu Health Centre III Phase II **Ref:** Buik816/Wrks/24-25/00001 **Actual:** UGX 46,880,424 **Method:** Direct Procurement **Provider:** Lugasa Development Association Ltd	

APPENDIX 2: PROCUREMENT SAMPLE LIST FOR BUIKWE DISTRICT LOCAL GOVERNMENT FOR THE FINANCIAL YEAR 2024/25

No.	Reference No.	Subject of procurement	Method of Procurement	Provider	Contract Value (UGX)	Risk Rating
1.	Buik816/Wrks/ 24-25/00001	Construction of a Maternity at Makindu Health Centre III Phase II	Direct Procurement	Lugasa Development Association Ltd	46,880,424	Satisfactory
2.	MOH/Supls/24 -25/00023-Lot2	Supply, Delivery, Installation, User training and commissioning of assorted medical equipment for 195 Health (Nkokonjeru HCIII)	Open Domestic Bidding	Nairobi Enterprises (U) Ltd	117,805,000	Medium
3.	Buik816/Spls/ 24-25/00014	Supply of motor vehicle double cabin pick up for Finance department	Request for Quotation	Suma Bolt Logistics Ltd	200,000,000	High
4.	Buik816/Wrks/ 24-25/00012	Construction of Buikwe District Administration Block Phase III	Request for quotation	Mason Consult Ltd	398,311,006	Medium
5.	Buik816/Wrks/ 24-25/00004-1	Construction of a 2 in1 Classroom block with lightening arrestor, ramp and 14 Primary school Desks at St. kaloli Lukka	Restricted Domestic Bidding	Build 4 Uganda Ltd	114,879,600	Medium
6.	Buik816/Wrks/ 24-25/00004-2	Construction of 2 in 1 classroom block at Nkompe PS with 10,000 ltr water tank, lightening arrestor, ramp and 14 primary school desks	Restricted Domestic Bidding	Fatah Investment Ltd	114,612,220	Medium
7.	Buik816/Wrks/ 24-25/00005-2	Rehabilitation of 6 classroom Block at Luwombo P/S	Restricted Domestic Bidding	Kano Building Contractors Ltd	165,457,263	Medium
8.	Buik816/Wrks/ 24-25/00011	Construction of piped water system Extension from SSI to Ngogwe HC IV	Request for quotation	Aeonang Investments Ltd	175,817,640	Medium
9.	Buik816/CON SVCS/24-25/0 00001	Consultancy service for Road Design and Bills of Quantities and monitoring for upgrading of utoda -Zzinga – Nagologye 1km to Tarmac and Monitoring works	Request for quotation	Techno Design Engineering Ltd	29,730,000	Satisfactory
10.	Buik816/Wrks/ 24-25/00019	Design, supply and installation of micro scale Irrigation Equipment to selected beneficiary Farmers	Request for quotation	1. Baata Engineering Co Ltd 2. Yistam Enterprises Ltd 3. W&S Consult International Ltd	1,038,474,640	Medium

APPENDIX 3: RISK RATING CRITERIA

RISK	DESCRIPTION	AREA	IMPLICATION
HIGH	Such procurements were considered to have serious weaknesses, which could cause material financial loss or carry risk for the regulatory system or the entity's reputation. Such cases warrant immediate attention by senior management. Significant deviations from established policies and principles and/or generally accepted industry standards will normally be rated "high".	**Planning:** Lack of or failure to procure within the approved plan	This implies emergencies and use of the direct procurement method which affects competition and value for money.
		Bidding Process: Use of wrong/inappropriate procurement methods, failure to seek Contracts Committee approvals and usurping the powers of the PDU.	This implies use of less competitive methods which affects transparency, accountability and value for money.
		Evaluation: Use of inappropriate evaluation methodologies or failure to conduct evaluation.	This implies financial loss caused by awarding contracts at higher prices or shoddy work caused by failure to recommend award to a responsive bidder.
		Record Keeping: Missing procurement files and missing key records on the files namely; solicitation document, submitted bids, evaluation report and contract.	This implies that one cannot ascertain the audit trail namely; whether there was competition and fairness in the procurement process.
		Fraud/forgery: Falsification of Documents	This implies lack of transparency and value for money.
		Contract Management: 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
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	**Planning:** Lack of initiation of procurements and confirmation of funds.	This implies committing the Entity without funds thereby causing domestic arrears.
		Bidding Process: Deviations from standard procedures namely bidding periods, standard formats, use of PP Forms and	This implies lack of efficiency, standardisation and avoiding competition.

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

RISK	DESCRIPTION	AREA	IMPLICATION
	matches current market best practice. Deviations from laid down detailed procedures would normally be graded "low" provided that there is sufficient evidence of management action to put in place and monitor compliance with detailed procedures.		

SATISFACTORY

Relates to following laid down procurement procedures and guidelines and no significant deviation is identified during the conduct of the procurement process based on the records available at the time.